

Marion County Comprehensive Plan Updates

June 9th, 2025

Marion County Growth Services | Kimley-Horn and Associates, Inc.



Kimley»Horn 1

Agenda



1. Definitions
2. Concurrency Discussion
3. Park LOS
4. Stepdown Approach
5. Transportation Element
6. PSA Discussion
7. TDR Policies
8. ESOZ Update

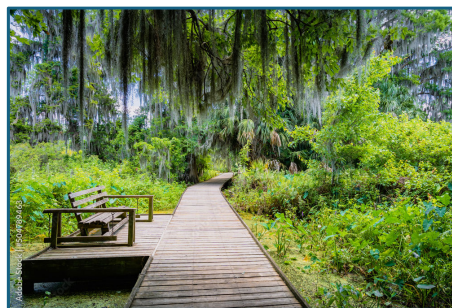


Kimley»Horn 2



Definitions

Any questions on the
Definitions from last
workshop?



Concurrency Discussion





Surrounding County LOS

COUNTY	LOS ESTABLISHED	IMPACT FEES
Putnam	<ul style="list-style-type: none"> Wastewater (or Sanitary Sewer) Parks & Recreation Roads Storm Water Management Solid Waste Potable Water 	<ul style="list-style-type: none"> In discussion
Volusia	<ul style="list-style-type: none"> Sanitary Sewer Solid Waste Drainage Potable Water System Roads Mass Transit Water Supply Parks & Recreation 	<ul style="list-style-type: none"> Transportation Education Parks & Recreation EMS Fire Rescue
Lake	<ul style="list-style-type: none"> Transportation Sanitary Sewer Solid Waste Stormwater Management Potable Water Parks & Recreation Education Facilities 	<ul style="list-style-type: none"> Schools Fire Library Parks Transportation
Sumter	<ul style="list-style-type: none"> Potable Water Sewer/Wastewater Solid Waste Stormwater Drainage Parks & Recreation Transportation 	<ul style="list-style-type: none"> Fire Roads

COUNTY	LOS ESTABLISHED	IMPACT FEES
Citrus	<ul style="list-style-type: none"> Transportation Solid Waste Drainage (stormwater) Potable Water Sanitary Sewer 	<ul style="list-style-type: none"> Transportation Education Parks & Recreation Libraries Fire Rescue EMS Law enforcement Public buildings
Levy	<ul style="list-style-type: none"> Sanitary Sewer Solid Waste Drainage Potable Water Sanitary Sewer 	<ul style="list-style-type: none"> Parks & Recreation EMS Roads Fire Protection Education
Alachua	<ul style="list-style-type: none"> Transportation Potable Water Sanitary Sewer Parks Solid Waste Stormwater Management Public Schools Facilities Mass Transit Bicycle and Pedestrian Facilities 	<ul style="list-style-type: none"> Transportation Park system Fire protection

Park LOS



Park LOS

LOS = 2 acres per 1,000 population

Year	Population (whole county)	Park Acres (excluding regional and greenways)	Needed Acreage	Actual LOS
2025	429,600	1855.11	859.2	4.32
2030	468,700	1855.11	937.4	3.96
2035	503,500	1855.11	1007	3.68
2040	534,100	1855.11	1068.2	3.47
2045	562,500	1855.11	1125	3.30
2050	587,900	1855.11	1175.8	3.16

Year	Population (unincorporated)	Park Acres (includes regional parks and greenways)	Needed Acreage	Actual LOS
2025	350,116	2687.75	700.2317882	7.68
2030	382,940	2687.75	765.8804717	7.02
2035	412,117	2687.75	824.2347766	6.52
2040	438,060	2687.75	876.1201315	6.14
2045	462,393	2687.75	924.7851831	5.81
2050	484,397	2687.75	968.7933824	5.55

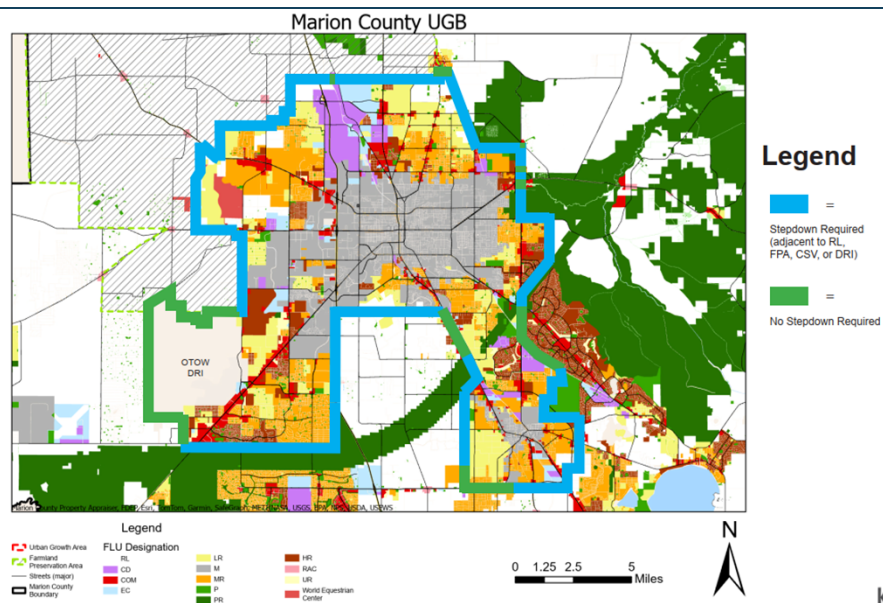


Park LOS – Amenity Calculations

Facility	Standard	Demand			Existing	Surplus/(Deficit)		
		2030	2040	2050		2030	2040	2050
Basketball courts	1 court per 30,000 residents	13	15	16	8 courts	(5)	(7)	(8)
Court sports - Tennis, pickball	1 court per 60,000 residents	6	7	8	17 courts	11	10	9
Diamond Fields - Baseball, Softball	1 field per 11,000 residents	35	40	44	41 fields	6	1	(3)
Fishing Area	1 area per 100,000 residents	4	4	5	17 areas	13	13	12
Group Campsite	1 campsite per 100,000 residents	4	4	5	0 campsites	(4)	(4)	(5)
Playground	1 playground per 10,000 residents	38	44	48	23 playgrounds	(15)	(21)	(25)
Rectangular Fields - Football, Soccer, Multi-use	1 field per 30,000 residents	13	15	16	12 fields	(1)	(3)	(4)
Running Track, 400m	1 track per 200,000 residents	2	2	2	0 tracks	(2)	(2)	(2)
Swimming Pools	1 pool per 110,000 residents	3	4	4	0 pools	(3)	(4)	(4)
Volleyball Court	1 court per 57,000 residents	7	8	8	7 court	0	(1)	(1)

Stepdown Approach

Stepdown Approach





Stepdown Approach

Three options in varying degree of restrictions:

1. Only require a 100ft buffer zone along the UGB which includes no building and 30ft buffer with 80% opacity within 2 yrs
2. Same 100ft buffer but also a ¼ miles min density buffer so it is a visual and density stepdown
3. Same 100ft Buffer, same ¼ min density but added a medium density between the ¼ and ½ mile of the UGB



Stepdown Approach Option #1

Marion County UGB Stepdown Exhibit (Option #1)



100 ft SETBACK FROM UGB*, **

- No building allowed in full 100 ft buffer
- 30 ft out of the 100 ft must be a landscape buffer, fencing, or combination thereof along the UGB with 80% opacity required after 2 years

*Parcels of Record and Family Divisions prior to this ordinance are exempt

**Bona fide agriculture use exempt

Stepdown Approach Option #2



Marion County UGB Stepdown Exhibit (Option #2)



Legend

- Urban Growth Area
- 0.25 Mile Buffer
- 100 Foot Buffer
- Rural Area

100 ft SETBACK FROM UGB**

- No building allowed in full 100 ft buffer
- 30 ft out of the 100 ft must be a landscape buffer, fencing, or combination thereof along the UGB with 80% opacity required after 2 years

WITHIN QUARTER MILE (1,320 ft) STEPDOWN FROM UGB*

- Height limited per LDC
- Only minimum density*** allowed.

*Parcels of Record and Family Divisions prior to this ordinance are exempt

**Bona fide agriculture use exempt

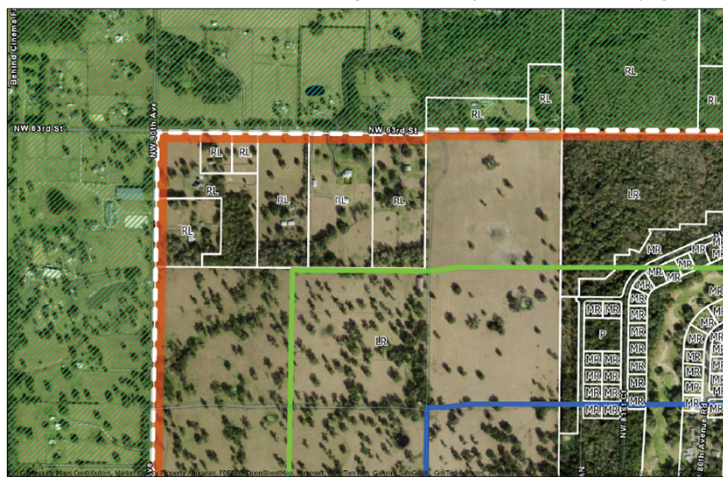
***Minimum Densities:

- Rural Land = 1 du/10 ac
- Low Residential = 1 du/ac
- Medium Residential = 1 du/ac
- High Residential = 4 du/ac
- Urban Residential = 8 du/ac
- Rural Activity Center = 1 du/ac
- Commercial = 1 du/ac
- Employment Center = 1 du/ac

Stepdown Approach Option #3



Marion County UGB Stepdown Exhibit (Option #3)



Legend

- Urban Growth Area
- 0.25 Mile Buffer
- 100 Foot Buffer
- 0.5 Mile Buffer
- Rural Area

100 ft SETBACK FROM UGB**

- No building allowed in full 100 ft buffer
- 30 ft out of the 100 ft must be a landscape buffer, fencing, or combination thereof along the UGB with 80% opacity required after 2 years

WITHIN QUARTER MILE (1,320 ft) STEPDOWN FROM UGB*

- 15 ft max building height or one-story approved by Growth Services Director or Designee**
- Only minimum density*** allowed and must feature clustering with required open space between the development and UGB.

QUARTER- TO HALF-MILE (2,640 ft) STEPDOWN FROM UGB*

- Only mid-range densities**** allowed: TDRs can be used to increase density mid-range to allow for TDRs.

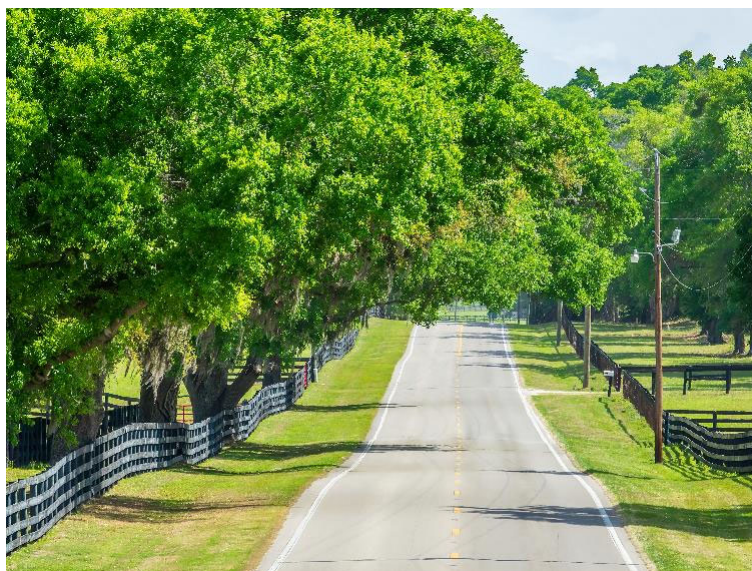
*Parcels of Record and Family Divisions prior to this ordinance are exempt

**Bona fide agriculture use exempt

- | | |
|--------------------|--------------------------|
| ***Min. Densities: | ****Mid-range Densities: |
| RL = 1 du/10 ac | RL = 1 du/10 ac |
| LR = 1 du/ac | LR = 1 du/ac |
| MR = 1 du/ac | MR = 3 du/ac |
| HR = 4 du/ac | HR = 6 du/ac |
| UR = 8 du/ac | UR = 12 du/ac |
| RAC = 1 du/ac | RAC = 6 du/ac |
| COM = 1 du/ac | COM = 3 |

Transportation Bring Back

Transportation Element





Scenic Roads Level of Service

Policy 2.1.2: Level of Service Standards

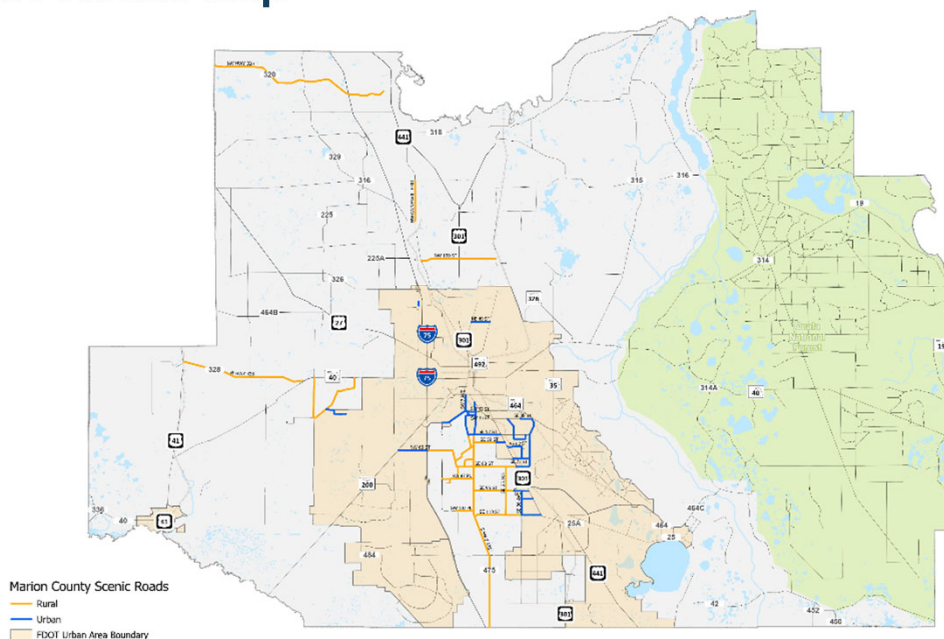
Marion County shall utilize the following minimum peak hour level-of-service-LOS standards on functionally classified County and State roadways within unincorporated Marion County. Major local roadways to be evaluated for transportation concurrency will be identified within the Concurrency Management Process (CMP) Database to be developed in conjunction with the Ocala Marion Transportation Planning Organization (TPO).

Functional Classification	County Roadways					FDOT Roadways	
	Urban	Rural	Farmland Preservation Area (FPA)	Scenic Road-Rural	Scenic Road-Urban	Urban	Rural
Freeway/Interstate	D	C	B	C	B	D	C
Principal Arterial	D	C	B	C	B	D	C
Minor Arterial	ED	DC	B	C	B	D	C
Major Collector	ED	DC	B**	C	B	D	C
Minor Collector	E	D	B**	C	B	D	C

** LOS D for roadways in the FPA; CR-318 from CR-225 to US-441; CR-25A from SR-326 to US-441; CR-225A from CR-326 to US-27; CR-326 from CR-225A to NW 44th Ave; CR-328.



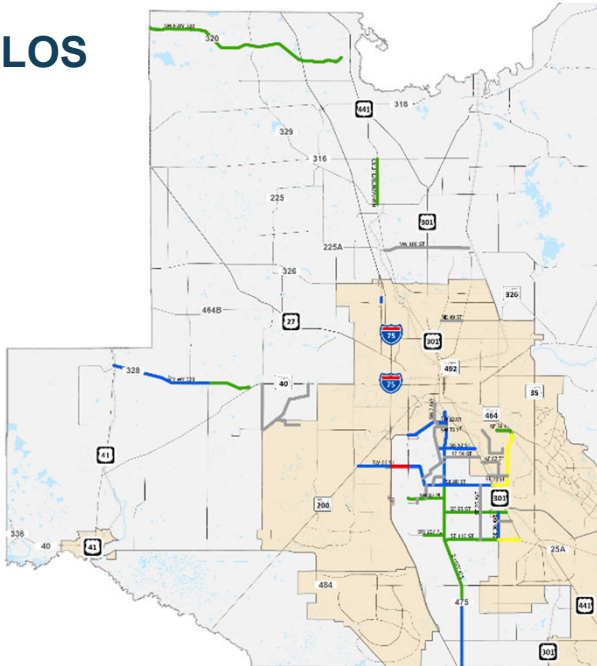
Scenic Roads Map



Scenic Roads – 2023 LOS



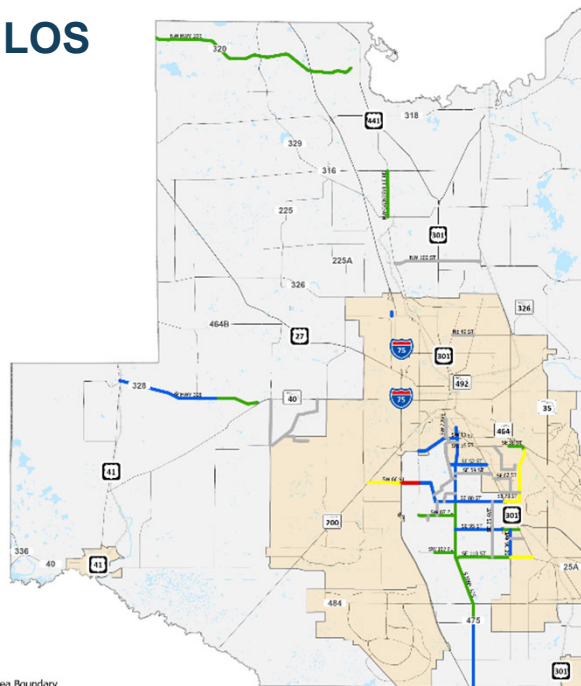
2023 LOS
 B
 C
 D
 F
 Not Counted
 FDOT Urban Area Boundary



Scenic Roads – 2028 LOS



2028 LOS
 B
 C
 D
 F
 Not Counted
 FDOT Urban Area Boundary





Policy 2.1.3: Analysis

Previous Redline

For the purposes of conducting generalized planning analysis such as deficiency and needs analyses, geographic influence areas, and future year analyses, Marion County shall ~~utilize the latest version of~~ establish service volumes for classified roadways based on the FDOT Quality/Level of Service Handbook and Generalized Service Volume tables ~~to establish volume and capacity for roadways~~. The County may establish corridor specific service volumes based on detailed corridor studies. The roadway service volumes shall be documented in the CMP Database to be developed in conjunction with the TPO and periodically updated.

Updated Redline

For the purposes of conducting generalized planning analysis such as deficiency and needs analyses, geographic influence areas, and future year analyses, Marion County shall ~~utilize the latest version of~~ establish service volumes for classified roadways based on the FDOT Quality/Level of Service Handbook and Generalized Service Volume tables ~~to establish volume and capacity for roadways~~. The County may establish corridor specific service volumes and evaluate LOS based on detailed corridor or sub-area studies. The roadway service volumes shall be documented in the CMP Database to be developed in conjunction with the TPO and periodically updated.



Policy 2.1.5: Bicycle and Pedestrian LOS

Updated Redline

Marion County may utilize the Quality/Level of Service Handbook developed by the FDOT to determine a LOS for bicycle and pedestrian facilities. The following strategies may be implemented to improve bicycle and pedestrian LOS:

- Evaluate and implement neighborhood level connectivity techniques.
- Provide sidewalks and bicycle facilities (including bicycle lanes or shared-use paths) on all new and reconstructed collector and arterial facilities in Urban Areas. However, a design exception may be approved by the Board of County Commissioners as a result of public input, cost feasibility, or policy restrictions.
- Require new developments to provide for bicycle and pedestrian facilities.
- Planning and construction of new trail facilities as outlined in the TPO's Bicycle and Pedestrian Master Plan and Active Transportation Plan.

Policy 4.1.4: Planning Strategies



Previous Redline

The County should consider prioritization of capacity improvements for County roadway segments when the traffic volume reaches 80% of the adopted service volume, in accordance with Policy 2.1.1.

Updated Redline

The County shall document County roadway segments with traffic volumes representing 80% or greater of the adopted service volume, in accordance with Policy 2.1.1 and Policy 2.1.2, for prioritization of future capacity improvements.

Policy 4.1.3: Transportation Network Analysis and Measurement



Updated Redline

~~The Marion~~ County shall conduct ongoing traffic count and trip generation studies to provide data to assist in determining transportation impact fees, levels of service and other transportation related needs. The County shall coordinate with the TPO to update the Congestion Management Database on at least a biennial basis. ~~Existing and future roadway characteristics, functional classification, level of service standards and capacities identified in Policy 2.1.2 shall be updated annually as part of the CIE Schedule.~~

Policy 6.1.4: Funding for Transportation Disadvantaged



Updated Redline

Marion County shall support, through TPO activities and funding resources, continued use of the Marion County Senior Services (MCSS), **or equivalent approved vendor,** to provide mobility for transportation disadvantaged persons and promote an increase in ridership.

Policy 6.1.7: Funding Mechanisms



Updated Redline

Marion County **shall may** investigate various funding mechanisms, including impact fees and mobility fees, to assist in the financing of the public transportation needs of the County.



Policy 6.2.5: Alternative Mitigation

Updated Redline

Where appropriate, Marion County ~~shall~~ may consider non-auto mode improvements, including transit, as mitigation for transportation impacts of new development.



Policy 7.1.7: Airports and Airport Hazards

Updated Redline

Pursuant to Florida Statute 333, construction and development activities shall be restricted on properties in the vicinity of public or private use airports that would create an airport hazard or obstruction that would inhibit the safe operation of the airport or endanger the lives or property of the users of the airport or the occupants of land in its vicinity.

PSA Discussion

PSA Discussion-Internal capture studies



FDOT District 2 study shows internal capture rates of 32% on average

Table 17: FDOT District 2 Site Internal Capture Results

Mixed-Use Development	Internal Capture %		
	Daily	AM	PM
Haile Plantation	37.91	60.00	38.89
Magnolia Parke	31.32	2.44	37.50
Palencia	23.74	25.71	13.33
Tioga Town Center	33.58	15.69	38.46

Based on these findings, the study further indicates that future mixed-use developments in District 2 should expect an average daily internal capture rate of approximately 32 percent. Surveys collected for the AM and PM peak hours show average internal capture rates of 20 percent in the AM peak hour and 30 percent in the PM peak hour.



PSA Discussion

A PSA must meet the following criteria in order to qualify:

- a. Location: PSAs may be located inside or outside of the Urban Growth Boundary (UGB) and with any land use designation other than Rural Land.
- b. Utility Access: Any candidate site must have access to sanitary sewer and potable water service connections and is contingent on connecting to sewer and water infrastructure.
- c. Road access: Any candidate site must have access to an arterial or collector road.
- d. Land Availability: Any candidate site must feature vacant land, underutilized land, or already developed lands that are likely candidates for redevelopment, or a combination of the two with a minimum of 20 acres.



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PSA Discussion

- Each PSA shall provide a mix of uses both vertically (buildings) and horizontally with a minimum of two (2) uses.
- The residential uses shall have a maximum of 80% of the total uses within each PSA.
- To encourage more walkable neighborhoods, PSAs may contain a maximum of one (1) FAR and a density of up to 16 units/acre.
- County designed form-based code in the LDC to ensure pedestrian oriented-design



PSA Discussion



- PSAs are overlays approved by BCC where the land uses do not change
- Community Meeting required
- They are permitted to have higher density and FAR
- Can use TDRs to get higher density/intensity
- Must follow a form-based code in the LDC that the County approves (future LDC update)



PSA Discussion



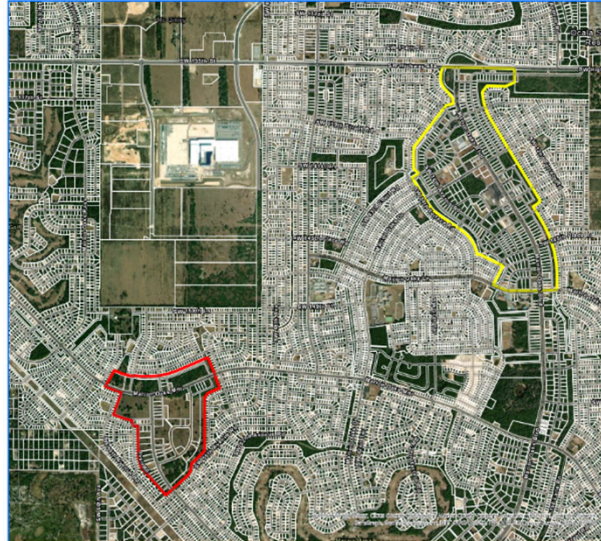
What we anticipate a form-based code to follow the PSA policies:

- Architectural design standards for a sense of place and consistent look
- Consistent street lighting with some plain and some decorative but consistent in character
- Wayfinding and signage consistency throughout the core areas with smaller signs
- Small Blocks (200' X 200')
- Narrow ROW- walkable
- Multi-Modal Paths, dedicated bike paths
- Bike racks
- Drop-off lanes (ride share) and bus pull outs (potentially)
- Limit drive through options
- Reduce minimum parking standards
- Allow shared parking (day/evening uses)
- Reduced building setbacks with wide sidewalks or Multimodal trails along commercial fronts on collector or local streets.
- Street trees and landscaped medians
- Decorative crosswalks and murals allowed on plain walls
- Public Space- Parks, pocket parks, splash pads, walking trails, bike trails that weave through blocks, alleys for pedestrians only, outdoor seating and event space for local businesses

PSA Discussion

Example

- Three sites in Marion Oaks and Silver Springs Shores meet the PSA requirements
- Community Meetings with residents in each area
- They are permitted to have higher density and FAR
- Can use TDRs to get higher density/intensity
- Must follow a form-based code in the LDC that the County approves (future LDC update)



Marion County
2050
Comprehensive Plan
Future Land Use Map Series



Planned Service Areas
(PSA's)

PSA Name

Marion Oaks PSA 1

Marion Oaks PSA 2



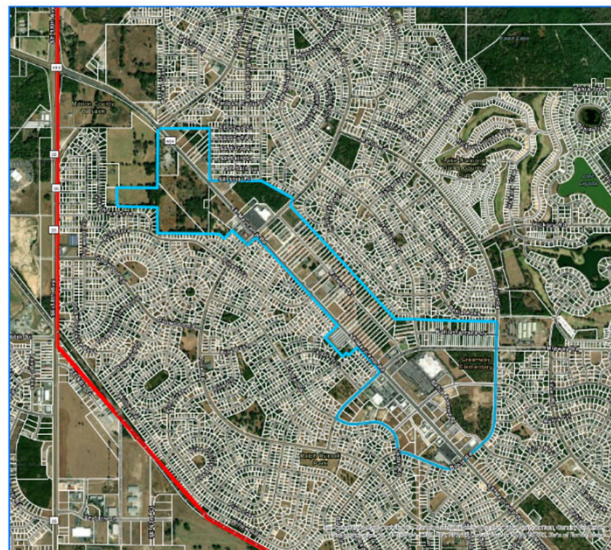
0 0.25 0.5 Miles

Source: Marion County GIS

PSA Discussion

Example

- Three sites in Marion Oaks and Silver Springs Shores meet the PSA requirements
- Community Meetings with residents in each area
- They are permitted to have higher density and FAR
- Can use TDRs to get higher density/intensity
- Must follow a form-based code in the LDC that the County approves (future LDC update)



Marion County
2050
Comprehensive Plan
Future Land Use Map Series



Planned Service Areas
(PSA's)

PSA Name

Silver Springs Shores

Urban Growth Area



0 0.25 0.5 Miles

Source: Marion County GIS

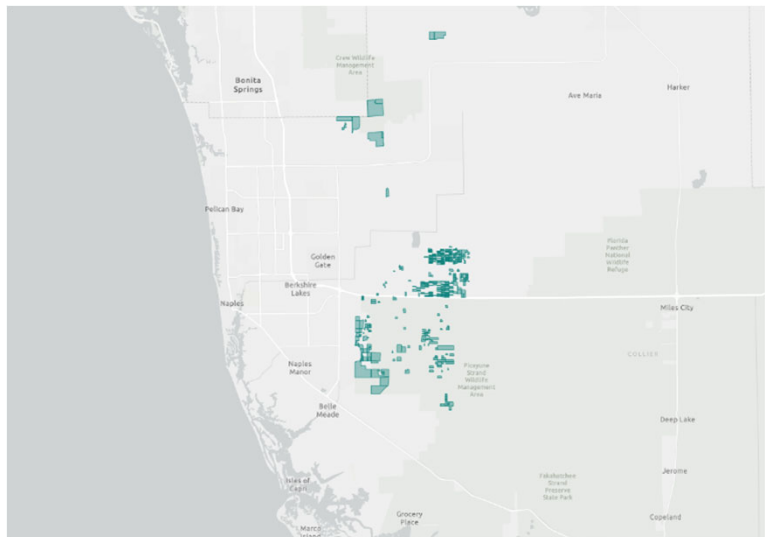
TDR Research

TDR Research

Private Market Model Examples:

- Collier County, FL
- Redmond, WA
- Pierce County, WA

- The Collier County example uses a county run website that maintains info of buyers, sellers, recent sales.
- They are not a bank
- They have conserved thousands of acres



TDR Policies



Policy 9.1.1: Maximum Density and Intensity Bonus with Transfer of Rights Programs

The County shall allow for density and intensity increases with the Transfer of Rights Programs as follows:

1. **Density Bonus:** An additional maximum of two-three (2-3) dwelling units per one (1) gross acre, is permitted for Urban Area land use designations and further defined in the LDC.
A maximum of three (3) dwelling units per one (1) gross acre may be achieved for qualifying Rural Lands inside the UGB and further defined in the LDC.
The number of Transferable Development Credits (TDC) required shall comply with the Transfer of Rights Programs. If property developed with the density bonus TDC program cannot meet the appropriate Zoning development standards, such as setbacks, minimum lot size, etc., then a PUD zoning shall be required.
 - a. Requests for the use of one (1) dwelling unit per one (1) acre over the maximum density within the existing land use and zoning district may be approved administratively so long as all other provisions of the Transfer of Rights Program is met.
 - b. Any request over one (1) dwelling unit per one (1) acre over the maximum density within the existing land use and zoning district shall require Board of County Commission approval.
2. **Intensity Bonus:** A maximum increase of the maximum Floor Area Ratio (FAR) of 0.25 is permitted. The number of Transferable Development Credits (TDC) required shall comply with the Transfer of Rights Programs. If property developed with the intensity bonus cannot meet the appropriate Zoning development standards, such as setbacks, minimum lot size, etc., then a PUD zoning shall be required.
3. **Combination of Density and Intensity Bonus:** If both density and intensity of development are utilized, then a PUD zoning shall be required to develop the site consistent with the above requirements of this policy.

TDR Policies



3. **Transfer Credit Rate:** -The Transfer of Development Credits (TDC) transfer rate shall be as follows:
 - a. Transfer of Development Rights Program:
 1. One (1) TDC per one (1) gross acre of qualifying area.
 2. One (1) TDC equals one (1) acres of open space reduction is permitted but may not completely eliminate the need for open space as required by the LDC.
 - a-3 One (1) TDC equals 0.05 acres of non-residential development with a maximum increase in FAR of 0.25 above the allowable FAR in the policies of Objective 2.1.
 - b. Transfer of Vested Rights Program:
 1. One (1) TDC per one (1) vested residential unit or lot.
 2. One (1) TDC per acre of vested commercial/non-residential entitlement. If the entitlement is expressed as a total area of non-residential development, the calculation applies to the entitled development potential, not the land area.
4. **County Commissioner Approval:** The application of credits to a sending area Transfer Development Credits (TDCs) may only be approved by the Board of County Commissioners through the petition process and the Board may reject any petition application, including, but not limited to, those petitions-applications associated with parcels where conservation easements are; or have been purchased or were otherwise granted prior to petitioning the County for development credits. This process applies to both the TDR and TVR Programs.

TDR Policies



Policy 9.1.6: Transfer of Credits

The transfer of credits between parties is subject to approval by the Growth Services Director or designee and is based upon the submission of an application for transfer provided by the Growth Services Department.

Policy 9.1.67: Receiving Areas

The receiving areas shall include unincorporated areas as shown in FLUM Series Map #42; *Transfer of Rights*, as further described below for the TDR and TVR Programs:

1. **LEVEL I** – All residential and non-residential properties within the UGB;
2. **LEVEL II** – All properties designated Rural Land and located within the UGB; and
3. **LEVEL III** – All properties formerly designated as Urban Reserve, as of January 1, 2010, that are located outside the UGB, except where all or a portion of the property lies within an Environmentally Sensitive Overlay Zone.

Policy 9.1.78: Utilization of TDCs

Transfer rates for the Receiving Areas shall be assigned as follows for the TDR and TVR Programs:

1. **Receiving Areas:** TDCs may only be utilized within the designated Receiving Areas.
2. **Use of TDCs in Receiving Areas:** TDCs may be used ~~for~~ either to add residential units and/or FAR to non-residential development as follows:
 - a. **For Residential Units:** One (1) TDC equals one (1) dwelling unit. The Allowances in Receiving Areas section below (Policy 9.1.7.4) contains the maximum density allowed

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TDR Policies



by land use designation, with a maximum of two (2) dwelling units above the allowable density of land use designations in the policies of Objective 2.1.

- b. **For Non-Residential Area:** One (1) TDC equals 0.05 acres of non-residential development with a maximum increase in FAR of 0.25 above the allowable FAR in the policies of Objective 2.1.

- c. **Open Space:** One (1) TDC equals ~~0.05~~ one (1) acres of open space. TDCs may be used to meet a maximum of 0.25 of a development's required open space.

3. **Verification of TDCs:** The County will verify the validity of the TDCs and their usage on the property within the Receiving Area. Owners of TDCs will identify to the County the specific parcel(s) of land within the Receiving Area where the TDCs are to be utilized.

4. **Allowances in Receiving Areas:** The TDCs may be utilized to increase the residential and non-residential development densities and intensities in accordance ~~to with~~ Objective 2.1 of this element and below.

- a. **LEVEL I** – Residential densities and non-residential intensities within the UGB can utilize TDCs as allowed by this element. A maximum of three (3) dwelling units per acre above the existing land use density may be permitted.

- b. **LEVEL II** – Rural Land designated properties may increase residential densities up to up to three (3) units per acre that allowed under the Low Residential designation and non-residential intensities as allowed by Commercial or less intense non-residential designation.

- c. **LEVEL III** – Rural Land designated properties that were formerly designated Urban Reserve prior to January 1, 2010, may increase residential densities to that allowed under the Low Residential designation and non-residential intensities as allowed by Commercial or less intense non-residential designation, provided that central water and sewer services are available and ~~utilized~~ utilized. A maximum of one (1) dwelling unit per acre may be permitted.

- d. **Higher Density or Intensity:** Additional density or intensity for properties that utilize

TDR Policies



beyond the above allowances.

5. **Application and Processing Fees:** All costs, including costs associated with determining the size and location of the specific Sending and Receiving Area parcels and all recording costs associated with recording the conservation easement and utilization of the TDCs form shall be the responsibility of the owner.
6. **Development of Property Utilizing TDCs:**
 - a. Requests not exceeding an additional one (1) unit per acre over the existing land use and zoning designation shall be reviewed administratively as part of the development review process.
 - b. Request exceeding an additional one (1) unit per acre over the existing land use and zoning designation shall be reviewed through the PUD application process.
 - c. The redemption of credits for open space (Policy 9.1.7.2.c) may be reviewed and permitted administratively through the development review process.
 - d. Property developed that utilizes the Transfer of Rights Programs shall be required to meet all applicable requirements of Florida Statutes, the County's Comprehensive Plan, Zoning, and LDC during the development review process.

ESUZ Update

ESOTZ Update



What is ESOTZ?

- ESOTZ addresses water quality
- Also addresses pre-existing development and single-family homes
- Engineering and Planning recommend to leave the policies as is in the Comprehensive Plan and will continue to work together to ensure the ESOTZ overlay is working and accurate and continue to update as needed.

Next Workshop and Next Steps:



Next Workshop Date

- Monday, June 23rd, 2025
- 10:00am – 12:00pm

Topics

- Final Recap
- FLUE Redlines
- Any Bring Backs Items

Community Meetings in July and August

Follow up BCC Workshop after Community Feedback





Question and / or comments?

Blair Knighting, AICP

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