



**Marion County  
Board of County Commissioners**

Growth Services

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**PLANNING & ZONING SECTION  
STAFF REPORT**

<b>Public Hearings</b>	<b>P&amp;ZC Date: 02/23/2026</b>	<b>BCC Date: 3/17/26</b>
<b>Case Number</b>	26-S02	
<b>Plan Number</b>	PL SmScale-000094-2025	
<b>Type of Case</b>	Future Land Use Map Series (FLUMS) amendment from Public (P) to High Residential (HR)	
<b>Owner</b>	Heather Island, LLC	
<b>Applicant</b>	Tillman & Associates Engineering, LLC.	
<b>Street Address</b>	No address assigned	
<b>Parcel Number</b>	9064-1793+05 and 9064-1799+01	
<b>Property Size</b>	±0.74-acres	
<b>Future Land Use</b>	Public (P)	
<b>Zoning Classification</b>	Single Family Residential (R-1)	
<b>Overlay Zone/Scenic Area</b>	Secondary Springs Protection Overlay Zone (S-SPOZ)	
<b>Staff Recommendation</b>	<b>APPROVE</b>	
<b>P&amp;ZC Recommendation</b>	<b>APPROVE (4-0)</b>	
<b>Project Planner</b>	Erik Kramer, Planner	
<b>Historic/Related Case(s)</b>	<ol style="list-style-type: none"> <li>1. APPROVED: 080509Z – R-1 to PUD on 47.72 acres (382 dwelling units)</li> <li>2. DENIED: 220712Z – Expired PUD to PUD on 32.54 acres (260 dwelling units)</li> <li>3. TBD: Concurrent 26-S02 – Small-scale comprehensive plan map amendment from Public (P) to HR</li> <li>4. APPROVED: Concurrent PlatVacate-000019-2025 for 0.74-acres of drainage retention area</li> </ol>	

## I. ITEM SUMMARY

Tillman & Associates Engineering, LLC, acting as applicant for the property owner, Heather Island, LLC, filed a small-scale comprehensive plan map amendment application to change the future land use designation of a ±0.29-acre parcel and a ±0.47-acre portion of a ±2.11-acre parcel (Attachment A). The parcels are located between 0.4 and 0.5 miles due west from the intersection of SE Maricamp Road and Oak Road. The application seeks to change the future land use designation from Public (P), which does not allow residential uses, to High Residential (HR), which allows for 4-8 dwelling units per acre for a development potential between 2 and 5 dwelling units. These two parcels are associated with a concurrent Planned Unit Development (PUD) zoning change application, which proposes 176 dwelling units on a ±33.27-acre project area.

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) and is located within the Secondary Springs Protection Overlay Zone (S-SPOZ).

## II. STAFF SUMMARY RECOMMENDATION

Staff reviewed this small-scale comprehensive plan map amendment as required by Land Development Code Section 2.3.3.B. Staff recommends **approving** the amendment because staff finds that the amendment is consistent with the Marion County Comprehensive Plan and complies with the provisions of Chapter 163, Florida Statutes.

**Figure 1**  
**Regional Location Map**



### III. NOTICE OF PUBLIC HEARING

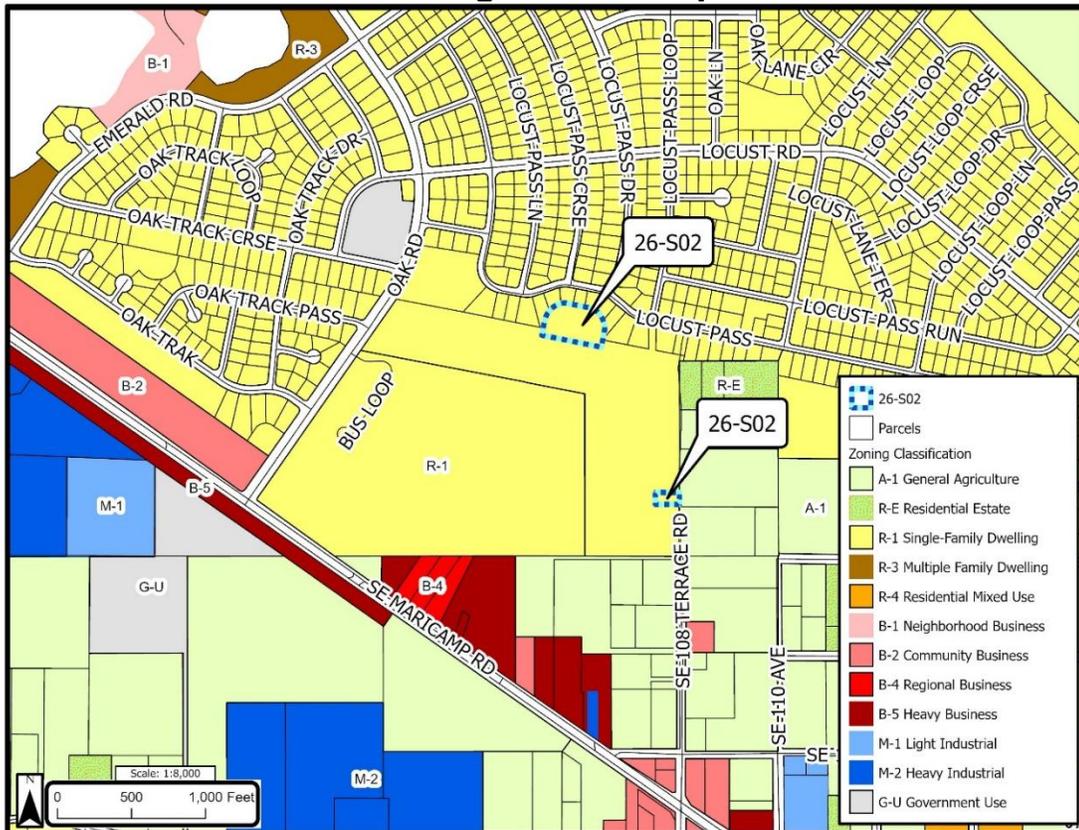
Notice of public hearing was provided pursuant to LDC Sec. 3.5.3 as listed in Table 1. As of the date of the initial distribution of this Staff Report, no written letters of opposition or support have been received. However, four (4) members of the public voiced opposition in person during the Planning & Zoning Commission hearing. Evidence of the public hearing notices is on file with the Growth Services Department and is incorporated herein by reference.

Method	Format	Date	LDC Section(s)
Newspaper Legal Notice	Display Ad	Ad Runs: 2/16/2026	3.5.3.A
Posted Sign	Sign for a Land Use Amendment	3 Sets of Signs Posted: 2/11/2026	3.5.3.A; 3.5.3.B(1)(a)
300-foot Mail Notice	Letter to Surrounding Property Owners	53 Letters Mailed: 2/13/2026	3.5.3.A; 3.5.3.B(2)

### BACKGROUND/PROPERTY HISTORY

A. *ZDM history.* Figure 2 shows that the subject property is currently classified as Single Family Residential (R-1). There is a concurrent application, 260205ZP, to rezone a portion of the subject property from R-1 to Planned Unit Development (PUD). The overall PUD proposes 176 detached single-family homes.

**Figure 2  
Zoning District Map**





**Figure 4**  
**Aerial Photograph**



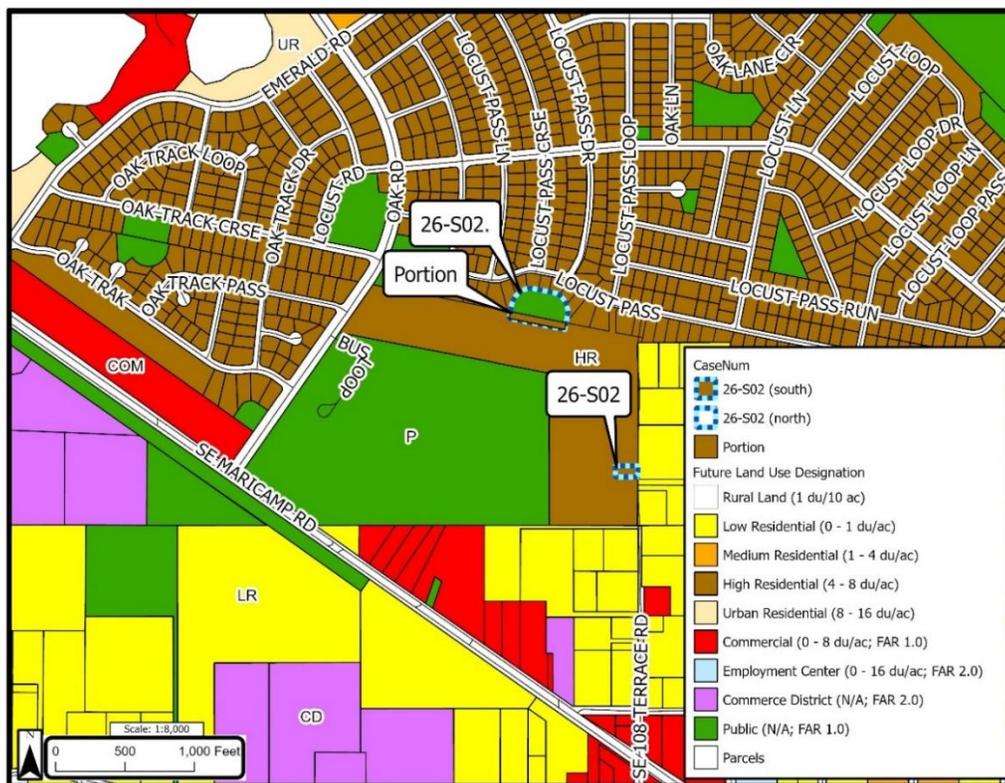
**B. Adjacent and surrounding land uses.**

Figure 5, based on data from the Marion County Property Appraiser, illustrates existing, adjacent, and surrounding land uses. The surrounding area includes quarter-acre to half-acre built and vacant single-family lots to the north and west, Lake Weir High School to the southwest, various commercial, industrial, and private institutional uses to the south, and large-lot agricultural and residential uses to the south and east. The subject parcels are completely enclosed by land designated for HR uses and zoned for Single-Family Residential (R-1). Therefore, the proposed HR designation would not introduce new land uses beyond those already present in the surrounding area and would only marginally increase development potential. Residential uses are compatible with one another, and Growth Services will require future development to install buffers as required by Section 6.8.6.K of the Land Development Code or approved PUD conditions.

As such, staff determines that the proposed HR designation **is compatible** with the surrounding existing and future land uses.



**Figure 6**  
**Proposed FLUMS Designation**



## V. ANALYSIS

LDC Section 2.3.3.B requires a Comprehensive Plan Amendment Application to be reviewed for compliance and consistency with the Marion County Comprehensive Plan and Chapter 163, Florida Statutes. Staff's analysis of compliance and consistency with these two decision criteria is addressed below.

### A. Consistency with the 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 access to urban roads and central utilities is available. The proposed HR designation would allow between 2 and 5 more homes on the overall site listed in the concurrent 260205ZP application. However, the applicant indicates plans to replat Silver Springs Shores Unit 64 to eliminate 5 BLK 1793 LOT 6, 7, 8, 9, and 10 in order to expand the existing DRA listed as 9064-1793+05.

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:** The requested small-scale comprehensive plan map amendment would allow a residential density of 4-8 du/ac. Based on the acreage listed on Attachment A.1, the HR designation would allow 2 to 5 homes. While the subject property is not within the UGB, it is within the urbanized area of Silver Springs Shores.

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.”

The applicant intends to reconfigure the drainage retention areas originally platted in Silver Springs Shores Unit 64 to accommodate the 176 dwelling units proposed with the concurrent PUD zoning change application. The applicant vacated the drainage retention areas (Attachment H), but the corresponding Public future land use designation remains. Accordingly, the applicant filed this small-scale comprehensive plan map amendment to reflect the intended uses within the concurrent PUD application.

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:**

1. The applicant did not provide a market demand analysis in the initial application submission, but provided a market demand analysis prior to the second public hearing with the Board of County Commissioners.
2. Roads, centralized utilities, fire/emergency services, law enforcement, and public schools exist in the surrounding area.
3. This application seeks to establish HR future land use where HR future land use already exists in close proximity.
4. There are no known historical/archaeological resources on site. There are no known wetlands in the area subject to this application. An environmental assessment for listed species is required at the master plan stage.
5. Impact to agricultural and rural character of the area imposed by this application is negligible. A more comprehensive analysis is provided in the staff report for the concurrent 260205ZP application.
6. Staff presents an in-depth analysis of Florida Statutes related to urban sprawl in V.B of this report.
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. Throughout Section V.A of this report, staff assess whether the proposed map amendment is consistent with the policies as adopted in the County’s Comprehensive Plan.
9. In Section IV.B of this report, staff determined that the proposed HR future land use designation is compatible with existing land uses and future land use designations in the area.
10. Development will connect to central water utilities.
11. Staff analyzes concurrency in Sections V.A.7- 16 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 was scheduled to appear in front of the Planning & Zoning 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.

#### Transportation Element (TE)

7. 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:** The applicant provided a traffic methodology that encompasses the subject parcels as well as all other parcels and tracts within Silver Springs Unit 64 owned by Heather Island, LLC. The Development Review Committee approved the traffic methodology on July 24, 2025 (see Attachment D). The methodology indicates predicted peak hour trip generation to be between 100+ trips; therefore, the applicant was required to traffic study. A traffic impact analysis study was approved on February 11, 2026 (Attachment D) and indicates the necessary transportation improvements to mitigate impacts generated by the overall PUD.

As such, staff find the application is **consistent** with TE Policy 2.1.4.

8. 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:** The subject property is located outside the Urban Growth Boundary, but within a built-up Urban Area within Silver Springs Shores. If approved, the amendment would allow residential development where infrastructure can be provided in a financially feasible manner.

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

### Sanitary Sewer Element (SSE)

9. SSE Policy 1.1.1: “The LOS standard of 110 gallons per person per day for residential demand ... is adopted as the basis for future facility design, determination of facility capacity, and documentation of demand created by new development. This LOS shall be applicable to central sewer facilities and to package treatment plants, but shall not apply to individual OSTDS.”

**Analysis:** Development of this property is required to connect to County maintained centralized sewer. The Bureau of Economic and Business Research finds, based on the 2020 U.S. Census, that Marion County’s average household size is 2.33 persons. Staff uses 2.33 people per dwelling unit to estimate the sewer demand of the ±0.74-acre subject site under P and HR future land use designations, shown in Table 2.

<b>TABLE 2. Sanitary Sewer Demand</b>		
<b>Max Density Allowed by Future Land Use</b>	<b>Max Dwelling Units</b>	<b>Gallons per Day Generated</b>
Existing FLU P – 0 DU/AC	0 DU	0 GPD
Proposed FLU HR – 8 DU/AC	5 DU	1,282 GPD
<b>Net Change</b>	<b>+5 DU</b>	<b>+1,282 GPD</b>

As such, staff find the application is **consistent** with SSE Policy 1.1.1.

### Potable Water Element (PWE)

10. PWE Policy 1.1.1: “The LOS standard of 150 gallons per person per day (average daily consumption) is adopted as the basis for future facility design, determination of available facility capacity, and determination of demand created by new development with regard to domestic flow requirements...”

**Analysis:** Development of this property is required to connect to County maintained centralized water systems. The Bureau of Economic and Business Research finds, based on the 2020 U.S. Census, that Marion County’s average household size is 2.33 people. Staff uses 2.33 people per dwelling unit to estimate the water demand of the ±0.74-acre subject site under P and HR future land use designations, shown in Table 3.

<b>TABLE 3. Potable Water Demand</b>		
<b>Max Density Allowed by Future Land Use</b>	<b>Max Dwelling Units</b>	<b>Gallons per Day Generated</b>
Existing FLU P – 0 DU/AC	0 DU	0 GPD
Proposed FLU HR – 8 DU/AC	5 DU	1,748 GPD
<b>Net Change</b>	<b>+5 DU</b>	<b>+1,748 GPD</b>

As such, staff find the application is **consistent** with PWE Policy 1.1.1.

#### Solid Waste Element (SWE)

11. SWE Policy 1.1.1: “The LOS standard for waste disposal shall be 6.2 pounds of solid waste generation per person per day. This LOS standard shall be used as the basis to determine the capital facilities or contractual agreements needed to properly dispose of solid waste currently generated in the County and to determine the demand for solid waste management facilities, which shall be necessitated by future development.”

**Analysis:** The County has identified and arranged short-term and long-term disposal needs by obtaining a long-term contract reserving capacity with a private landfill in Sumter County. The Bureau of Economic and Business Research finds, based on the 2020 U.S. Census, that Marion County’s average household size is 2.33 persons. Staff uses 2.33 persons per dwelling unit to estimate waste demand of the ±0.74-acre property under P and HR future land use designations, shown in Table 4.

<b>TABLE 4. Solid Waste Demand</b>		
<b>Max Density Allowed by Future Land Use Designation</b>	<b>Dwelling Units</b>	<b>Pounds per Day Generated</b>
Existing FLU P – 0 DU/AC	0 DU	0 PPD
Proposed FLU HR – 8 DU/AC	5 DU	1,748 PPD
<b>Net Change</b>	<b>+5 DU</b>	<b>+1,748 PPD</b>

As such, staff find the application is **consistent** with SWE Policy 1.1.1.

Stormwater Element (SE).

12. **SE Policy 1.1.4:** “The demand for stormwater facility capacity by new development and redevelopment shall be determined based on the difference between the pre-development and post-development stormwater runoff characteristics (including rates and volumes) of the development site using the applicable design storm LOS standard adopted in Policy 1.1.1 and facility design procedures consistent with accepted engineering practice.”

**Analysis:** At the time of development review, the owner must show that on-site stormwater facilities can manage all stormwater runoff generated after development. Based on the above, the application is **consistent** with SE Policy 1.1.4.

13. **SE Policy 1.1.5:** “Stormwater facilities meeting the adopted LOS shall be available concurrent with the impacts of the development.”

**Analysis:** The owner will be responsible for funding stormwater facilities with enough capacity to handle post-development runoff. Based on the above findings, the application is **consistent** with SE Policy 1.1.5.

Public school.

14. **Analysis:** 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%.

<b>TABLE 5. Student Generation for Single-Family Residential</b>				
<b>Max Density Allowed by Future Land Use Designation</b>	<b>Elementary Students</b>	<b>Middle Students</b>	<b>High Students</b>	<b>Total Students</b>
Existing FLU P - 0 DU/AC	0	0	0	0
Proposed FLU HR - 8 DU/AC	1	0	0	0
<b>Net Change</b>	<b>+1</b>	<b>+0</b>	<b>+0</b>	<b>+1</b>

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

Fire Rescue/emergency services.

15. **Analysis:** 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. The subject parcels are within a 5-mile radius of Station 17 (Silver Springs Shores), and there is an approximate 7-minute travel time.

Marion County Fire Rescue (MCFR) analyzes potential impacts for the concurrent PUD in Attachment E. Staff summarizes MCFR's LOS analysis in Tables 6 and 7.

MCFR indicates that the nearest station (Station 17) exceeded the LOS threshold for transport/ambulance units in the financial year 2023-2024; however, a new transport unit was added to Station 17 on 10/18/2025. As such, the impact of the new transport unit on LOS standards cannot be determined at this time.

<b>TABLE 6. Fire Suppression/Non-Transport Response Analysis for Financial Year 2023-2024</b>			
<b>Station</b>	<b>Travel Time (Minutes)</b>	<b>FY 23/24 Overlapping Incident Rate ( % / Status)</b>	<b>Incidents per Units<sup>1</sup></b>
Station 17 (Silver Springs Shores)	7	4.72% Normal Operations <sup>2</sup>	1,357
Station 18 (Bellevue)	17	6.08% Normal Operations <sup>2</sup>	749
Station 28 (Rolling Greens)	14	5.03% Normal Operations <sup>2</sup>	1,828
Station 30 (Spruce Creek)	17	6.01% Normal Operations <sup>2</sup>	1,393
<b>Notes:</b>			
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.			
<i>Source: Marion County Fire Services</i>			

<b>TABLE 7. Transport/Ambulance Response Analysis for Financial Year 2023-2024</b>			
<b>Station</b>	<b>Travel Time (Minutes)</b>	<b>Overlapping Incident Rate (% / Status)</b>	<b>Incidents per Units<sup>1</sup></b>
Station 17 (Silver Springs Shores)	7	27.37% High Demand <sup>3</sup>	3,639 <sup>4</sup>
Station 18 (Bellevue)	17	4.57% Normal Operations <sup>2</sup>	2,136
Station 28 (Rolling Greens)	14	2.98% Normal Operations <sup>2</sup>	1,544
Station 30 (Spruce Creek)	17	1.69% Normal Operations <sup>2</sup>	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.
3. High Demand means that staffing and resources may not keep pace with call volume.
4. One additional transport unit went into service at Station 17 on October 18, 2025; therefore, it is not reflected in the FY 23-24 LOS figures.

Source: Marion County Fire Services

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 small-scale comprehensive plan map amendment would not adversely impact the public interest**, but staff defers to MCFR’s judgment regarding whether or not the proposed PUD would adversely impact the public interest.

Law enforcement.

16. **Analysis:** 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 from the concurrent PUD application, 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.**

B. *Consistency with Chapter 163, Florida Statutes.*

1. Section 163.3177(6)(a)8 provides, "[f]uture land use map amendments shall be based upon the following analyses:
- a. An analysis of the availability of facilities and services.
  - b. An analysis of the suitability of the plan amendment for its proposed use, considering the character of the undeveloped land, soils, topography, natural resources, and historic resources on site.
  - c. An analysis of the minimum amount of land needed to achieve the goals and requirements of this section."

**Analysis, availability of facilities and services:** Section A of this staff report included a detailed analysis of the availability of facilities and services. As such, staff draw the following conclusions:

1. The subject parcels are in a built-up urban area with an extensive paved road network. An increase of 5 dwelling units generated from the proposed HR designation would have minimal impact on road facilities.
2. Central sewer and water utilities are available along Oak Road.
3. Stormwater concerns will be addressed and mitigated at the time of development.
4. There is capacity in the public elementary, middle, and high schools to absorb the students generated by the maximum 5 dwelling units allowed by HR on 0.74 acres.

5. Marion County Sheriff and Fire Rescue have facilities to provide services within a 5-mile radius. The Sheriff's Office indicates sufficient resources are available to serve this development at this time. MCFR indicates additional transport/ambulance units may be needed; however, any development resulting from this small-scale land use map amendment will need to pay fire impact fees. Fire impact fees can be allocated to provide additional units, facilities, and staff, as MCFR sees necessary.

Based on the above information, the application provides availability to all needed facilities and services and **complies with and conforms to** F.S. Section 163.3177(6)(a)8a.

**Analysis, suitability of proposed use:**

The Springs Protection Overlay Zone is intended to protect the quality and quantity of the Florida Aquifer beneath Marion County, as well as the environmental, recreational, and economic value of Silver Springs and Rainbow Springs. The subject property lies within the County's Secondary Springs Protection Overlay Zone, which is less vulnerable than the Primary Springs Protection Overlay Zone. Central utility systems are available nearby. Connecting to these utilities would reduce development impact on the County's springs. These factors support the subject parcels' suitability for the maximum development potential of 5 dwelling units.

While all groundwater in Florida is vulnerable to contamination due to the state's hydrogeologic conditions, levels of vulnerability vary. The Florida Department of Environmental Protection's *Florida Aquifer Vulnerability Assessment* classifies most of Marion County as "Most Vulnerable." The *Marion County Aquifer Vulnerability Assessment* finds that a parcel 9064-1799+01 falls within the "Most Vulnerable" classification relative to other land within the County. Meanwhile, parcel 9064-1793+05 falls within the "Less Vulnerable" classification relative to other land within the County. A karst and geologic assessment will be required during the development review process.

Parcel 9064-1799+01 consists of Candler soil, which is excessively drained and not considered prime farmland. Parcel 9064-1793+05 consists of Arredondo soil, which is well-drained and not considered prime farmland.

According to the U.S. Department of Agriculture's Natural Resources Conservation Service (NRCS), Candler and Arredondo soil types perform well for the construction of dwellings without basements and paved roads, requiring minimal maintenance. However, both soils pose challenges for lawns, landscaping, golf fairways, and shallow excavations. The NRCS notes these limitations often require major soil reclamation, special design, or costly installation methods for lawns, landscaping, and golf fairways. Therefore, during development review, soil

amendments or appropriate plant selection may be necessary to ensure landscaping viability.

No natural, cultural, or historical resources—as defined by Florida Statutes § 308.093(2)(a)—are present on the subject property or adjacent parcels, as confirmed by staff's review of GIS data from the Florida Department of Environmental Protection.

In summary, staff finds the subject property suitable for the uses permitted under the requested High Residential (MR) future land use designation, subject to considerations related to aquifer vulnerability and Candler/Arredondo soil characteristics.

This analysis **complies with** F.S. Section 163.3177(6)(a)8b.

**Analysis, minimum land:**

The analysis of the minimum amount of land needed to achieve the goals and requirements of this section was addressed in the analysis of FLUE Policies 1.1.5, 2.1.19, 3.1.5, and 5.1.2, providing that there are ample residential land uses in the vicinity, and the subject property has met the minimum standard for proof of demand.

Therefore, this analysis **complies with** F.S. Section 163.3177(6)(a)8c.

2. Section 163.3177(6)(a)9 provides, “[t]he future land use element and any amendment to the future land use element shall discourage the proliferation of urban sprawl.
  - a. Subsection ‘a’ provides, “[t]he primary indicators that a plan or plan amendment does not discourage the proliferation of urban sprawl are listed below. The evaluation of the presence of these indicators shall consist of an analysis of the plan or plan amendment within the context of features and characteristics unique to each locality in order to determine whether the plan or plan amendment:
    - (I) Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.
    - (II) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.
    - (III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.

- (IV) Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.
- (V) Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.
- (VI) Fails to maximize use of existing public facilities and services.
- (VII) Fails to maximize use of future public facilities and services.
- (VIII) Allows for land use patterns or timing that disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.
- (IX) Fails to provide a clear separation between rural and urban uses.
- (X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.
- (XI) Fails to encourage a functional mix of uses.
- (XII) Results in poor accessibility among linked or related land uses.
- (XIII) Results in the loss of significant amounts of functional open space.

**Analysis:** Staff finds that the proposed map amendment would permit a denser development pattern within an Urban Area, as defined in the Comprehensive Plan. Higher-density, more intensive development is encouraged within the UGB and established Urban Areas, particularly where central utilities and roadway capacity can support such growth. Analyses in this report indicate that public facilities and services are available and adequate, or have adequate funding mechanisms in place, to serve the maximum development potential of the subject parcels if HR designation is approved.

Staff finds the application discourages urban sprawl, and based on this finding, the proposed amendment **is consistent with F.S. Section 163.3177(6)(a)9a.**

- b. Subsection 'b' provides, "[t]he future land use element or plan amendment shall be determined to discourage the proliferation of urban sprawl if it incorporates a development pattern or urban form that achieves four or more of the following:
  - (l) Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.

- (II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.
- (III) Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.
- (IV) Promotes conservation of water and energy.
- (V) Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.
- (VI) Preserves open space and natural lands and provides for public open space and recreation needs.
- (VII) Creates a balance of land uses based upon the demands of the residential population for the nonresidential needs of an area.
- (VIII) Provides uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl, or if it provides for an innovative development pattern such as transit-oriented developments or new towns as defined in s. 163.3164.”

**Analysis:** Staff finds that the underlined and italicized items above are applicable to this application and offers the following findings related to the discouragement of urban sprawl.

The proposed amendment discourages urban sprawl by directing increased development potential to built-up Urban Area and the Secondary Springs Protection Overlay Zone, thereby focusing growth in areas with reduced potential for impacts on natural resources and ecosystems. The amendment promotes cost-effective development by increasing residential density in a location where public services and facilities already exist and could connect to the existing sidewalk system along Oak Road. The proposed HR future land use designation is predominant in the immediate surrounding area. And if approved, infill development would extend central utility connections further towards single-family lots in Silver Springs Shores Unit 32, where future utility connections would help remediate development patterns that constitute sprawl.

Staff finds the application discourages urban sprawl, and based on this finding, the proposed amendment **is consistent with F.S. Section 163.3177(6)(a)9b.**

## 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 small-scale comprehensive plan map amendment.
- B. 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 the Planning & Zoning Commission 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 **APPROVE** the proposed small-scale comprehensive plan map amendment case number 26-S02 because the application **is consistent with**:

- A. The Marion County Comprehensive Plan, specifically with:
1. FLUE Policies 1.1.5, 2.1.19, 3.1.5, 5.1.2, 5.1.3, 5.1.4;
  2. TE Objective 3.1 and TE Policy 2.1.4;
  3. SSE Policy 1.1.1;
  4. PWE Policy 1.1.1;
  5. SWE Policy 1.1.1; and
  6. SE Policy 1.1.4, 1.1.5

And **complies with and conforms to**:

- B. The Florida Statutes, specifically with:
1. F.S. Section 163.3177(6)(a)8, subsection a, b, and c; and
  2. F.S. Section 163.3.177(6)(a)9, subsections a and b.

## VIII. PLANNING & ZONING COMMISSION RECOMMENDATION

Approve (4-0).

## IX. BOARD OF COUNTY COMMISSIONERS ACTION

To be determined.

## **X. LIST OF ATTACHMENTS**

- A. Initial Application Package
- B. DRC Comments
- C. Site Photos
- D. Approved Traffic Methodology and Study
- E. MCFR Comments
- F. MSCO Comments
- G. MCPS Comments
- H. Resolution 26-R-35
- I. Market Analysis