



Marion County

Board of County Commissioners

Workshop

Meeting Agenda

Tuesday, April 1, 2025

2:30 PM

**McPherson Governmental
Campus Auditorium**

Workshop Regarding the Comprehensive Plan

INTRODUCTION OF WORKSHOP BY CHAIRMAN KATHY BRYANT

PLEDGE OF ALLEGIANCE

ROLL CALL

WORKSHOP PRESENTATION

1. [Workshop to Discuss Updates to the Comprehensive Plan and Density](#)

BOARD DISCUSSION AND CLOSING COMMENTS



Marion County

Board of County Commissioners Workshop

Agenda Item

File No.: 2025-18643

Agenda Date: 4/1/2025

Agenda No.: 1.

SUBJECT:

Workshop to Discuss Updates to the Comprehensive Plan and Density

INITIATOR:

Chuck Varadin, Director

BUDGET/IMPACT:

Growth Services

DESCRIPTION/BACKGROUND:

Florida Statute Section 163.3191 requires an evaluation of the Comprehensive Plan every seven years to ensure consistency with statutory requirements and community engagement. This Evaluation Appraisal Report (EAR) identified changes to the Comprehensive Plan that need to be completed over the next year (by February 2026).

The workshop today is the fifth of ten workshops scheduled over a five (5) month period. During this series of workshops, the Board will focus on gaining consensus for proposed changes to the Comprehensive Plan and discuss broader topics that will help set the vision for guiding future growth and development in Marion County. Today's workshop will focus on discussing density and Planned Service Areas (PSAs). The Board will also review proposed edits (denoted as "redlines") to the Housing Element of the Comprehensive Plan.

RECOMMENDED ACTION:

Staff is seeking Board discussion and consensus on the proposed edits.

Density and PSA Conversation April 1st Workshop

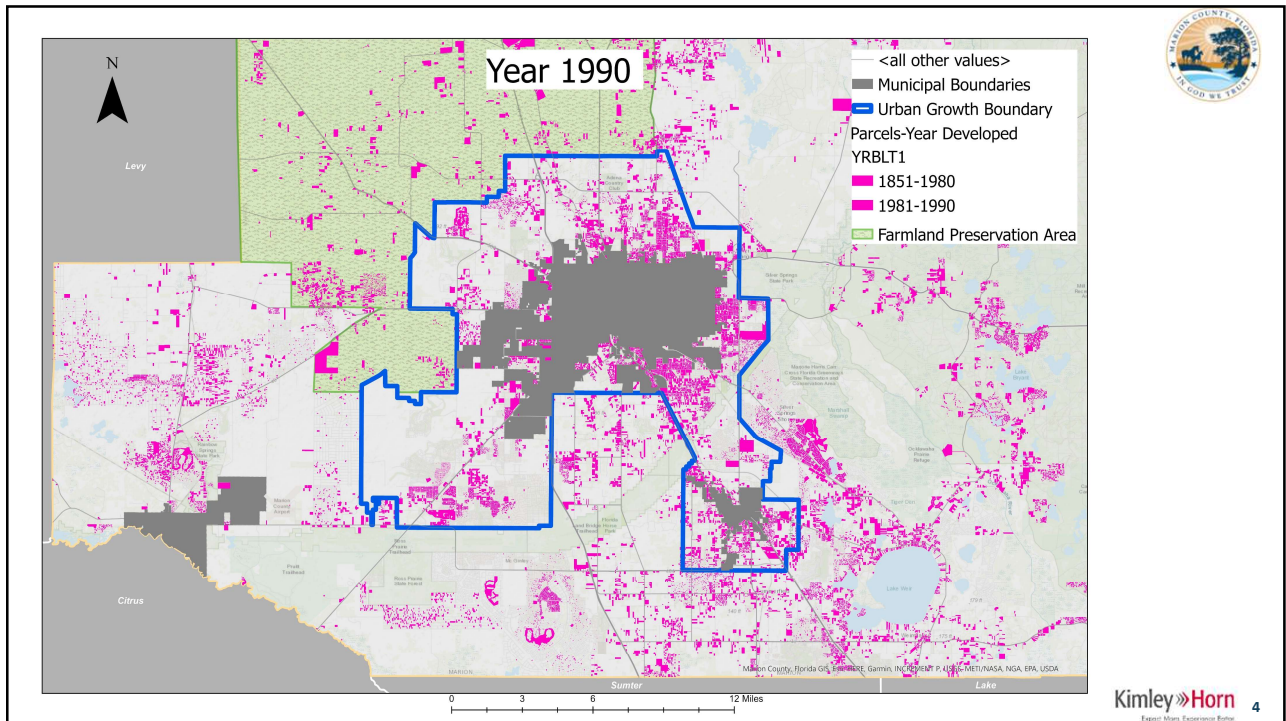
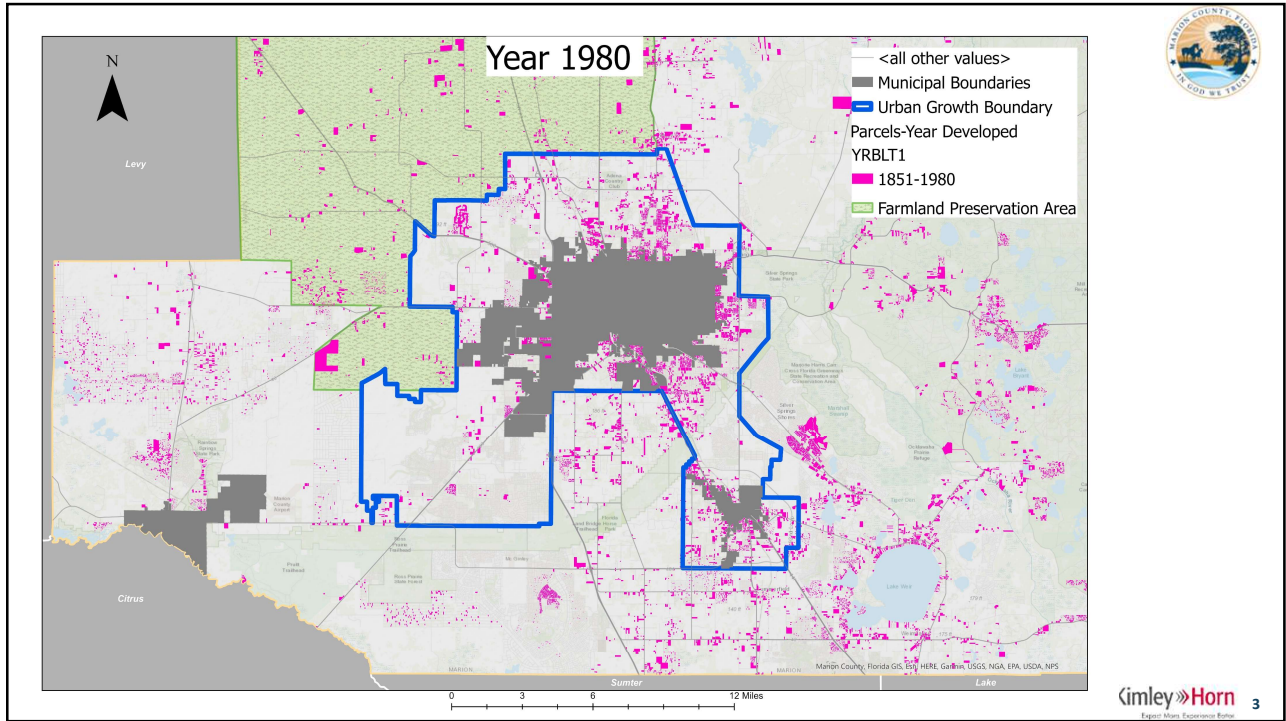


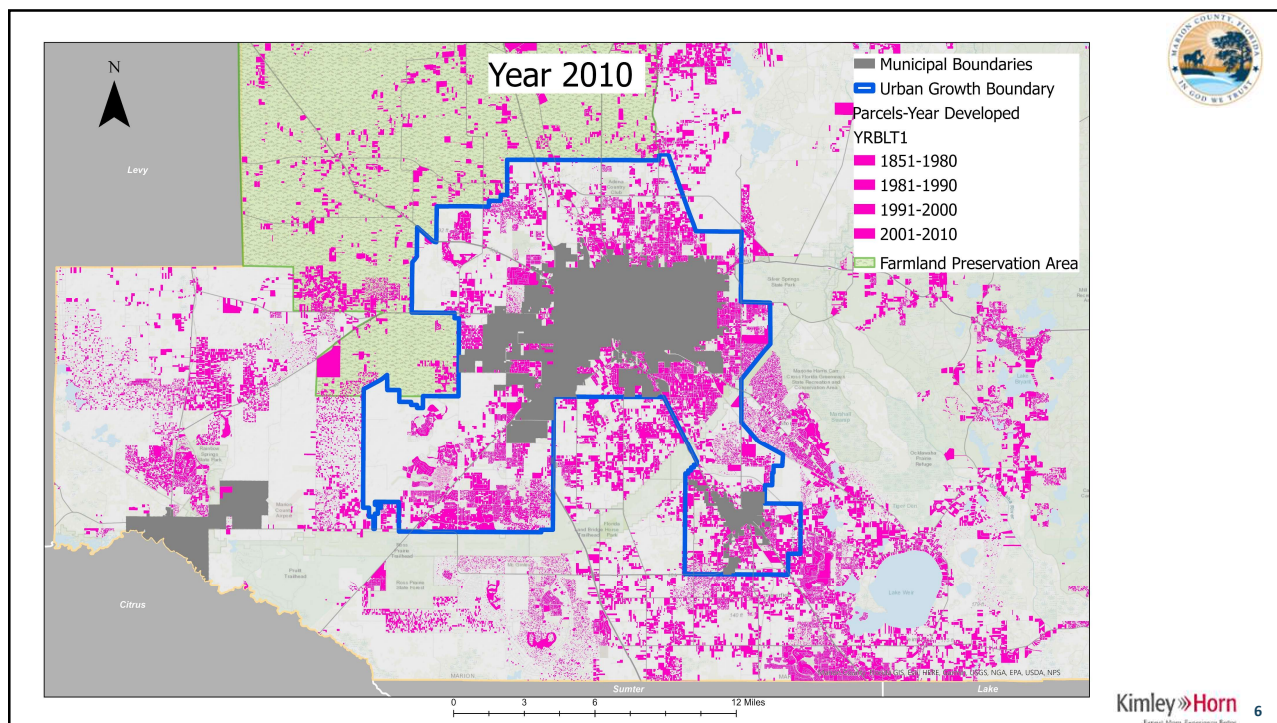
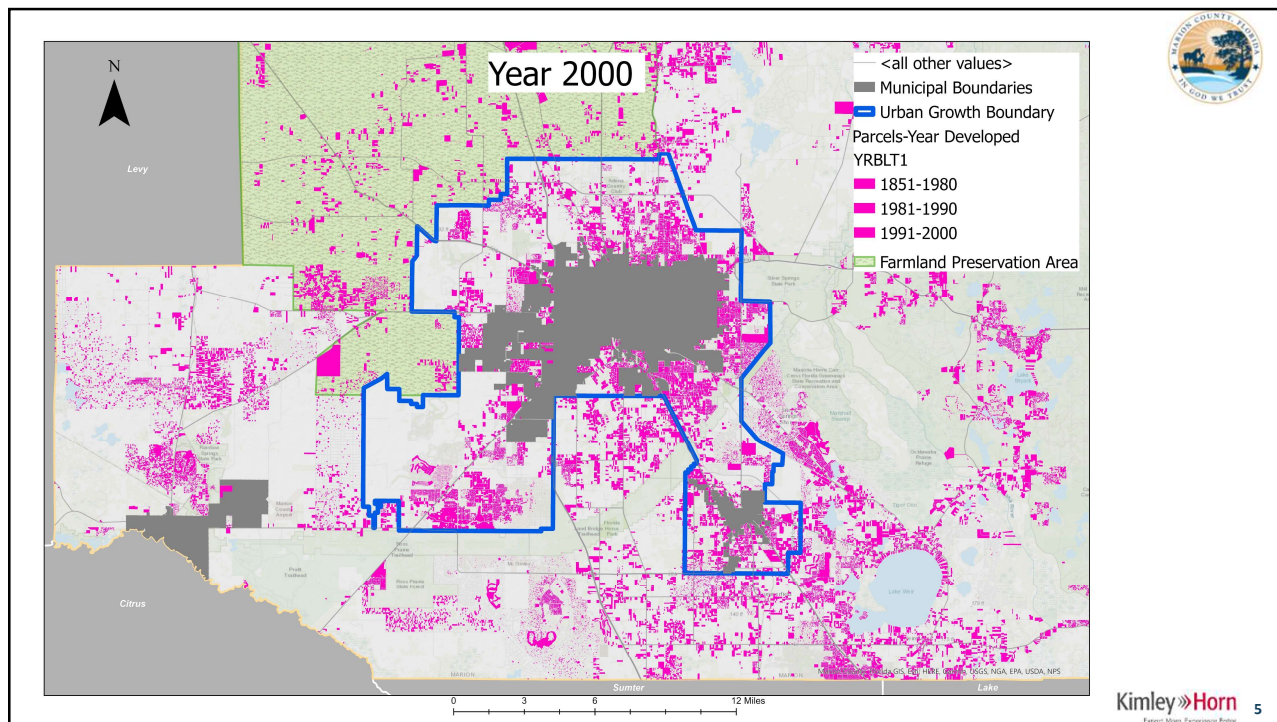
Agenda

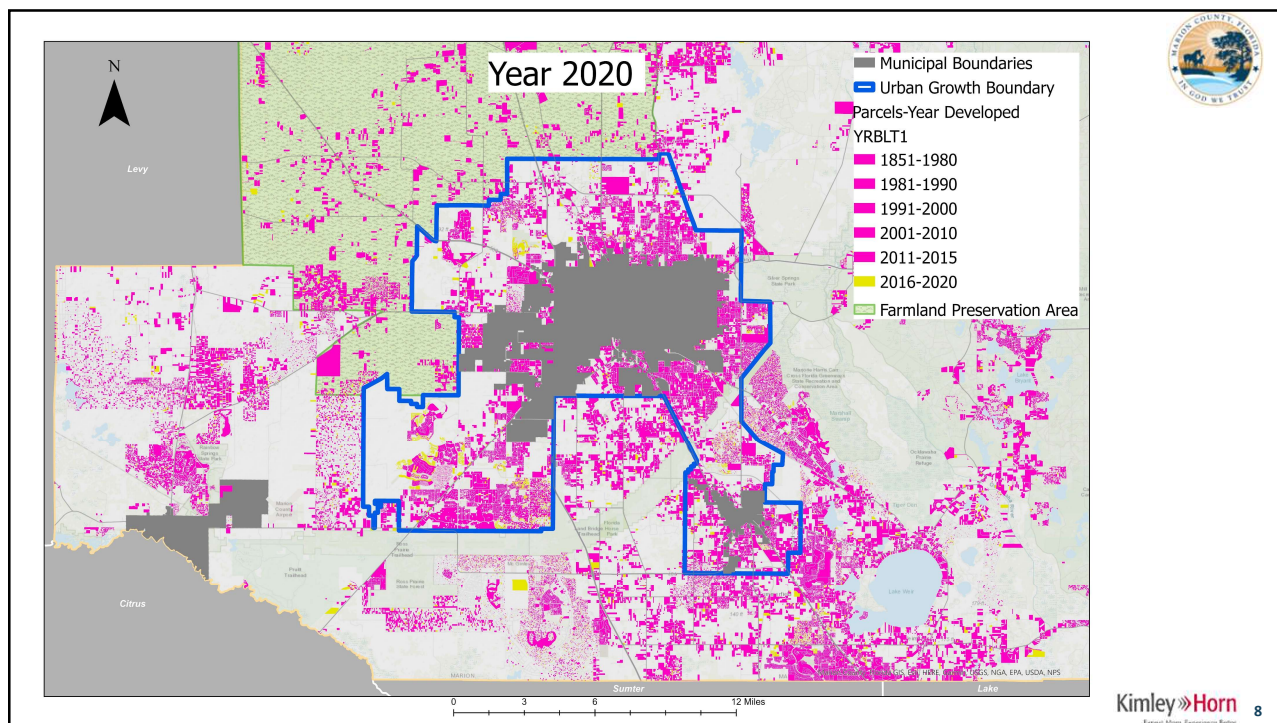
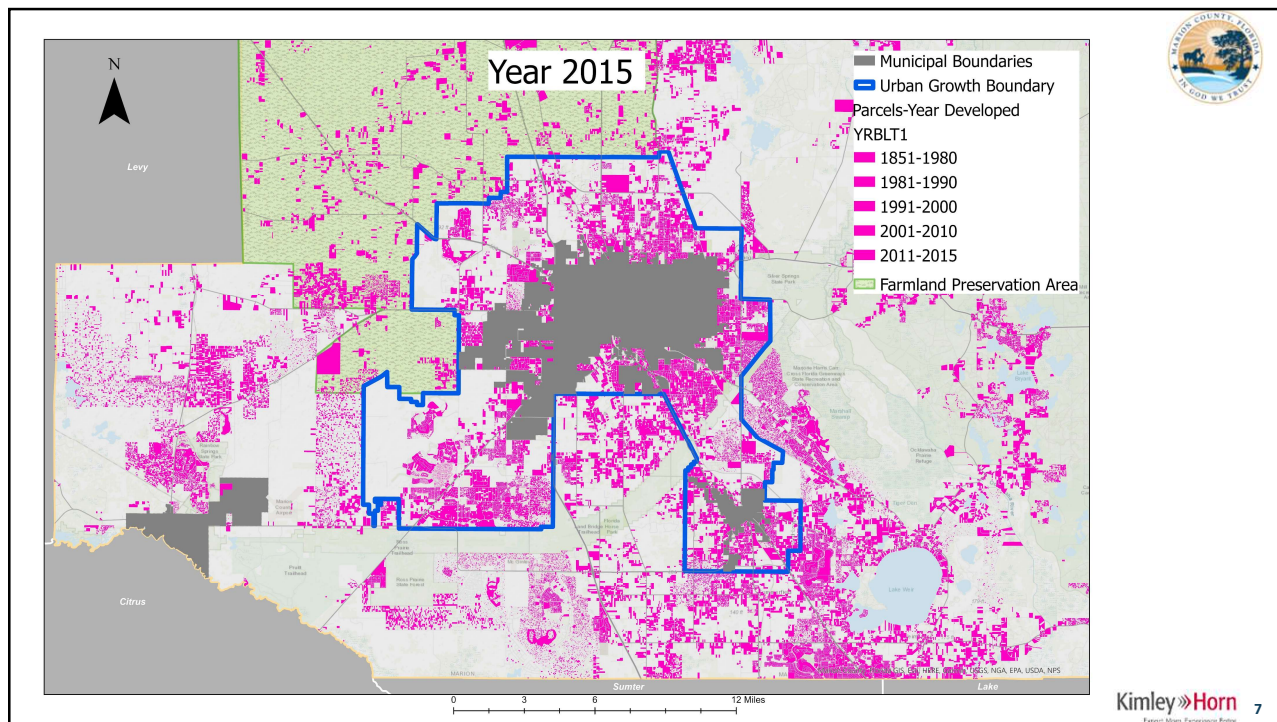


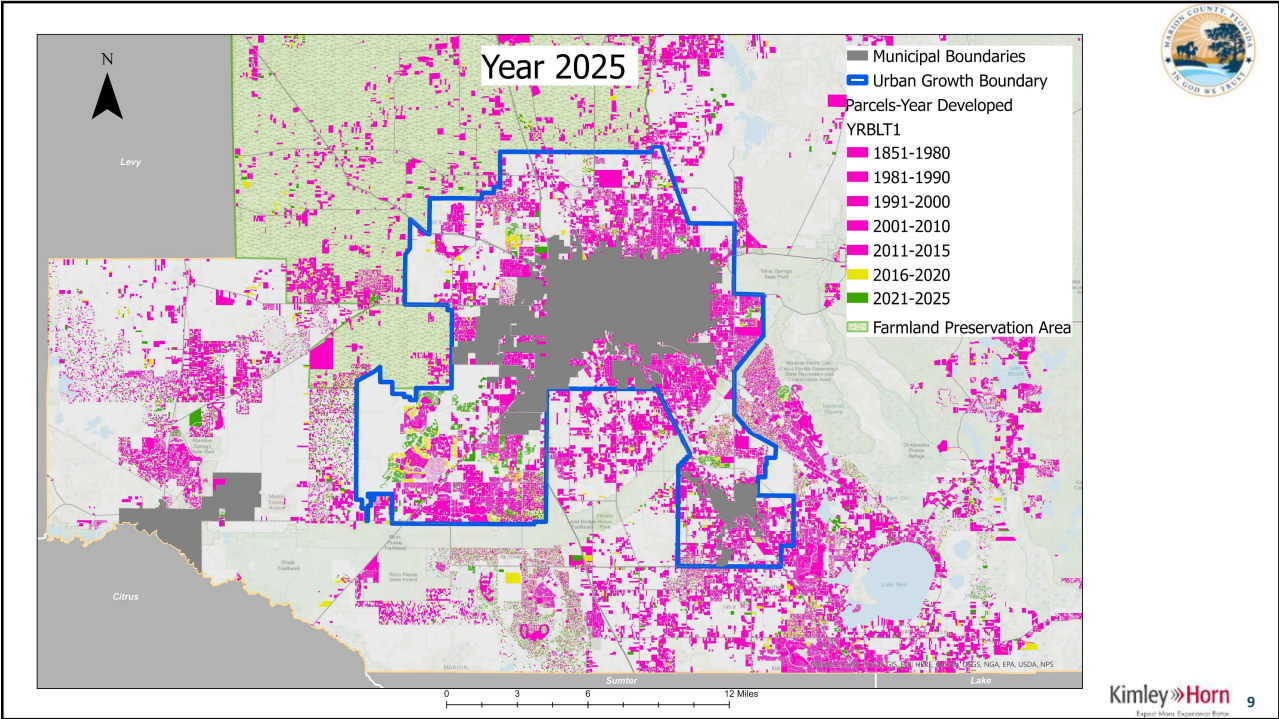
1. Density and PSA Conversation
2. Housing Element Redlines
3. Next Workshop











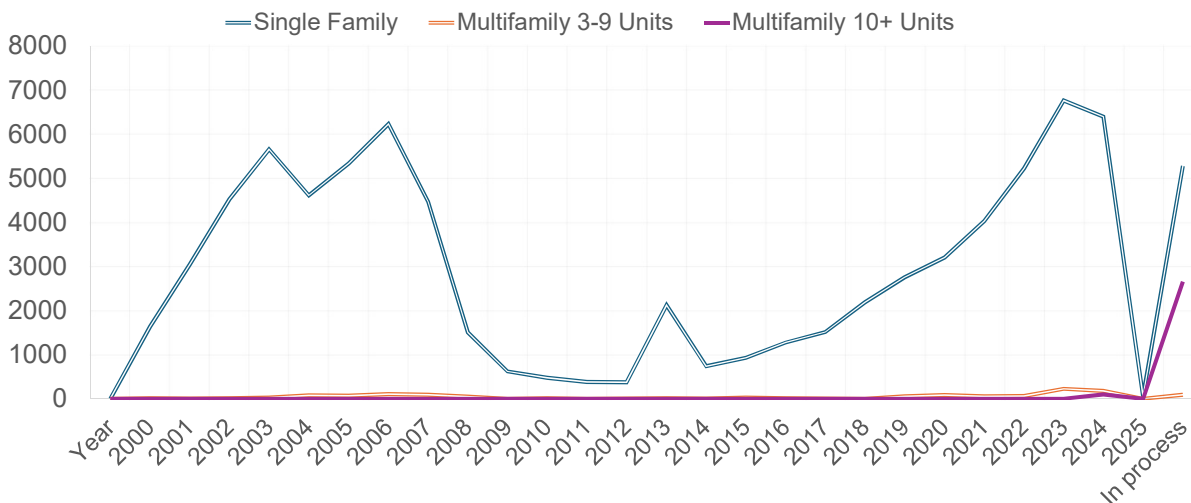
Population Data

	Year	Marion County Population	% Change	Orange County Population	% Change	Florida	% Change
	1980	122,488	—	470,865	—	9,746,324	—
	1990	194,835	59.10%	677,491	43.90%	12,937,926	32.70%
	2000	258,916	32.90%	896,344	32.30%	15,982,378	23.50%
	2010	331,303	28.00%	1,145,956	27.90%	18,801,310	17.60%
	2020	375,908	13.50%	1,429,908	24.80%	21,538,187	14.60%
BEBR EST	2024	419,510	11.60%	1,511,568	5.71%	22,907,149	6.36%
BEBR Med	2050	526,500	40.06%	1,933,600	35.23%	28,065,000	30.30%
BEBR High	2050	587,900	72.99%	2,388,000	67.00%	31,432,800	45.94%

Kimley-Horn 10
Expert. Multi. Environmental. Better.



RESIDENTIAL CO'S IN UNITS FROM 2000 TO JAN 2025



Residential Permits From 2000 to 2025



Migration Pressures



Between 2020 and 2022, Marion County, Florida, experienced significant migration activity:

- Inflow:** 56,336 individuals moved into Marion County.
- Outflow:** 33,263 individuals moved out of the county.
- Net Migration:** This resulted in a net gain of 23,073 residents during this period.

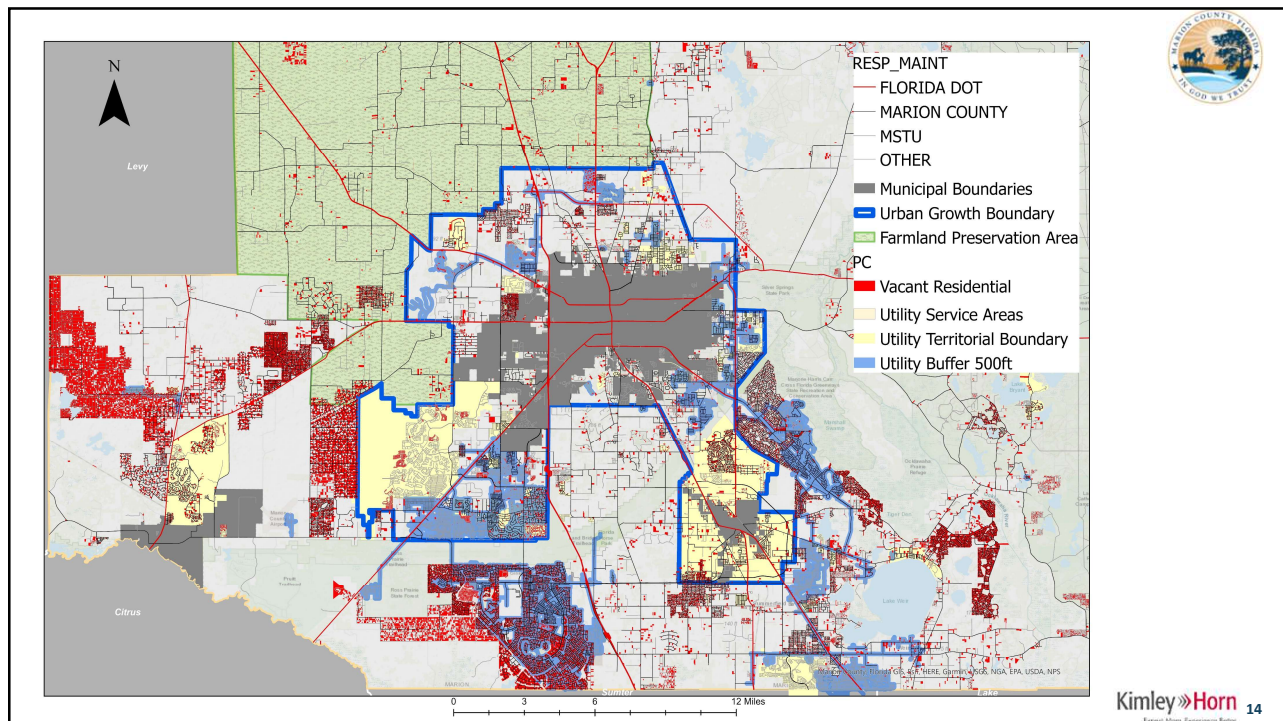




Population Data

By 2050 based on population trends IF NO ADDITIONAL HOUSING is ADDED there will be a **~48K** deficit

By 2050 based on population trends if all entitled lands (including DRIs and FQDs) are built out at the max densities there will be a **~20k** surplus

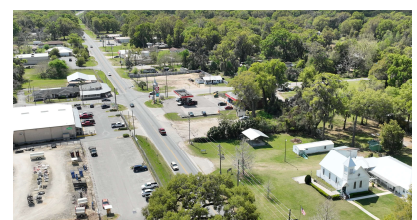
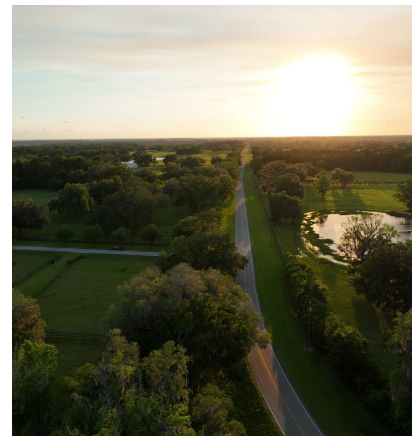
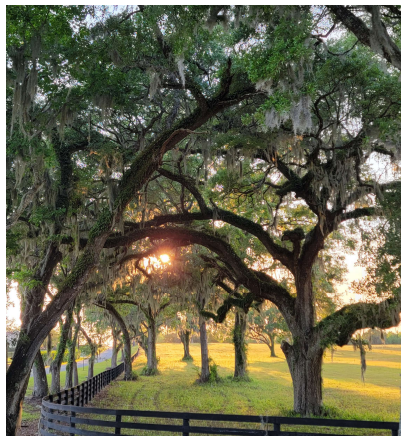


Character: What It Is Not



Character: What We Want to Protect

- "if you want everything to stay the same, then everything must change"
- ~Giuseppe Tomasi di Lampedusa





Density Examples

9.3 du/ac



15 du/ac



<https://mrsc.org/stay-informed/mrsc-insight/april-2017/visualizing-compatible-density>

Density Examples

Baldwin Park Orlando

Dense inner core neighborhood forms

Variety of designs, densities, price range, walkable, tree canopy, green space, amenities



BALDWIN PARK SOUTH



Density Examples

Horizon West
 Orange County
 Denser suburban form
 Range of densities are more separate, less walkable but still close to amenities and commercial due to density

HORIZON WEST - LAKE LARTIGUE



Density Examples

Horizon West
 Orange County
 Denser suburban form
 Range of densities are more separate, less walkable but still close to amenities and commercial due to density

HORIZON WEST - HICKORY NUT LAKE



Duplexes Stacked

Lot	Front-loaded	Alley-Loaded
Width*	45–75 feet	40–70 feet
Depth*	100–150 feet	100–150 feet
Area*	4,500–11,300 sq. ft.	4,000–10,500 sq. ft.
	0.13–0.26 acres	0.09–0.24 acres
Units		
Number of Units	2	2
Typical Unit Size	600–2,400 sq. ft.	600–2,400 sq. ft.
Density		
Net Density	8–19 du/acre	8–25 du/acre
Gross Density	7–16 du/acre	7–16 du/acre
Parking		
Parking Ratio*	1–2 per unit	1–2 per unit
On-street Spaces	1–3	1–3
Off-street Spaces	1 per unit max.	1 per unit max.
Setbacks		
Front*	10–25 feet	
Side*	5–12 feet	
Rear (main building)*	30–60 feet	

Missingmiddlehousing.com



Missingmiddlehousing.com

Quadplexes Stacked

Lot	Front-loaded	Alley-Loaded
Width*	50–75 feet	45–65 feet
Depth*	100–150 feet	100–150 feet
Area*	5,000–11,250 sq. ft.	4,500–9,750 sq. ft.
	0.11–0.26 acres	0.10–0.22 acres
Units		
Number of Units		4
Typical Unit Size	500–1,200 sq. ft.	500–1,200 sq. ft.
Density		
Net Density	18–29 du/acre	21–35 du/acre
Gross Density	14–22 du/acre	15–25 du/acre
Parking		
Parking Ratio*	1-2 per unit	1-2 per unit
On-street Spaces	2–3	2–3
Off-street Spaces	1.5 per unit max.	1.5 per unit max.
Setbacks		
Front*	10–25 feet	
Side*	5–12 feet	
Rear (main building)*	30–60 feet	

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Townhomes

Lot	Alley-Loaded	
Width*	18–25 feet	
Depth*	85–120 feet	
Area*	1,530–3,000 sq. ft.	
	0.04–0.09 acres	
Units		
Number of Units		1
Typical Unit Size	1,000–3,000 sq. ft.	
Density		
Net Density	11–25 du/acre	
Gross Density	10–22 du/acre	
Parking		
Parking Ratio*	1–3 per unit	
On-street Spaces	1-2	
Off-street Spaces	2 per unit max.	
Setbacks		
Front*	10–25 feet	
Side*	0–12 feet	
Rear (main building)*	30–60 feet	



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Live Work Units

Lot	Alley-Loaded	
Width*	18–25 feet	
Depth*	85–120 feet	
Area*	1,530–3,000 sq. ft.	
	0.04–0.07 acres	
Units		
Number of Units		1
Typical Unit Size	1,000–3,000 sq. ft.	
Density		
Net Density	14-29 du/acre	
Gross Density	11–20 du/acre	
Parking		
Parking Ratio*	1–3 per unit	
On-street Spaces	1-2	
Off-street Spaces	2 per unit max.	
Setbacks		
Front*	10–25 feet	
Side*	0–12 feet	
Rear (main building)*	30–60 feet	

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Density Benefits: Economic Effects

Density is associated with¹:

- efficient and cost-effective use of infrastructure,
- higher wages,
- preservation of open spaces,
- increased use of non-car modes as well as lower average vehicle mileage,
- reduced energy consumption,
- lower pollution, and
- reduced costs of providing local public services.

Higher density generally decreases¹:

- operational costs for fire services, roadways, parks and recreation, sanitary sewer, stormwater, solid waste, and water;
- construction costs for roadways, parks and recreation, sanitary sewer, wastewater, and water;
- and land and existing facility costs for police, sewer, and water

¹Ahlfeldt, Gabriel M., & Pietrostefani, Elisabetta. "The Economic Effects of Density: A Synthesis." Journal of Urban Economics, ScienceDirect, 2019.



Density Benefits: Transportation

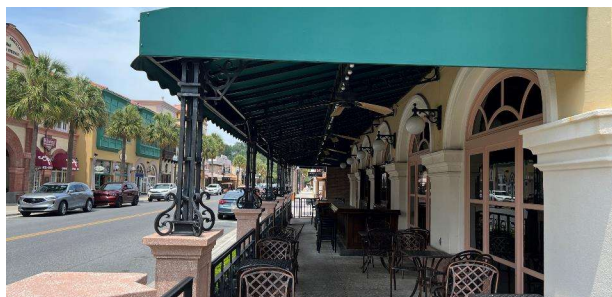
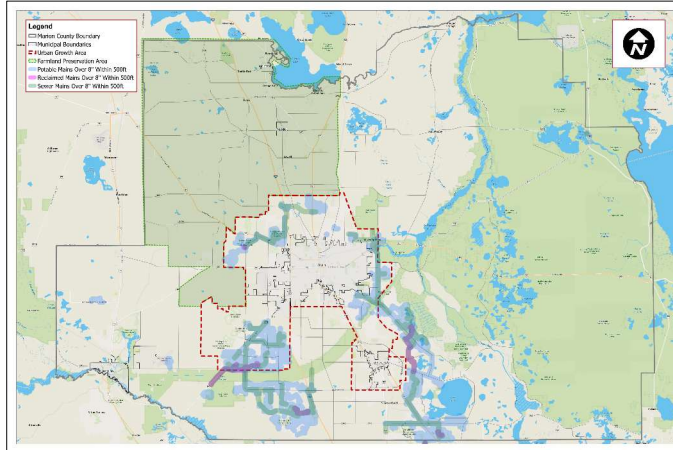
- Supports other forms of transportation
- Density supports walking and biking which increases healthy lifestyles
- Increases in density have been found to reduce vehicle miles traveled (VMT)
- Research shows that a density of at least 7 units per acre is necessary to support a small corner store
- Fewer auto trips occur in higher-density areas



What is a PSA?

Planned Service Area (PSA) –

An area hub where a concentration of infrastructure (roads, utilities, and parks and recreation amenities) is in place, or can feasibly be in place, making it an efficient and effective location to encourage growth and development, especially a mix of uses such as residential, employment, and commercial. PSAs can be located inside or outside of the Urban Growth Boundary (UGB).





Why are PSAs Needed?

- Higher densities around central areas
- Directs the growth and services where it is appropriate
- Lower impacts on traffic
- Preserves rural areas from sprawl
- Consolidates resources



PSA Siting Criteria

Established Prerequisites

- Utility access
- Road access
- Availability of vacant and/or developable land

Qualification Criteria

- Sufficient population
- Connectivity
- Parks and recreation amenities
- Not separated by major barriers (collector roads, wetlands)
- Large parcels and/or commonly-owned parcels



What is the Result of Designating a PSA?

Design Standards

- Alternative dimensional standards
- Pedestrian focused street design standards
- Sidewalk requirements

Development Capacity & Incentives

- Increase permitted densities /intensities within PSA
- Flexible development standards like reduced parking & expedited review
- Reduced impact or connection fees



PSA Immediate Next Steps

If this concept aligns with the interests of the County:

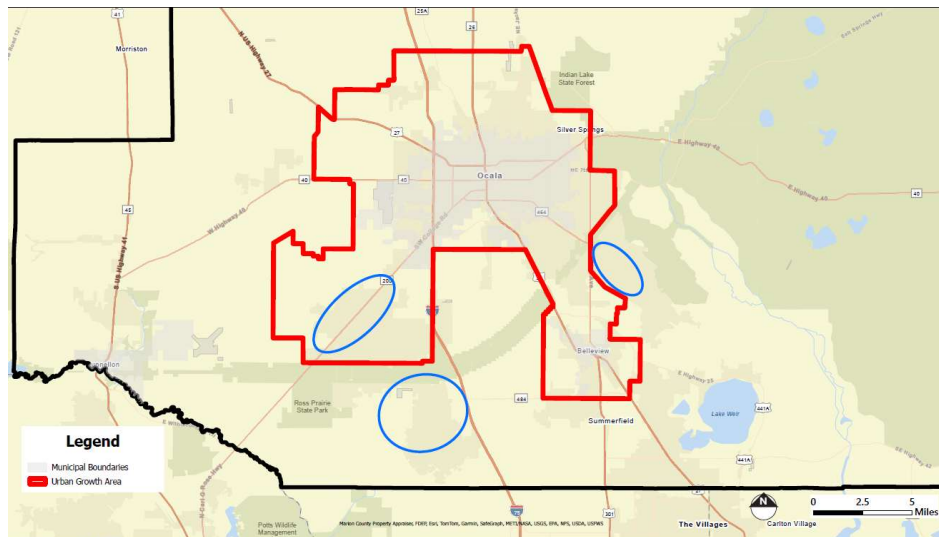
1. The Comprehensive Plan FLUE policies will need to be updated to include siting prerequisites and qualifications (utilities, etc.) for each PSA.
2. Priority PSA areas can be identified, at a later date.
3. The designation of PSAs can be completed using the guidelines on the next slide.



How Would the County Designate a PSA?



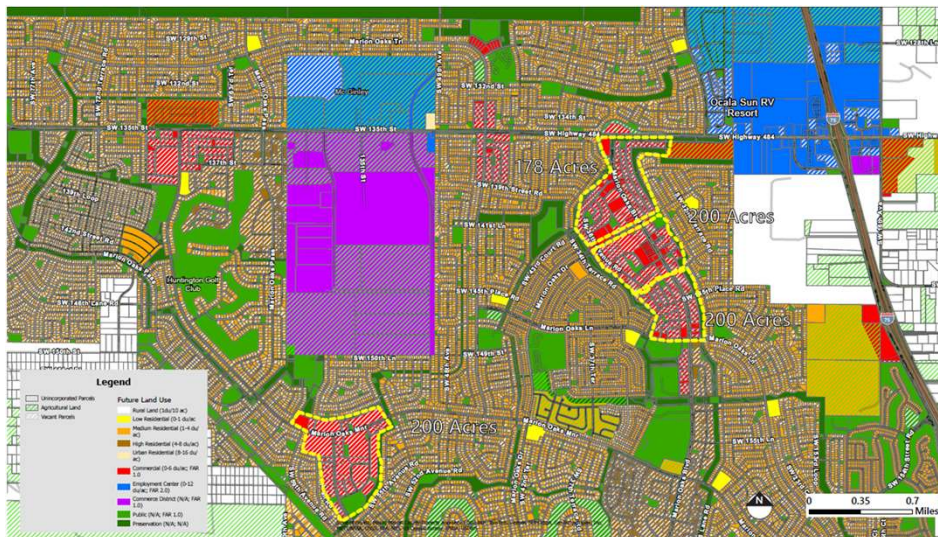
Identified PSA Sites



Marion Oaks



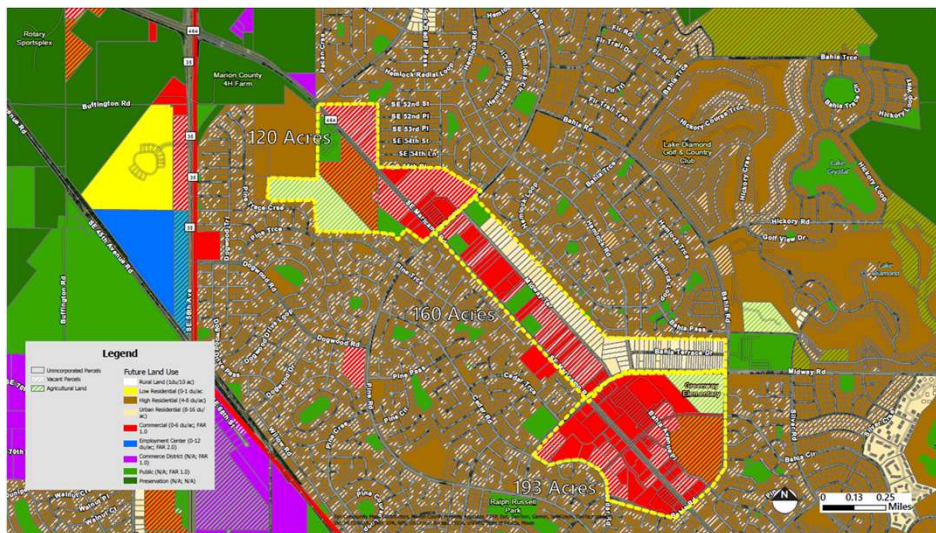
Marion Oaks



Silver Spring Shores



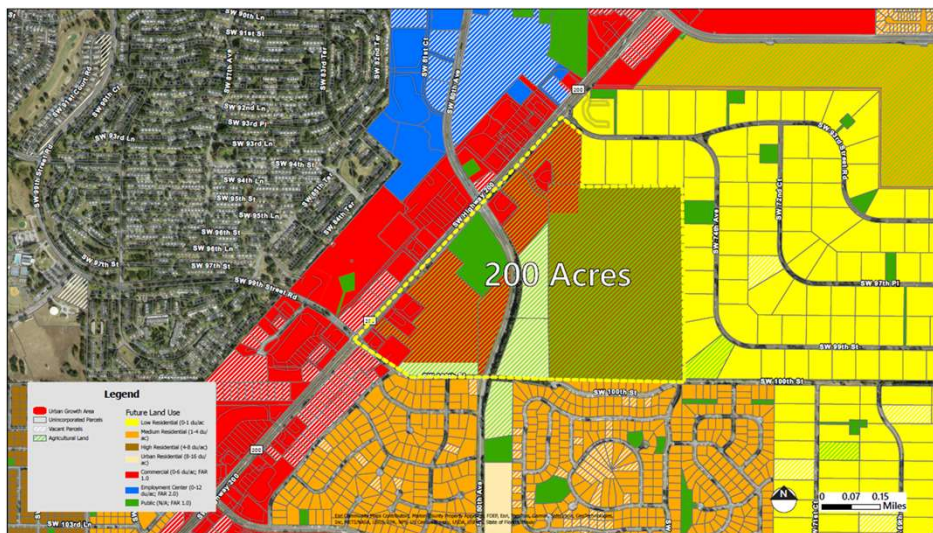
Silver Spring Shores



UGB Site



UGB Site





Next Workshop:

Date

- Monday, April 21st, 2025
- 2:30pm - 4:30pm

Topics

- Bring Backs from Prior Workshops
- TDRs

Redline Reviews

- Transportation Element

Redlines

Housing Element

DRAFT

GOAL 1: Marion County shall encourage and promote the availability of safe, sanitary, and affordable housing in ~~neighborhoods~~ areas that have the necessary infrastructure to meet the needs of present and future residents of the County.

OBJECTIVE 1.1: The County shall designate sufficient areas for residential land uses on the Future Land Use Map (FLUM) to support private sector development of new housing that encompasses a wide range of housing types, sizes, and costs to meet Marion County's housing needs for the short and long-term planning horizon.

Policy 1.1.1: Future Land Use Element (FLUE) land use categories shall provide a full range of residential choices and allow for a variety of housing types within individual categories, including single-family detached and attached, multi-family housing such as paired villas, townhouses, apartment complexes, ~~and garden apartments,~~ detached living units Family/Guest Cottage, and mixed-use commercial/residential units.

Policy 1.1.2: The County shall ~~establish/maintain infrastructure and~~ level of service standards for residential development inside and outside of the Urban Growth Boundary and be consistent with this Plan.

Policy 1.1.3: The County shall maintain development information regarding land use, zoning, environmental and other development guidelines to support private sector housing development, and may periodically publish such information for reference purposes for the public.

Policy 1.1.4: The ~~Development Review Committee (DRC)~~ County shall continue to evaluate development applications regulations, policies, and plan provisions that may impact the provision cost of affordable housing pursuant to Resolution 1994-R-28, as amended.

Policy 1.1.5: The County shall continue to enforce its Fair Housing Ordinance to promote open occupancy and fair housing practices in the County.

Policy 1.1.6: The County shall maintain a LDCs that conserves s natural resources and encourages smart growth principles, innovative development patterns, including, but not limited to compact development and/or mixed-use communities.

Policy 1.1.7: The County shall review the LDC to consider the need to allow new construction techniques and construction materials and products that would reduce housing construction and operation costs, conserve natural resource costs, and enhance public health and safety.

Policy 1.1.8: The County ~~shall~~ may evaluate proposed Comprehensive Plan Amendments, LDCs, ordinances, and procedures for their potential to increase or decrease the cost of housing. The ~~Development Review Committee~~ DRC and State Housing Initiative Partnership (SHIP) Program's Affordable Housing Advisory Committee ~~shall~~ should participate in these reviews as appropriate and make recommendations to the Board of County Commissioners (BOCC) regarding the effects of such provisions on meeting housing needs, particularly related to affordable and workforce housing, while balancing health and safety needs

OBJECTIVE 1.2: The County shall assist public agencies and the private profit/non-profit sector ~~in to~~ establishing and implementing programs to meet the demand for affordable housing as defined by Florida Statute (F.S.)SS Chapter 420. The County shall ~~focus on designating an adequate number of equitably distributed~~ encourage sites for households with special housing needs, including very low-income, low-income, moderate-~~income~~, elderly, and rural and farmworker households, as well as workforce housing.

Policy 1.2.1: The County shall maintain ~~an~~ Land Development Codes (LDC) that supports housing affordability ~~affordable housing alternatives such as, but not limited to, the following~~ by:

- a. Encouraging medium and higher density single-~~family~~ and multi-family affordable housing units within walking distance to employment centers and/or other community facilities.
- b. Allowing accessory housing, ~~such as accessory dwelling units~~, to be constructed adjacent to single-family units, particularly within Urban Areas.
- c. Allowing multi-family housing development in mixed-~~use~~ land use and/or zoning categories, and.
- d. Allowing clustering and zero-lot line developments in medium and higher density residential areas.

Policy 1.2.2: The County shall follow provisions of Administrative Policy ~~19972007-054~~ - and Section 420.9076, ~~F.S. Florida Statutes~~, to accommodate "fast-track" processing for construction of affordable developments for low- and moderate-income ~~housing development~~ persons in order to reduce overall costs and serve as an incentive to developers.

Policy 1.2.3: The County may provide density bonuses and other incentives to encourage the private sector to construct housing for rent or purchase that shall provide affordable housing for low and moderate income persons and households with special housing needs.

Policy 1.2.4: The County shall identify "infill" areas with adequate public facility capacity that can be utilized for residential development. Affordable housing shall be encouraged in these areas by providing density bonuses and other incentives (e.g., FLUE TDR Programs) and through coordination with public agencies and private profit/non-profit entities involved in providing affordable housing.

Policy 1.2.5: ~~The Marion~~ County shall determine the number of rural and farmworker households, based on the most current U.S. Census data and other acceptable sources. The County, ~~and~~ may apply for, or support, applications for sState and/or fFederal funding to assist the private profit/non-profit sector in developing safe, sanitary, and affordable housing for these households. Pursuant to F.S. 163.3162, housing units for agricultural workers isare permissible on agricultural land being actively used for farming purposes.

Policy 1.2.6: The County shall ~~annually~~ periodically review its inventory of surplus land to identify parcels that could be used for affordable and/or special needs housing. The County may donate, trade, or sell these properties to private non-profit agencies ~~for the construction of~~ to construct affordable housing.

Policy 1.2.7: The County shall periodically review and update the list of areas that qualify as Community Development Block Grant (CDBG) entitlement communities for affordable development to determine whether areas need to be added or removed from the list.

OBJECTIVE 1.3: ~~The Marion County shall encourage public agencies and/or the private profit/non-profit sector to establish and implement programs to ensure that existing substandard housing units are identified and create opportunities for rehabilitation, or if determined necessary, the demolition of such units, with the intent to annually-periodically decrease the number of substandard housing units in Marion the County. The County shall facilitate the relocation of persons residing in homes to be demolished, particularly if such demolition is initiated and/or implemented by Marion County, and the County shall provide for implementation and enforcement of the LDC and Florida Building Code (FBC) to prevent the construction of new substandard housing and reduce the number of existing substandard housing units.~~

Policy 1.3.1: The County may use Marion County Property Appraiser and current US Census data to establish and/or estimate an inventory of substandard housing to develop recommendations and strategies, such as rehabilitation, conservation, and/or demolition, to reduce the amount of substandard housing.

Policy 1.3.2: All County residents displaced as a result of government activities, particularly those of Marion County, shall be provided with relocation assistance as deemed appropriate by the ~~Board of County Commissioners.~~ BOCC.

Policy 1.3.3: The County Building Director, or ~~his~~ designee, shall annually review and update the County's specialized housing-related Building Codes to ensure they are consistent with the current FBC, and that enforcement procedures are appropriately implemented, as well as provide recommendations to address determined deficiencies.

Policy 1.3.4: The County shall continue code enforcement activities and routinely inspect housing ~~in neighborhoods or areas where code violations are more prevalent~~ throughout the County.

Policy 1.3.5: The County shall encourage the use of renovation and rehabilitation of substandard housing as a method of providing adequate housing along with stabilizing and maintaining existing neighborhoods when and where it is determined to be economically feasible.

Policy 1.3.6: The County shall pursue state, federal, and other funding sources for the rehabilitation and/or demolition of substandard housing units.

OBJECTIVE 1.4: The County shall ensure that group homes and foster care facilities, defined by §419.001, F.S., licensed and/or funded by the Florida Department of Children and Family Services shall be allowed in residential areas-zoning classifications (within the LDC) to meet the needs of persons requiring such housing.

Policy 1.4.1: Community Residential Homes are defined by §419.001, F.S., as group homes or foster care facilities in which no more than 14 persons reside and where program size and content is structured to meet the needs of the individuals in these homes. These homes may also house staff persons as may be required to meet the standards of Federal, State, or local agencies.

Policy 1.4.2: Small Community Residential Homes are defined by §419.001, F.S., as homes with six persons or less and are permitted by right in all single-family and medium-density multi-family residential districts. Community Residential Homes of seven or more persons are permitted by Special Use Permit in all residential districts.

Policy 1.4.3: The outward appearance of all Community Residential Homes shall remain compatible with the development in the immediate area (as defined in the LDC). ~~However,~~ this cannot restrict ~~handicapped-ADA compliance access~~ or other requirements essential to the building's use.

Policy 1.4.4: The Marion County Growth Services Department shall monitor the development and distribution of ~~Community Residential Homes~~ group homes (as defined by F.S. and LDC) to ~~ensure~~ that an over-concentration of group homes in any residential area is avoided and that Group Residential Homes are equitably distributed throughout the County.

OBJECTIVE 1.5: The County shall continue to coordinate with the State of Florida Division of Historical and Archaeological Resources to locate, identify, and evaluate those sites, buildings, structures, and districts that are associated with the archeological, historical, and architectural ~~development~~ culture history of Marion County and to support and encourage preserving and protecting the historic resources that have been determined significant to the community consistent with State Statutes ~~and the LDC~~.

Policy 1.5.1: The County shall support maintenance of the Florida Master Site File (FMSF) inventory and may elect to seek State and Federal funding to conduct further surveys and investigations to expand the number of homes listed on the National Register when deemed appropriate by the ~~Board of County Commissioners~~ BOCC.

Policy 1.5.2: The County shall support the rehabilitation and adaptive reuse of historically significant housing and provide technical assistance and information regarding the application and utilization of State and Federal assistance programs.

Policy 1.5.3: The County shall continue to assist the Marion County Historical Commission in ~~its efforts to provide~~ providing public information, education, and technical assistance relating to historic preservation programs, and the County's history and heritage.

OBJECTIVE 1.6: The County may develop a housing implementation program ~~that will to~~ support and enhance coordination among the public and private profit/non-profit sector housing delivery systems and increase local awareness of local, state, and federal housing programs.

Policy 1.6.1: As part of the housing implementation program, the County shall contact private profit/non-profit sector organizations to inform them as to the availability of ~~identify~~ the following:

- a. Programs or funding alternatives ~~that which~~ promote housing production, including the provision of affordable housing and the rehabilitation of historical and/or substandard housing units;
- b. Programs such as housing subsidies or state and/or federal tax credits.

Policy 1.6.2: The County may establish a data base of housing information, technical assistance, and services to assist the public and private profit/non-profit sectors in identifying areas where affordable housing is needed and the types of housing needed.

OBJECTIVE 1.7: The County will promote energy and water conservation techniques that shall enhance the long-term usability and affordability of housing.

Policy 1.7.1: The County shall promote energy conservation techniques that incorporate Federal Energy Star Standards, consistent with the requirements of the State Energy Code.

Policy 1.7.2: The County's development review process and/or County Building Code provisions may include performance standards that reward developers through various incentives when projects implement construction techniques ~~that~~which reduce future maintenance, energy, and water demands and costs, such ~~as homes oriented to the sun, and~~ energy/water efficiency and sustainability; and such incentives may include expedited permit review times and permit fee reductions and/or credits, particularly when such techniques are "built-in" and not subsequently eligible for modification without obtaining County approval such as a building permit.

Policy 1.7.3: The County ~~shall~~may provide developers/builders with information on how to incorporate Energy Star and Water Star provisions into construction.

Policy 1.7.4: The County shall seek financial resources that mitigate the cost of building and or retrofitting to Energy Star and/or Water Star provisions in affordable housing units, and additionally when such resources can be used to provide the incentives ~~as~~ identified in Policy 1.7.2.

Policy 1.7.5: The County shall encourage limiting or eliminating the use of toxic materials along with waste reduction and may provide additional incentive programs to support and encourage participation in other residential programs, ~~which may include, but are not limited to, the following:~~

- ~~a. Retrofit for Energy and Environmental Performance program (REEP)~~
- ~~b. State Energy and Environment Development program (SEED)~~
- ~~c. Federal Weatherization Assistance Program~~
- ~~d. Multifamily Housing Energy Efficiency Grant Program~~
- ~~e. Leadership in Energy Efficient Design (LEED).~~