



**Marion County  
Board of County Commissioners**

Growth Services

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**PLANNING & ZONING SECTION  
STAFF REPORT**

<b>Dates:</b>	<b>P&amp;ZC Hearing 10/30/23</b>	<b>BCC Transmittal 02/20/24</b>	<b>BCC Adoption TBD</b>
<b>Case Number</b>	23-L03		
<b>CDP-AR</b>	30578		
<b>Type of Case</b>	Future Land Use Map Series (FLUMS) amendment from Rural Land (RL) to Low Residential (LR), ±289.08 acres; from Low Residential (LR) to Medium Residential (MR), ±39.26 acres; and from Rural Land (RL) to Commercial (COM), ±30.28 acres (358.62 acres total)		
<b>Owner/Applicant</b>	Multiple Owners, c/o Robert A. Bull Agent, Tillman & Associates Engineering, LLC		
<b>Street Address</b>	Address not assigned; Jumbolair		
<b>Parcel Number</b>	Numerous, see list in Attachment A		
<b>Property Size</b>	± 358.62 ac portion of ±449.66 acres		
<b>Future Land Use</b>	Rural Land (RL), and Low Residential (LR)		
<b>Zoning Classification</b>	General Agriculture (A-1), Agricultural Estate (A-3), Light Industrial (M-1)		
<b>Overlay Zone/Scenic Area</b>	Silver Springs Primary Springs Protection Overlay Zone (PSPOZ); and Urban Growth Boundary (UGB); Farmland Preservation Area (FPA)		
<b>Staff Recommendation</b>	<b>APPROVAL OF THE LR; DENIAL MR AND COM</b>		
<b>P&amp;ZC Recommendation</b>	<b>Denial 3-1</b>		
<b>Project Planner</b>	Ken Weyrauch, Deputy Director		
<b>Related Case(s)</b>	231111ZP, Rezoning from General Agriculture (A-1) and Agricultural Estate (A-3) and Light Industrial (M-1) to Planned Unit Development (PUD) 449.66 ac.		

## I. ITEM SUMMARY

David Tillman, P.E, as agent for property owner, Robert A. Bull (representing multiple owners), has filed a Large-Scale Future Land Use Map Series (FLUMS) amendment application to change the land use designation of a portion of a ±449.66-acre site located between West Anthony Road and NE Jacksonville Road, which is ±0.25 miles north of CR 326. The subject parcels involved in this project are part of the Jumbolair community, part of which is located inside the Farmland Preservation Area (FPA). The applicants seek to change the Future Land Use designation from Rural Land (RL) to Low Residential (LR), ±289.08 acres; from Low Residential (LR) to Medium Residential (MR), ±39.26 acres; and from Rural Land (RL) to Commercial (COM), ±30.28 acres, totaling ±358.62 acres of the entire ±449.66-acre project. Figure 1, following, is an aerial photograph showing the general location of the subject property. A portion of the subject property is inside the Urban Growth Boundary (UGB) and the other is within the Farmland Preservation Area (FPA). The property is located between West Anthony Road, and NE Jacksonville Road, within the Silver Springs Primary Spring's Protection Overlay Zone (PSPOZ). No changes to future land use designations are proposed inside the Farmland Preservation Area. A concurrent rezoning application for a Planned Unit Development (PUD) zoning classification (121111ZP) has been submitted in regards to the overall site. \*On December 5, 2023, the applicant's agent requested to continue the hearing consideration so the application could be revised. The Board of County Commissioners agreed to continue the item until February 20, 2024. The applicant submitted a revision to the PUD zoning change application; however, no revisions or changes have been made to this land use amendment application. This report has been revised since the Planning and Zoning Commission.

## II. STAFF SUMMARY RECOMMENDATION

Staff is recommending the **APPROVAL** of the Land Use request for *Low Residential* land use designation of the Large-Scale Future Land Use Map Series (FLUMS) amendment because it is consistent with Land Development Code Section 2.3.3.B, which requires amendments to comply and be consistent with the Marion County Comprehensive Plan as well as the provisions of Chapter 163, Florida Statutes.

Staff is recommending **DENIAL** of the *Medium Residential and Commercial* land use designations of the Large-Scale Future Land Use Map Series (FLUMS) amendment because the request is not consistent with the surrounding area. The Medium Residential request is not compatible with adjacent land uses, and staff notes the additional development potential (dwelling units) is not required for the concurrent revised PUD request. The request for Commercial land use is asking to entitle and expand a non-conforming pre-existing use adjacent to the south end of the Jumbolair runway. The 11.02 acres that are zoned Light Industrial, M-1, have a vesting order from 1992 limiting the 11.02 acres to the development in place today.

The Board has options available in regard to the requested FLUMS amendment for the purpose of transmitting the request for state and agency review as follows:

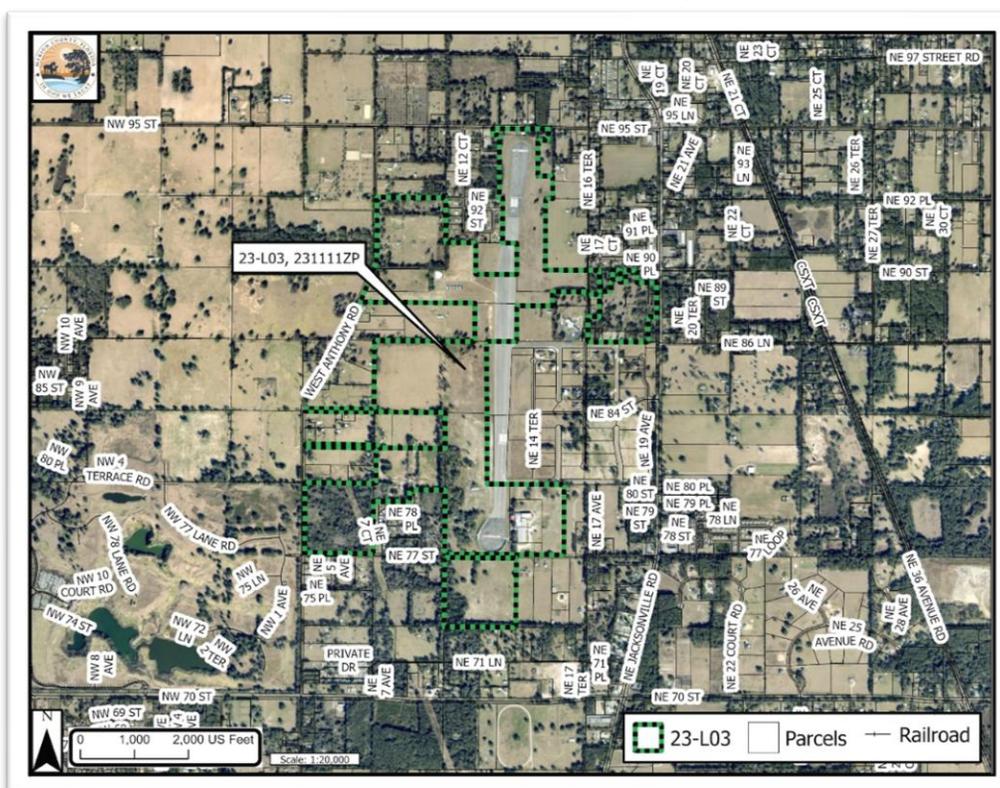
- 1) Approve the land use change as requested by the applicant.
- 2) Approve portions of the request and deny the other portions, such as recommended by staff.

- 3) Or require the applicant to provide an agreement to purchase Transfer Development Credits (TDCs) to be used on this property to obtain the residential density increase. The Board may do this and approve the Commercial land use request as well. However, staff recommends denying the Commercial land use portion of this request.

This application is accompanied by a concurrent zoning change application for a Planned Unit Development (PUD) zoning classification. The PUD is requesting up to 240 single-family detached dwelling units with potential for each home to have a guest home on the property, on 419.38 acres within the residential portion of the PUD. This is an increase of 146 dwelling units over the existing land uses and a density of 0.57 units per acre. If the Board decides to require the applicant acquire TDCs under the Transfer of Development Rights (TDRs) program, the applicant would need to secure 146 TDCs for the residential units. For maximum density for the project by way of TDRs, within the Urban Growth Boundary, the project could acquire 656 TDCs.

Staff had a discussion with the applicant's agent concerning the use of TDCs and several emails were sent. The response states that the applicant's agent has spoken with staff in the past about TDRs on this site and were not interested in doing TDCs here.

**Figure 1**  
**General Location Map**



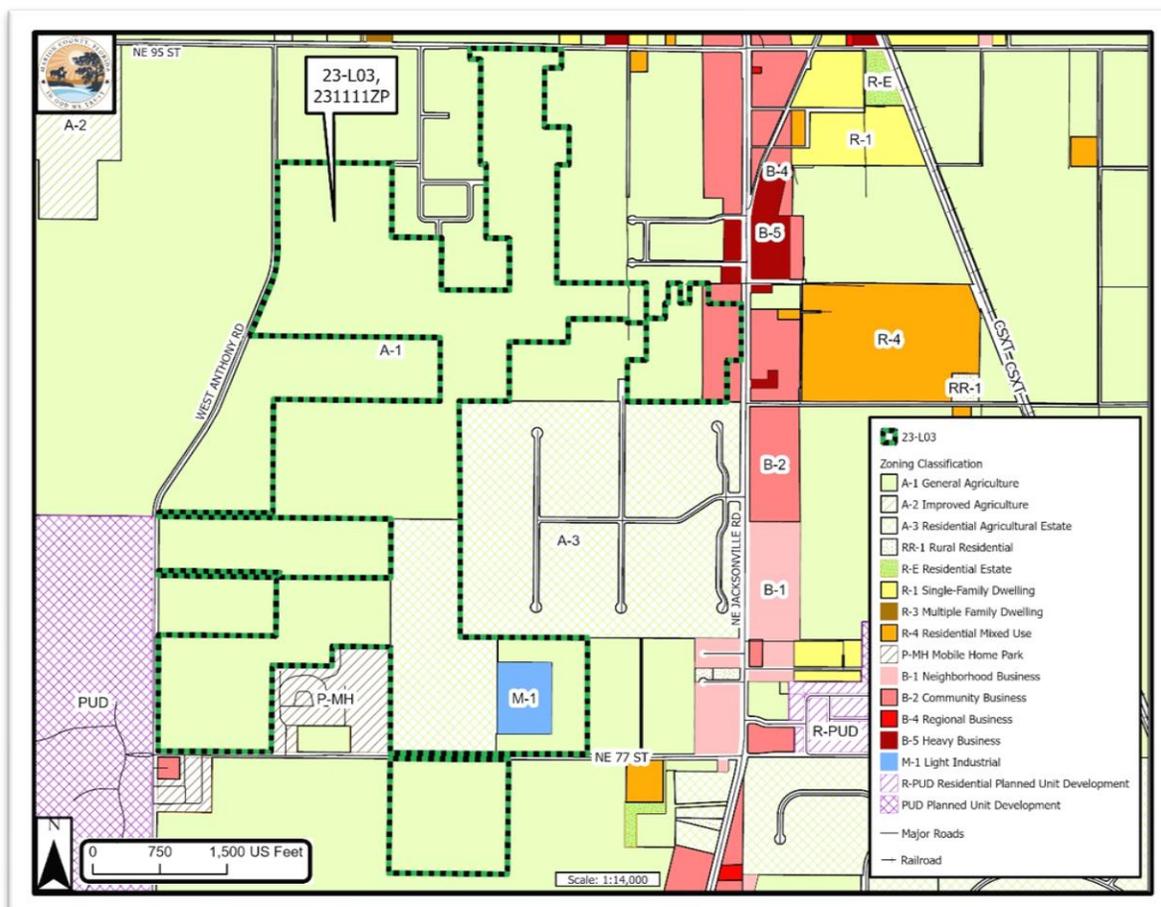
### III. NOTICE OF PUBLIC HEARING

Notice of public hearing was mailed to 97 property owners within 300 feet of the subject property on October 13, 2023. A public hearing notice sign was also posted on the property on October 13, 2023. A public hearing notice for the Planning & Zoning Commission hearing was published in the Star Banner on October 20, 2023. As of the date of the initial distribution of this Staff Report, some correspondence in support of or in opposition to the amendment has been received. Evidence of the public hearing notices are on file with the Growth Services Department and are incorporated herein by reference.

### IV. BACKGROUND/PROPERTY HISTORY

A. *ZDM history.* Figure 2 shows the subject property is currently classified General Agriculture (A-1), Residential Agricultural Estate (A-3), Light Industrial (M-1), and Community Business (B-2).

**Figure 2  
Zoning District Map**



- B. *FLUMS history.* Figure 3 displays the current Future Land Use Map Series (FLUMS) designation of the subject property and surrounding properties. The subject property is largely made up of a Rural Land (RL) future land use with some areas of Low Residential (LR) land use.

Rural Land future land use designation, according to Marion County Comprehensive Plan, Policy 2.1.16, is “intended to be used primarily for agricultural uses, associated housing related to farms and agricultural-related commercial and industrial uses. The base density for Rural Land is (1) dwelling unit per ten (10) gross acres.” The subject property boasts a total of ±394.66 acres of Rural Land (of the total subject area of ±449.66 acres). This acreage has historically remained Rural Land. The applicant proposes to change approximately 289.08 acres from Rural Land to Low Residential. The applicant also proposes to change approximately 30.28 acres from Rural Land to Commercial. None of these areas are within the Farmland Preservation Area (See Figure 4, below).

The Low Residential future land use designation, according to the Marion County Comprehensive Plan, Policy 2.1.17, is “intended to recognize areas suited for primarily single-family residential units for existing and new development within the Urban Growth Boundary (UGB), a Planned Service Area (PSA), or Urban Area. Parcels outside of, but contiguous to the UGB and outside of the Farmland Preservation Area (FPA) are eligible for conversion to Low Residential designation through density bonus programs consistent with FLU Policy 2.1.3. The density range shall be up to one (1) dwelling unit per one (1) gross acre, as further defined in the Farmland Preservation Area or other Rural Area, hamlet, clustered or other development methods to preserve large tracts of open space is encouraged.” The subject property includes a total of 55 acres of Low Residential (of the total subject area of 449.66 acres). This acreage has historically remained Low Residential. The applicant proposes to change approximately 39.26 acres of the Low Residential to Medium Residential. None of this area is within the Farmland Preservation Area (See Figure 4, below).

The Medium Residential future land use designation, according to the Marion County Comprehensive Plan, Policy 2.1.18, is “intended to recognize areas suited for primarily single-family residential units within the UGB, PSAs and Urban Area. However, the designation allows for multi-family residential units in certain existing developments along the outer edges of the UGB or Urban Area. The density range shall be from one (1) dwelling unit per one (1) gross acre to four (4) dwelling units per one (1) gross acre, as further defined in the LDC. The land use designation is an Urban Area land use.” As stated above, the applicant proposes to change the FLUMS designation of ±39.26 acres from LR to MR (See Figure 4, below). Converting property to this land use would allow for an additional 117 dwelling units compared to the property being Low Residential (0-1 du/ac).

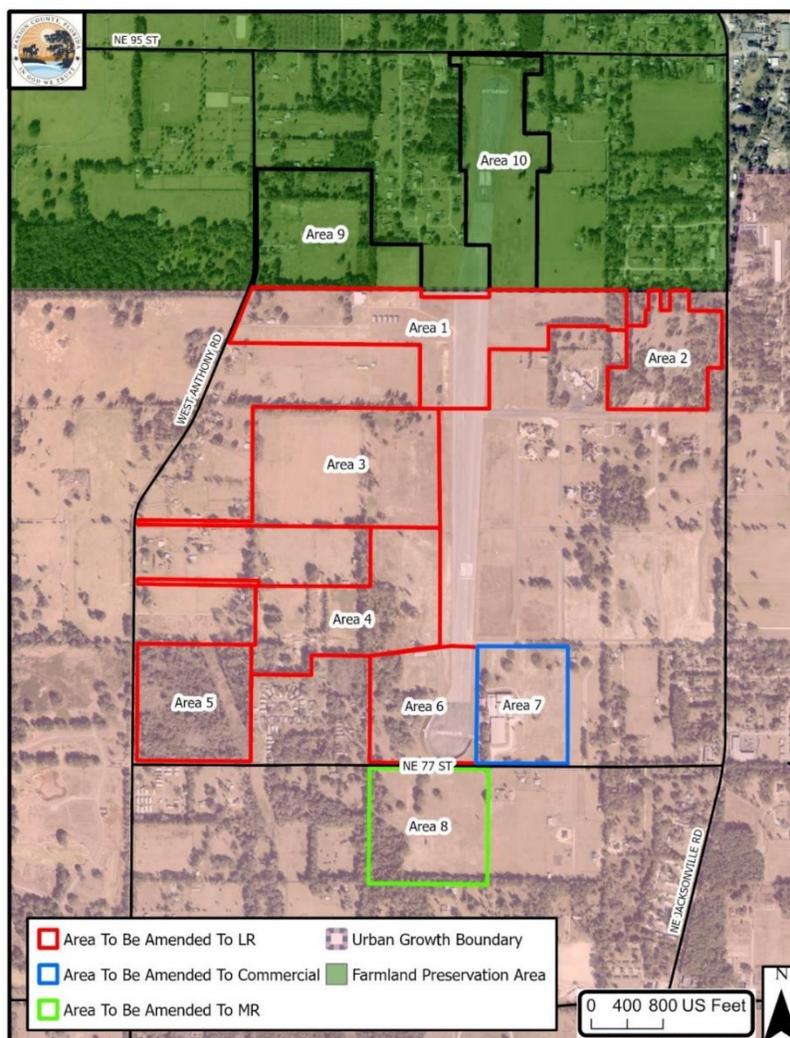
The Commercial future land use designation, according to the Marion County Comprehensive Plan, Policy 2.1.22, is “intended to provide for mixed-use development focused on retail, office, and community business opportunities to meet the daily needs of the surrounding residential areas; and allows for mixed residential development as a primary use or commercial uses with or without residential uses. The density range shall be up to eight (8) dwelling units per one

(1) gross acre and a maximum Floor Area Ratio or 1.0, as further defined in the LDC. This land use designation is allowed in the Urban Area and allows for campgrounds and recreational parks (RVP).” As stated above, the applicant proposes to change the FLUMS designation of ±30.28 acres from RL to COM (See Figure 4, below). The commercial development entitlement with this land use is 1.3 million square feet of commercial use.

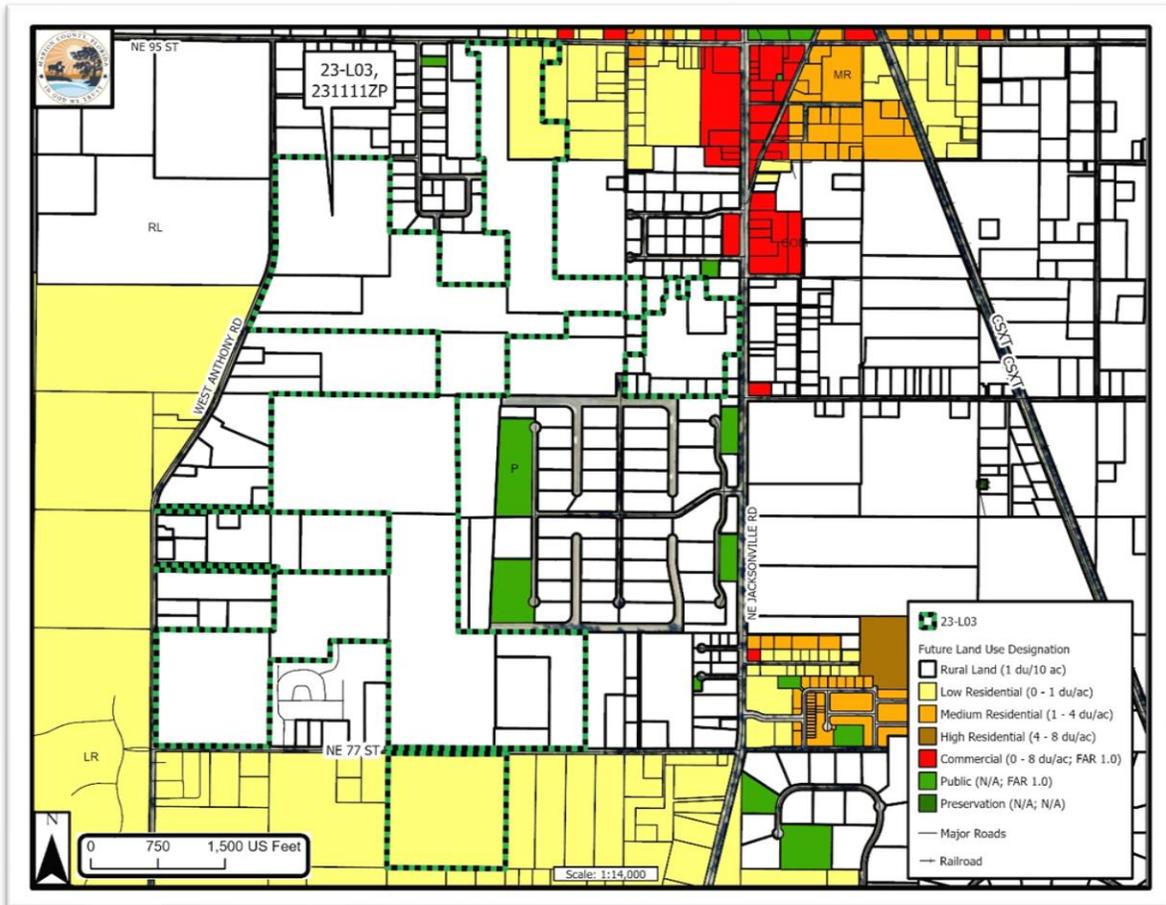
Applicant has proposed the following FLUMS changes:

- 1) Areas 1, 2, 3, 4,5, and 6 from Rural Land to Low Residential.
- 2) Area 7 (southeastern arm of the subject property) from Rural Land to Commercial (COM). This area is where the 11.02 acres of vested M-1 exists.
- 3) Area 8 (the southern end of the subject property) from Low Residential to Medium Residential (MR).
- 4) There are no changes proposed to the portion of the property that lies within the Farmland Preservation Area.

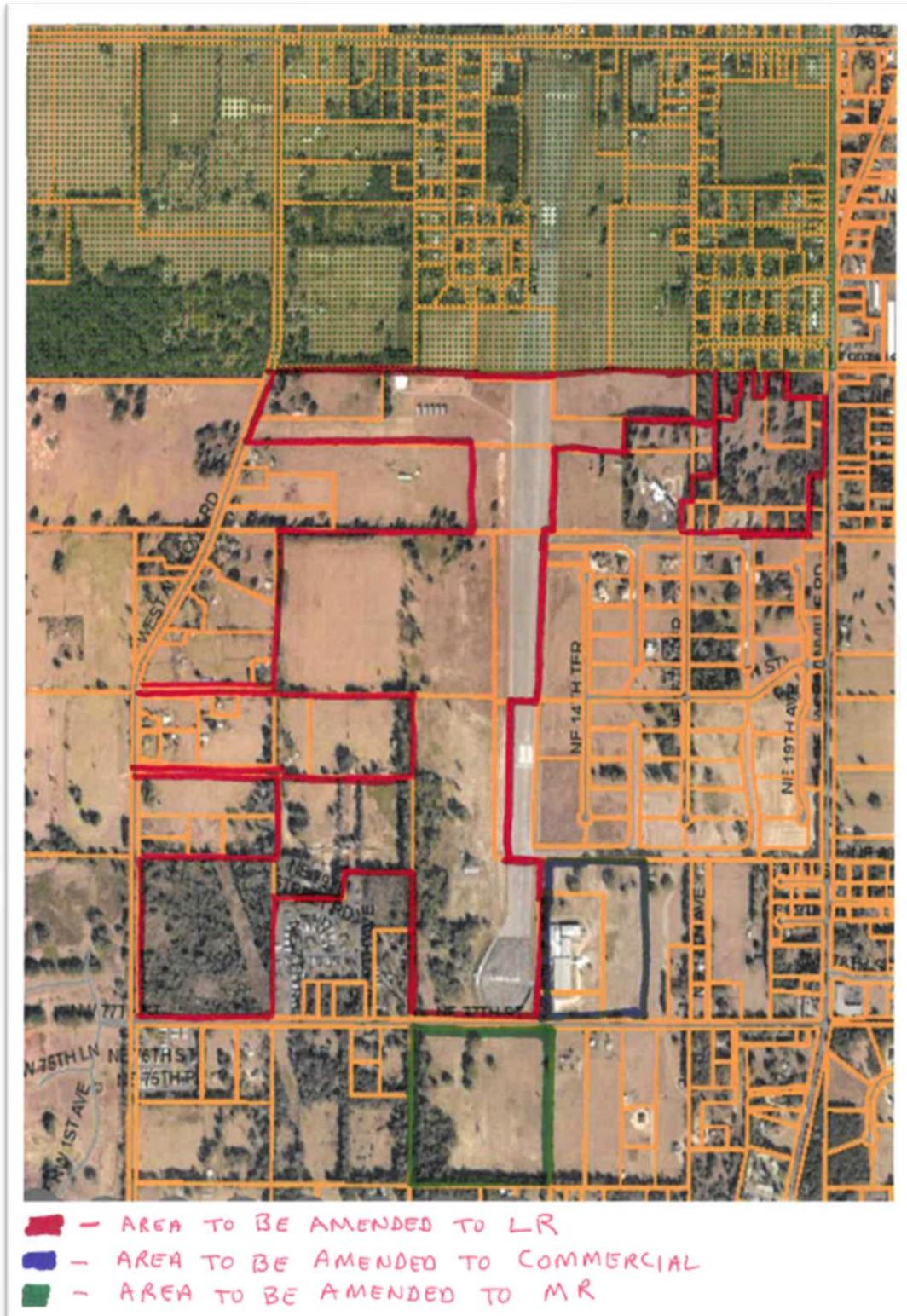
**Figure 3**  
**Area Location Map**



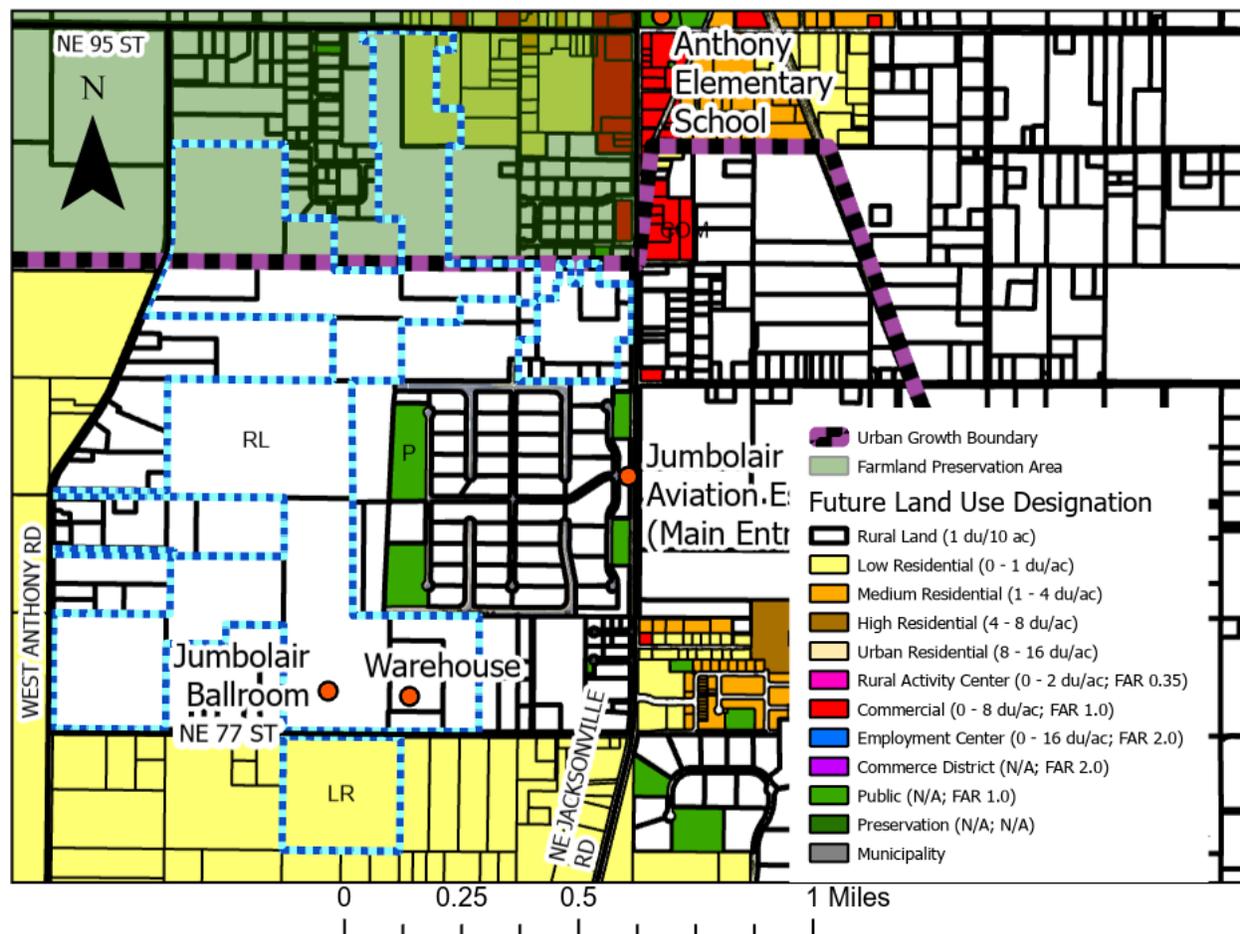
**Figure 4**  
**Future Land Use Map Series designation**



**Figure 5**  
**Proposed FLUMS changes**  
**(Applicant drawing)**



**Figure 6**  
**Proposed FLUMS changes**



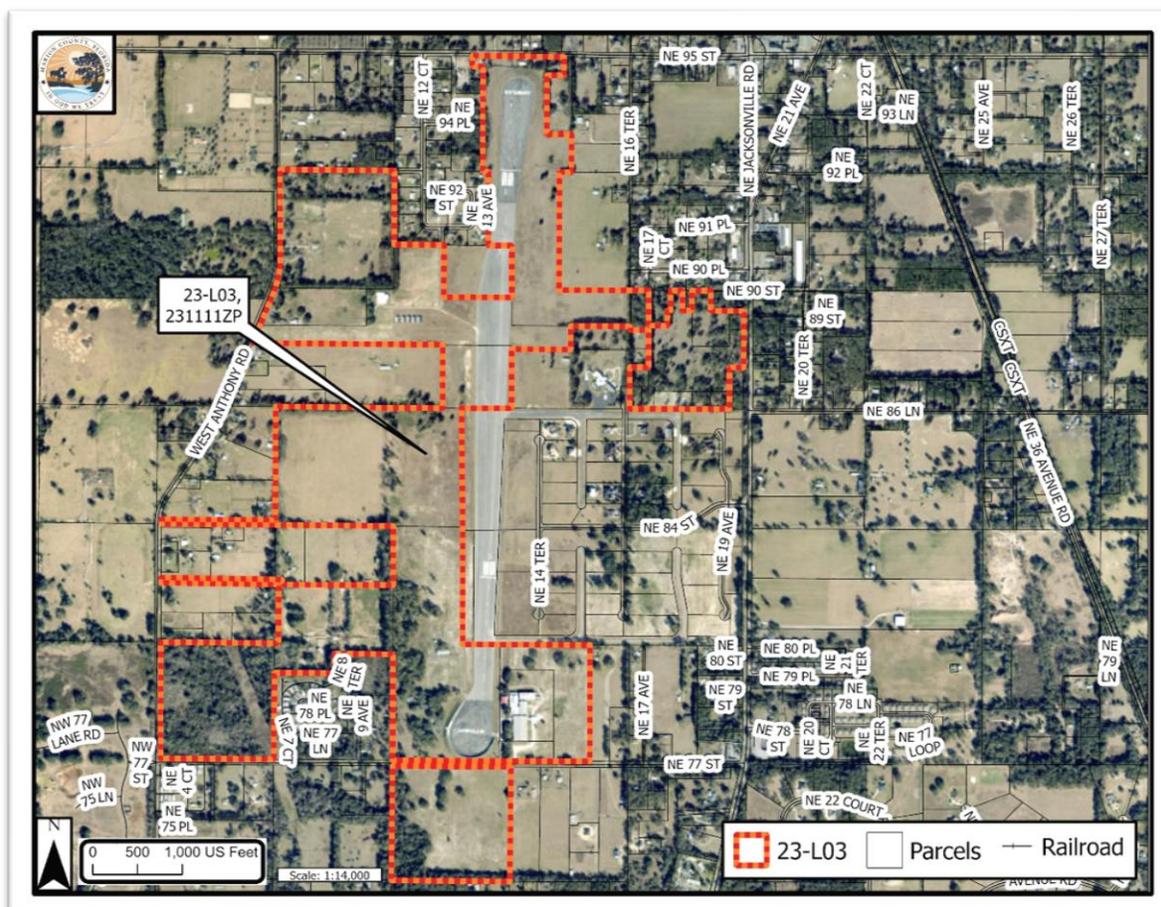
## V. CHARACTER OF THE AREA

### A. Existing site characteristics.

#### 1. Urban Growth Boundary and Farmland Preservation Area Boundary.

Figure 6, above, is an aerial photograph showing the subject property and surrounding area. The Urban Growth Boundary is identified in solid purple, and the Farmland Preservation Area is identified in green. The ±449.66-acre project area is the majority of the property adjacent to the Jumbolair Aviation Estates (Hamlet) Subdivision, which currently has large open green spaces and has been improved by several single-family residences, along with the Jumbolair Estate that includes a club/hall, ballroom, arenas, barns, aircraft hangars, several storage sheds, pool house, and pool, fitness gym, several smaller agricultural accessory structures, and a 7,550 ft x 200 ft paved private airstrip. Jumbolair provides a green space open buffer of over 400' between the residential lots and the runway.

**Figure 7**  
**Character of the Property**



2. *Environmental Considerations.*

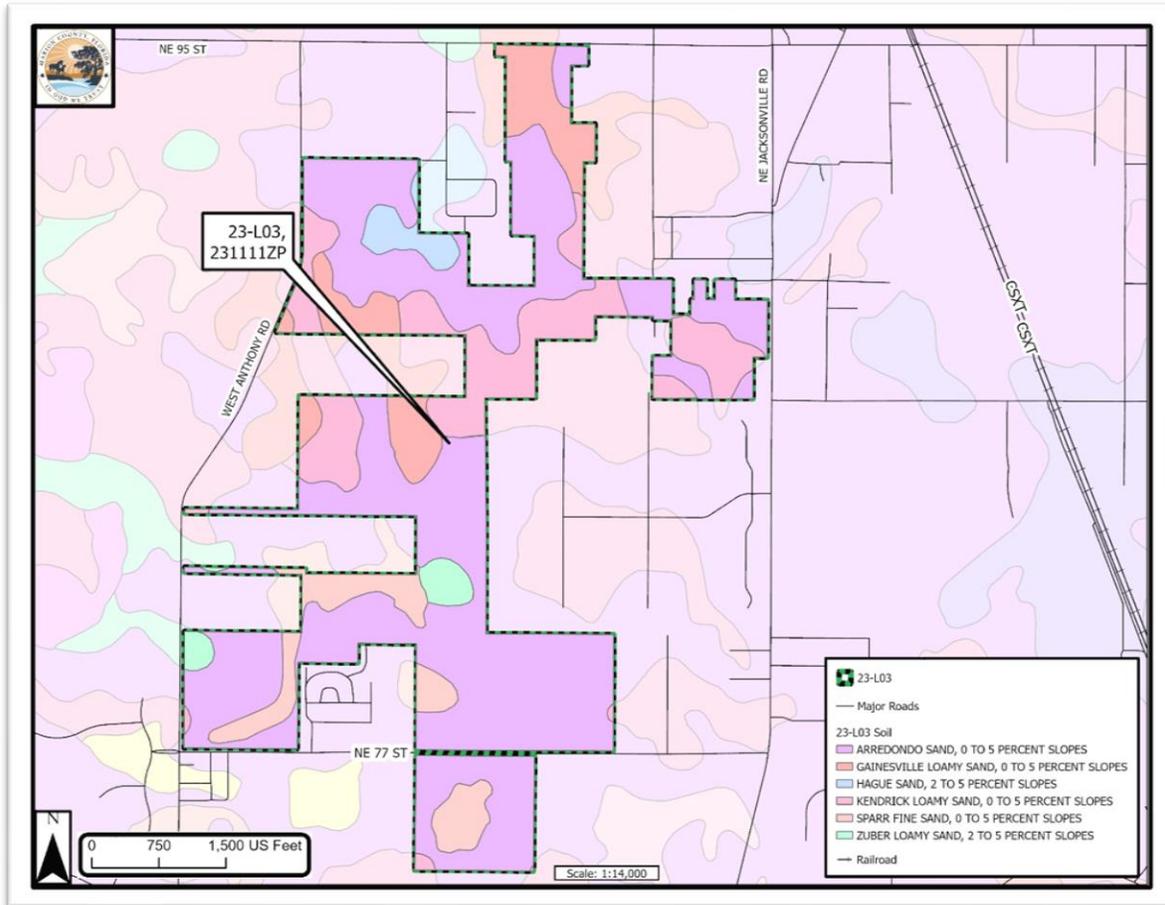
According to the Soil Survey of Marion County, the subject property is made up of several varieties of sand (Arrendondo, Gainesville Loamy, Hague, Kendrick Loamy, Sparr Fine, Zuber Loamy), which can reasonably accommodate the proposed development, depending on site characteristics. The existing site topography is fairly level with very little change in contours. There are also some flood prone areas present. See Figure 8, below. Assessment for listed species habitat and flood zones will be more fully addressed at the time of development review. See Figures 8 and 9.

3. *Rights of Way.*

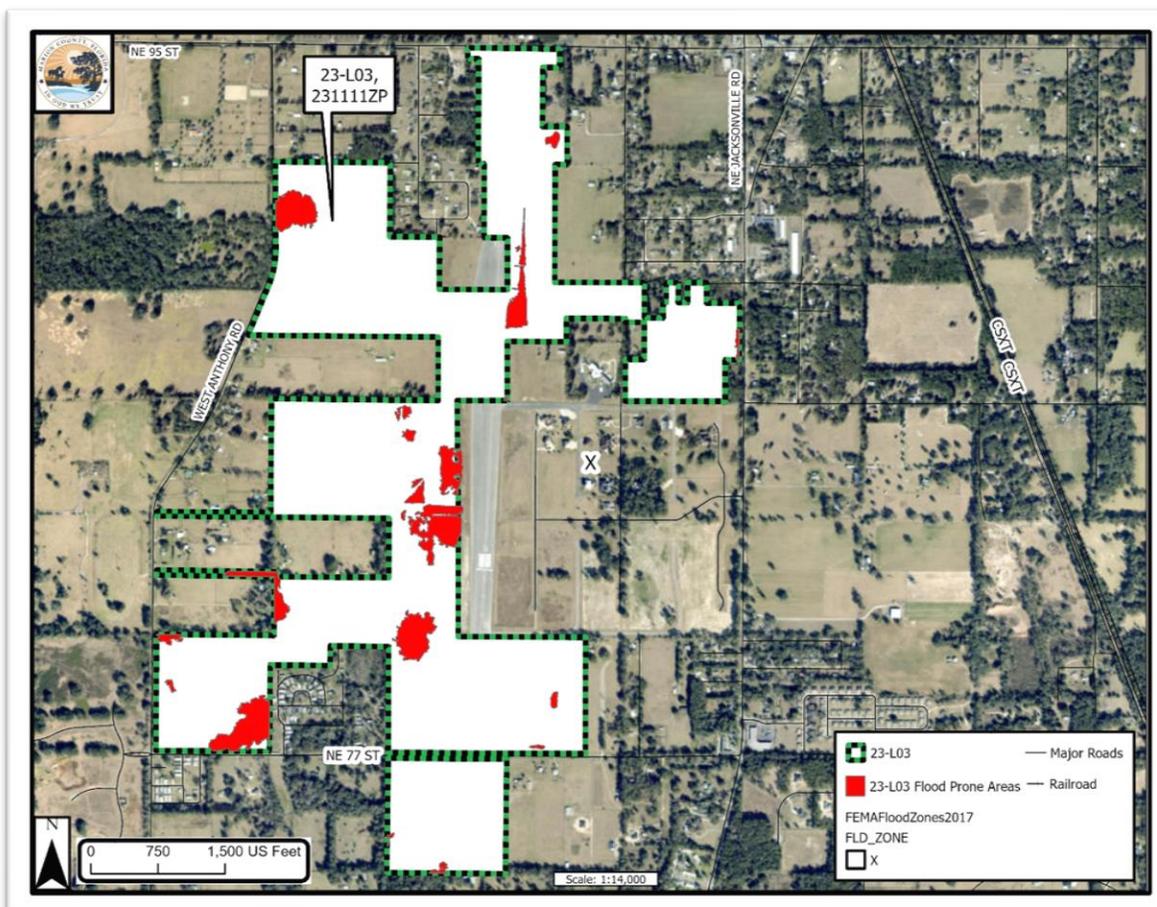
The subject property is oddly shaped with frontages on several rights of way: Of the portion of the project seeking a land use amendment, there is  $\pm 626.2$  lineal feet of frontage along NE Jacksonville Road;  $\pm 215.5$  lineal feet of frontage along NE 90<sup>th</sup> Street;  $\pm 1,750.8$  lineal feet along W Anthony Road, collectively;  $\pm 3,468.9$  lineal feet of frontage along the north side of NE 77<sup>th</sup> Street, collectively; and  $\pm 1,322.2$  lineal feet along

the south side of NE 77<sup>th</sup> Street. There is also a total of ±1,689.9 lineal feet of frontage along the adjoining internal hamlet roads. See Figure 3.

**Figure 8**  
**Subject Property Soils**



**Figure 9**  
**Flood Prone Areas**



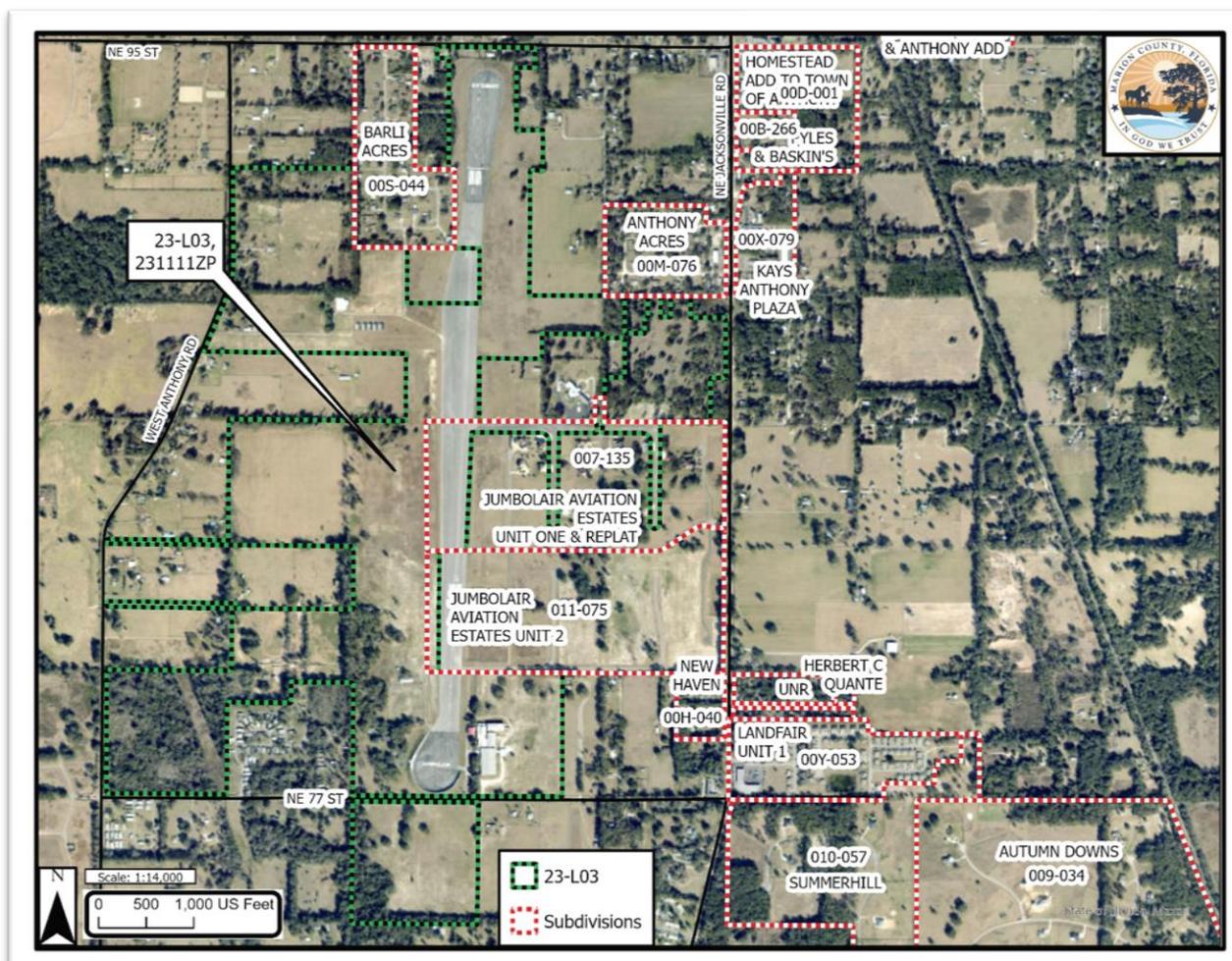
4. *Traffic Conditions.*

The applicant submitted a traffic memorandum that was reviewed by the Office of the County Engineer and the Planning Department. The traffic memo is thorough but is not a full traffic study. A more detailed traffic study is required to be submitted with development of the property, such as a PUD Master Plan that will determine the final impacts.

5. *Subdivisions Adjacent and Nearby the Subject Property.*

The subject property touches several subdivisions that are to the east and west of the runway. See Figure 10.

**Figure 10**  
**Subdivision Map**



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

**1. Surrounding FLUMs.**

The area surrounding the subject property has a FLUMs of Low Residential to the west of West Anthony Road that extends north from Hwy 326 to ½ mile south of NE 95<sup>th</sup> Street, across the subject property parcel number 14591-000-00. There is also Low Residential FLUMs south of NE 77<sup>th</sup> Street, extending east-to-west between West Anthony Road to NE Jacksonville Road, beyond the limits of project holdings. To the east of the eastern arm of the subject property, at the corner of NE Jacksonville Road and NE 86<sup>th</sup> Lane, is a parcel with a Commercial FLUMs designation based. Moving north on NE Jacksonville Road, on the east side of the road (northeast of the eastern arm of the subject property), beginning at NE 90<sup>th</sup> Street, there is a cluster of parcels with Commercial FLUMs designations, and the Commercial land use reaches across NE Jacksonville Road into the Farmland Preservation Area, at the corner of NE 90<sup>th</sup> Place. Just south of NE 90<sup>th</sup> Place is a County-owned water

retention area which borders the subject property. Looking to the northernmost limb of the subject property, which is inside the Farmland Preservation Area, there are several parcels along the eastern boundary of that north limb which are designated Low Residential. Across NE 95th Street to the north, there are more Low Residential parcels, sprinkled with a few parcels with Commercial future land use designations. All other boundaries of the subject property border parcels with Rural Land designations. See Figure 4, above.

2. Existing Uses.

Figure 11, below, is a map based on the Marion County Property Appraisers data showing the existing, adjacent and surrounding land uses. The subject property adjoins the commonly-owned Jumbolair Aviation Estates Unit 1 and Unit 2 Subdivisions, which is comprised of ±2- and ±3-acre residential lots, the majority of which are vacant improved with single-family residences, and the properties to the north and east are also mostly developed with single-family homes, with a manufactured home and several agricultural accessory structures. See Figure 11, below.

**Figure 11**  
**Existing and Surrounding Land Uses (MCPA)**

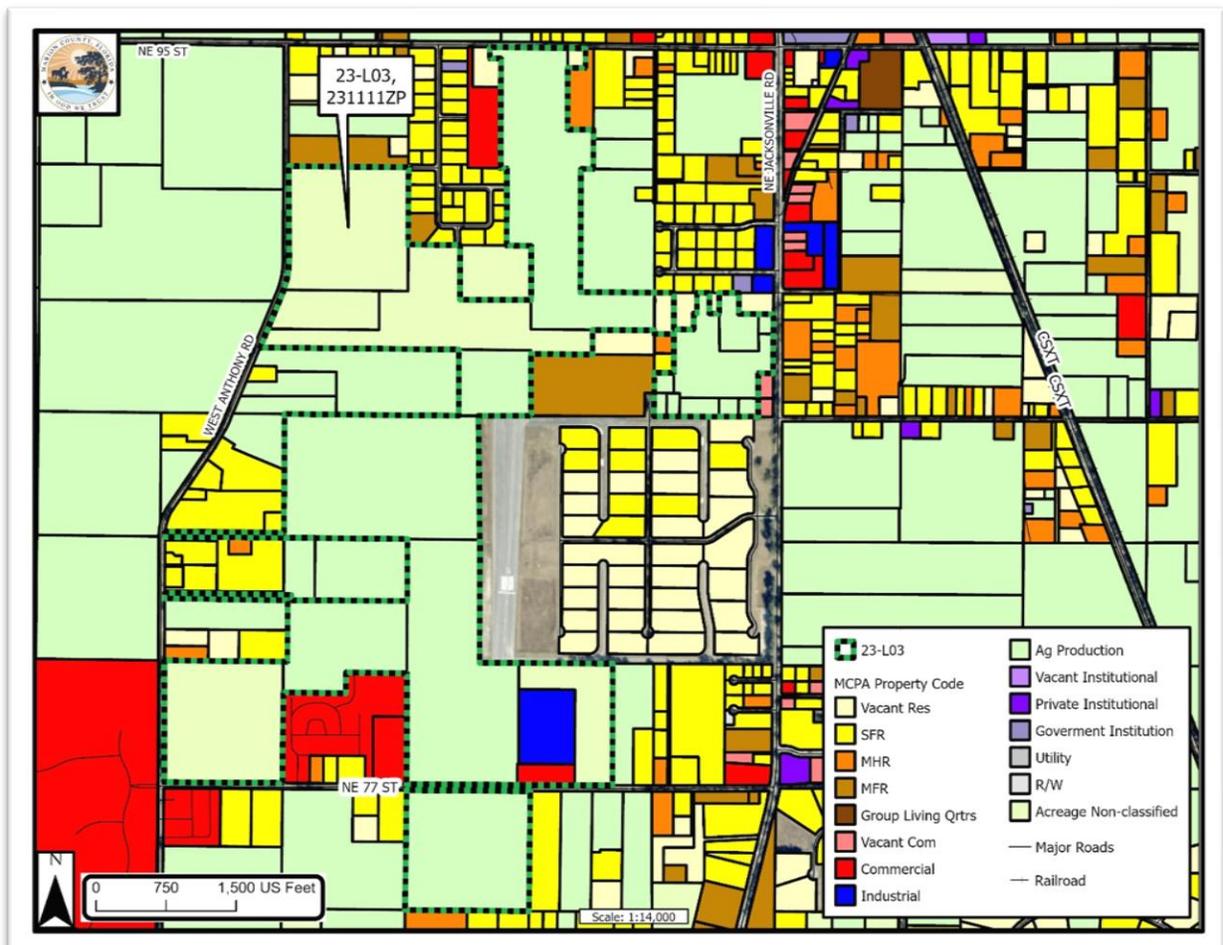


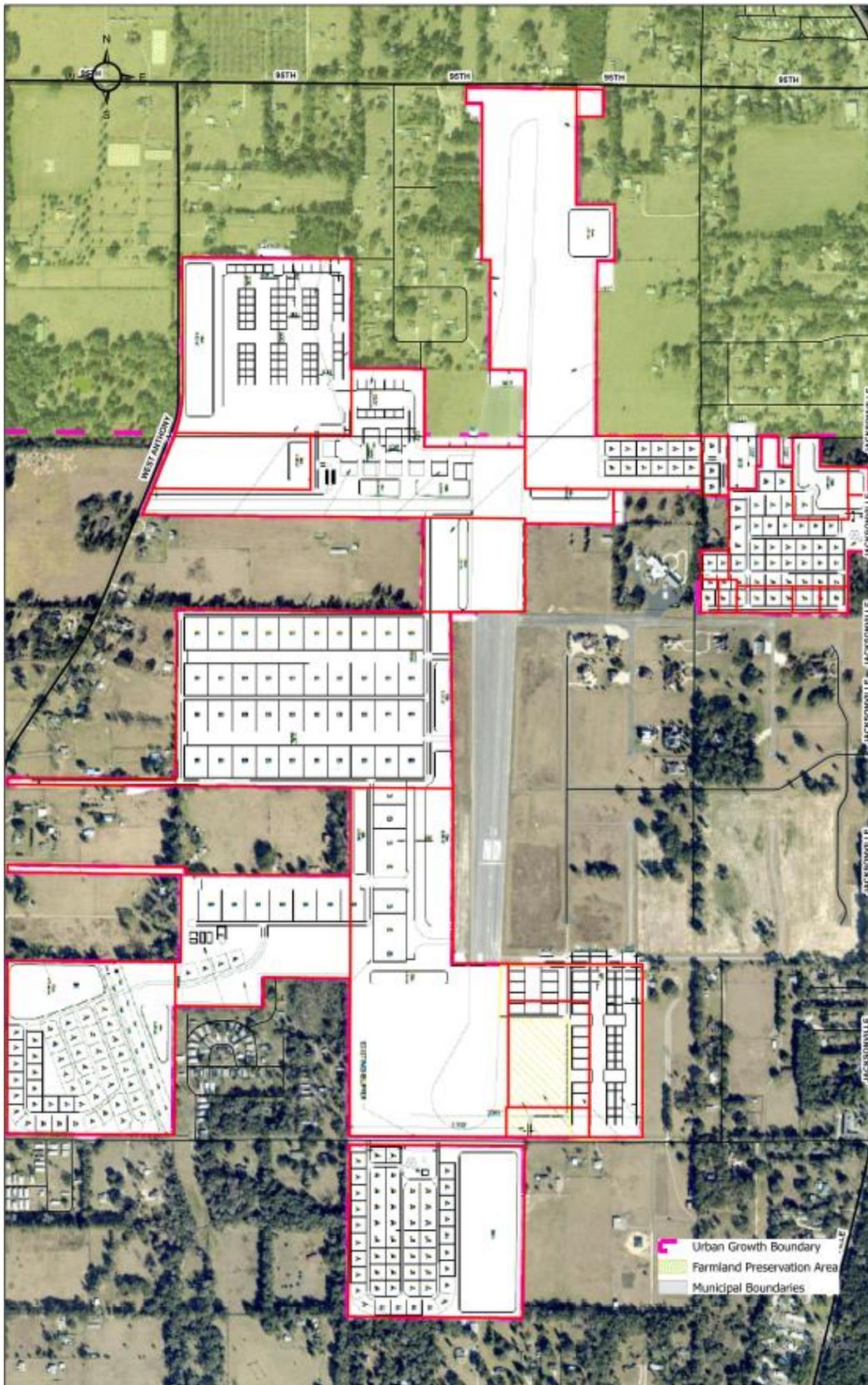
Table 1, below, displays the FLUMS, Zoning Classification, and existing uses on the subject site and surrounding uses. The parcels to the north, south, and east are all zoned A-1: General Agriculture, and have been improved by the addition of single-family residential dwelling units. The parcels to the east are zoned R-1: Single-Family Dwelling, and have also been improved by single-family dwelling units. The 14.95-acre parcel to the north has been improved by a 1,912 square-foot 1974 concrete block home, a greenhouse, a couple sheds and a garage, as well as some agricultural fenced enclosures clustered in the southern portion of the parcel, leaving the rest of the parcel open for agricultural use. The 19.62-acre parcel to the east has been improved by a 1,188 square-foot 1967 concrete block home, as well as a 1,151 square-foot 2016 manufactured home, as well as a couple sheds, a couple horse barns, several smaller agricultural accessory structures, and several fenced paddocks. There is a 0.82-acre parcel on the southeast border of the subject property, which has been improved by a 1,632 square foot 1967 concrete block home, as well as a garage and lean to. Due south of this property is a 19.62-acre parcel which has not been improved, and remains fenced grazing land.

<b>TABLE 1.</b>			
<b>ADJACENT PROPERTY CHARACTERISTICS</b>			
<b>Direction</b>	<b>FLUM Designation</b>	<b>Zoning Classification</b>	<b>Marion County Property Appraiser Existing Use</b>
<b>Subject Property</b>	Low Residential (LR)	General Agriculture (A-1), with a pending application to rezone to PUD	Grazing land; Single-Family Residence
<b>North</b>	Low Residential (LR)	General Agriculture (A-1)	Single-Family Residence
<b>South</b>	Low Residential (LR)	General Agriculture (A-1)	Single-Family Residence, Grazing land
<b>East</b>	Low Residential (LR)	General Agriculture (A-1)	Single-Family Residence, Mobile Home, Grazing land
<b>West</b>	High Residential (HR)	Single-Family Dwelling (R-1)	Single-Family Residence

3. *Project request.* Figure 6 depicts the FLUMS amendment proposed by this application. Figure 12 below depicts the proposed site plan. Approving the application would change 289.08 acres from Rural Land (0.1 du/ac) to Low Residential (0-1 du/ac), 39.26 acres from Low Residential to Medium Residential (1-4 du/ac) and 30.28 acres from Rural Land to Commercial (1.0 FAR or 0-8 du/ac) land use designations. The maximum development allowed, if approved, would be 240 residential units and 30.28 acres (1.3 million sf) of commercial use. There is a companion application (#231111ZP) to rezone to a PUD zoning classification, proposing just over 1 unit per acre (240 proposed units ÷ 419.38 acres = 0.57 units per acre). Please refer to the companion application for PUD rezoning provided for reference. If this calculation is done using the portion of property not within the Rural Lands, the density becomes 0.73 dwelling units per acre.

### **Figure 12**

# Site Plan Overlay



## VI. 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 are addressed below.

### A. *Consistency with Marion County Comprehensive Plan*

1. Future Land Use Element (FLUE).
  - a. FLUE Policy 2.1.17 on Low Residential land use provides, this land use designation is an Urban Area land use. This land use designation is intended to recognize areas suited for primarily single-family residential units for existing and new development within the UGB, a PSA or Urban Area. Parcels outside of, but contiguous to the UGB and outside of the FPA are eligible for conversion to Low Residential designation through density bonus programs consistent with FLU Policy 2.1.3. The density range shall be up to one (1) dwelling unit per one (1) gross acre, as further defined in the LDC. This land use designation is considered the Urban Area. Where Low Residential abuts the Farmland Preservation Area or other Rural Area, hamlet, clustered or other development methods to preserve large tracts of open space is encouraged.
  - b. FLUE Policy 2.1.18 on Medium Residential land use provides, "[t]his land use designation is intended to recognize areas suited for primarily single-family residential units within the UGB.... The density range shall be from one (1) dwelling unit per one (1) gross acre to four (4) dwelling units per one (1) gross acre, as further defined in the LDC. This land use designation is an Urban Area land use.
  - c. FLUE Policy 2.1.22 on Commercial land use provides, this land use designation is intended to provide for mixed-use development focused on retail, office, and community business opportunities to meet the daily needs of the surrounding residential areas; and allows for mixed residential development as a primary use or commercial uses with or without residential uses. The density range shall be up to eight (8) dwelling units per one (1) gross acre and a maximum Floor Area Ratio of 1.0, as further defined in the LDC. This land use designation is allowed in the Urban Area and allows for campgrounds and recreational vehicle parks (RVP).

**Analysis:** The subject property's current future land use designation is Rural Land (394.66 acres) and Low Residential (55 acres), The Rural Land allows for a density of one (1) dwelling unit per ten (10) acres for a maximum of 39 dwelling units. The Low Residential allows for up to one (1) dwelling unit per acre for a maximum of 55 dwelling units. Overall the current land use allows for 94 residential units. The subject property has 449.66 acres in total, but only 358.62 acres are related to the land use amendment request. The applicant is requesting 289.08 (289 dwelling units max) acres to change from

Rural Land to Low Residential. Approving this Large-Scale Map Amendment for the Low Residential request would allow the property to be developed with additional residential units in this area and provide a step down in density toward the boundary of the UGB. Therefore, this request is **consistent** with FLUE Policy 2.1.17.

The applicant also requests 39.29 acres to change from Low Residential to Medium Residential (157 dwelling units max), and 30.28 acres to change from Rural Land to Commercial (1.3 million GSF commercial use or 242 dwelling units). The Medium Residential land use request would allow for a density of 1-4 dwelling units per acre, which is higher than all the land use surrounding the area; there is no Medium Residential in the immediate area, further, the proposed location is located due south of the existing Jumbolair paved runway with the north boundary of the property  $\pm$ 125-feet from the south end of the runway complex. Additionally, staff notes the amendment is generally unrelated to the revised concurrent zoning change request. When the applicant amended the zoning change application, staff asked if the applicant wanted to remove the Medium Residential from the land use application and was told no. Staff does not support establishing increased residential densities of this isolated part of the site given the surrounding Low Residential land use patterns and its location in relation to the existing airstrip. The area of land proposed for Commercial land use is where some possible pre-existing non-conforming commercial uses and commercial uses related to the runway currently exist. The proposed land use amendment for Commercial on 30.28 acres (1.3 million GSF) would entitle the property and allow for the expansion of commercial uses in an area surrounded by residential. Staff does not support expanding commercial uses in this isolated area. Therefore, this request is **inconsistent** with FLUE Policies 2.1.18 and 22.

Staff notes further, in the event additional residential units may be sought for development of the site, the applicant may acquire density bonuses via TDCs for the residential units and be consistent with Policy 2.1.3 of the Future Land Use Element.

- d. FLUE Policy 5.1.3 on Planning and Zoning Commission provides in relevant part, “[t]he County shall enable applications for CPA... requests to be reviewed by the Planning and Zoning Commission, which will act as the County’s Local Planning Agency. The purpose of the advisory board is to make recommendations on CPA... 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:** The proposed FLUM amendment was scheduled for the October 30, 2023, Planning and Zoning Commission and, therefore, the application is **consistent** with FLUE Policy 5.1.3.

- e. FLUE Policy 5.1.4 on Notice of Hearing provides, “[t]he 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.

- f. OBJECTIVE 9.1: Transfer of Rights program, The County shall implement transfer of rights programs designed to protect natural resources, especially those identified in the Conservation Element and locally important and prime farmlands within the County. These resources include, but are not limited to, the preservation of high-water recharge and underground drainage basins, springs, karst areas, sinkholes, sinks, sinkhole ponds, and other karst features.

**Analysis:** The applicant may acquire Transfer of Development Credits to increase the allowable densities on the subject property, with Board approval, and therefore, the application would be **consistent** with FLUE Objective 9.1

2. Transportation Element (TE)

- a. TE Policy 2.1.4 on Determination of Impact provides in part, “[a]ll proposed development shall be evaluated to determine impacts to adopted LOS standards.”

**Analysis:** Professional planning practice requires that when considering the transportation impacts of a FLUMS amendment, the most intense general development should be analyzed.

The applicant is proposing the addition of three-hundred and fifty-four (354) single-family dwellings, eighty-thousand (80,000) square feet of warehousing, and two-hundred and twenty (220) multi-family dwelling units. The applicant’s proposal could generate up to 4,030 trips per day, 368 of those being PM peak hour trips.

The applicant submitted a traffic memorandum that was reviewed by the Office of the County Engineer and the Planning Department. The traffic memo is thorough but is not a full traffic study. A more detailed traffic study is required to be submitted with the Master Plan and will determine the final impacts. However, the memorandum does a detailed analysis that indicates that the impacts to NE Jacksonville Road (CR 200A) and NE Anthony Road would be minimal with both of these corridors still retaining sufficient capacity after the proposed buildout of these uses. There are two segments which will approach their capacities at full buildout of this development. These segments are NE Jacksonville Road from NE 35th Street to NE 49th Street and NE 70th Street from US 441 to NE Jacksonville Road. The full traffic study will examine the impacts to these road segments in more

detail. If the PUD is approved, the applicant will need to finish the traffic study and do analysis on a few intersections nearby. Ultimately, the impacts from the proposed PUD will not adversely impact the local road network. A summary of the memorandum's preliminary findings and improvements can be found below. The full traffic study will make the final determination of the developments impacts and needed improvements.

**Buildout Conditions**

- All study roadway segments operate acceptably and are shown to have sufficient capacity under buildout conditions with a maximum v/c ratio of 0.99 for Jacksonville Road from NE 35<sup>th</sup> Street to NE 49<sup>th</sup> Street for AM Peak Hour
- An exclusive westbound right turn lane is recommended at NE 70<sup>th</sup> Street at Jacksonville Road (CR 200A) to improve operational performance for the westbound approach to an acceptable LOS standard.
- An exclusive northbound left turn lane is recommended at NE 77<sup>th</sup> Street at Jacksonville Road (CR 200A) to better accommodate the left turning vehicles.
- A permitted-protected left turn phase was added to the eastbound and westbound approaches at NE 70<sup>th</sup> Street (SR 326) at Anthony Road.
- With the above improvement in place, all intersections and approaches operate without overcapacity movements and at or above acceptable LOS standards.

Below, are three tables. The first table shows the traffic trips to be generated from the proposed development. The second table shows the PM Peak Hour capacity analysis at full buildout of the proposed development. The third table shows the AM Peak Hour capacity analysis at full buildout of the proposed development.

**Table 2: Development Trip Generation**

Land Use Type	ITE Code	Intensity	Units	Daily Trips	AM Peak Hour Trips			PM Peak Hour Trips		
					In	Out	Total	In	Out	Total
<i>Portion A (West of Airfield)</i>										
Single Family Detached Housing	210	222	DU	2,102	39	115	154	132	78	210
<i>Portion B (East of Airfield)</i>										
Single Family Detached Housing	210	32	DU	354	7	19	26	21	13	34
Warehouse*	150	80	KSF	165	11	3	14	4	10	14
<i>Portion B Total</i>				519	18	22	40	25	23	48
<i>Portion C (South of Airfield)</i>										
Multifamily Family Housing	220	208	DU	1,409	20	63	83	69	41	110
<b>Development Total</b>				<b>4,030</b>	<b>77</b>	<b>200</b>	<b>277</b>	<b>226</b>	<b>142</b>	<b>368</b>

\*Warehouse land use is utilized for the hangars that will support the proposed residential uses.

Table 6: Year 2026 Buildout Roadway Capacity Analysis (PM)

Roadway	From	To	No. of Lanes	Fun Class	LOS Std.	Daily Capacity	Pk Hr Pk Dir Capacity	Annual Growth	Background PM PH NB/EB Vol	Background PM PH SB/WB Vol	Jumbolair PM PH NB/EB Vol	Jumbolair PM PH SB/WB Vol	Total PM PH NB/EB Vol	Total PM PH SB/WB Vol	v/c
Jacksonville Road (CR 200A)	NE 35 <sup>th</sup> St.	NE 49 <sup>th</sup> St.	2	Arterial	E	12,744	634	1.00%	530	286	31	19	561	305	0.88
	NE 49 <sup>th</sup> St.	SR 326	2	Arterial	E	12,744	634	1.00%	331	248	37	23	368	271	0.58
	SR 326	NE 95 <sup>th</sup> St.	2	Arterial	E	29,340	1,449	1.00%	472	396	49	31	521	427	0.36
Anthony Road	NE 35 <sup>th</sup> St.	NE 49 <sup>th</sup> St.	2	Arterial	E	12,744	634	1.00%	294	239	12	7	306	246	0.48
	NE 49 <sup>th</sup> St.	SR 326	2	Arterial	E	12,744	634	1.00%	106	64	27	17	133	81	0.21
	SR 326	NE 95 <sup>th</sup> St.	2	Arterial	E	29,340	1,449	1.00%	114	42	39	25	153	67	0.11
NE 95 <sup>th</sup> Street	Anthony Rd.	CR 200A	2	Collector	B	9,270	486	1.00%	78	64	9	6	87	70	0.18
NE 70 <sup>th</sup> Street (SR 326)	US 441	Anthony Rd.	2	Arterial	D	17,920	888	1.00%	742	391	74	46	816	437	0.92
	Anthony Rd.	CR 200A	2	Arterial	D	17,920	888	1.00%	742	391	37	23	779	414	0.88
	CR 200A	NE 36 <sup>th</sup> Av.	2	Arterial	C	19,600	970	1.00%	647	472	27	43	674	515	0.69
	NE 36 <sup>th</sup> Av.	NE 40 <sup>th</sup> Av.	2	Arterial	C	8,200	430	1.00%	186	151	25	40	211	191	0.49

Table 7: Year 2026 Buildout Roadway Capacity Analysis (AM)

Roadway	From	To	No. of Lanes	Fun Class	LOS Std.	Daily Capacity	Pk Hr Pk Dir Capacity	Annual Growth	Background AM PH NB/EB Vol	Background AM PH SB/WB Vol	Jumbolair AM PH NB/EB Vol	Jumbolair AM PH SB/WB Vol	Total AM PH NB/EB Vol	Total AM PH SB/WB Vol	v/c
Jacksonville Road (CR 200A)	NE 35 <sup>th</sup> St.	NE 49 <sup>th</sup> St.	2	Arterial	E	12,744	634	1.00%	216	598	12	31	228	629	0.99
NE 70 <sup>th</sup> Street (SR 326)	US 441	Anthony Rd.	2	Arterial	D	17,920	888	1.00%	332	690	25	65	357	755	0.85
	Anthony Rd.	CR 200A	2	Arterial	D	17,920	888	1.00%	332	690	15	38	347	728	0.82
	CR 200A	NE 36 <sup>th</sup> Av.	2	Arterial	C	19,600	970	1.00%	469	659	27	43	674	515	0.69

Further, staff notes that any development of the site will be subject to compliance with the Marion County Concurrency Management System requirements. A traffic memorandum was agreed to by OCE traffic and the County Engineer, the applicant did the study as

requested, staff finds the application is **consistent** with TE Policy 2.1.4.

- b. TE Objective 3.1 on Financial Feasibility of Development is, “[t]o encourage development within the Urban Growth Boundary where infrastructure can be provided in a financially feasible manner.”

**Analysis:** The subject property is located inside the UGB where facilities are currently in place and development of the site will function as infill development. Further, the site's development will be subject to Marion County Concurrency Management System requirements wherein the developer is subject to providing transportation improvements necessary to support the site's development. Based on the above, the application is **consistent** with TE Objective 3.1.

3. Sanitary Sewer Element (SSE)

- a. SSE Policy 1.1.1 provides in relevant part, “[t]he LOS standard of 110 gallons per person per day for residential demand and 2,000 gallons per day per acre of commercial 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:** Based on the addition of a single residence at 110 gallons per person per day, with an average family size of 2.4, according to the Census in Marion County, the property has the potential to generate an additional 159,296 gallons per day. The DRC comments letter finds a sanitary sewer infrastructure is available and that connection would be required (see Attachment B). Based on the above findings, the application is **consistent** with SSE Policy 1.1.1.

- b. SSE Policy 1.2.1 provides, “[w]ithin the UGB, all new development approval requests (CPAs, rezonings, site plans, etc.) will require proof that central sanitary sewer and water service from a County approved provider is or will be available. Approved providers in the UGB are MCUD, the cities of Ocala, Belleview or Dunnellon, and private utilities authorized by the County within its service area.”

**Analysis:** This parcel is within the UGB, and within the service area of Marion County Utilities, and services are located within the vicinity. Based on the above findings, the application is being processed **consistent** with SSE Policy 1.2.1.

4. Potable Water Element (PWE)

- a. PWE Policy 1.1.1 provides in part, “[t]he 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, and the non-residential LOS standard shall be 2,750 gallons per acre per day.”

**Analysis:** Staff finds that based on the addition of 468 units multiplied by 2.4 persons per household equals 1,123 persons and 30.28 acres of commercial which will generate a demand of an additional 217,910 gallons per day. The water treatment plant serving this area has sufficient capacity to serve this demand. Based on the above findings, the application is **consistent** with PWE Policy 1.1.1.

- b. PWE Policy 1.6.4 provides, “[a]dequate potable water supplies and facilities which meet the adopted LOS standards shall be available concurrent with the impacts or development.”

**Analysis:** The site is in Marion County Utilities Service Area and services are currently in place and connection is required. Based on the above findings, the application is **consistent** with PWE Policy 1.6.4.

5. Solid Waste Element (SWE)

- a. SWE Policy 1.1.1 provides, “[t]he 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:** Based on average household size 2.4 persons, multiplied by 468 homes yields 1,123 persons, with 6.2 pounds of solid waste per person, an additional demand of 6,963 pounds of solid waste would be generated daily. The County has identified and arranged for short-term and long-term disposal needs by obtaining a long-term contract reserving capacity with a private landfill in Sumter County. Based on the above findings, the application is **consistent** with SWE Policy 1.1.1.

- b. SWE Policy 1.1.5 provides, “Permits shall be denied for development that would either increase demands on an already deficient facility or cause a facility to exceed its capacity until such time that the facility may provide service in accordance with the adopted LOS standard.”

**Analysis:** The County has identified and arranged for short-term and long-term disposal needs by obtaining a long-term contract reserving capacity with a private landfill in Sumter County. The owner is placed on notice that should disposal facilities become unavailable, permits shall not be issued for the dwelling units. Based on the above findings, the application is **consistent** with SWE Policy 1.1.5

6. Stormwater Element (SE).
  - a. SE Policy 1.1.4 provides, “[t]he 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 subsequent development order approval, the owner will need to demonstrate post-development stormwater runoff can be accommodated by the proposed stormwater facility, which facility could potentially include reducing the form, intensity, and/or density of the proposed development (e.g., units, building SF, impervious square feet). Based on the above, the application is **consistent** with SE Policy 1.1.4.
  - b. SE Policy 1.1.5 provides, “[s]tormwater facilities meeting the adopted LOS shall be available concurrent with the impacts of the development.”

**Analysis:** The owner is advised the owner will be responsible for funding the stormwater facilities with sufficient capacity to accommodate the post-development runoff. Based on the above findings, the application is **consistent** with SE Policy 1.1.5.
7. Public School.
  - a. Antony Elementary School, 9501 NE Jacksonville Road, Anthony, and is 0.89 miles northeast of the proposed development with a capacity of 102.21%. North Marion Middle School, located at 2085 NW Hwy 329, Citra, is 4.47 miles northwest of the proposed development with a capacity of 75.12%. North Marion High School is located at 151 W Hwy 329, Citra, and is 4.4 miles north of the proposed development with a capacity of 73.81%. Based on the above findings, the proposed development would not adversely affect public interest. The expected student generation numbers for this development are 58 elementary, 27 middle, and 31 high school for a total of 116 students. Therefore, it is concluded that the application is **consistent** with this section.
8. Fire Rescue/emergency.
  - a. The Anothony Fire Station #1, located at 3199 NE 70<sup>th</sup> Street, is 1.7 miles southeast of the proposed development. The Comprehensive Plan does not establish a level of service 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. Based on the above findings the application is **consistent** with this section.

In summation, staff concludes that the application is **consistent** with the Comprehensive Plan.

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:** Section A of this staff report included detailed analysis of the availability of facilities and services, and drew the following conclusions: (1) that the development, if approved, will generate a significant amount of traffic that will likely require offsite improvement. (2) that the property is located inside the Urban Growth Boundary and, is within the Marion County Utilities service area and services are available, including the presence of existing potable water and sanitary sewer force mains are within connection distance. Line extensions may be required at the expense of the developer; (3) the location has access to the public schools listed, as well as Fire Rescue in case of emergency; and finally (4) any stormwater concerns have also been addressed herein by staff. The application **does comply with and conform to** F.S. Section 163.3177(6)(a)8a.

The analysis of the suitability of the plan amendment for its proposed use was addressed in the existing site characteristics section of this staff report and, therefore, the application **complies with and conforms to** F.S. Section 163.3177(6)(a)8b.

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 Policy 2.1.17, 18, and 22 which begs the question concerning the request for Medium Residential and the request for isolated commercial in a non-commercial area, therefore, the application does not **comply with and conform to** 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:
    - (l) 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 which 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 the proposed amendment is located inside the County's Urban Growth Boundary and would allow for low density development along the boundary of the Urban Growth Boundary. The low density residential development would maximize existing infrastructure and create a clear separation between the urban areas to the south and rural areas to the north. As such, the amendment for Low Residential discourages urban sprawl, and based on this finding, the proposed amendment is **consistent** with F.S. Section 163.3177(6)(a)9a. The request for Commercial in this location would result in promoting significant amounts of urban development in a suburban to rural area when there are much more compatible areas already entitled for that level of commercial development. Therefore, the proposed amendment for Commercial land use is **inconsistent** 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:
- (I) 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 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 the proposed amendment is located inside the County's Urban Growth Boundary and is consistent with I, II, V, and VI above. Based on this finding, the proposed amendment is **consistent** with F.S. Section 163.3.177(6)(a)9b.

## VII. 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 large scale FLUMS 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.

- C. 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 require the applicant **to utilize the TDR program** for the increased densities while **APPROVING** the large scale FLUMS amendment.

## VIII. STAFF RECOMMENDATION

Staff recommends the Board of County Commissioners to **DENY** the proposed land use amendment for Commercial and Medium Residential but **APPROVE** the proposed Low Residential portion of the large-scale FLUMS amendment number 23-L05 because the request for Low Residential **is consistent with**:

- A. The Marion County Comprehensive Plan, specifically with:
1. FLUE Policies 2.1.17, 3.1.2, 5.1.3, and 5.1.4;
  2. TE Objective 2.1.4,3.1;
  3. SSE Policies 1.1.1, and 1.2.1;
  4. PWE Policies 1.1.1, and 1.6.4;
  5. SWE Policy 1.1.1, and 1.1.5; and
  6. SE Policies 1.1.4, and 1.1.5; and

The Medium Residential and Commercial land use amendments are **inconsistent with**

1. FLUE Policies 2.1.18, 2.1.22

And **complies with and conforms to**:

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

The Medium Residential and Commercial land use amendments **do not comply and conform to**:

3. F.S. Section 163.3.177(6)(a)9a

## IX. PLANNING & ZONING COMMISSION RECOMMENDATION

Denial 3-1

Will adversely affect the public interest

Is not consistent with the Marion County Comprehensive Plan

Is not compatible with the surrounding area.

## X. BOARD OF COUNTY COMMISSIONERS – TRANSMITTAL

To be determined.

## XI. BOARD OF COUNTY COMMISSIONERS – ADOPTION

To be determined.

## **XII. LIST OF ATTACHMENTS**

- A. Application.
- B. Development Review Committee Comments.
- C. Site Photos
- D. Approved Traffic Methodology
- E. Traffic Memorandum
- F. 1992 Vesting Order