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Subject: Staff reports - Deltona apps
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Cc: Sally L. Parker <sally.parker@citrusbocc.gov>
Sent: February 3, 2026 1:03 PM (UTC-05:00)
Attached: 2026 staff.pdf, 2026 staff report.pdf, strikethru subarea plan staff jan 20 2026 with eng comments.pdf

Good Afternoon Commissioner:

Attached are the staff reports and analysis for the Deltona Application.

Denise A. Dymond Lyn

City, County and Local Government Law Specialist

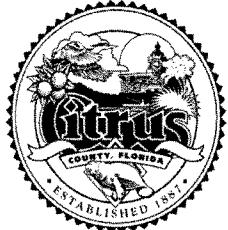
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**DEPARTMENT OF GROWTH MANAGEMENT
COMPREHENSIVE PLAN AMENDMENT
STAFF FINDINGS REPORT
TO THE
PLANNING AND DEVELOPMENT COMMISSION**

APPLICATION NUMBER CPA-2025-00012 Attorney Sidney F. Ansbacher for the
Deltona Corporation

DATE: January 30, 2026

PREPARED BY: Joanna L. Coutu, AICP, Deputy Director; Dept. of Growth Management

Request to amend the Future Land Use Element (Chapter Ten) of the Comprehensive Plan

FUTURE LAND USE ELEMENT (CHAPTER TEN) REQUEST:	Amend Figure 10-28 of the Future Land Use Element regarding the Planned Service Area
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ANALYSIS – The application proposes to extend the Planned Service Area (PSA) of the Citrus County Comprehensive Plan to the boundaries of the application area of application CPA/AA-2025-00013. In 2019, as part of the existing Subarea Plan adoption the PSA was also extended to accommodate the Subarea at that time.

The Planned Service Area is discussed in detail in the data and analysis of the Future Land Use Element (Section E.1, Future Development Pattern, Planned Service Areas). It notes that the PSA is based on a policy from the State's Comprehensive Plan to provide "systems of incentives and disincentives to discourage urban sprawl". Specifically, the PSA represents areas where regional utilities (water and sewer) are available or are expected to be available, and development is correspondingly encouraged in these areas. Figure 10-28 outlines the current extent of the PSA.

The Land Development Code (LDC) utilizes the PSA to determine available zoning categories. For example, outside of the PSA residential density is limited to land use districts such as RUR and AGR (with residential density maximums of one unit per ten acres). In addition, Large Lot Rural Subdivisions, which allow a subdivision platting exception using an exclusive access easement rather than direct lot frontage, are limited to areas outside of the PSA.

Citrus County Utilities has indicated that central water and sewer now abut the application site. (Capacity for the proposed development outlined in application CPA/AA-2026-00013 has not yet been determined). The site lies within the Central Ridge area of the County, as required for the PSA.

The proposed density of up to 12 units per acre for multifamily use would need to be located within the PSA, as land use districts outside of this area are much more restrictive (such as Rural Residential District at one unit per 10 acres). Recently, Citrus County Water Resources have been expanding central water and/or central sewer to areas in the rural and coastal areas that were once not expected to receive these central utilities and lie far outside of the PSA. While these services are encouraged to protect the natural resources of the nature coast, staff would caution that the availability of central utilities does not mean that an area is appropriate for more intensive development.

JLC/cfc
Attachment



**DEPARTMENT OF GROWTH MANAGEMENT
2026 LARGE SCALE
COMPREHENSIVE PLAN AMENDMENT/ATLAS AMENDMENT
STAFF FINDINGS REPORT
TO THE
PLANNING AND DEVELOPMENT COMMISSION**

**APPLICATION NUMBER CPA/AA-2025-00013 – Attorney Sidney F. Ansbacher, for the
Deltona Corporation**

DATE: January 30, 2026

PREPARED BY: Joanna L. Coutu, AICP, Deputy Director; Dept. of Growth Management *jl*

Request to amend the Future Land Use Map of the Citrus County Comprehensive Plan, the Future Land Use Element (Chapter Ten) of the Comprehensive Plan, and to amend the Land Development Code Atlas of the Land Development Code.

FUTURE LAND USE MAP REQUEST:	<p>From: AGR, Agricultural District; CON, Conservation District; LDR, Low Density Residential District; RUR, Rural Residential District; and TCU, Transportation/Communication/Utilities District</p> <p>To: IND, Industrial District, with a Subarea Plan (and to amend an existing Subarea Plan)</p>
FUTURE LAND USE ELEMENT (CHAPTER TEN) REQUEST:	Amend and expand a Subarea Plan, entitled Holder Industrial Park (HIP), with related Goals, Objectives, and Policies to be located in the Future Land Use Element of the Citrus County Comprehensive Plan.
LAND USE ATLAS MAP REQUEST:	<p>From: AGR-MH, Agricultural District with mobile homes allowed; LDR-MH, Low Density Residential District with mobile homes allowed; RUR-MH, Rural Residential District with mobile homes allowed; and TCU, Transportation/Communication/ Utilities District</p> <p>To: IND, Heavy Industrial District</p>
LOCATION:	<p><u>Sections 32 and 34, Township 17 South, Range 19 East, and Sections 3, 5, and 10, Township 18 South, Range 19 East</u>, more specifically, the following parcels:</p> <ul style="list-style-type: none"> • Sections 32 and 34, Township 17 South, Range 19 East, and Sections 3 and 5, Township 18 South, Range 19 East; Parcel 12000 (Alternate Key 1577357, address 6651 N Florida Avenue, Hernando) – Parcel 1 on Parcel Map Exhibit from applicant • Section 34, Township 17 South, Range 19 East, and Sections 3 and 10, Township 18 South, Range 19 East, Parcel 23100 (Alternate Key 2903333, address 7062 N Tram Road, Hernando) – Parcel 2 on Parcel Map Exhibit from applicant

	<ul style="list-style-type: none">Sections 5 and 10, Township 18, South, Range 19 East, Parcel 40000 (Alternate Key 3529238, addresses 5631 and 5645 N Florida Avenue, Hernando) – part of Parcel 3 on Parcel Map Exhibit from applicantSection 5, Township 18 South, Range 19 East, portion of Parcel 12000 (Parcel 1 of Parcel Map Exhibit from applicant, address 5619 N Florida Avenue, Hernando) – identified as part of Parcel 3 on Parcel Map Exhibit from applicantSections 3 and 10, Township 18 South, Range 19 East, Parcel 13300 (Alternate Key 1588065, abandoned railroad right-of-way) – Parcel 4 on Parcel Map Exhibit from applicantSection 10, Township 18 South, Range 19 East, Parcel 41000 (Alternate Key 2701510), Parcel 5 on Parcel Map Exhibit from applicantSection 10, Township 18 South, Range 19 East, Parcel 23000 (Alternate Key 1588162, address 2555 E Kathy Road, Hernando) – portion of Parcel 6 on Parcel Map Exhibit from applicantSection 10, Township 18 South, Range 19 East, Parcel 14000 (Alternate Key 1588162) – portion of Parcel 6 on Parcel Map Exhibit from applicantSection 10, Township 18 South, Range 19 East, Parcel 13000 (Alternate Key 1588057) – Parcel 7 on Parcel Map Exhibit from applicantSection 3, Township 18 South, Range 19 East, Parcel 23000 (Alternate Key 1587841) – portion of Parcel 8 on Parcel Map Exhibit from applicantSection 3, Township 18 South, Range 19 East, Parcel 24000 (Alternate Key 1587841, address 6176 N Tram Road, Hernando) – portion of Parcel 8 on Parcel Map Exhibit from applicantSection 3, Township 18 South, Range 19 East, Parcel 21000 (Alternate Key 1587841, address 6080 N Tram Road, Hernando) – portion of Parcel 8 on Parcel Map Exhibit from applicant
ACREAGE:	Existing Subarea Plan - approximately 557.4 acres Additional Subarea Plan and CPA/AA designation change – approximately 798.6 acres TOTAL Subarea Plan = 1,356 acres
SURROUNDING FUTURE LAND DESIGNATIONS:	North – AGR, Agricultural District; RUR, Rural Residential District; and CON, Conservation District South – LDR, Low Density Residential District; MDR, Medium Density Residential District East – AGR District; TCU District; CL, Low Intensity Coastal and Lakes District; and LDR District West – REC, Recreation District; LDR District; and IND, Industrial District
SURROUNDING LAND DEVELOPMENT CODE ATLAS DESIGNATIONS:	North – AGR-MH, Agricultural District with mobile homes allowed; RUR-MH, Rural Residential with mobile homes allowed; and CON, Conservation District South – LDR-MH, Low Density Residential District with mobile homes allowed; and MDR-MH District, Medium Density Residential District with mobile homes allowed East – AGR-MH District; TCU, Transportation/Communication/Utilities District; CL-MH, Low Intensity Coastal and Lakes District with mobile homes allowed; and LDR-MH District West – REC, Recreation District; LDR, Low Density Residential District; LDR-MH District; and IND, Industrial District

SURROUNDING EXISTING LAND USES:	North – Single-family residential homes and vacant residential lots; commercial stable; electrical power transmission lines corridor; N. Lecanto Hwy (CR-491) South – Single-family residential homes and vacant residential lots East – Single-family residential homes and vacant residential lots; Vacant residential acreage; N. Tram Road West – N. Florida Ave (US-41); Withlacoochee State Trail; single-family residential homes and vacant residential lots; industrial uses.
SOIL INFORMATION:	According to the <i>Soil Survey of Citrus County</i> (1988), the soil types in the area are Candler fine sand, 0 to 5 percent slopes and 5 to 8 percent slopes; Pits and Udorthents, 0 to 5 percent slopes. Limitations to building site development are limited to moderate for Candler fine sands areas (moderate based on slope). The Pits and Udorthents areas, usually previously mined areas, are difficult to categorize for development limitations since they vary greatly.
FLOOD ZONE:	The subject property appears to be primarily located in Flood Zone X, with multiple pockets of AE flood zone, as found on the Flood Insurance Rate Map 12017C0208D.

BACKGROUND and ANALYSIS –

There was a previous Comprehensive Plan Amendment/Atlas amendment application with a Planned Unit Development (CPA/AA/PUD-16-09) for this approximate site in 2016. That application proposed a Master Plan with various industrial uses over approximately 549 acres, and was denied by the BCC in October 2017.

In 2019, application CPA/AA-19-02 removed the PUD component, and instead added a Subarea Plan with related goals, objectives and policies, in the Comprehensive Plan. That application was approved by the BOCC for 557.4 acres on September 10, 2019. This application would add approximately 798.6 acres and amend the Subarea Plan goals, objectives and policies as outlined further in this report.

The subject property under application in 2019 was formerly used for agricultural purposes and also contains a variety of pits from previous phosphate mining. The proposed site is located both inside and outside of the Planned Service Area (PSA), and is part of a Corridor Planning Zone along both N. Florida Ave. and N. Lecanto Hwy. It lies in the Central Ridge area of the County. Application CPA-19-01 expanded the location of the PSA to include the entirety of the 2019 application site.

The expansion area contains some areas that appear to have been utilized for pasturelands but also contains areas with large groves of trees. A portion of the site lies within the Planned Service Area, so the applicant has also submitted application CPA-2025-00012 to expand the Planned Service Area accordingly.

REQUEST FOR LAND USE CHANGE – Concurrency

- a. Sanitary Sewer – The subject property is in the Citrus County Utilities Division service territory and a letter provided by the Department of Water Resources indicates service adjacent to the site. Specific impacts have not been provided, and while the existing Subarea Plan provided relief from central sewer requirements for certain uses/thresholds, this has been removed from the proposed text with this application. Any additional capacity expansions would require

upgrade by the developer. Concurrency must be demonstrated at the time of permitting once specific uses are identified.

- b. Potable Water – The subject property is in the Citrus County Utilities Division service territory and a letter provided by the Department of Water Resources indicates service adjacent to the site. Specific impacts have not been provided, and while the existing Subarea Plan provided relief from central water requirements for certain uses/thresholds, this has been removed from the proposed text with this application. Should capacity in excess of the current system capacity be needed, the developer would be required to upgrade the necessary systems to provide additional capacity (which may also require a modification of the County's Water Use Permit through SWFWMD). However, concurrency must also be demonstrated at the time of permitting.

The Department of Water Resources has also noted the following, "As an alternative for high demand requirements, the developer may want to consider the use of reclaimed water, either through onsite treatment and reuse or through a return of reclaimed water from the County reclaimed water system."

- c. Solid Waste – The property will utilize commercial solid waste collection with disposal in the Citrus County landfill.
- d. Drainage – The subject property will be designed in accordance with County and/or State requirements, as applicable.

Consistency with Comprehensive Plan – The following Objectives and Policies are relevant to this application request:

Policy 10A.1.3 Ensure compatibility of development and development intensities with existing and planned transportation facilities.

Staff comment – FDOT expressed concern with the previous applications for impacts to US-41 and SR-200, and those roads would be impacted with this application. While the County is currently undergoing study for widening to CR-491, there are no apparent widening plans for US-41 or SR-200 at this time. Uses are not specified, and allowable uses range from those that may have significant traffic such as distribution centers to less traffic such as power generation facilities and substations.

Policy 15.3.2 Spatial separation or buffering shall be required for all substations or other similar utility facilities.

Staff comment – As proposed, substations (including those for a data center), and electrical power generation stations (including a solar farm, wind farm, etc.) would be allowable throughout the site. The existing Subarea restricted these uses (not including a data center) only to Industrial Tier II.

Policy 17.2.4 Areas experiencing rapid development not properly served by utilities or other needed services may have further development postponed through legislation until the health, safety, and welfare of the public is ensured through the provision of services.

Staff comment – *The site is located outside of the Planned Service Area (PSA). Application CPA-2025-00012, a companion to this application, proposes to extend the PSA to include all of the application area. It is unclear if central water and/or sewer capacity will be adequate for the more intense uses, including the newly proposed data center use. The Florida legislature has proposed multiple legislative bills addressing the use and siting related to data centers. At this time, consideration of this application may be premature since it has the potential to conflict with pending legislation (see further discussion later in this report).*

Policy 17.2.5 New development located in the PSA shall be allowed only when central water and sewer are provided. For new residential land uses, this shall apply to developments of four units or greater per acre. Existing development must connect to central water and sewer systems when the services becomes available. Within the Planned Service Area, all new subdivision plats of 500 or more dwellings shall be required to connect to regional central water and regional central sewer.

Policy 17.7.4 All industrial development shall be required to be served by central water and sewer facilities.

Policy 17.11.3 All new nonresidential development in the Corridor Planning Zone shall be serviced by a public central water and public sewer system having adequate existing capacity prior to the issuance of a Certificate of Occupancy....

Policy 19.5.3 The issuance of development orders and permits shall be predicated upon the availability of public facilities and services needed to support the development concurrent with the impacts of the development. Public facility and service availability shall be deemed sufficient if these facilities and services for a development are phased, and are available concurrent with the impacts of the development.

Staff comment – *As noted, central water and sewer are adjacent to the site but capacity may be limited depending on the proposed use(s). This application, if approved, would allow any of the uses identified in the subarea text.*

Policy 17.2.6 The County will ensure that the future land use plan provides for sufficient potable water supply and service as detailed in the 10-year Water Supply Facilities Work Plan.

Staff comment – *Central water is adjacent to the site, but the data center use proposed may require more water than is currently allowable within the County's water permit with SWFWMD. Pending State legislation outlines multiple water service criteria for data centers, a particularly heavy water user, and these items are not provided with this application. Reuse water, at a minimum, in a closed loop system within the site may be needed but may still require significant water supply from the County.*

Policy 17.2.7 The County shall guide future development to the most appropriate areas, as depicted on the GFLUM, specifically those with minimal environmental limitations and the availability of necessary services.

Staff comment – While the concept of an economic generator is desirable for the County, the location of this project in a rural area of the County where there are scattered wetlands and former mining pits without available infrastructure did not further this policy. This application would significantly expand the Subarea and add in uses that may not be appropriate for this rural area.

Policy 17.2.12 The County shall include in the County LDC requirements for nonconforming land uses to be buffered and meet performance criteria in accordance with a schedule which relates to redevelopment of a specific time frame, or require the amortization or phasing out over a specified period of time, nonconforming land uses. Where new development occurs making another use incompatible, that new development will be required to buffer and meet standards for development.

Policy 17.3.15 Where conflicting uses exist, buffering performance criteria shall be met as specified within the County LDC if any new development order is issued for work on the land containing the most intense use.

Policy 17.3.16 Special buffering and/or spatial separations shall be incorporated into the County LDC to buffer between residential areas and agricultural activities, including mining, industrial, or commercial operations having noise, dust, glare, odor, traffic, or other problems incompatible with residential uses.

Policy 17.7.4 All industrial development shall provide adequate buffering and landscaping as specified in the County LDC.

Staff comment – The existing Subarea directly abuts residential land uses to the north, and the Subarea is now proposed to expand to also abut residential lands to the east and south (with US-41 to the west). A 75-foot undefined “natural” buffer is proposed on the west and south sides, with a 25-foot Type C buffer along CR-491 and US-41. A 30-foot Type D buffer without a wall was previously approved along the north boundary abutting existing residential lands, and this is not proposed for revision.

Pending House Bill 1007 suggests a 500-foot setback from data centers to adjacent properties (and prohibits them outright on lands near conservation or water bodies).

Policy 17.15.10 The County recognizes that the character of the County is shaped in large part by its open spaces, trees, canopy roads, wetlands, and rural atmosphere. In order to maintain this character, the County shall encourage the preservation and permanent protection of open space in all new subdivisions.

Staff comment – With the exception of a 20' “open space” area provided on the north side of the Subarea and natural buffers adjacent to residential lands, the text is silent as to preservation of open space for the various development types allowable. Impervious surface ratios are unspecified but could be assumed to be that of Industrial (70 percent).

Impacts to Affordable Housing: Workforce housing has been removed from the existing Subarea text. Single-family residential has been added to the list of prohibited uses, while multifamily residential would only be allowed in the commercial area along US-41 (and has increased from eight dwelling units per acre to twelve dwelling units per acre).

Consideration of Subarea Plan

The applicant has provided numerous exhibits, and a Master Plan proposed to be added into the Comprehensive Plan as a revised Subarea Plan. The Comprehensive Plan (Future Land Use Element – Chapter Ten) currently contains several Subarea Plans including the existing one for reduced acreage. The applicant uses the acronym “HIP” throughout the documents to indicate the “Holder Industrial Park.”

Along with the additional acreage, there are significant changes to the uses proposed within the revised Subarea Plan.

The applicant has provided a “Conceptual Land Use Section Plan” for the expansion area. While the existing Subarea outlined commercial, light industrial, and industrial areas, the expansion area would allow “industrial” as further defined in the subarea text.

The existing Subarea Text included some definitions of these listed areas but also provided great flexibility between the various areas and uses. LDC-defined land use districts such as GNC, LIND, and IND are occasionally referenced, however, the application included varying definitions that differ from the uses allowable in the LDC and/or Comprehensive Plan land use districts.

The expansion area, in contrast, would allow all industrial uses as outlined in the subarea text.

Land Use Categories. The land use categories throughout the application are discussed further here:

- Commercial – defined in revised Policy 17.36.3 as the following:

This category designates those areas suitable for primary commercial development along US Highway 41. LDC land uses of commercial, institutional, office and multifamily residential uses are allowed in this category along with Light Industrial (LIND). The non-industrial uses are intended to support the primary industrial uses.

The existing Subarea Plan provided indicates that the “commercial” uses would be placed immediately along US-41. The uses allowable in this section would include those currently allowable in the more intensive LDC land use districts of LIND, GNC, PSO, PSI, and HDR (residential density is proposed at twelve dwelling units per acre in proposed Policy 17.36.1, which is increased from the existing maximum density of eight dwelling units per acre). However, single-family residential has been removed from this policy.

The application includes a statement that “light industrial” can be used for up to 70 percent of the commercial acreage area (increased from 50% existing), while “institutional/commercial/office” continues to be allowable for up to 70 percent of the commercial area.

➤ Tier I Light Industrial – defined in revised Policy 17.36.3 as the following:

This category designates those areas suitable for light industrial uses and related commercial development within the HIP Subarea Plan. These uses include light industrial uses, manufacturing, commercial uses, residential uses, personal services, and professional services and support facilities for the immediate population.

Allowable uses are proposed to be the same as those for Tier IIA and Tier IIB, so that allowable and prohibited uses are the same throughout the site (see further use discussion below).

➤ Tier II Industrial – defined in revised Policy 17.36.3 as the following:

This land use category is intended for manufacturing, processing, storage, and warehousing, wholesaling, and distribution unless prohibited by Policy 17.36.11. The Industrial category allows for any industrial use or transportation, communication, utility use, which conforms to performance standards in the County Land Development Code.

Workforce housing has been removed as an allowable use in the industrial areas, along with all residential uses.

Proposed Policy 17.44 contains a list of prohibited land uses in Tiers I and II, which now make up the entire industrial park with the exception of the commercial area along US-41 in the existing park area.

➤ Transportation, Communication & Utility – defined in proposed Policy 17.36.3 as the following:

This land use category allows for those uses directly related to transportation, communications, and utilities; it also accommodates service and storage related facilities and substations necessary to support all HIP uses. There is no land use cap on such. It is allowed in all HIP Tiers. Power generation facilities and cell towers are restricted to IND Tier II.

Staff has concerns about the imprecise definition since such uses could include telecommunications towers (without further limitations such as height or type of tower), electrical generating facilities (regardless of size), LP gas facilities, tow yards, and many others. These uses are not identified on the Conceptual Sector Land Use Plan and therefore could be allowable anywhere throughout the Subarea.

While the existing Subarea text restricts power generation facilities, cell towers and substations to IND Tier II, substations would now be allowable in any tier.

➤ New Uses Proposed in all tiers: Information Processing, Data Center Utilities, and Data Storage. These specific uses are not in the existing Subarea Plan and the intensity of such uses requires additional consideration. Data centers are a relatively new use, defined in one proposed legislation in the State of Florida as follows: *“Data center means a facility that primarily contains electronic equipment used to process, store, and transmit digital information...”* [SB 484, Florida legislature 2026].

It is well documented that such centers utilize significant amounts of electricity and water, and there are currently multiple pending bills in the Florida legislature regarding data center siting. Florida Governor DeSantis has recently expressed concern about “power-intensive data

centers" in his recent 'State of the State" address. President Trump recently signed an Executive Order requesting one Federal standard for AI use including data centers, rather than allowing individual states to adopt policy.

A summary of two of multiple pending bills in the Florida legislature as of the date of this writing:

- *Proposed House Bill 1007 (2026) – [Staff note – this bill, if adopted as currently proposed, would prohibit this application request. Items have been placed in bold that would, if adopted, be in conflict with this application].*
 - o **Prohibits Future Land Use Element from combining "...any mix of uses intended to be used for a hyperscale data center, Hyperscale data center is very generally defined to be used to house, store or operate equipment for data and requires at least 25 mega watts for its operation.**
 - o Requires review by the Public Service Commission for a comprehensive plan amendment related to a data center
 - o **"On or after July 1, 2026, a hyperscale data center, including a hyperscale data center property, is a prohibited use for all agricultural, conservation, environmental stewardship, mixed use, and residential land use categories in a local government comprehensive plan and agricultural zoning districts within an unincorporated area."**
 - o Requires a setback of at least 500 feet with Florida-friendly landscaping practices "which may include an ornamental barrier that must be the height of the tallest point of the hyperscale data center at the time construction of the hyperscale data center is completed".
 - o Prohibits County from knowingly entering into an agreement or contract for an economic incentive with an entity to support the siting, construction, powering, or operation of a hyperscale data center.
 - o Requires noise control methods for data centers located adjacent to or along a highway or upon request from an adjacent property owner
 - o Prohibits public utilities "rate fixing" regarding data centers and residential use fees.
 - o Requires consumptive use of water permits to be reviewed by a governing board at a public hearing when considered for a data center. Hearing must be held in local county with notices provided in 10-mile radius to property owners at least 30 days prior to hearing.
 - o **"On or after July 1, 2026, a hyperscale data center may not be constructed or operated on: (a) land classified as agricultural land under s.192.461, (b) land that, at the time of the proposed reclassification, siting or construction, is located within 10 miles of an area of agricultural, recreational or conservation land use; (c) waters of this state, or any land that is located within 5 miles of waters of this state."**
 - o **Requires public hearings for comp plan amendments for data centers be sent to property owners via certified mail within a 10-mile radius at least 30 days prior to the hearing.**
 - o Creates Hyperscale Data Center Siting Board. On or after July 1, 2026, would require BOCC to publish a notice in Florida Administrative Register and notify each member of legislative delegation to County regarding approval of data center. Siting Board shall hold hearing no later than 30 days after notice published, and if not approved data center cannot be constructed and no appeal may be granted.
- *Proposed Senate Bill 1484 (2026)*

- Defines "large scale data center, with monthly peak load of 50 megawatts or more."
- Requires public service commission to develop minimum tariff and service requirements, and prohibits shifting costs to "general body of ratepayers" due to demand.
- Requires water management district to deny permit if proposed use is harmful to water resources in area and can only approve if multiple requirements including consistency with public interest; requires use of reclaimed water in lieu of all or a portion of proposed use of surface or groundwater when available and permitted. Applicants must also provide water conservation plan that incorporates recycling cooling water before discharge or disposal, implements leak detection and repair program, uses water efficient fixture and implements employee awareness and education program. Approval cannot be granted without hearing by water management district.

The Florida legislative regular session is scheduled to end on March 13, 2026, and typical implementation of new legislation is on July 1, 2026. It may be premature to consider this application as proposed until there is more certainty about pending State and/or Federal legislation regarding data centers.

- Other Items

- Existing Policy 17.36.10 says that the developer will dedicate land along US-41 to the State for roadway expansion. This has now been modified to include dedication of land to Citrus County for CR-491 widening, while adding an additional access point onto CR-491. The text language appears to provide this dedication when both US-41 and CR-491 are widened, rather than one or the other. As noted, CR-491 is currently under staff-level review for widening in this area, while staff is unaware of any plans for US-41 widening by FDOT at this time.
- Existing Policy 17.36.12. contains this language, which is not proposed for revision:

To provide necessary onsite and offsite infrastructure – water, sewer, transportation and communications; the County may consider the use of a HIP Community Redevelopment District (CRA) if applicable and/or redevelopment areas consistent with F.S. 163.2517; private placement bonds, statutory tax incentives for industrial end uses and/or enterprise zones and F.S. 162.3252 – local manufacturing program(s).

Section 163.2517, Florida Statutes, would require the County to prepare a plan to describe urban infill and redevelopment objectives, and would not appear to be applicable to this vacant rural site which is not urban or redevelopment.

Section 163.3252, Florida Statutes, suggests that the County adopt a Local Manufacturing Development Ordinance for the site based on a State model ordinance. Citrus County's existing Master Plan process (PUD) considers proposed impacts and addresses mitigation of impacts when warranted, so this process is already available to the applicant if desired, without the necessity for a new ordinance.

- The 2019 application included a "Duke Energy Site Readiness Program" report prepared for the subject property in October 2015. The report evaluated the subject property for potential development with regard to site characteristics, transportation, and utilities for industrial development. The report states that approximately 350 acres of the 2019 site area were "developable," although this standard is unclear. It notes that the weaknesses of the site are

electric transmission lines that traverse the property in the northeast corner, a deep pit in the northeast corner, wetlands in the southeast and northeast of the property, and approximately 26.4 acres of Flood Zone AE on the property. In the report, the recommendations are to continue developing a Master Concept Plan while taking the easement, pit, wetlands, and flood zone into consideration, and creating and maintaining a buffer adjacent to the residential uses.

Land Development Code (LDC) Standards. The Subarea Plan Text proposes to comply with platting and stormwater standards outlined in the LDC.

- Existing Policy 17.6.5 notes that large and small nonresidential LDC standards shall be complied with except “*...provided however that HIP projects which adopt standardized architectural designs for its development and building at time of permitting which meet or exceed LDC small and large nonresidential projects shall be exempt from LDC building design standards.*”
- Existing Policy 17.36.8 notes that stormwater standards will comply with Best Management Practices. Low Impact Development practices are encouraged but not mandated, as well as an integrated site-wide drainage plan. Proposed Policy 17.36.10(f) proposes “consultation with FDOT and Citrus County regarding the concept for onsite shared drainage for road expansion projects.”
- Policy 17.43 outlines the allowable access points onto US-41 and CR-491, with an additional access point proposed onto CR-491. Direct access onto a yet unidentified internal collector roadway is limited to sites that contain at least 254,000 SF of buildable use (existing language is for 25,000 SF).
- A Planning Analysis was provided with this application that makes reference to the data and analysis text of the Future Land Use Element that are discussed in Application CPA-2026-00012. It also states that the new plan poses no compatibility issues, although the site directly abuts occupied single-family residences and rural uses. In an attempt to address this incompatibility, the applicant added approximately seven acres to the east to move the CR-491 access point farther away from the existing residences in that area. The expansion area also contains isolated wetlands and flood zone areas.

The applicant's Planning Analysis notes a reduction in overall Industrial lands in the County in support of this application. While staff acknowledges this reduction, these changes were made at the request of individual property owners due to market demand and not by Citrus County. Industrial uses, with the exception of large-scale Amazon-type warehouses, data centers, and similar uses, no longer require extensive acreage and can utilize much smaller footprints. The analysis notes that some areas, such as adjacent Marion County, have made a goal to attract these more large-scale users, but this attraction has also caused other concerns such as impacts to traffic, schools, and available housing which should not be overlooked.

SUMMARY OF AGENCY COMMENTS: The prior applications generated concern from the Florida Department of Transportation (FDOT) due to the lack of a transportation analysis and potential impacts to both US-41 and SR-200.

The Southwest Florida Water Management District (SWFWMD) also raised concern in the previous applications regarding the lack of potable water supply calculations for the proposed project as required in Florida Statutes. To date, staff have not received comments from other agencies regarding this new request.

Technical Services Division: Staff have reviewed the application and provides the following comments:

1. Stormwater management will be required to support any proposed development in accordance with Chapter Six of the Land Development Code at the time of permitting.
2. Transportation management standards will be required to support any proposed development in accordance with Chapter Seven of the Land Development Code at the time of permitting.
3. Other comments have been added into the draft Subarea Plan text.

SUMMARY OF PUBLIC COMMENTS: As of this writing, no public comments have been received for this application.

PROPOSED FINDINGS OF FACT

1. The request is to re-designate approximately 798.6 acres from various categories to the IND, Heavy Industrial District, on the Land Development Code Atlas and the Future Land Use Map.
2. The application includes an amended and expanded Subarea Plan, with accompanying Goals, Objectives, and Policies, to be placed in the Future Land Use Element of the Comprehensive Plan.
3. Concurrency has not yet been demonstrated, as uses have not been specifically defined (see discussion in this report).

SUMMARY

This application would expand an existing Industrial subarea plan in a rural area of the County. New proposed uses of information processing and data center utilities raise concerns about water and electric impacts, and this application may be premature for consideration due to multiple pending legislation at the State (and Federal) level regarding siting of these uses. Staff comments have been added into the proposed Subarea Text.

JLC/cfc
Attachment

Holder Industrial Park (HIP) Subarea Plan Text

(yellow highlights indicate changes proposed by applicant, blue highlights indicate changes suggested by staff)

GOAL 17D

To establish a Subarea plan legal description, text of subarea land uses and subarea Master Plan map for the Holder Industrial Park (HIP) Subarea, consisting of 557.0 1,370.6 acres (MOL), to include multiuse, industrial development project with related ancillary uses appropriate for the unique site characteristics applicable to Holder Industrial Park (HIP) Subarea and to minimize any development impacts both on and offsite.

OBJECTIVE 17.36

The purpose of the HIP is to provide a strategically located industrial park location within Citrus County with necessary infrastructure in place to increase industrial land uses in the County and provide a basis for future diversity of Citrus County economic growth. The Holder Industrial Park (HIP) Subarea (Exhibit "A", Figure 10.37) **via the owner(s)** will be designed and **intended developed** to achieve the following objectives:

- a. Implement Goal 22 and Objective 22.5 of the Economic Development Element (EDE) of the Plan.
- b. Designate a HIP Subarea map within County Planned Service Area. See Exhibit "B", Figure 10.37
- c. Provide specific Subarea land uses focusing on Industrial land uses appropriate for an industrial park which include meaningful and predictable standards and guidelines.
- d. Define maximum development build out potential for the Subarea and its uses.
- e. Protect onsite natural resources, preserve open space and onsite flood plain functions, and implement the County's Stormwater Protection Standards consistent with site and proposed HIP industrial use(s).
- f. Ensure the necessary on and offsite infrastructure is in place at time of development per Obj. 22.1 of Plan's Economic Development Element.
- g. Facilitate future joint public/private industrial projects in HIP consistent with Policy 22.5.4 and 22.5.5 of Economic Development Element which may include, at the discretion of the Board of County Commissioners, private placement bonds, local manufacturing program per F.S. 163.3252, where feasible, and/or a County Community Redevelopment District for the HIP Subarea district and redevelopment area(s) per F.S. 163.2517.

POLICY 17.36.1 Subject to specific defined acreage ranges set forth in Policy 17.36.3 for each Subarea, the Holder Industrial Park (HIP) Subarea shall have the following maximum levels of residential development:

- a. Total Residential acreage in Holder Industrial Park (HIP) shall be limited to ~~10%~~ 25% of the total acreage at a total density of ~~eight (8)~~ up to twelve (12) units per acre. Clustered residential use shall be required. Clustered residential areas shall have minimum of thirty percent (30%) open space and be centrally located in the Subarea district to provide multimodal access to surrounding onsite industrial, commercial and institutional uses:¹
- b. Applications for residential development in HIP Subarea IND Tier I and II and HIP Commercial shall primarily (i.e. a majority or greater) consist of workforce housing (as defined by F.S. 420.5095(3)(a) or the successor definition thereof);

POLICY 17.36.2 The Holder Industrial Park (HIP) Subarea map with designated Subarea land uses of Commercial, IND I and IND II tiers, ~~is as~~ set forth in Figure 10-37a.

Integrated LDC land uses (such as a mix of Industrial, TCU, Commercial office and Residential and accessory uses) are allowed in the Commercial and (LIND) Industrial Tier I.. Per Policy 17.36.5 below; such allowed use(s) may cross over between subarea map districts boundaries and shall be designed to encourage the capture internal traffic and facilitate mixed use development.²³

~~In the Industrial Area (Tier II) applications for residential use shall be limited to workforce housing via the planned unit development process.~~

POLICY 17.36.3 The following land uses are allowed in Holder Industrial Park Subarea Plan and Tiers per attached map (Figure 10.37a):

1. **Holder Industrial Park (HIP) – Commercial**

This category designates those areas suitable for primary commercial development along US Highway 41. LDC land uses of commercial, institutional, ~~multifamily~~, office and multifamily

¹ Clustered for purpose of HIP Subarea shall mean “Cluster Residential Development: Development or subdivisions which maintains a significant portion of the development in common open space; where the homes (multi-family attached units) are clustered on a portion of the site minimizing individual lot sizes, or concentrating the housing units, allowing for higher percentages of open space overall. Such reduces paving, utility and service costs for the community.

² “Crossover” as used herein means the [one (1) project boundaries] are located across a Tier boundary line

³ The HIP GNC and LIND Tier I boundary lines are conceptual. Such at development may be modified in location but size and percentage of buildout may not vary.

residential uses are allowed in this category along with Light Industrial (LIND). The non industrial uses are intended to support the primary industrial uses.

At build out, the following acreages shall control:

Industrial (Light) – up to ~~fifty (50%)~~ seventy (70%)
Institutional/Commercial/Office – up to ~~seventy (70%)~~
Residential – not to exceed ~~twenty (20%)~~ forty (40%) of total acres.

2. Holder Industrial Park (HIP) – Industrial – Tier IIA and Tier IIB

This land use category is intended for manufacturing, processing, storage, and warehousing, wholesaling, and distribution unless prohibited by Policy 17.45. The Industrial category allows for any industrial use or transportation, communication, utility use, which conforms to performance standards in the County Land Development Code Section, unless otherwise outlined in this Subarea Plan. ~~Residential uses shall be limited to workforce housing.~~

At build out, the following acreages shall control:

HIP
Industrial Use – up to ~~ninety (90%)~~

~~Residential Use (Workforce) not to exceed ten (10%).~~

TCU, Light Industrial – not to exceed thirty (30%) acres.

Tier II industrial uses may not cross over into Tier I or Commercial Tier. IND Tier IIA or IIB uses are not allowed in LIND Tier I or Commercial Tier. To maintain internal site plan compatibility the HIP IND Tier boundaries are fixed in location per Figure 10.37a.

3. Holder Light Industrial Park (HIP) – Tier I

This category designates those areas suitable for light industrial uses and related commercial development within the HIP Subarea Plan. These uses include light industrial uses, light manufacturing, commercial uses, residential uses, personal services, and professional services and support facilities for the immediate population. ~~Below are allowed uses within the HIP Tier I:~~

~~Below are allowed uses within the HIP Tier I and HIP Tier IIA and Tier IIB:~~

- LIND Industrial Uses as outlined in the LDC

- Information Processing
- Processing Facilities (subject to a 500 ft. setback from residential areas)
- Boat Repair & Sales
- Data Center Utilities
- Dry Boat Storage Facilities
- Retail Shops
- Freight or storage yards (Truck/Bus terminals require Conditional Use approval)
- Manufacturing, including boats and craft industries
- Data Storage
- Warehousing (associated with light manufacturing)
- ~~Multi Family Residential Uses clustered multifamily (eight (8) units/acre)~~
- ~~No crossover of Tier II LIND uses are allowed in IND Tier I~~

At build out of Tier I, the following acreages shall control:

Light Industrial – not to exceed eighty (80%)
Residential – less than ~~ten (10%)~~ twenty (20%). See HIP map for primary location (Fig. 10.37)
Institutional/Commercial not to exceed twenty (20%); commercial uses shall not exceed 150,000 square feet

4. Transportation Communication & Utility

This land use category allows for those uses directly related to transportation, communications, and utilities; it also accommodates service and storage related facilities and substations necessary to support ~~such all HIP~~ uses. There is no land use cap on such. It is allowed in all HIP Tiers. Power generation facilities, and cell towers, and substations are restricted to IND Tier II. Telecommunications towers, antennas, and Small Wireless facilities shall comply with the standards in the LDC in relation to sites located in the IND land use district.

5. Targeted Industries

In accord with Citrus County 2018 Economic Development Plan (“Plan”), the developer of the HIP subarea shall attempt to coordinate land uses to facilitate the Plan.

POLICY 17.36.4

Recreational uses and open space ancillary and secondary⁴ to and tied to HIP uses shall be allowed in all HIP Tiers. See Policy 17.45 for prohibited recreational uses.

⁴ Secondary and Accessory Use(s) are defined by LDC Section 1500 (2012)

POLICY 17.36.5

The Holder Industrial Park (HIP) Subarea Tiers will have the following comprehensive development regulations:

- a. Development design within the Subareas shall comply with LDC standards for Large or Small Nonresidential Projects, and other applicable Citrus County LDC standards; provided however that HIP projects which adopt standardized architectural designs for its development and building at time of permitting which meet or exceed LDC small and large nonresidential projects shall be exempt from LDC building design standards;
- b. Development within the Holder Industrial Park (HIP), including all roadways and stormwater construction, will be subject to platting requirements of the LDC;
- c. Written cross access agreements between land uses to provide internal access shall be required;
- d. LDC buffering shall occur on perimeter of the HIP unless such abut dedicated open space areas on Figure 10.37; Buffering on the north boundary shall be thirty (30) feet in width – type D landscaping but no wall. LDC buffers on internal parcels may be waived if any integrated plan of development (to include landscaping) is provided which meets or exceeds LDC buffering standards. Buffers shall be installed concurrent with development abutting the HIP perimeter. For high intensity uses such as data center or data center utilities, a minimum 100-foot buffer must be provided to adjacent lands outside of the HIP boundary.
- e. The map areas designated in Figure 10.37 and the respective land use tiers are conceptual. At the time of plat or site plan approval map areas may be modified to accommodate an allowable use provided percentage of uses and acreages are proximate to the subarea text standards. An allowable use in two areas or tiers can be developed across the subarea map lines, subject to limitations elsewhere in this Subarea Plan.
- f. Tier IIB setbacks and buffers shall be in accord with Exhibit B map will state such on map, unless otherwise outlined in this document.
- g. Noise standards throughout the HIP must meet all standards outlined within Chapter 21, Noise, Vibration and Air Pollution, within the Citrus County Code of Ordinances.

POLICY 17.36.6

Utilities:

1. Upon the HIP development projects achieving a total of 17,500 gallons per day any or all of water or wastewater, then development therein within the Holder Industrial Park (HIP) must be served by central sewer and water. Any such new onsite central wastewater service shall provide for Advance Wastewater Treatment and reuse capability per

~~Policy 5.3.16 of the County's Comprehensive Plan and comply with applicable State permitting requirements.~~

~~2. At time of development, utility concurrency per plan's standard shall be met for each parcel/project. (See HIP Policy 17.40)~~

- ~~1. All development in HIP shall be serviced by central water and sewer. Electrical substations and energy storage are authorized in all Tier categories.~~
- ~~2. Any additional capacity expansions necessary for sanitary sewer use in the HIP would require upgrade by the developer.~~
- ~~3. Should capacity in excess of the current water system capacity be needed, the developer would be required to upgrade the necessary systems to provide additional capacity (which may also require a modification of the County's Water Use Permit through SWFWMD).~~
- ~~4. For more intensive water demand uses such as a data center, reclaimed water through onsite treatment and reuse in a closed loop system must be utilized.~~

POLICY 17.36.7

Concurrency: At time of development order or development permit; any intended use in HIP shall demonstrate land use plan and LDC concurrency compliance for stormwater, wastewater and potable water.

POLICY 17.36.8

Stormwater: The stormwater management system for Holder Industrial Park (HIP) shall be designed in accordance with all SWFWMD and Citrus County Land Use Plan Karst Sensitive Area policies. All development in the Holder Industrial Park Subarea shall utilize Best Management Practices for stormwater facility design and construction as identified in the publication "Protecting Florida Springs – Land Use Planning Strategies and Best Management Practices." In areas adjacent to floodplains or wetlands, low impact development practices shall be encouraged. Where appropriate drainage in HIP shall be phased for each onsite basin for the proposed uses and future uses in each basin with the intent of an integrated sitewide drainage plan.

POLICY 17.36.9

Planned Service Area Amendment: Concurrent with the adoption of the HIP Subarea Plan and Text, the County's Planned Service Area and map shall be amended by a separate ordinance to incorporate the revised Figure 10-28 as outlined in application CPA-19-01 ~~as well as application CPA-2025-00012.~~

POLICY 17.36.10

Transportation

a. Per Figure 10-37 the HIP shall have ~~two (2) entrances~~ three (3) access points ~~— north~~ two access points on County Road 491, ~~one of which serves Tier IIA and west~~ one on ~~State Road 41~~ US 41 ~~which shall be tied together by onsite collector road per existing map.~~ Access points on County Road 491 must meet all access management standards and be approved by the County Engineer. Direct parcel access onto the internal collector by individual projects shall be limited to major uses of > ~~25,000~~ 254,000 sq. ft. of buildable use.

Subarea entrances shall initially be mitigated via acceleration deceleration and turning lanes at build out of HIP commercial or in five (5) years from the date of the first development order/platting approval (whichever occurs first). Signalization of the US 41 entrance shall be installed predicated FDOT mandate for such, and signalization for the CR-491 entrance shall be reviewed by the County and installed by the developer/permit holder(s) when trip generation is determined to warrant such per appropriate regulations..

b. Per EDE Policies 22.1.2, .3 and .4, utilizing state/regional grants, impact fees, and/or an MSBU, the Developer will seek to expand offsite transportation facilities and key intersections such as US 41/County Road 491 as warranted for the development.

c. At the ~~respective~~ time of FDOT expansion of US 41 ~~in North and County expansion of County Road 491~~ the owner/developer of HIP shall dedicate to the State of Florida ROW along US 41 ~~for its~~ and to the County along County Road 491, each for ROW expansion.

d. At the time of construction of each entrance road site to US 41 or County Road 491, concurrent with such the Developer shall construct a transit station at each entrance. Further, the main internal collection road shall have a multi modal trail to facilitate bike and pedestrian traffic between land uses.

e. ~~At the time of FDOT expansion of US 41 North and/or County Road 491, the owner/developer of HIP shall dedicate sufficient ROW for a 200-foot wide corridor at the time of HIP development. A corridor alignment study is currently under way by Citrus County and there is a possibility that the “S” curve in County Road 491 towards the east end of the property will be removed with a future widening project. The developer will need to dedicate additional right-of-way upon completion of the corridor alignment study should the study include the removal of the “S” curve.~~

f. At the time of development of HIP, the owner/developer shall consult with FDOT and Citrus County (as applicable) as to potential for onsite shared drainage for the noted road expansion projects. If viable, using best engineering practices, the parties shall enter into a separate development agreement codifying site shared drainage uses.

POLICY 17.36.11

Prohibited Land Use:

A. To maintain the internal compatibility and function of the HIP Industrial Park and to limit offsite impacts from adverse industrial use the following land uses are expressly prohibited in the below designated Industrial Tiers (Figure 10-37)

1. Single Family	IND Tiers I and II
2. Group Homes	IND Tier I and II
3. Halfway Homes	IND Tiers I and II
4. Cemeteries	IND Tiers I and II
5. Nursing Homes/ACLF	IND Tiers I and II
6. Churches	IND Tiers I and II
7. Shooting Ranges	IND Tiers I and II
8. Camps/Retreat/Rec. Resorts	IND Tiers I and II
9. Truck Stops	IND Tiers I and II
10. Flea Markets	IND Tiers I and II
11. Funeral Homes	IND Tiers I and II
12. Taverns/Bars	IND Tiers I and II
13. Race Track/Outdoor Arena	IND Tiers I and II
14. Agricultural – Permanent (Seasonal) Short term AG uses are allowed provided no permanent structures are built	IND Tiers I and II
15. Hotel/Motel	IND Tiers I and II
16. Restaurants	IND Tiers I and II
17. Solid Waste	IND Tiers I and II
18. Landfills	IND Tiers I and II
19. C/D	IND Tiers I and II
20. Slaughter house	IND Tiers I and II
21. Kennels	IND Tiers I and II
22. Prisons/Jails	IND Tiers I and II
23. Adult Entertainment Facilities	IND Tiers I and II
24. Wellfields	IND Tiers I and II
25. Airports	IND Tiers I and II
26. Cement Batch Plants	IND Tier I
27. RV Parks	IND Tiers I and III
28. Power Generation Facilities (Large Scale)	IND Tier I
29. Oil Refineries	IND Tiers I and II
30. Liquid Natural Gas (LNG) Plants	IND Tier I
31. Mining and Excavation	IND Tiers I and II

B. To maintain internal compatibility and function of HIP Industrial Park and to limit offsite and onsite impacts, the following land uses are prohibited in the HIP Subarea Commercial area.

Item No.'s 1-13 and ~~17-30~~~~17-31~~ listed above.

POLICY 17.36.12

HIP Infrastructure Financing Alternatives:

To provide necessary onsite and offsite infrastructure – water, sewer, transportation and communication; the County may consider the use of a(n) HIP Community Redevelopment District(s) (CRA's) if applicable and/or redevelopment areas consistent with F.S. 163.2517; private placement bonds, statutory tax incentives for industrial end users and/or enterprise zones and F.S. 163.3252 – local manufacturing program(s).

POLICY 17.36.13

Airspace Standards:

All uses within the HIP shall comply with the LDC standards outlined in LDC Section 7500, Airports – Adjacent Land Use Controls, or its successor in function.