



**Marion County
Board of County Commissioners**

Growth Services

2710 E. Silver Springs Blvd.
Ocala, FL 34470
Phone: 352-438-2600
Fax: 352-438-2601

**PLANNING & ZONING SECTION
STAFF REPORT**

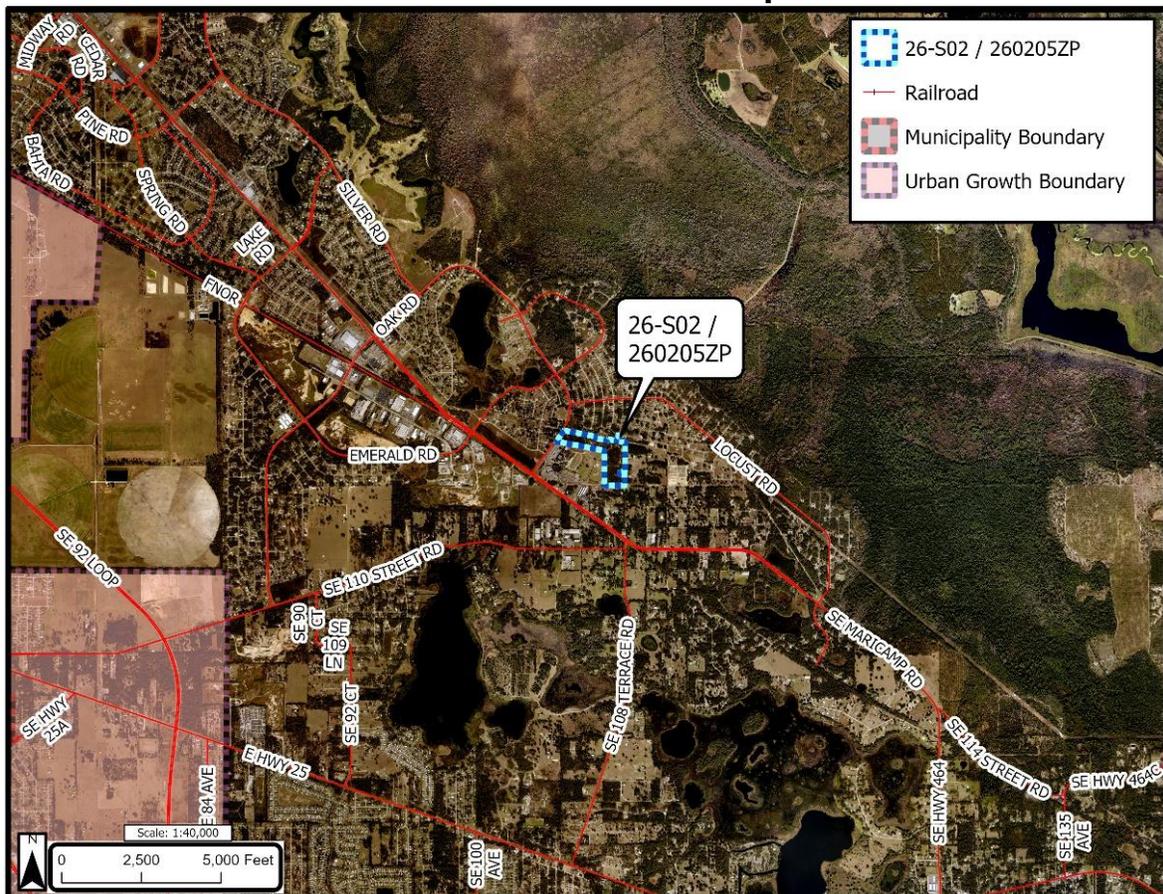
Hearing Dates	P&ZC Date: 2/23/2026	BCC Date: 3/17/26
Case Number	260205ZP	
Plan Number	PL PUD - 000096-2025	
Type of Case	Rezoning: from Single-Family Residential (R-1) to Planned Unit Development (PUD)	
Owner	Heather Island, LLC	
Applicant/Agent(s)	Tillman & Associates Engineering, LLC.	
Street Address	No address assigned	
Parcel Number	9064-0000-02, 9064-1793+05, and 9064-1799+01	
Property Size	±33.27 acres	
Future Land Use	High Residential (HR, 4-8 dwelling units per acre)	
Zoning Classification	Single-Family Residential (R-1)	
Overlay Zone Area	Secondary Springs Protection Overlay Zone (S-SPOZ)	
Staff Recommendation	APPROVE WITH CONDITIONS	
P&ZC Recommendation	APPROVE WITH CONDITIONS (4-0)	
Project Planner	Erik Kramer	
Historic/Related Case(s)	<ol style="list-style-type: none"> 1. APPROVED: 080509Z – R-1 to PUD on 47.72 acres (382 dwelling units) 2. DENIED: 220712Z – Expired PUD to PUD on 32.54 acres (260 dwelling units) 3. TBD: Concurrent 26-S02 – Small-scale comprehensive plan map amendment from Public (P) to HR 4. APPROVED: Concurrent PlatVacate-000019-2025 for 0.74 acres of drainage retention area 	

I. ITEM SUMMARY

Tillman & Associates Engineering, LLC, acting as applicant for the property owner, Heather Island, LLC, filed a zoning change application (Attachment A) to rezone a ±33.27 subject property from Single Family Residential (R-1) to Planned Unit Development (PUD). Figure 1, below, is an aerial photograph showing the regional location of the subject property. The subject property is situated outside the Urban Growth Boundary (UGB), but within an Urban Area future land use designation, and is located within the Secondary Springs' Protection Overlay Zone (S-SPOZ).

The PUD concept plan (dated 02/05/26) identifies 176 single-family detached residential units and private amenities for residents of the PUD (Attachment J, Figure 2). A 0.74-acre portion of the PUD is associated with a concurrent small-scale comprehensive plan map amendment, which proposes to change the future land use designation from Public (P) to High Residential (HR). On 02/03/26, a concurrent application was approved to vacate the 0.74-acre portion from the current Silver Springs Shores Unit 64 subdivision to eliminate the drainage retention functions. The applicant plans to replat Silver Spring Shores Unit 64 to reconfigure the size and location of the drainage retention area while still collecting and storing stormwater runoff generated by new impervious surfaces from this PUD development.

Figure 1
General Location Map



II. STAFF SUMMARY RECOMMENDATION

Staff reviewed this zoning change application according to Land Development Code Section 2.7.3.E(2), which requires that granting a rezoning:

- (1) Will not adversely affect the public interest;
- (2) Is consistent with the Marion County Comprehensive Plan; and
- (3) Is compatible with land uses in the surrounding area.

Additionally, staff reviewed the PUD according to LDC Section 4.2.31, which establishes regulations and requirements for establishing, amending, and revoking PUD zoning.

As such, staff presents this staff report as competent, substantial evidence to recommend **approving case number 260205ZP with development conditions.**

III. NOTICE OF PUBLIC HEARING

Notice of public hearing was provided pursuant to LDC Sec. 3.5.3 as listed in Table 1.

Method	Format	Date	LDC Section(s)
Newspaper Legal Notice	Display Ad	Ad Runs: 2/16/2026	2.7.3.E.(1)
Posted Sign	Sign for a Zoning Change	3 Sets of Signs Posted: 2/11/2026	2.7.3.B. & D.
300-foot Mail Notice	Letter to Surrounding Property Owners	53 Letters Mailed: 2/13/2026	2.7.3.C.

As of the date of the initial distribution of this Staff Report, no written letters of opposition or support have been received. However, four (4) members of the public voiced opposition in person during the Planning & Zoning Commission hearing. Evidence of the public hearing notices is on file with the Growth Services Department and is incorporated herein by reference.

IV. PUD ANALYSIS

Land Development Code Section 4.2.31 establishes specific requirements for a PUD. An analysis of conformance to those requirements is addressed below.

A. LDC Section 4.2.31.B addresses permitted uses.

1. LDC Section 4.2.31.B.(1) allows any permitted use, special use, or accessory use in any zoning classification listed within the County's LDC, provided the proposed use is consistent with the County's future land use designation for the site, and the provisions of the LDC for each use.

Analysis: The PUD proposes 176 detached single-family dwelling units and a private amenity area to serve the PUD. HR future land use allows 4 to 8 dwelling units per acre. The subject property is listed as 33.27 acres. The allowable density range is 135 to 268 dwelling units. The proposed density and uses are consistent with the site's HR future land use designation.

As such, staff finds the application **is consistent** with LDC Section 4.2.31.B.(1).

2. LDC Section 4.2.31.B.(2) provides that uses identified as ordinarily requiring a Special Use Permit may be authorized as permitted within all or a part of a PUD without the necessity of a separate SUP application, provided it meets one of three criteria;

Analysis: The applicant is not proposing any SUP, and the proposed single-family use and amenity/recreation use are allowed in the HR future land use designation. This code section is not applicable.

3. LDC Section 4.2.31.B.(3) provides that owners of parcels within the PUD may subsequently request the authorization of additional special uses following approval of the PUD by undertaking the SUP application process for the proposed additional use without applying for an amendment to the PUD.

Analysis: A home-based business following Florida Statutes may be permissible through a home occupation of special use permit. Another use not listed on the PUD may be reviewed according to the special use permit process.

As such, staff finds the application **is consistent** with LDC Section 4.2.31.B.(3).

4. LDC Section 4.2.31.B.(4) establishes three (3) methods for setting forth the list of permitted and special uses.

Analysis: PUD application requests a 176-unit single-family development and proposes community amenity uses to serve the PUD's residents. Those amenity uses include pickleball courts, a walking trail, a playground, and a mail kiosk. No commercial uses are proposed.

As such, staff finds the application **is consistent** with LDC Section 4.2.31.B.(4).

5. LDC Section 4.2.31.B.(5) provides that the intended character of the PUD shall be identified, including the structure types, architectural styles, ownership forms, amenities, and community management form (e.g., property owner association, community development classification, municipal service unit, etc.) or suitable alternative.

Analysis: The PUD sheets do not provide language that explicitly establishes the intended architectural style or character; however, the PUD proposes single-story and two-story single-family detached dwelling units with private streets and amenities to serve residences. A note on the concept plan establishes that an HOA will maintain all common areas and common elements of the PUD. To address maintenance responsibilities and the timing of amenities in relation to the timing of residential development, staff recommend the following conditions:

- *The homeowner's association or the developer must care for and maintain all common areas used by residents of the subdivision, as well as buffers, stormwater, and any other forms of infrastructure within the subdivision. The maintenance responsibility begins at installation and continues in perpetuity. Language and documentation enforcing this condition will be required at the Final Plat stage of Development Review.*
- *The County may issue Certificates of Occupancy for up to, but not exceeding, fifty (50) percent of the total residential units prior to construction of required amenities. All required amenities must be fully constructed and operational before any additional Certificates of Occupancy are issued.*

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.B(5).

- B. LDC Section 4.2.31.C establishes a minimum PUD size of 0.5 acres or 21,780 square feet.

Analysis: The subject property is ±33.27 acres or ±1,461,874 square feet.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.C.

- C. LDC Section 4.2.31.D addresses density and intensity.

1. LDC Section 4.2.31.D(1) provides the maximum allowable density/intensity for a PUD cannot exceed that established by the Comprehensive Plan Future Land Use Designation(s) for the site, along with any density or intensity bonuses and/or transfers acquired for the site as enabled by the Comprehensive Plan and the LDC; however, if the PUD site is vested for a higher density/intensity as established consistent with the Comprehensive Plan and the LDC, the PUD may propose densities and/or intensities consistent with the vested status.

Analysis: The subject property is ±33.27 acres with an HR future land use designation. HR allows 4-8 dwelling units per acre. The proposed density is 5.62 du/ac with 176 dwelling units, which falls within the allowable density range for HR.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.D.

2. LDC Section 4.2.31.D.(2) provides that the Board is not obligated to authorize the maximum density/intensity as potentially allowed by the Comprehensive Plan future land use designation(s) and/or bonuses and/or transfers acquired for the PUD site. The criteria for establishing a maximum density/intensity include existing zoning, adequacy of existing and proposed public facilities and services, site characteristics, and the requirements of the Comprehensive Plan for any residential or non-residential land use involving the area in question, with additional focus on the compatibility of the PUD's proposed uses with the adjoining and surrounding properties.

Analysis: The PUD proposes density allowed by the HR designation and has adequate urban facilities/services available, as outlined previously in this report.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.D(2).

3. LDC Section 4.2.31.D.(3) provides density/intensity increases may be attained through one of three methods.

Analysis: Staff finds LDC Sec 4.2.31.D(3) is **not applicable** to the application.

4. LDC Section 4.2.31.D.(4) allows for blending of densities/intensities of the subject property that has more than one FLUMS designation.

Analysis: Staff finds LDC Sec 4.2.31.D(4) is **not applicable** to the application.

5. LDC Section 4.2.31.D.(5) addresses averaging.

- a. LDC Section 4.2.31.D.(5)(a) provides the gross amount of density/intensity of uses in a PUD may be allocated to any area of the total PUD site; however, proposed uses that are subject to the special setback and/or protection zone/area requirements shall be required to comply with those applicable standards as established within the Comprehensive Plan and this Code both within, and to areas outside the boundary, of the PUD.

Analysis: The PUD proposes gross density within the allowable density range. Staff notes that there appeared to be wetlands present on site, according to the Florida Wetlands Inventory available via Geographic Information Systems; however, the applicant provided correspondence with the Florida Department of Environmental Protection indicating that there are no wetlands physically present on-site (Attachment I). Therefore, no special setbacks, protection zones, or overlays limit density or building placement at the subject property.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.D(5)(a).

- b. LDC Section 4.2.31.D.(5)(b) allows alternative setback and/or protection zone/areas meeting the intent of the Code for uses internal to the PUD site as part of the PUD review and consideration, subject, however, to the Comprehensive Plan.

Analysis: The PUD proposes alternative setbacks, which staff outlines in Table 2. A.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.D(5)(b).

- c. LDC Section 4.2.31.D.(5)(c) provides that if the PUD is for a cluster type project that must be enabled as a PUD as established by the Comprehensive Plan (e.g., Rural Residential Cluster or Hamlet Division 3.3), then the PUD shall be subject to compliance with the applicable natural open space preservation requirements, with the remaining lands available for development then being eligible for density and/or intensity averaging, subject to any special requirements of the particular PUD cluster type as required by the Comprehensive Plan and this Code.

- Analysis:** Staff finds LDC Sec 4.2.31.D(5)(c) is **not applicable** to the application.
6. LDC Section 4.2.31.D.(6) requires the PUD to comply with the minimum buffer requirements as established in this Code, or an alternative design meeting the intent of the Code may be proposed for consideration. If an alternative design is proposed, the proposal shall include, at a minimum, scaled typical vertical and horizontal cross-sections of the buffer, including depictions of all proposed alternative buffer improvements and scaled representations of the existing principal structures and improvements that are located on the adjoining properties being buffered from the PUD. LDC Section 4.2.31.E.(6) provides that buffers shall be provided externally and internally, between the PUD and surroundings and between internal PUD uses, in order to maintain compatibility between uses and avoid and/or limit adverse impacts between uses and nuisance situations.

Analysis: Table 3. A shows the required, proposed, and recommended buffers. The proposed buffers satisfy LDC requirements for all sides except the north. While there is a substantial horizontal buffer space along the north boundary, staff recommends requiring some form of vertical buffer that complies with E-type requirements outlined in LDC Sec. 6.8.6.K – Buffers. Additionally, staff recommends additional buffer conditions along the south and eastern project boundaries where the proposed small lots are sited proximate to larger built/buildable parcels. The purpose of such a recommendation is to maintain building form compatibility (see compatibility analysis).

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.D(6). and recommend the following condition.

- *All required buffers must be installed by the developer before the first (1st) residential Certificate of Occupancy is issued.*
- D. LDC Section 4.2.31.E.(1) addresses three types of access.
1. LDC Section 4.2.31.E.(1)(a) provides that all properties resulting from a PUD shall have paved access to paved public or private street right-of-way; however, ingress/egress or cross-access easements may be proposed as an alternative to a right-of-way as part of the PUD, provided all access is paved.

Analysis: The PUD proposes two access points to existing street facilities: Oak Road and Locust Pass, as shown on the conceptual plan.

The PUD proposes main access along 930-950 BLK Oak Road. This segment of Oak Road is a two (2) lane County-maintained Major Local roadway with approximately 100 feet of ROW that connects to SE Maricamp Road.

Residential development exceeding 50 dwellings is required to provide a second access for vehicular traffic. The PUD proposes secondary access along 260 BLK Locust Pass. This segment of Locust Pass is a two (2) lane County-maintained Subdivision Local roadway with approximately 50 feet of ROW.

Staff supports the proposed internal circulation system's link between Oak Road and Locust Pass; however, the design of the main east-to-west internal street may present a shortcut for fast-moving through traffic. To reduce traffic speed while allowing interconnectivity, staff propose a condition requiring a traffic calming measure.

In the Development Review Committee comments (Attachment B), the County Engineer's Traffic Operations Manager indicates some traffic impact concerns and transportation facility design concerns. While there are no roadway deficiencies created by the proposed PUD, there are intersection deficiencies at SE Maricamp at Emerald Road (southbound) and SE Maricamp at Oak Road (southbound). An additional concern pertains to the street's typical design.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(1)(a) and recommend the following conditions:

- *The street running east-to-west from Oak Road to the proposed amenity area must be designed to include at least one (1) vertical or horizontal traffic calming measure, as outlined in the 2023 Florida Department of Transportation's Greenbook. The chosen traffic calming measure(s) must be shown at the Master Plan stage of development review. The final design and location will be determined at the Improvement Plan stage of development review.*
 - *Prior to Master Plan approval, the applicant must execute and record a Developer's Agreement to address and secure all transportation improvements identified in the approved Traffic Impact Study.*
 - *The final roadway designed shall be determined during the Master Plan stage.*
2. LDC Section 4.2.31.E.(1)(b) provides that the PUD shall include pedestrian and/or bicycle facilities internally to address internal circulation needs and externally to provide for integration of the PUD with surrounding existing facilities for future facilities.

Analysis: The PUD proposes sidewalks internally throughout the project and connects the internal sidewalks to the existing 5' sidewalk along Oak Road. The PUD does not propose bike lanes.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(1)(b) and recommend the following condition:

- *An internal sidewalk, at least five (5) feet wide, on at least one (1) side of the internal street circulation network is required, consistent with the concept plan dated 02/05/2026. The internal sidewalk must connect to the existing sidewalk along Oak Road and stub out to Locust Pass. The developer must construct and fully complete all required internal sidewalks at the time of internal right-of-way construction. The internal sidewalk required cannot be waived.*

3. LDC Section 4.2.31.E.(1)(c) provides that the PUD shall include multi-modal design accommodating pedestrian, bicycle, transit, and vehicular access, focusing on integrating the modes with the proposed PUD uses and expected activity levels and/or focus (e.g., employment, residential, institutional, etc.).

Analysis: The PUD shows streets for vehicles and sidewalks for pedestrians. The PUD is located along Sun Tran's Red Line route. Staff consulted with the SunTran Director, Steve Neal, to discuss needed improvements to transit service along the existing Red Line between 2028 and 2032. The Red Line area serving Silver Spring Shores is planned for expansion of micro-transit mobility services while removing fixed route service, as indicated in the SunTran Transit Development Plan final report FY 2023 to 2032. A micro-transit stop next to a compact, walkable residential development and high school is a logical site. The Applicant proposes a contribution to a bus pullout bay to serve future micro-transit needs in the surrounding community.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(1)(c) and recommend the following condition:

- *Prior to Master Plan approval, the Developer/Applicant will work with Staff to determine what multi-modal or transit hub improvements are needed at this location.*
4. LDC Section 4.2.31.E.(1)(d) provides parking and loading spaces shall be provided consistent with the requirements for developed uses as listed in Section 6.11.8; however, alternative parking and loading standards may be proposed, provided such standards are based on accompanying technical information and analysis provided by a qualified professional. The use of shared parking is encouraged, along with the integration of parking as part of a multi-use structure as provided in Section 4.2.6.D(8).

Analysis: Each residential lot will include on-site parking; however, the number of spaces per lot has not been specified. The applicant must demonstrate compliance with the single-family detached parking requirements in LDC 6.11.8.B and demonstrate that residential parking will encroach into sidewalks.

The PUD indicates that parking is provided for the amenity area; however, on-site parking is not necessary because the amenity is for private subdivision use and all lots are within walking distance. Staff previously raised concerns with the location and design of the parking area in the concept plan dated 08/05/25, but the applicant has since revised the plan to address those concerns.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(1)(d).

5. LDC Section 4.2.31.E.(1)(e) requires that all appropriate utility infrastructure shall be made available to and provided for the PUD.

Analysis: Central water & sewer service immediately available to the site. Development is required to connect.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(1)(e).

6. LDC Section 4.2.31.E.(1)(f) requires that all appropriate and necessary stormwater infrastructure shall be provided for the PUD development to ensure compliance with this Code.

Analysis: Two off-site drainage retention areas are proposed. Drainage infrastructure will be fully assessed to meet LDC requirements for stormwater management during later stages of the development review process.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(1)(f).

- E. LDC Section 4.2.31.E.(2) addresses easements.

1. LDC Section 4.2.31.E.(2)(a) provides that easements shall be provided to address the maintenance and upkeep of all PUD infrastructure (e.g., Stormwater systems, utilities, etc.) and/or when necessary to allow adjoining property owners reasonable access for the maintenance and upkeep of improvements (e.g., access for zero-lot line structure, etc.). Any easements necessary shall be provided, established, and conveyed consistent with the provisions of Article 6.

Analysis: The concept plan shows the location and dimensions of the proposed easements required for maintenance and upkeep of the PUD infrastructure. Final location and dimensions will be determined during the development review process.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(2)(a).

2. LDC Section 4.2.31.E.(2)(b) provides that no principal or accessory structure may be erected, placed upon, or extend over any easement unless authorized in writing by the entity holding title to said easement, with such authorization being recorded in the Marion County Official Records. Such authorizations may include, and are encouraged to set forth, terms and conditions, regarding the easement encroachment (e.g., duration, maintenance, removal, sunset, etc.) for reference by all current and future parties.

Analysis: Easements will be finalized during the development review process. Building placement will be verified during the building permitting process.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(2)(b).

- F. LDC Section 4.2.31.E.(3) addresses setbacks and separation requirements.

1. LDC Section 4.2.31.E.(3)(a)3 provides that all setbacks for principal and accessory structures shall be provided in both typical illustration and table format. The typical illustration and table shall be included on all development plan submissions as

related to the development type, and shall particularly be provided on the Master Site Plan and/or Final Plat Plan.

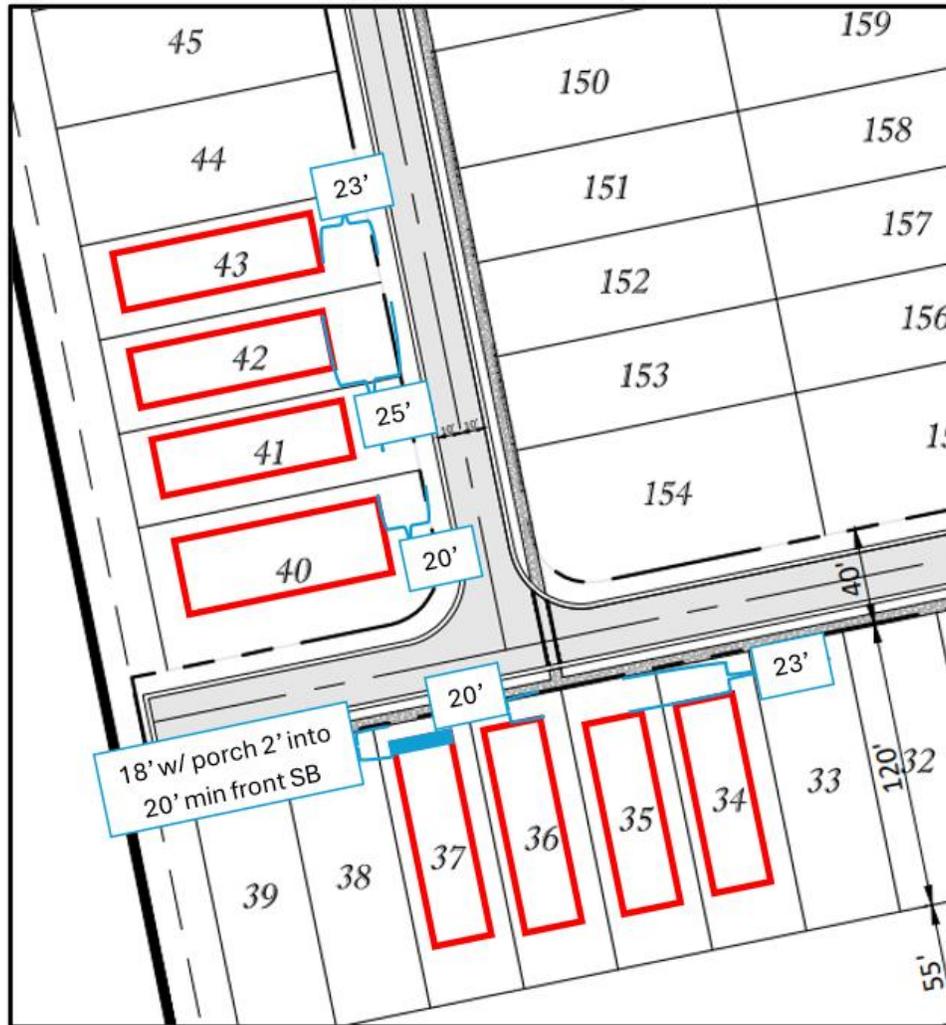
Analysis: The PUD proposes lot areas, setbacks, and height limitations and provides the required lot typical illustrations. Staff notes that the setbacks are similar to those of new residential development when central utilities are available. Attachment H also provides “Building Footprint Stagger Detail” to indicate that building pads will be staggered to minimize the monotonous feel of the neighborhood. Staff supports the idea behind the staggered setbacks, but present alternative design language to provide flexibility and clarity for implementing the staggered setbacks.

Table 2.A. shows the proposed and recommended development standards.

Figure 3 shows an example of staff’s intended staggered front setback outcome.

TABLE 2.A. DEVELOPMENT STANDARDS		
Standards	Proposed	Recommended
Minimum Lot Area	4,000 SF	4,000 SF
Minimum Lot Depth	100’	100’
Minimum Lot Width	40’ for Interior Lot 55’ for Corner Lot	40’ for Interior Lot 55’ for Corner Lot
Front Setback^{1,2}	20’	20’
Rear Setback	15’	15’
Side Setback	5’ for Interior Lot 15’ for Corner Lot	5’ for Interior Lot 15’ for Corner Lot
Maximum Single-Family Residence and Amenity Structure Height	40’	40’
Maximum Accessory Structure Height	Not Proposed	20’
Accessory Structure, Front Setback	Not Proposed	20’
Accessory Structure, Rear Setback	5’	5’
Accessory Structure, Side Setback	5’ for Interior Lot 15’ for Corner Lot	5’ for Interior Lot 15’ for Corner Lot
Staff Recommended Note:		
1. The front building line of each dwelling unit along the same side of street frontage must vary by at least two (2) feet and no more than five (5) feet from the adjacent unit. No more than two (2) consecutive dwellings may have the same front setback.		
2. Non-habitable architectural features, such as, but not limited to eaves, roof overhangs, porches, and patios, may encroach 2 feet into the front setback area.		

Figure 3
Example of Staggered Front Setback Typicals



As such, staff find the application is **consistent** with LDC Sec. 4.2.31.E(3)(a)3 and recommend the following condition:

- Each lot and structure within this PUD must comply with the Development Standards listed in Table 2.B of the 260205ZP Board of County Commissioners Staff Report.

TABLE 2.B. DEVELOPMENT STANDARDS	
Standards	Required
Minimum Lot Area	4,800 SF
Minimum Lot Depth	100'
Minimum Lot Width	40' for Interior Lot 55' for Corner Lot
Front Setback^{1,2}	20'

Rear Setback	15'
Side Setback	5' for Interior Lot 15' for Corner Lot
Maximum Single-Family Residence and Amenity Structure Height	40'
Maximum Accessory Structure Height	20'
Accessory Structure, Front Setback	20'
Accessory Structure, Rear Setback	5'
Accessory Structure, Side Setback	5' for Interior Lot 15' for Corner Lot

Note:

1. The front building line of each dwelling unit along the same side of street frontage must vary by at least two (2) feet and no more than five (5) feet from the adjacent unit. No more than two (2) consecutive dwellings may have the same front setback.
2. Non-habitable architectural features, such as, but not limited to, eaves, roof overhangs, porches, and patios, may encroach 2 feet into the front setback area.

2. LDC Section 4.2.31.E.(3)(b) provides that all setbacks shall be measured from the foundation, walls, or similar building structural support components and/or habitable areas; however, eaves, roof overhangs, and other similar non-habitable architectural features may encroach or protrude by not more than two feet into any required setback.

Analysis: Staff recommends adding a note to the development standards table allowing non-habitable architectural features—such as eaves, roof overhangs, and porches—to encroach up to two (2) feet from the principal structure. Such allowance gives the homebuilder and future homeowners more flexibility with customizing their house in a way that does not impact surrounding areas outside of the PUD's project area. See footnote #2 in Table 2.B for recommended language.

3. As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(3)(b).
LDC Section 4.2.31.E.(3)(c) provides building pop-outs, cantilevers, and/or other extensions that project outward from the principal structure, particularly those that make up habitable space, shall comply with established principal structure setbacks; however, the PUD may propose authorized encroachments not to exceed two feet into any setback, subject to compliance with building construction standards (e.g., fire code) for the encroachment structure, except no encroachment into an established front yard setback is permitted.

Analysis: The PUD does not propose setback encroachment allowances for habitable spaces. Staff does not recommend adding a note unless the applicant proffers language and staff reviews the impact on compatibility with surrounding large lot uses.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(3)(c).

4. LDC Section 4.2.31.E.(3)(d). provides structure to the setback requirements.

Analysis: Staff finds the application **is consistent** with LDC Sec. 4.2.31.E.(3)(d).

G. LDC Section 4.2.31.E.(4) addresses heights.

1. LDC Section 4.2.31.E.(4)(a) addresses maximum structure heights.

Analysis: The PUD proposes a maximum 40' height for all structures. In Table 2.A., Staff recommend adding language that specifies a maximum 40' height for single-family residences and amenity structures and a maximum 20' height for accessory structures.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E.(4)(a).

2. LDC Section 4.2.31.E.(4)(b) addresses PUD heights in relation to dissimilar uses.

Analysis: The PUD allows single-family residences at a comparable height to surrounding zoning classifications; however, due to the compact lot sizes and potential for two-story houses staff recommend landscaping conditions to mitigate the visual impacts of clustered rooftops.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E.(4)(b).

H. LDC Section 4.2.31.E(5) addresses outdoor lighting to support and encourage a safe and secure environment within the PUD, while limiting potentially adverse impacts within the PUD and to surrounding properties.

Analysis: The PUD plan does not identify the location of exterior lighting. Staff finds that a detailed lighting plan is needed to illuminate vulnerable areas to: (1) maintain health and safety and (2) discourage and deter criminal activity. Consistent with CPTED principles, adequate lighting should be provided along pedestrian pathways and crosswalks, at street intersections, and within recreational park areas to enhance visibility, support natural surveillance, and promote a safe and secure environment during nighttime hours. Additionally, the monument signage proposed at the PUD's main entrance should be illuminated to ensure visibility and reinforce wayfinding and safety at the primary access point. Lighting should maintain a consistent theme throughout the project area to enhance a sense of place and community character.

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(5) and recommends the following conditions:

- At the time of development review, the improvement plan must include a photometric lighting plan that—
 - 1) Complies with all applicable Land Development Code outdoor lighting standards in Division 6.19; and
 - 2) Demonstrates that the subdivision's pedestrian routes, street intersections, recreational amenity areas, and monument signage are adequately illuminated for safety, visibility, and wayfinding.

I. LDC Section 4.2.31.E.(6) provides that buffers shall be provided externally and internally, between the PUD and surroundings and between internal PUD uses, in order to maintain compatibility between uses and avoid and/or limit adverse impacts between uses and nuisance situations as follows:

(a) Buffers shall be provided between the proposed PUD uses and the PUD's surroundings, and between the PUD's internal uses, in a manner that conforms to the requirements of Section 6.8.6; however, a PUD may propose alternative buffer standards and designs provided the intent of the buffer requirement is satisfied.

(b) A PUD may propose the elimination of internal buffers within the PUD; however, for significantly dissimilar uses (e.g., residential versus industrial), mechanisms to ensure future PUD residents and occupants are aware of the elimination of such requirements may be required in response to such a proposal.

Analysis: Staff has several concerns regarding the proposed buffers shown in the most recent PUD concept plan package (Attachment J).

First, the proposed buffers meet the minimum LDC requirements along all property lines, except for the northern property line, where proposed single-family uses abut stormwater drainage tracts and existing lots for single-family use. A 100' wide overhead power line easement provides a substantial horizontal non-landscaped buffer, but does not provide a vertical buffer/obstruction between PUD and adjacent uses. As such, a buffer is warranted to (1) establish a sense of ownership over the space to dissuade transient individuals from traversing the area and (2) provide a visual screen/obstruction for a sense of privacy in the rear yards abutting the transmission line easement. Staff recommends a 5' E-Type buffer to provide vertical screening. However, alternative vertical screening that meets the intent and provisions of LDC Section 6.8.6 may be appropriate.

Second, proposed buffers along the west and south property lines meet the minimum buffer requirements based on proposed use to existing/permitted use, but the form of single-family homes on the proposed 40' wide lots differs greatly from the existing large lots to the west and south. Staff analyzes the building form issue in the "Compatibility with surrounding uses" section of this report. Staff recommends requiring increasing buffer widths by ten (10) feet to accommodate a staggered tree placement. These measures would further reduce light impacts from the proposed single-family homes and lessen visual impacts from clustered rooftops associated with two-story homes and single-story homes with steep roof pitches on small lots adjacent to larger agricultural and residential parcels. Table 3.A summarizes the required, proposed, and recommended buffers. Table 3.B imposes required buffers based on staff's recommended buffers.

TABLE 3.A. BUFFERS					
Direction	Adjoining Use	Parcel ID	Required Per LDC Sec. 6.8.6.K	Proposed	Recommended²
North	Vacant Residential	9064-1793-(01 to 04 & 12 to 13)	5' E-Type	None	5' E-Type
		9064-1799-(12 to 13)			
North	Drainage Retention Area	9064-1793+01	15' C-Type	None	5' E-Type
		9064-1793+05			
East	Right of Way	N/A	15' C-Type	15' C-Type	15' C-Type
South	Single Family Residential	37675-002-00	5' E-Type	5' E-Type	Modified 10' E-Type ¹
		37675-001-00			
	Vacant Residential	37675-000-01			
	Agricultural Production	37675-000-00			
Southwest	Lake Weir High School	9064-0000-01	15' C-Type	15' C-Type	15' C-Type
West	Vacant Residential	37533-001-01	5' E-Type	5' E-Type	Modified 10' E-Type ¹
	Agricultural Production	37533-000-00			
		37533-002-00			
	Single Family Residential	37533-002-02			
Staff Recommended Note:					
<p>1. Modified 10' E Type Buffer means: A ten-foot (10') wide landscape strip without a buffer wall. The buffer must contain at least four (4) evergreen shade trees for every one hundred (100) lineal feet or fractional part thereof. Required trees must be planted in a staggered design that blocks views of rooftops at time of maturity. Shrubs must be planted in a double-staggered row and must be capable of reaching a maintained height of six feet within three years. Groundcovers and/or turfgrass must not be used in this buffer. Existing vegetation may be utilized.</p> <p>2. All required buffers must be located on a tract owned by the developer/HOA. The tract(s) must be accessible to all residents of the PUD.</p>					

As such, staff find the application **is consistent** with LDC Sec. 4.2.31.E(6) and recommend the following condition:

- The developer, or homeowner's association, must install the buffers listed in Table 3.B of the 260205ZP Board of County Commissioners Staff Report.

TABLE 3.B BUFFERS			
Direction	Adjoining Use	Parcel ID	Required²
North	Vacant Residential	9064-1793-(01 to 04 & 12 to 13)	5' E-Type
		9064-1799-(12 to 13)	
North	Drainage Retention Area	9064-1793+01	5' E-Type
		9064-1793+05	
East	Right of Way	N/A	15' C-Type
South	Single Family Residential	37675-002-00	Modified 10' E-Type ¹
		37675-001-00	
	Vacant Residential	37675-000-01	
	Agricultural Production	37675-000-00	
Southwest	Lake Weir High School	9064-0000-01	15' C-Type
West	Vacant Residential	37533-001-01	Modified 10' E-Type ¹
	Agricultural Production	37533-000-00	
		37533-002-00	
	Single Family Residential	37533-002-02	
Note:			
<p>1. Modified 10' E Type Buffer means: A ten-foot (10') wide landscape strip without a buffer wall. The buffer must contain at least four (4) evergreen shade trees for every one hundred (100) lineal feet or fractional part thereof. Required trees must be planted in a staggered design that blocks views of rooftops at time of maturity. Shrubs must be planted in a double-staggered row and must be capable of reaching a maintained height of six feet within three years. Groundcovers and/or turfgrass must not be used in this buffer. Existing vegetation may be utilized.</p> <p>2. All required buffers must be located on a tract owned by the developer/HOA. The tract(s) must be accessible to all residents of the PUD.</p>			

- J. LDC Section 4.2.31.E(7) addresses open space.
- Staff find that LDC Section 4.2.31.E.(7)(a) **is not applicable**.
 - LDC Section 4.2.31.E.(7)(b) provides for all other PUDs, whether residential, institutional, commercial, industrial, or mixed-use, improved open space (IOS) consistent with Section 6.6.6.B shall be provided as a minimum of 20 percent of the PUD gross land area.

Analysis: The PUD encompasses a 33.27-acre site. Therefore, 6.71 acres of IOS are required. The PUD's sheet states 7.67 acres of IOS. However, staff has

concern about counting electric easement areas as open space if they are not intended for accessibility by future PUD residents.

3. LDC Section 4.2.31.E.(7)(c) establishes the following design guidelines for open space:
 - a. IOS shall be permanently set aside and shall be designated on the PUD and be established as separate properties/tracts to be owned and managed by a governing association for the PUD, whether a private property owners association, community development district, or municipal service unit, unless otherwise approved by the Board upon recommendation by the DRC.
 - b. The PUD's minimum required IOS amounts shall be listed on the PUD's related plans, and shall be depicted depending on the level of development review, allowing for more general with conceptual and proceeding to detailed for platting and/or site planning.
 - c. IOS is intended to be integrated into the PUD design and provide the primary avenue for satisfying overall landscaping requirements for all development as required in Divisions 6.7, 6.8, and 6.9.
 - d. IOS shall be integrated throughout the PUD to provide a linked access system to the IOS.
 - e. IOS shall be improved, including compatible structures, to the extent necessary to complement the PUD uses.

Analysis: The concept plan dated 2/5/26 (Attachment J) indicates improved open space in the form of buffers, a playground, three pickleball courts, a mail kiosk, and a walking trail.

The subject property is densely vegetated with existing trees. As such, Staff proposes a condition for encouraging thoughtful site design that aligns with tree protection and replacement regulations outlined in LDC Division 6.7. Staff recommends placing a first-level priority on siting replacement trees within front yards consistent with Future Land Use Element Policy 10.4.3 sub-policy 3 to help frame the PUD's transportation corridors. The first-level priority would also allow placement in rear yards to allow for viable, sustainable tree growth. Staff recommends placing a second-level priority on siting replacement trees within common areas and amenity areas after sufficient replacement trees are allocated to first-level priority areas and replacement trees still need to be mitigated.

As such, staff finds this application **is consistent** with LDC Section 4.2.31.E(7)(d).

- *The Owner/Applicant must provide a tree mitigation plan based on LDC Division 6.7 requirements. The Owner/Applicant must also provide a landscape plan that demonstrates where the replacement trees will be located. The first-level priority for replacement is within the front or rear setback of individual residential lots. Once each lot has at least one tree, the second-level priority for replacement is in common areas and amenity areas.*
4. LDC Section 4.2.31.E.(7)(d) establishes the following improved open space eligibility standards (with irrelevant subsections omitted):

1. Landscape buffers required for the PUD perimeter to surrounding properties, and within the PUD to provide internal buffering, shall be counted at 100 percent,
2. Parks, playgrounds, beaches, bikeways, pedestrian walks, equestrian trails, and other similarly improved, usable outdoor areas shall be counted at 100 percent,
3. Up to 25 percent of stormwater facilities may be counted to satisfy area/acreage requirements for the required IOS. A higher percentage may be approved by DRC, depending on the design and lay of the facility, wherein the stormwater facilities provide a stable, dry surface for extended periods of time and are not subject to erosion and/or damage to key design components when subjected to active use by PUD residents, employees, and patrons.
4. Parking areas and road rights-of-way may not be included in calculations of IOS; however, separate tracts exclusive of rights-of-way providing landscaping buffers, or landscaped pedestrian, bicycle, and other non-vehicular multi-use trails may be classified as IOS.
5. [Staff omitted due to irrelevance]
6. [Staff omitted due to irrelevance]

Analysis: The PUD concept plan submitted in the initial application package provides itemized breakdowns of IOS.

As such, staff finds this application **is consistent** with LDC Section 4.2.31.E(7)(d).

- K. LDC Section 4.2.31.E.(8)(a through d) address Maximum Commercial Use Area in a Residential PUD in a Residential Future Land Use Designation.

Analysis: Staff finds that LDC Section 4.2.31.E.(8)(a-e) **is not applicable**.

- L. LDC Section 4.2.31.F. addresses the pre-application meeting.

1. LDC Section 4.2.31.F.1 requires a pre-application meeting be conducted before a PUD rezoning application can be accepted.

Analysis: A pre-application meeting was conducted.

2. LDC Section 4.2.31.F.(2)(a) requires a PUD application be accompanied by a Conceptual Plan, Master Plan, Major Site Plan, or Preliminary Plat.

Analysis: The PUD application was submitted with a Conceptual Plan.

3. LDC Section 4.2.31.F.(2)(b) requires the PUD Rezoning Application to be accompanied by a Conceptual Plan provide documentation addressing the following:
 1. The name of the proposed PUD shall be centered at the top of the sheet along the long dimension of the sheet.
 2. Vicinity map that depicts the relationship of the site to the surrounding area within a 1-mile radius.
 3. Drawing of the boundaries of the property showing dimensions of all sides.

4. Provide the acreage of the subject property along with a legal description of the property.
5. Identify the Comprehensive Plan future land use and existing zoning of the subject property and for all properties immediately adjacent to the subject property.
6. Identify existing site improvements on the site.
7. A list of the uses proposed for the development.
8. A typical drawing of an interior lot, corner lot, and cul-de-sac lot, noting setback requirements. For residential development, the typical drawings will show a standard house size with an anticipated accessory structure.
9. Proposed zoning and development standards (setbacks, FAR, building height, etc.).
10. Identify proposed phasing on the plan.
11. Identify proposed buffers.
12. Identify access to the site.
13. Preliminary building lot typicals with required yard setbacks and parking lot locations.
14. Preliminary sidewalk locations.
15. Proposed parallel access locations.
16. Show the 100-year floodplain on the site.
17. Show any proposed land or right-of-way dedication.
18. Identify any proposed parks or open spaces.
19. A note describing how the construction and maintenance of private roads, parking areas, detention areas, common areas, etc. will be coordinated during development and perpetually after the site is complete.
20. Architectural renderings or color photos detailing the design features, color pallets, and buffering details.

Analysis: The application submitted **consistent** with LDC Section 4.2.31.F.(2)(b).

4. LDC Section 4.2.31.F.(3) requires the Development Review Committee (DRC) to make a recommendation for approval, approval with conditions, or for denial to the Planning and Zoning Commission and to the Board.

Analysis: The DRC considered the application at their February 16, 2026, meeting and recommended that the application continue to P&Z.

5. LDC Section 4.2.31.F.(4)(a) requires the final development plan (either entire project or phase), submission, shall include, but not be limited to, a master plan, a major site plan, an improvement plan, a preliminary plat, and/or a final plat, as deemed necessary for the specific project.

Analysis: If the PUD concept plan is approved by the BCC, then a PUD master plan will be required. PUD will need to be reheard with the PUD Master Plan for final BCC approval, if at least one of the following scenarios apply:

1. The Board of County Commissioner's impose a condition requiring an additional public hearing for the master plan; or

2. The applicant proposes a modification listed in LDC 4.2.31.K(2) after receiving approval for the PUD concept plan or subsequent development applications.

After a master plan is approved, the PUD will continue to the development review process and comply with LDC Section 2.1.3 on order of plan approval.

- M. LDC Section 4.2.31.J addresses PUD time limits and provides:

The Board may establish time limits for the submittal of a master plan, major site plan, preliminary plat, or final plat for the development of an approved conceptual plan.

Any such time limits may be extended by the Board for reasonable periods upon the petition of the developer for an amendment to the conceptual plan and based upon good cause, as determined by the Board; provided that any such extension of time shall not automatically extend the normal expiration date of a building permit, site plan approval, or other development order. If time limits contained in the approved development plan are not completed or not extended for good cause, no additional permits will be approved.

Time limits for completion and close-out of master plans, major site plans, preliminary plats, and final plats once approved shall be according to Article 2 of this Code Review and approval procedures.

Analysis: Staff recommends time limits as provided in LDC Article 2 for Master Plans, Preliminary Plats, and Improvement Plans. These are all valid for 5 years after the date that DRC approves each plan. LDC Section 4.3.21.L also requires a Preliminary Plat to be submitted within 5 years after approval of a PUD master plan.

- N. LDC Section 4.2.31.K addresses PUD amendments; LDC Section 4.2.31.L addresses timing; and LDC Section 4.2.31.M addresses revocation.

Analysis: Staff finds that an analysis of these LDC Sections is not applicable at this time, but staff will monitor future submittals to ensure compliance with these code sections.

V. ZONING CHANGE ANALYSIS

LDC Section 2.7.3.E.(2) provides that in making a recommendation to the Board of County Commissioners, the Planning and Zoning Commission shall make a written finding whether the rezoning:

1. Is (or is not) compatible with land uses in the surrounding area;
2. Will not (or will) adversely affect the public interest, and
3. Is (or is not) consistent with the Marion County Comprehensive Plan.

Staff analyses compatibility, impact on the public interest, and consistency with the Comprehensive Plan below.

- A. Compatibility with surrounding uses. Compatibility is defined as a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time, such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.
1. Site and Surrounding Characteristics. Figures 4 and 5 show aerial photographs of the existing site conditions and the surrounding area. Figure 6 illustrates the site and nearby properties' future land use designations as depicted in Map 1 of the Comprehensive Plan Future Land Use Map Series. Figure 7 depicts the HR designation proposed by the concurrent small-scale land use amendment (26-S02). Figure 8 shows the currently adopted zoning classifications for the site and surrounding area, while Figure 9 presents the site's proposed PUD zoning classification. Figure 10 shows the existing uses of the subject and surrounding properties, as classified by the Marion County Property Appraiser. Table 4 summarizes the future land use, zoning, and existing uses for the subject site and directly adjacent properties.

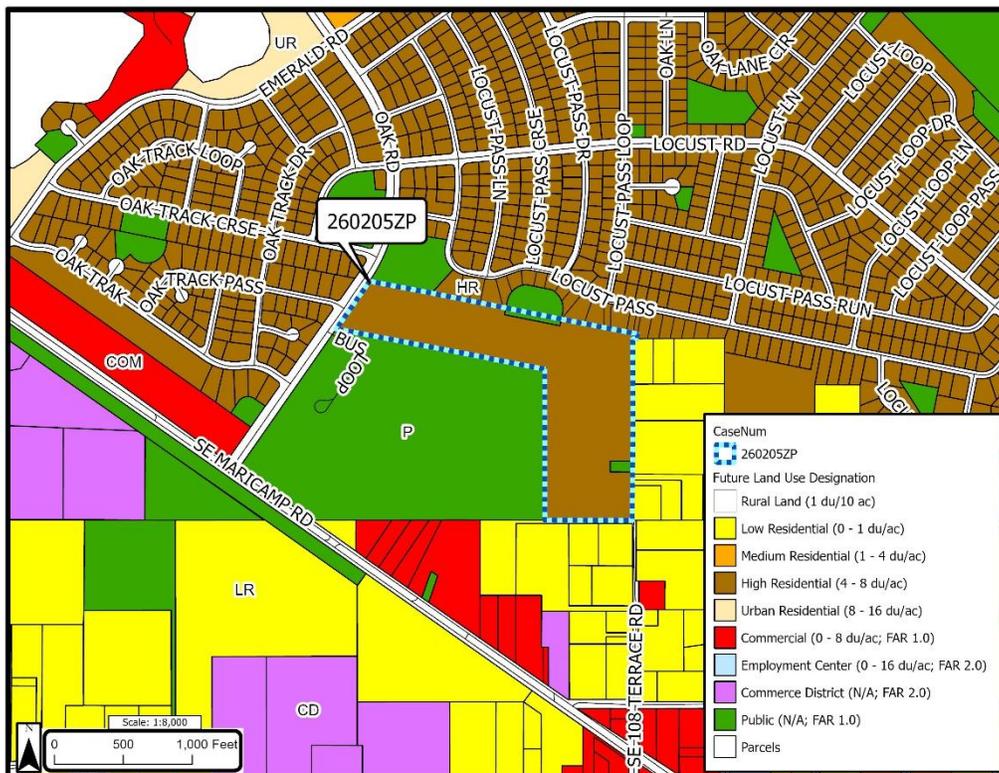
**Figure 4
Existing Site**



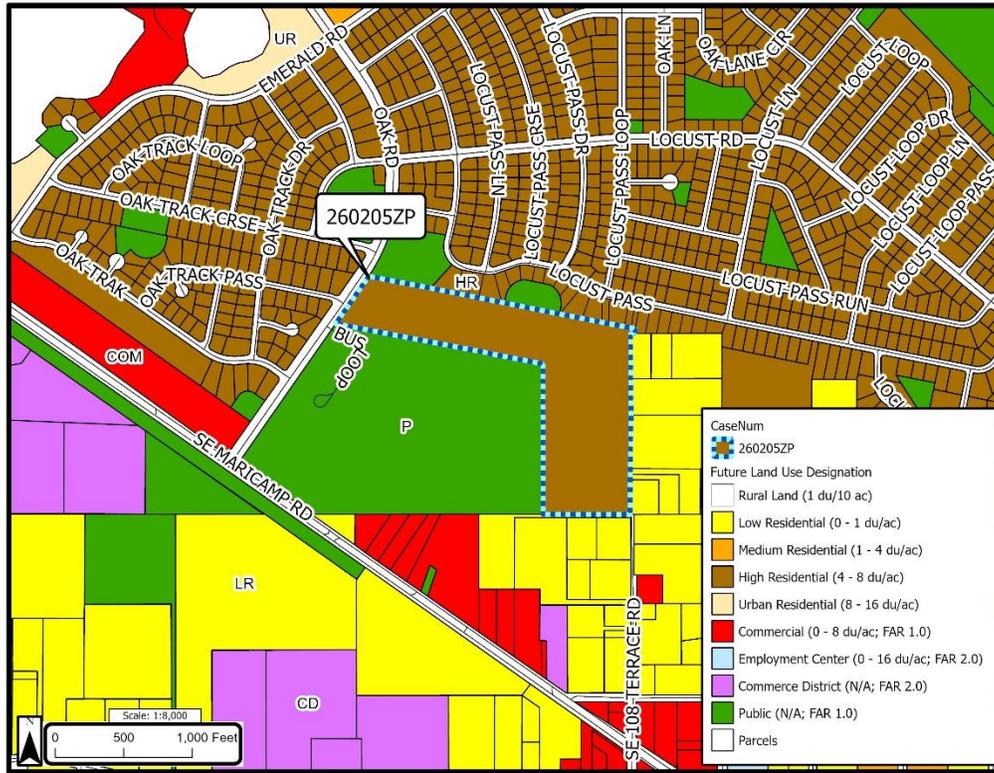
Figure 5
Existing Site and Surrounding Area



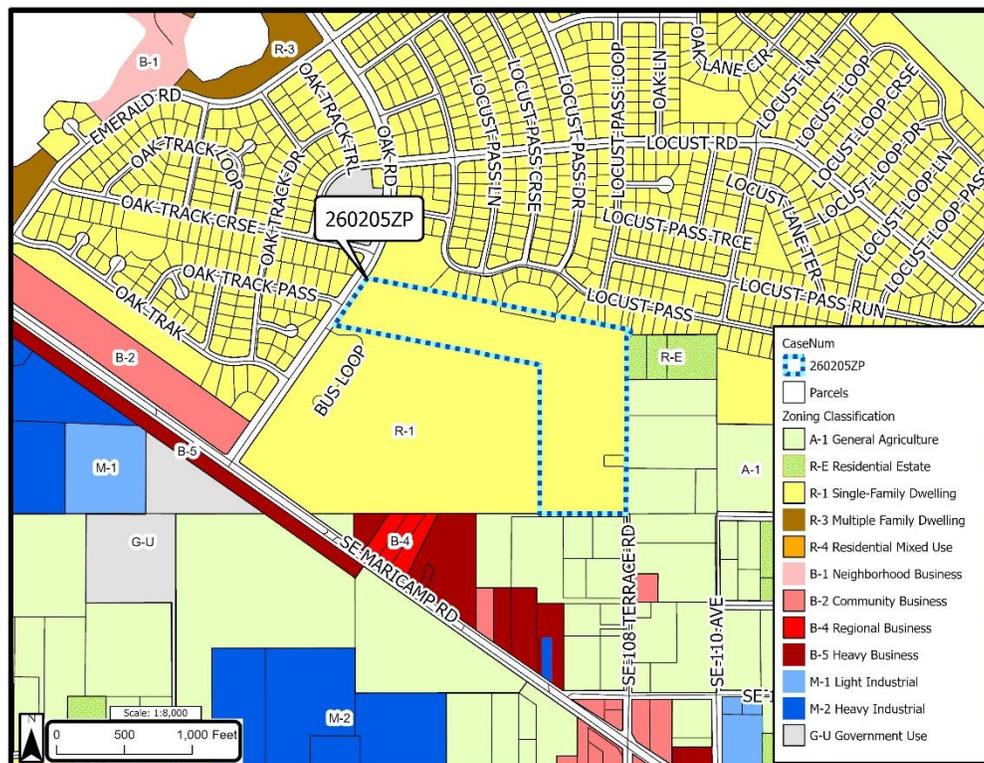
Figure 6
Existing Future Land Use Designation



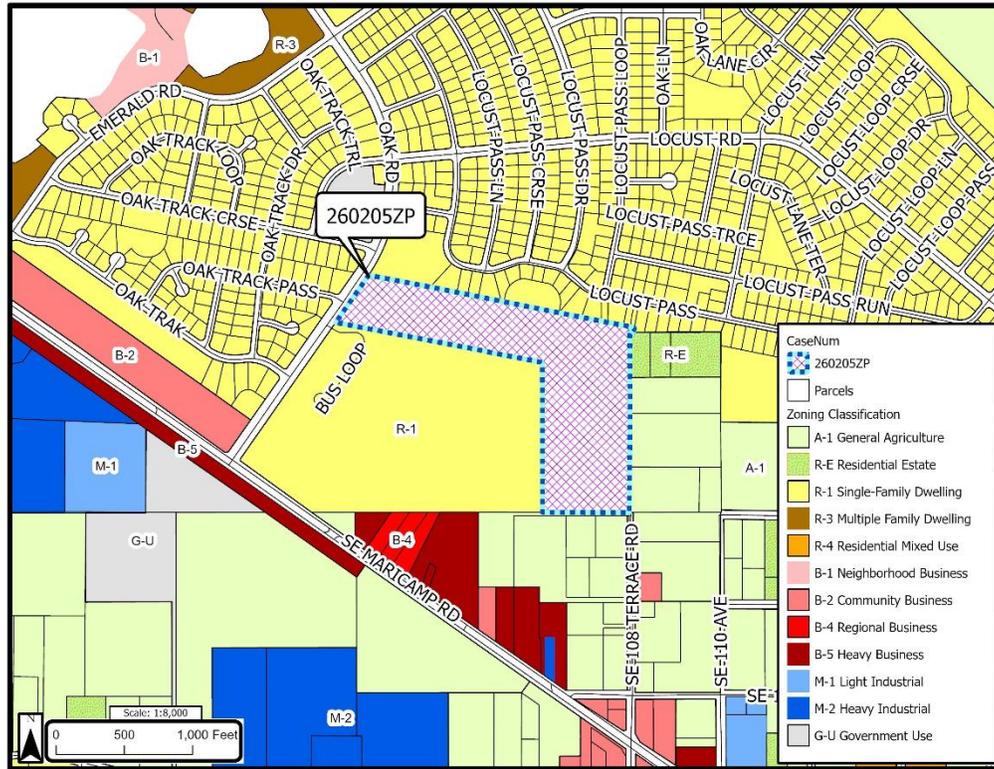
**Figure 7
Proposed Future Land Use Designation**



**Figure 8
Existing Zoning Classification**



**Figure 9
Proposed Zoning Classification**



**Figure 10
Existing and Surrounding Land Uses**

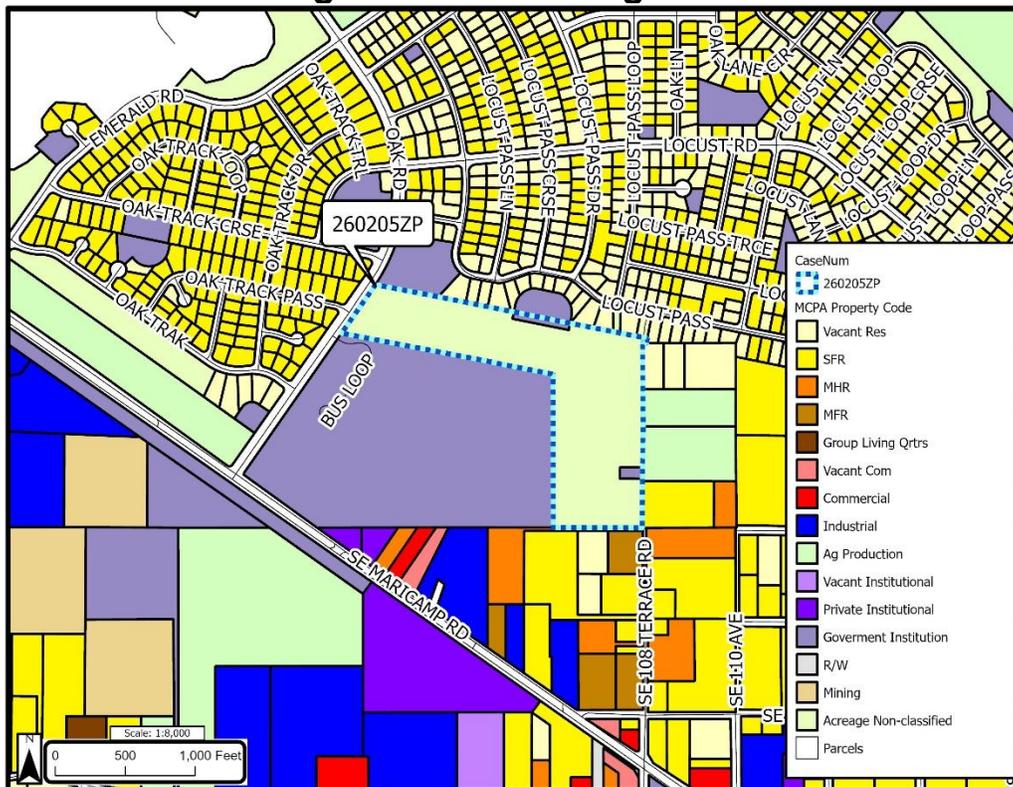
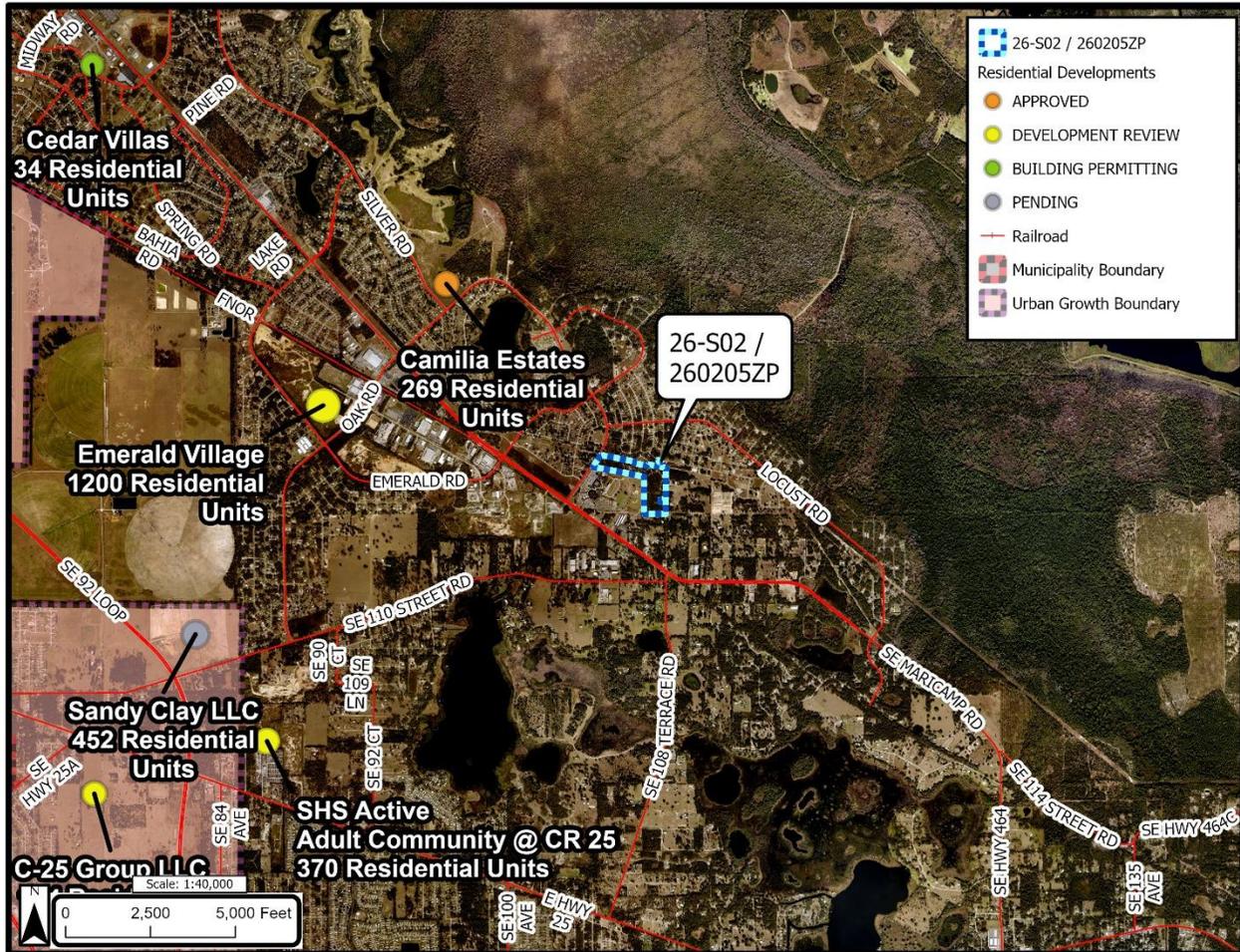


TABLE 4. ADJACENT PROPERTY CHARACTERISTICS			
Direction	Future Land Use Map Series	Zoning Classification	Marion County Property Appraiser's Existing Use
Site (Exist)	High Residential (HR); & Public (P)	Single Family Dwelling (R-1)	Ag Production; & Government Institution
Site (Proposed)	<u>High Residential (HR)</u>	<u>Planned Unit Development (PUD)</u>	<u>Single-Family Residential</u>
North	High Residential (HR); & Public (P)	Single Family Dwelling (R-1)	Government Institution; Right of Way; & Vacant Residential
South	Low Residential (LR); & Public (P)	General Agriculture (A-1); & Single Family Dwelling (R-1)	<u>Single-Family Residential</u>
East	High Residential (HR); & Low Residential (LR)	General Agriculture (A-1); Residential Estate (R-E); & Single Family Dwelling (R-1)	Ag Production; Single-Family Residential; & Vacant Residential
West	High Residential (HR); & Public (P)	Single Family Dwelling (R-1)	Government Institution; & Right of Way

Consistent with LDC Section 2.7.3.D, staff conducted a site visit and took site photos (Attachment C) on 2/11/2026. The site is densely forested with two areas that appear as pine tree plantations. There is no paved access driveway, but there are several dirt paths connecting the subject property to County right-of-way. A 100-foot wide utility easement runs parallel to the northern project boundary.

Figure 11 illustrates nearby residential developments and the number of approved units in each project in the development pipeline. The site is located within the urbanized area of Silver Springs Shores, which includes both established and emerging residential development at various stages of zoning approval, review, permitting, and construction. Projects marked with a yellow dot have been approved by the BCC and are currently in Development Review, while projects marked with an orange dot have been approved by the BCC but have not yet entered Development Review. Projects marked with a green dot are in the building permitting and construction phase.

**Figure 11
Nearby Residential Development**



2. Proposed PUD. The proposed HR designation and PUD zoning would allow residential, recreational, and public uses, consistent with the surrounding area's P, LR, and HR future land use designations. Single-family homes, drainage retention areas, and park/amenity areas are allowed in the surrounding R-1 and A-1 zoning classifications. The proposed single-family use is generally compatible with the existing adjacent single-family uses, vacant single-family lots, agricultural uses, and school; however, the form and scale of the proposed use is a concern for surrounding agricultural and low-density single family uses.

The PUD application proposes 176 detached single-family dwelling units. The architectural renderings include both two-story homes and single-story homes with steep roof pitches. The proposed minimum lot size is 4,000 square feet; however, the PUD concept plan (Attachment J) indicates a typical lot size of 4,800 square feet. Two minimum lot sizes are: (1) a 40-foot-wide by 100-foot-deep interior lot and (2) a 55-foot-wide by 100-foot-deep corner lot. The minimum lot size (40'x100') is approximately 56% smaller than the typical quarter-acre lots in nearby Silver Springs Shores Units 28, 32, and 64. It is also about 90% smaller than the smallest adjacent metes-and-bounds parcel and about 98% smaller than the largest

adjacent metes-and-bounds parcel. Staff presents enhanced buffer conditions to enhance visual screening the PUD proposes an incompatible building form next to developed and developable large lot residential and agricultural uses.

The proposed amenity area shows a playground, mail kiosk, three (3) pickleball courts, and a walking trail. Amenities are sited a significant distance away from existing residential and agricultural uses in the area, which mitigates potential off-site noise and light impacts. Any outdoor lighting provided for a new subdivision street or amenity area will be required to adhere to Land Development Code Division 6.19.

In summary, staff finds that the uses permitted under the proposed rezoning **are compatible** with existing and future surrounding land uses; however, the proposed lot sizes differ from existing lot sizes directly adjacent to the property and in the surrounding area.

B. Impact on the public interest.

1. Transportation impacts. These include roadways, public transit, and other mobility features.

Roadways. The Office of County Engineer reviewed the PUD concept plan and provided comments in Attachment B. The applicant provided a traffic methodology, which was approved by DRC on July 24, 2025 (Attachment D). A traffic impact analysis study was approved on February 11, 2026 (Attachment D).

Figure 12 presents trip generation data from the approved traffic study for 192 dwelling units. The study's methodology was based on the PUD's 176 dwelling units and the existing platted lots owned by Heather Island LLC that are located outside the proposed PUD boundary.

The traffic study determines that the proposed development will not create level-of-service (LOS) deficiencies on the analyzed roadway segments. However, the study identifies the need to convert the intersection of SE Maricamp Road and Oak Road from stop control to a traffic signal. The intersection currently operates at a failing LOS during the AM peak hour, and full project buildout would worsen conditions under continued stop control. Signalization of the intersection would improve operations, and the study assigns 40.5% of the signalization cost to the Oak Shore Estates development.

Figure 12
Trip Generation Table from Approved Traffic Study

Land Use Type	ITE Code	Intensity	Daily	AM Peak-Hour Trips			PM Peak-Hour Trips		
				In	Out	Total	In	Out	Total
Single Family Residential	210	192 DU	1,839	34	101	135	116	67	183
Total			1,839	34	101	135	116	67	183

Public transit. SunTran's red route has a stop in front of Lake Weir High School; although, the bus stop lacks signage, seating, shelter, and lighting. The red route only serves the Lake Weir Oak Rd stop twice a day. The proposed PUD would generate similar transit demand to the existing single-family housing in the area.

Other mobility features. The proposed PUD shows internal sidewalk circulation that connects to the existing sidewalk running along Oak Road. The PUD's sidewalk also connects to Locust Pass, where sidewalks do not exist, but could be constructed. The PUD does not propose bike lanes, and there are no bike lanes to tie into. Staff present a condition that requires sidewalk connectivity to encourage safe walking options for future residents of the PUD and the surrounding

Based on the above findings, staff finds that **transportation impacts generated by this PUD would not adversely impact public interest**, contingent on the development paying its proportionate fair share for signalization and paying transportation impact fees.

2. Sanitary sewer impacts. Sanitary Sewer Element Policy 1.1.1 adopts a LOS standard of 110 gallons per person per day for residential demand. The central sewer owned and maintained runs along Oak Road adjacent to the proposed PUD, as such development is required to connect. Based on the 2020 U.S. Census, Marion County's average household size is 2.33 persons. In Table 5, staff uses 2.33 persons per dwelling unit to estimate the sewer demand of the 33.27-acre property under the maximum density (8 dwelling units per acre) under the HR future land use designation.

Density, Dwelling Units Per Acre	Max Dwelling Units	Gallons per Day Generated
Proposed Development w/ PUD 5.3 DU/AC	176 DU	68,688 GPD
Max Development w/ Existing HR FLU 8 DU/AC	268 DU	93,666 GPD

As long as the development is required to connect Marion County Utilities' central sewer, staff finds that the **sanitary sewer impacts generated from this PUD would not adversely affect the public interest.**

3. Potable water impacts. Potable Water Element Policy 1.1.1 adopts a level of service (LOS) standard of 150 gallons per person per day for residential demand. Central water owned and maintained runs along Oak Road adjacent to the proposed PUD, as such development is required to connect. Based on the 2020 U.S. Census, Marion County's average household size is 2.33 persons. In Table 6, staff uses 2.33 persons per dwelling unit to estimate the sewer demand of the 33.27-acre property under the maximum density (8 dwelling units per acre) under the HR future land use designation.

Density, Dwelling Units Per Acre	Max Dwelling Units	Gallons per Day Generated
Proposed Development w/ PUD 5.3 DU/AC	176 DU	68,688 GPD
Max Development w/ Existing HR FLU 8 DU/AC	268 DU	93,666 GPD

As long as the development is required to connect Marion County Utilities' central water, staff finds that **potable water impacts generated from this PUD would not adversely affect the public interest.**

4. Solid waste impacts. Solid Waste Element Policy 1.1.1 adopts a LOS standard of 6.2 pounds of solid waste generation per person per day. The County has identified and arranged for short-term and long-term disposal needs by obtaining a long-term contract reserving capacity with a private landfill in Sumter County. Based on the 2020 U.S. Census, Marion County's average household size is 2.33 persons. In Table 7, staff uses 2.33 persons per dwelling unit to estimate waste demand of the 33.27-acre property under the maximum density (8 dwelling units per acre) under the HR future land use designation.

Density, Dwelling Units Per Acre	Max Dwelling Units	Pounds per Day
Proposed Development w/ PUD 5.3 DU/AC	176 DU	2,542 PPD
Max Development w/ Existing HR FLU 8 DU/AC	268 DU	3,872 PPD

Based on the above, staff finds that **solid waste impacts generated from this PUD would not adversely affect the public interest.**

5. Stormwater impacts. The PUD concept plan shows off-site drainage retention areas adjacent to the subject property, designed to capture stormwater runoff from new impervious surfaces on the site. Additionally, the PUD concept plan indicates that the HOA will be responsible for maintaining the future DRA facility. During development review, the developer must demonstrate that the proposed stormwater facilities can manage all post-development runoff. The developer is responsible for funding stormwater facilities with sufficient capacity to accommodate this runoff.

Based on the above, staff finds that **stormwater impacts generated by this PUD would not adversely affect the public interest.**

6. Fire rescue/emergency services. The Comprehensive Plan does not establish a LOS standard for fire rescue/emergency services, but staff has established a 5-mile radius from the subject property as evidence of the availability of such services. Station 17 (Silver Springs Shores) is within 3.9 road miles. Additionally, Marion County Fire Rescue (MCFR) analyzes potential impacts in Attachment E. Staff summarizes MCFR's LOS analysis in Tables 8 and 9.

TABLE 8. Fire Suppression/Non-Transport Response Analysis for Financial Year 2023-2024			
Station	Travel Time (Minutes)	FY 23/24 Overlapping Incident Rate (% / Status)	Incidents per Units¹
Station 17 (Silver Springs Shores)	7	4.72% Normal Operations ²	1,357
Station 18 (Bellevue)	17	6.08% Normal Operations ²	749
Station 28 (Rolling Greens)	14	5.03% Normal Operations ²	1,828
Station 30 (Spruce Creek)	17	6.01% Normal Operations ²	1,393
Notes:			
1. The threshold to consider adding additional Transport/Ambulance units is 2,500 incidents per unit; there are no additional budgeted units for this area to date.			
2. Normal Operations means calls are handled promptly.			
Source: Marion County Fire Services			

TABLE 9. Transport/Ambulance Response Analysis for Financial Year 2023-2024			
Station	Travel Time (Minutes)	Overlapping Incident Rate (% / Status)	Incidents per Units¹
Station 17 (Silver Springs Shores)	7	27.37% High Demand ³	3,639 ⁴
Station 18 (Bellevue)	17	4.57% Normal Operations ²	2,136
Station 28 (Rolling Greens)	14	2.98% Normal Operations ²	1,544

Station 30 (Spruce Creek)	17	1.69% Normal Operations ²	1,393
<p>Notes:</p> <ol style="list-style-type: none"> 1. The threshold to consider adding additional Transport/Ambulance units is 2,500 incidents per unit; there are no additional budgeted units for this area to date. 2. Normal Operations means calls are handled promptly. 3. High Demand means that staffing and resources may not keep pace with call volume. 4. One additional transport unit went in service at Station 17 on October 18, 2025; therefore, is not reflected in the FY 23-24 LOS figures. <p>Source: Marion County Fire Services</p>			

On May 23, 2025, Marion County adopted countywide fire impact fees to fund various fire-related needs, which are paid at the time of development permitting. The fee rates and payment requirements took effect on October 1, 2025; therefore, all future residential development will be required to pay the applicable fees. These revenues will provide MCFR with funding to address any LOS deficiencies.

MCFR presents the following recommendations in Attachment E, page 17:

“If approved, additional resources are warranted to handle increased demand from the proposed parcel.

- One of the four closest transport units is currently exceeding its adopted capacity thresholds, and additional growth will further strain these resources.
- Although R517 was placed in service on October 18, 2025, its operational impact and any resulting workload reduction cannot be accurately assessed until the unit has been in service long enough to establish reliable performance trends.”

As such, staff finds that the **emergency services impacts generated by this PUD would not adversely affect the public interest; however, additional units or services may be warranted.**

7. Law enforcement. The Comprehensive Plan does not establish a LOS standard for law enforcement, but staff has established a 5-mile radius from the subject property as evidence of the availability of such services. The Sheriff's Silver Springs Shores District Office, located at 501 Water Road, is roughly 2.8 road miles from the subject property. According to Google Street View directions, the travel time from the nearby office is roughly 6 to 8 minutes, depending on time of day and route. Attachment F is a letter from the Marion County Sheriff's Office indicating it has the capacity to absorb calls from the expected 422 new residents, but additional staffing would be necessary to cover the needs of any other development in the area.

Based on the above, staff finds that the **law enforcement impacts generated by this PUD would not adversely affect the public interest.**

8. Public schools. Although the Comprehensive Plan does not set a LOS standard for public schools, staff still assess how new residential development may affect school enrollment. Marion County Public Schools provides enrollment data for the schools zoned for the subject property. As of the 60th day of the 2025–2026 school year, enrollment levels were: Emerald Shores Elementary at 91% capacity, Lake Weir Middle at 87%, and Lake Weir High at 75%. Table 11 provides Marion County Public Schools’ student generation calculations, based on the Marion County Public Schools’ Long Range School Planning Study (Attachment G). Furthermore, the Planning Manager for Marion County Public Schools states that the schools serving the subject property have sufficient capacity to accommodate the new students generated by the maximum number of dwelling units (Attachment G).

Density, Dwelling Units Per Acre & Gross # of Dwelling Units	Elementary Students	Middle Students	High Students	Total Students
Proposed Development w/ PUD 5.3 DU/AC 176 DUs	19	8	13	40
Max Development w/ Existing HR FLU 8 DU/AC 268 DUs	29	12	19	60

Based on the above findings, staff finds that the **public school impacts generated by this PUD would not adversely affect the public interest.**

In conclusion, staff finds that the proposed PUD would not adversely affect the public interest with respect to public services and facilities.

C. *Consistency with Marion County Comprehensive Plan.*

Future Land Use Element (FLUE).

1. Policy 1.1.5: Higher Density/Intensity Uses. “The County shall require higher densities and intensities of development to be located within the Urban Growth Boundaries and Planned Service Areas, where public or private facilities and services are required to be available.”

Analysis: The subject property is not in the Urban Growth Boundary, but is within the urbanized area of Silver Springs Shores, where new development has access to existing county services and facilities.

As such, staff find this application is **consistent** with FLUE Policy 1.1.5.

2. Policy 2.1.19: High Residential (HR). “This land use designation is intended to recognize areas suited for a mixture of single-family and multi-family residential units in existing and new development that is located within the UGB or Urban Area. The density range shall be four (4) dwelling units to eight (8) dwelling units per one (1) gross acre, as further defined in the LDC. This land use designation is an Urban Area land use.”

Analysis: Based on the 33.27-acre project area and the HR future land use designation, the allowable density range is 135 to 268 dwelling units. This zoning change application proposes 176 dwelling units, which comply with the HR designation. The proposed density is 5.24 dwelling units per acre.

As such, staff find this application is **consistent** with FLUE Policy 2.1.19.

3. *Policy 3.1.5: Urban Areas Outside of UGB.* “The County shall maintain existing Future Land Use designations that have been previously adopted that are outside of the UGB to recognize vested development rights. Any expansion or creation of new Urban Areas outside the UGB shall require a Comprehensive Plan Amendment, analysis to demonstrate the potential need for the creation of such new Urban Areas, and other appropriate documentation in accordance with Policy 3.1.3. It shall not be necessary to modify the UGB to expand or create Urban Areas outside the UGB unless the expansion or creation of a new urban area is within the FPA.”

Analysis: The subject property is designated HR, which is an Urban Area, according to the Comprehensive Plan. The PUD proposes development within the allowable density range. It is not necessary to modify the Urban Growth Boundary to accommodate this PUD rezoning request.

As such, staff find this application is **consistent** with FLUE Policy 3.1.5

4. *Policy 5.1.2 on Review Criteria – Changes to the Comprehensive Plan and Zoning.* “Before approval of a Comprehensive Plan Amendment (CPA), Zoning Change (ZC), or Special Use Permit (SUP), the applicant shall demonstrate that the proposed modification is suitable. The County shall review and make a determination that the proposed modification is compatible with existing and planned development on the site and in the immediate vicinity, and shall evaluate its overall consistency with the Comprehensive Plan, Zoning, and LDC, and potential impacts on, but not limited to, the following:

1. Market demand and necessity for the change;
2. Availability and potential need for improvements to public or private facilities and services;
3. Allocation and distribution of land uses and the creation of mixed-use areas;
4. Environmentally sensitive areas, natural and historic resources, and other resources in the County;
5. Agricultural activities and rural character of the area;
6. Prevention of urban sprawl, as defined by Ch. 163, F.S.;
7. Consistency with the UGB;
8. Consistency with planning principles and regulations in the Comprehensive Plan, Zoning, and LDC;
9. Compatibility with current uses and land uses in the surrounding area;
10. Water Supply and Alternative Water Supply needs; and
11. Concurrency requirements.”

Analysis: Staff determines that the underlined/italicized sub-policies above are relevant to this application and presents the following findings.

1. The applicant did not provide a market demand analysis in the initial application submission. At the time this staff report is published, the applicant did not provide an analysis, but stated that an analysis will be provided prior to the Board of County Commissioners' public hearing.
2. Roads, centralized utilities, fire/emergency services, law enforcement, and public schools exist in the surrounding area are analyzed in section IV.B. of this report.
3. If approved, the PUD would establish a residential neighborhood directly adjacent to a public school, within 0.5-to-2-miles of an industrial employment center along Cypress Road and Oak Road, and within approximately 4 miles of an established commercial/retail node along SE Maricamp Road.
4. The national wetland inventory indicates that there are wetlands on-site; however, correspondence between the applicant and the Florida Department of Environmental Protection confirms that wetlands are not present on-site (Attachment I). There are no known historical/archaeological resources on site. An environmental assessment for listed species is required at the master plan stage.
5. Staff considered the adjacency and proximity of large-lot residential and agricultural uses east and south of the subject property. The PUD does not provide access to surrounding low-density residential or rural neighborhoods and therefore would not generate traffic that directly affects those uses. The PUD proposes single-family residences, which are common in the area, and places the private amenity area away from adjacent large lots. Therefore, the PUD would have little to no operational impact (e.g., excessive sound, dust, light, etc.) on surrounding development. However, because the scale and form of the proposed homes differ from the surrounding large-lot development, staff recommend conditions to address compatibility concerns.
6. Most of the subject property already has an Urban Area designation and has access to existing transportation and utility facilities. A portion of the subject property is requesting a small-scale land use amendment from P to HR. Staff recommend to approve the small-scale land use amendment.
7. The subject parcels are outside the UGB but are located within an Urban Area (specifically the Silver Springs Shores Vested Development of Regional Impact). Staff determines this application is consistent with the intent of Future Land Use Element Goal 3, which is "to direct new development and redevelopment to appropriate areas of the County in order to provide the necessary public facility and service infrastructure in a cost-effective and efficient manner."
8. This staff report conforms to this policy subsection.
9. In Section IV.A portion of this report, staff determines that the proposed single-family and (private) recreational uses are generally compatible with existing land uses and future land use designations in the area; however, differences in building scale and form warrant conditions to ensure visual compatibility.

10. The applicant has not proposed using alternative water supplies, e.g., greywater, as allowed under Florida Statutes. Development will connect to central water utilities.

11. Staff analyzes concurrency in Sections IV.B.1-8 of this report.

As such, staff finds this application **is consistent** with FLUE Policy 5.1.2, subject to staff's ability to review a market demand analysis prior to the second public hearing for this rezoning application.

5. *Policy 5.1.3 on Planning & Zoning Commission (P&Z)*. "The County shall enable applications for CPA, ZC, and SUP requests to be reviewed by the Planning & Zoning Commission, which will act as the County's Local Planning Agency. The purpose of the advisory board is to make recommendations on CPA, ZC, and SUP requests to the County Commissioners. The County shall implement and maintain standards to allow for a mix of representatives from the community and set standards for the operation and procedures for this advisory board."

Analysis: This application is scheduled to appear in front of the P&Z Commission on February 23, 2026.

As such, staff find this application is **consistent** with FLUE Policy 5.1.3.

6. *FLUE Policy 5.1.4 on Notice of Hearing*. "The County shall provide notice consistent with Florida Statutes and as further defined in the LDC."

Analysis: Public notice has been provided as required by the LDC and Florida Statutes, and therefore, the application is being processed **consistent** with FLUE Policy 5.1.4.

7. *FLUE Policy 10.4.3: Context-Sensitive Design for Roadway Corridors*. "The visual and functional characteristics of streets are important in the design of the community. The following, but not limited to, design principles for the road network shall be encouraged to be used throughout the County, as further defined in the LDC:

1. Streets should be designed as a part of the public realm with amenities;
2. Streets should be designed to accommodate a mix of travel modes, including vehicles, bikes, transit, and pedestrians;
3. Streets should be designed holistically, considering the pavement, curbing, bikeways, pedestrian ways, lighting, signs, front-yard setback areas, and building facades; and
4. Neighborhoods may connect to adjacent activities, subdivisions, and neighborhood-serving businesses through the design of a street and pedestrian system and traffic-calming measures where appropriate.
5. Creative and integrated designs for stormwater retention systems and fencing.

Analysis: The PUD concept plan dated 08/05/2025 (Attachment H) provides internal street circulation connecting Oak Road and Locust Pass. Staff supports

this connectivity; however, have concerns about the speed of through traffic along the proposed 0.25-mile-long east-to-west street. LDC Sec. 6.12.9 establishes that traffic calming devices are encouraged in residential areas to discourage through traffic while still providing access to adjacent neighborhoods.

Staff provides a condition to address traffic calming in the PUD Analysis section of this report. The applicant offered a traffic calming measure in the updated plan set (Attachment J).

Additionally, Staff provide a condition to direct thoughtful location of replacement trees to further sub-policies 1 and 3.

Transportation Element (TE)

8. TE Policy 2.1.4: Determination of Impact. "All proposed development shall be evaluated to determine impacts to adopted LOS standards. Land Development Regulations (LDRs) shall be established, which determine the level and extent of the analysis required based on the extent of the project and its projected trip generation. The information shall, at a minimum, provide for a review of site access, circulation, access management, safety, and, when of sufficient size, roadway links analysis and intersection analysis will be provided, including Average Annual Daily Trips (AADT) and/or peak hour (AM, PM, Sat/Sun)."

Analysis: Staff provides sufficient analysis in V.B.1. of this report. As such, staff find the application is **consistent** with TE Policy 2.1.4.

9. TE Objective 3.1: Financial Feasibility of Development. "To encourage development within the Urban Growth Boundary where infrastructure can be provided in a financially feasible manner."

Analysis: While the subject property is not located inside the UGB, it is in an urbanized area of Silver Springs Shores. Infill development at this location would encourage development where transportation infrastructure exists and could be improved in a financially feasible manner.

As such, staff find the application is **consistent** with TE Objective 3.1.

Sanitary Sewer Element (SSE)

10. SSE Policy 1.1.3: "The County shall encourage the construction of sanitary sewer facilities by public or private sources, or jointly, in accordance with the Marion County Water and Wastewater Utility Master Plan, and the LDC."

Analysis: The site is within the Marion County Service Area, and central sewer facilities are immediately available along Oak Road. Development is required to connect to these facilities.

As such, staff find the application is **consistent** with SSE Policy 1.1.3.

Potable Water Element (PWE)

11. PWE Policy 1.6.4: “Adequate potable water supplies and facilities which meet the adopted LOS standards shall be available concurrent with the impacts or development.”

Analysis: The site is within the Marion County Service Area, and central water facilities are immediately available along Oak Road. Development is required to connect to these facilities.

As such, staff find the application **is consistent** with PWE Policy 1.6.4

VI. ALTERNATIVE ACTIONS

- A. Enter into the record the Staff Report and all other competent substantial evidence presented at the hearing, adopt the findings and conclusions contained herein, and make a recommendation to the Board of County Commissioners to **DENY** the rezoning amendment.
- B. Enter into the record the Staff Report and all other competent substantial evidence presented at the hearing, amend the findings and conclusions contained herein so as to support the approval of the Ordinance, and make a recommendation to the Board of County Commissioners to adopt a proposed Ordinance to **APPROVE with amended conditions** the rezoning amendment.
- C. Enter into the record the Staff Report and all other competent substantial evidence presented at the hearing, identify any additional data and analysis needed to support a recommendation on the proposed Ordinance, and make a recommendation to the Board of County Commissioners to **TABLE** the application for up to two months in order to provide the identified data and analysis needed to make an informed recommendation on the proposed Ordinance.

VII. STAFF RECOMMENDATION

Staff recommends that the P&Z enter into the record the Staff Report and all other competent, substantial evidence presented at the hearing; adopt the findings and conclusions contained herein; and recommend that the Commission **approve the proposed rezoning with conditions** because the application:

- A. **Will not adversely** affect the public interest based upon impacts to the surrounding area;
- B. **Is consistent** with the following Comprehensive Plan provisions
1. FLUE Policy 1.1.5, 2.1.19, 3.1.5, 5.1.3, 5.1.4, 10.3.4;
 2. TE Policy 2.1.4 and Objective 3.1;
 3. SSE Policy 1.1.1 and 1.1.3;
 4. PWE Policy 1.1.1 and 1.6.4;

C. **Is compatible** with the surrounding uses.

Staff provides the following conditions:

1. The homeowner's association or the developer must care for and maintain all common areas used by residents of the subdivision as well as buffers, stormwater, and any other forms of infrastructure within the subdivision. The maintenance responsibility begins at installation and continues in perpetuity. Language and documentation enforcing this condition will be required at the Final Plat stage of Development Review.
2. The County may issue Certificates of Occupancy for up to, but not exceeding, fifty (50) percent of the total residential units prior to construction of required amenities. All required amenities must be fully constructed and operational before any additional Certificates of Occupancy are issued.
3. All required buffers must be installed by the developer before the first (1st) residential Certificate of Occupancy is issued.
4. The street running east-to-west from Oak Road to the proposed amenity area must be designed to include at least one (1) vertical or horizontal traffic calming measure, as outlined in the 2023 Florida Department of Transportation's Greenbook. The chosen traffic calming measure(s) must be shown at the Master Plan stage of development review. The final design and location will be determined at the Improvement Plan stage of development review.
5. Prior to Master Plan approval, the applicant must execute and record a Developer's Agreement to address and secure all transportation improvements identified in the approved Traffic Impact Study.
6. The final roadway designed shall be determined during the Master Plan stage.
7. An internal sidewalk, at least five (5) feet wide, on at least one (1) side of the internal street circulation network is required, consistent with the concept plan dated 02/05/2026. The internal sidewalk must connect to the existing sidewalk along Oak Road and stub out to Locust Pass. The developer must construct and fully complete all required internal sidewalks at the time of internal right-of-way construction. The internal sidewalk required cannot be waived.
8. Prior to Master Plan approval, the Developer/Applicant will work with Staff to determine what multi-modal or transit hub improvements are needed at this location.

9. Each lot and structure within this PUD must comply with the Development Standards listed in Table 2.B of the 260205ZP Board of County Commissioners Staff Report.

TABLE 2.B. DEVELOPMENT STANDARDS	
Standards	Required
Minimum Lot Area	4,000 SF
Minimum Lot Depth	100'
Minimum Lot Width	40' for Interior Lot 55' for Corner Lot
Front Setback^{1,2}	20'
Rear Setback	15'
Side Setback	5' for Interior Lot 15' for Corner Lot
Maximum Single-Family Residence and Amenity Structure Height	40'
Maximum Accessory Structure Height	20'
Accessory Structure, Front Setback	20'
Accessory Structure, Rear Setback	5'
Accessory Structure, Side Setback	5' for Interior Lot 15' for Corner Lot
Note:	
1. The front building line of each dwelling unit along the same side of street frontage must vary by at least two (2) feet and no more than five (5) feet from the adjacent unit. No more than two (2) consecutive dwellings may have the same front setback.	
2. Non-habitable architectural features, such as, but not limited to, eaves, roof overhangs, porches, and patios, may encroach 2 feet into the front setback area.	

10. At the time of development review, the improvement plan must include a photometric lighting plan that—
- a. 1) Complies with all applicable Land Development Code outdoor lighting standards in Division 6.19; and
 - b. 2) Demonstrates that the subdivision's pedestrian routes, street intersections, recreational amenity areas, and monument signage are adequately illuminated for safety, visibility, and wayfinding.
11. The developer, or homeowner's association, must install the buffers listed in Table 3.B of the 260205ZP Board of County Commissioners Staff Report.

TABLE 3.B BUFFERS			
Direction	Adjoining Use	Parcel ID	Required²
North	Vacant Residential	9064-1793-(01 to 04 & 12 to 13)	5' E-Type
		9064-1799-(12 to 13)	
North	Drainage Retention Area	9064-1793+01	5' E-Type
		9064-1793+05	
East	Right of Way	N/A	15' C-Type
South	Single Family Residential	37675-002-00	Modified 10' E-Type ¹
		37675-001-00	
	Vacant Residential	37675-000-01	
	Agricultural Production	37675-000-00	
Southwest	Lake Weir High School	9064-0000-01	15' C-Type
West	Vacant Residential	37533-001-01	Modified 10' E-Type ¹
	Agricultural Production	37533-000-00	
		37533-002-00	
	Single Family Residential	37533-002-02	
Note:			
<p>1. Modified 10' E Type Buffer means: A ten-foot (10') wide landscape strip without a buffer wall. The buffer must contain at least four (4) evergreen shade trees for every one hundred (100) lineal feet or fractional part thereof. Required trees must be planted in a staggered design that blocks views of rooftops at time of maturity. Shrubs must be planted in a double-staggered row and must be capable of reaching a maintained height of six feet within three years. Groundcovers and/or turfgrass must not be used in this buffer. Existing vegetation may be utilized.</p> <p>2. All required buffers must be located on a tract owned by the developer/HOA. The tract(s) must be accessible to all residents of the PUD.</p>			

12. The Owner/Applicant must provide a tree mitigation plan based on LDC Division 6.7 requirements. The Owner/Applicant must also provide a landscape plan that demonstrates where the replacement trees will be located. The first-level priority for replacement is within the front or rear setback of individual residential lots. Once each lot has at least one tree, the second-level priority for replacement is in common areas and amenity areas.

VIII. PLANNING & ZONING COMMISSION RECOMMENDATION

Approval with conditions (4-0).

IX. BOARD OF COUNTY COMMISSIONERS ACTION

To be determined.

X. LIST OF ATTACHMENTS

- A. Application Package
- B. DRC Staff Comments
- C. Site Photos
- D. Approved Traffic Methodology and Traffic Impact Study
- E. MCFR Comments
- F. MSCO Comments
- G. MCPS Comments
- H. PUD Concept Plan Dated 08/05/25
- I. Wetlands & DRA Correspondence
- J. PUD Concept Plan Dated 02/05/26
- K. Market Analysis