



**Marion County
Board of County Commissioners**

Growth Services

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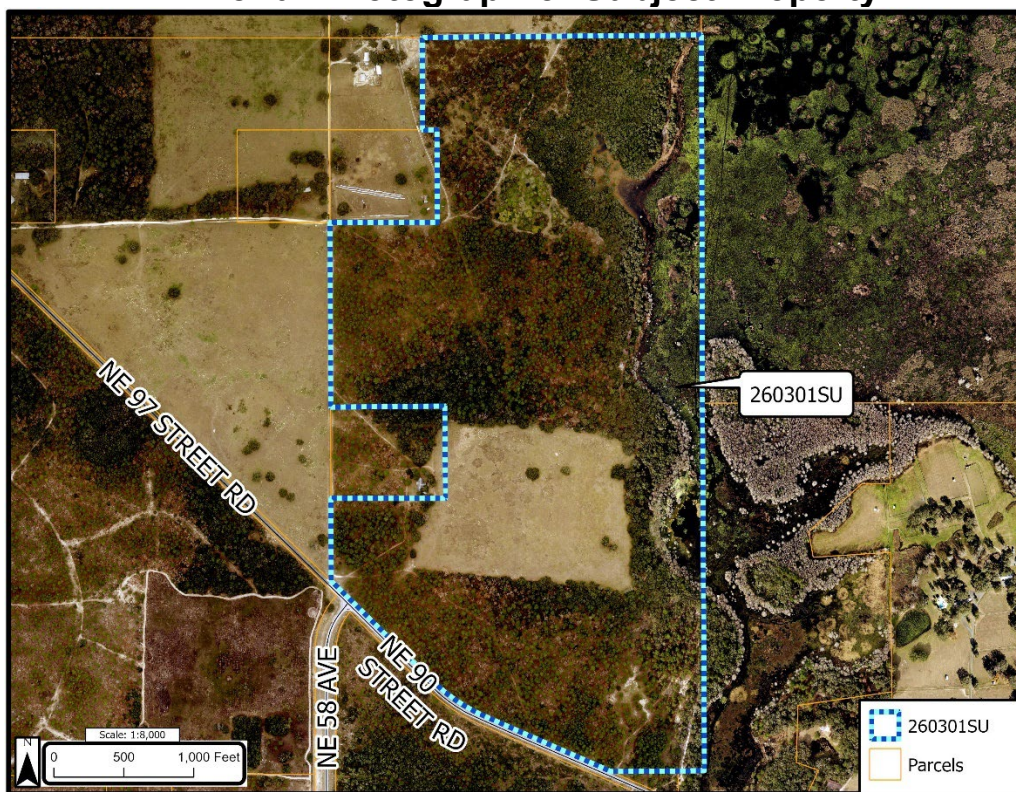
**PLANNING & ZONING SECTION
STAFF REPORT**

P&ZC Date: 02/23/2026	BCC Date: 03/17/2026
Case Number:	260301SU
EPL Plan Number:	PL SUP-000080-2025
Type of Case:	Special Use Permit for a new 199' monopole telecommunication tower and facility.
Owner	Pasteur Cattle Company, Inc.
Applicant	Gulfstream Towers Holding Company, LLC.
Street Address	No address assigned
Parcel Number	15967-000-00
Property Size	±266.21-acres (Leased space for cell tower, 10,000 sq. ft.)
Future Land Use	Rural Land (RL)
Zoning Classification	General Agriculture (A-1)
Overlay Zone/Scenic Area	Primary Springs Protection Overlay Zone (P-SPOZ)
Staff Recommendation	Approval with conditions
P&ZC Recommendation	TBD
Project Planner	Kathleen Brugnoli, Planner
Related Case(s)	901105S: Transmitter building in A-1 – approved

I. ITEM SUMMARY

Gulfstream Towers Holding Company LLC., on behalf of Pasteur Cattle Company, Inc., has filed an application for a special use permit to allow for a new 199' monopole telecommunication tower and associated ground equipment (see Attachment A). Figure 1 is an aerial photograph showing the location of the subject property. The Property Identification Number associated with the property is 15967-000-00, the site currently has no address, and the legal description is displayed on the deed included as part of the application. The subject property is located within the Silver Springs Secondary Protection Overlay Zone (S-SPOZ) and outside the Urban Growth Boundary (UGB).

Figure 1
Aerial Photograph of Subject Property



II. STAFF SUMMARY RECOMMENDATION

Staff recommends **APPROVAL WITH CONDITIONS** due to the request being consistent with the Marion County Comprehensive Plan, compatible with the surrounding area, and will not adversely affect the public interest specified in Section VI.B. of this Staff Report. The recommended conditions are being imposed to address compliance with the requirements in LDC Sections 2.8.2.D and 2.8.3.B.

III. NOTICE OF PUBLIC HEARING

The Growth Services Director has interpreted the requirements of Land Development Code (LDC) Sections 2.7.3.C and 2.7.3.B to apply to SUP applications. LDC Section 2.7.3.C requires notice of public hearing be mailed to all property owners within 300 feet of the subject property and notice was mailed to six (6) property owners on February 13, 2026. As of the date of the initial distribution of this staff report, no letters of opposition or support have been received. Consistent with LDC Section 2.7.3.B., public notice was posted on the subject property on February 3, 2026, and consistent with LDC Section 2.8.3.E. due public notice was published in the Ocala Star-Banner on February 16, 2026. Evidence of the above-described public notices are on file with the Growth Services Department and is incorporated herein by reference.

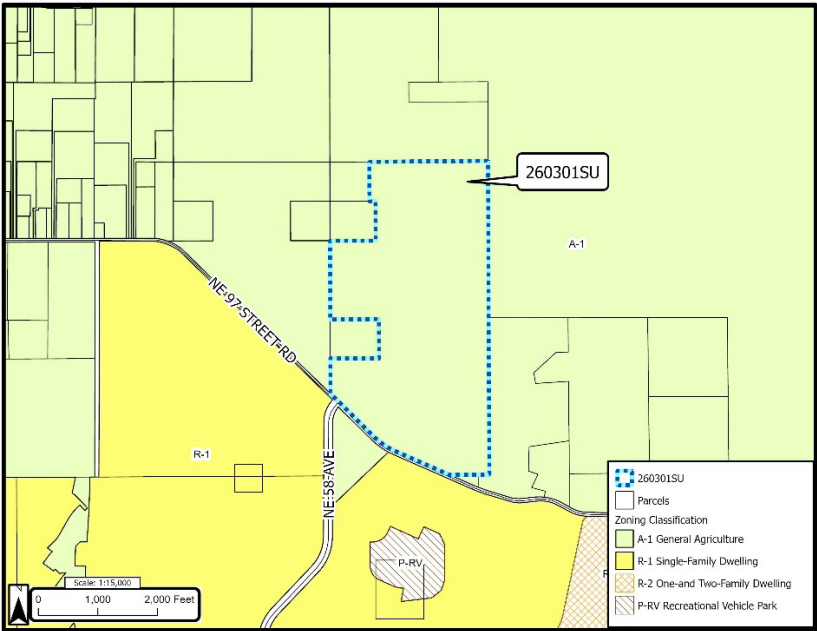
IV. BACKGROUND/CHARACTER OF THE AREA

- A. *Existing site conditions.* Figure 2 provides zoning classification information while Figure 3 shows the FLUMS designation for the area. Table 1 outlines the existing uses of the surrounding area, while Figure 4 illustrates those uses in relation to the subject property. As illustrated, the subject property is currently listed as Agriculture Production by the Marion County Property Appraisers (MCPA) office. The surrounding area is Agricultural to the north and west with non-classified Agriculture and Mobile Home uses to the east and state-owned lands to the south that are part of Indian Lake State Forest's Equestrian Trails. This parcel previously had an FM radio antenna and supporting ground equipment on-site in the same location as is being proposed for this telecommunication tower. That radio antenna was approved through a special exception granted in 1990 and was ultimately dismantled in July of 2023 (Attachment C).

A site visit was conducted on February 3, 2026, to post public notice and photograph the property (Attachment B). The property is fenced and gated with a dirt driveway providing access through the property to the former site of the radio antenna and the proposed site of the telecommunication tower. Other than the cleared path in to the property for a vehicle, the property is wooded and undeveloped.

- B. *Zoning district map.* Figure 2 shows the subject property designated as General Agriculture (A-1), with all surrounding properties also being A-1 with the exception of one parcel to the south being Single-Family Dwelling (R-1).

Figure 2
Zoning Classification



C. *FLUMS designation.* Figure 3 is the FLUMS and shows the subject property as Rural Land (RL) land use (1 du/10 acre) with similar land use surrounding to the north, east, and west, and Preservation (PR) to the south.

Figure 3
Future Land Use Map Series

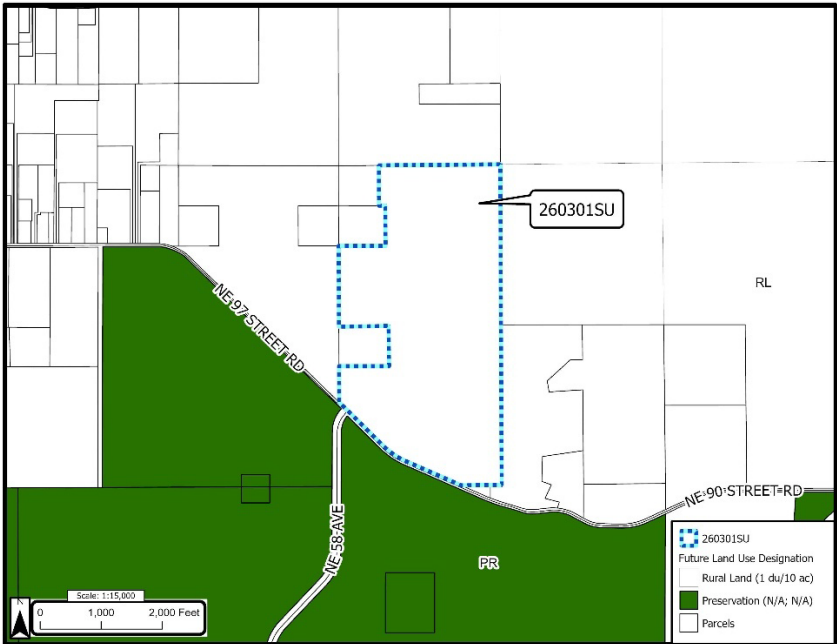


TABLE 1. ADJACENT PROPERTY CHARACTERISTICS			
Direction	FLUMS	Zoning	Existing Use
Site	Rural Land (RL)	General Agriculture (A-1)	Ag Production
North	Rural Land (RL)	General Agriculture (A-1)	Ag Production
South	Preservation (PR)	General Agriculture (A-1) Single-Family Dwelling (R-1)	Government Institution
East	Rural Land (RL)	General Agriculture (A-1)	Mobile Home
West	Rural Land (RL)	General Agriculture (A-1)	Ag Production

Figure 4
MCPA Property Uses

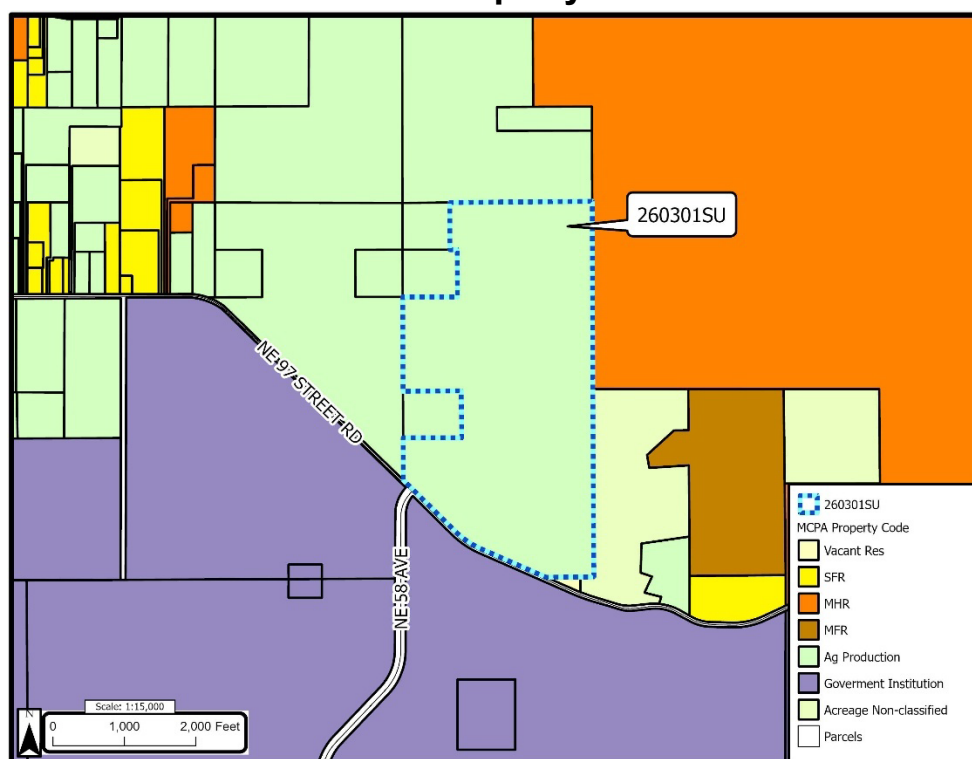


Figure 5
Conceptual Plan

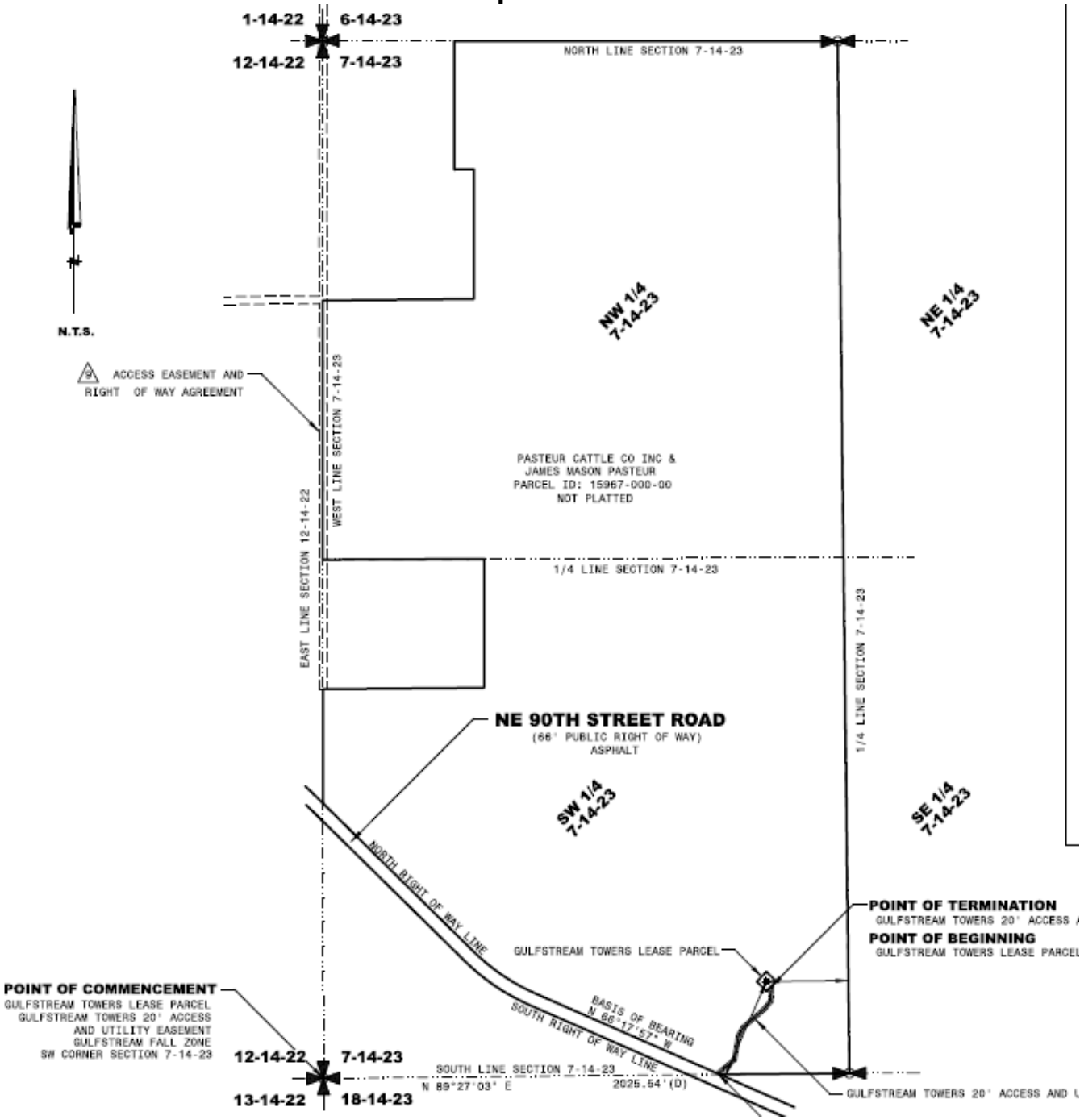


Figure 6
Enlarged View of Leased Area

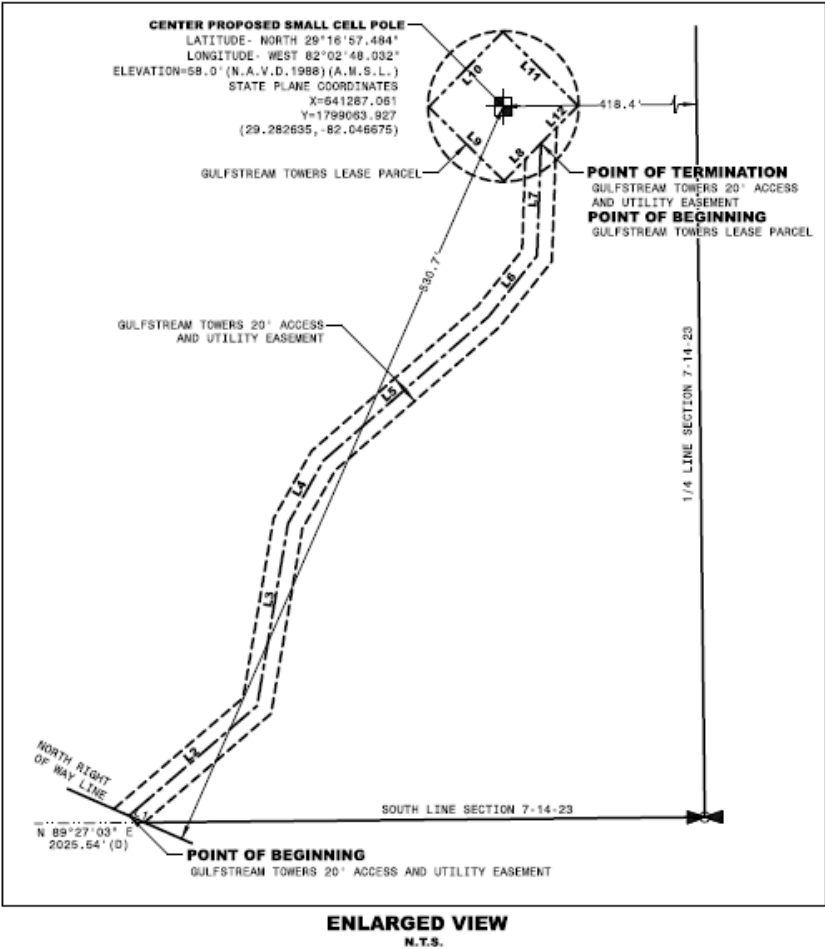
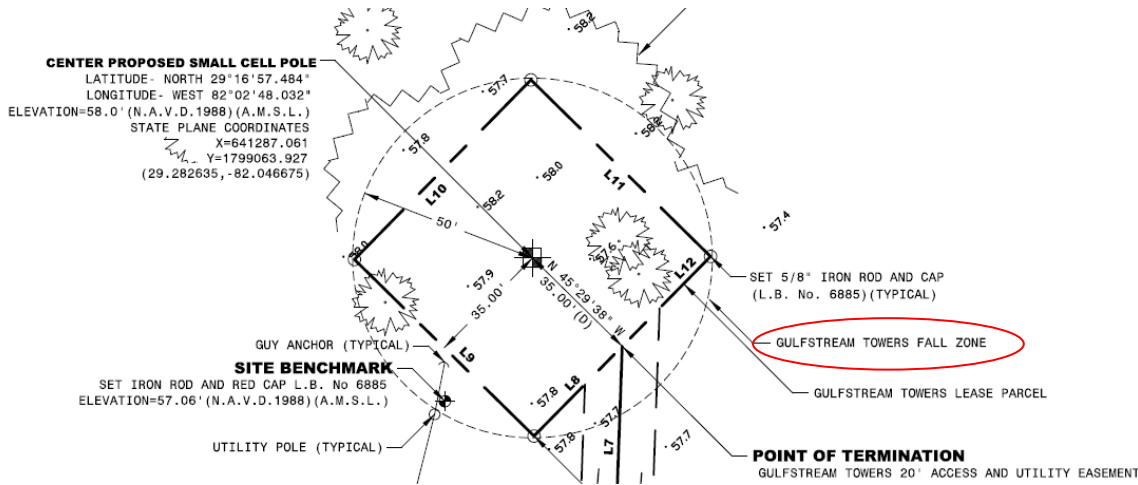


Figure 7
Fall Zone



V. ANALYSIS

LDC Section 2.8.2.D provides that in making a recommendation to the Board, the Planning and Zoning Commission shall make a written finding the SUP addresses nine (9) specific requirements. LDC Section 2.8.3.B requires consistency with the Comprehensive Plan. Staff's analysis of compliance with these ten (10) requirements are addressed below.

- A. *Provision for **ingress and egress** to property and proposed structures thereon with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire or catastrophe.*

Analysis: Ingress/egress to the proposed tower location will be provided by a 20' wide access and utility easement near the southeast portion of the property on to NE 90th Street Rd. There's an existing access and gate on the property which will be moved slightly to the west of its current location and a concrete driveway apron will be added meeting OCE requirements. Staff concludes that the application is **consistent** with provisions for ingress and egress.

- A driveway apron on to the property, that meets OCE's standards of development, shall be required.

- B. *Provision for **off-street parking and loading areas**, where required, with particular attention to the items in (1) above and the economic, noise, glare, or odor effects of the SUP on adjoining properties and properties generally in the surrounding area.*

Analysis: Off street parking and loading is provided in front of the access gate to the compound as shown in Attachment A Page 46 with additional parking area within the gravel covered compound area if needed to perform repairs or maintenance. There will be no odor or glare impacts; this tower falls below 200' and, based on the FAA Determination of No Hazard (Attachment A Pages 61-64), would not require lighting at the top of the tower. The site is primarily unmanned and the only noise impacts anticipated would be at times of maintenance. The application is **consistent** with provisions for off-street parking and loading areas as well as noise.

- C. *Provisions for **refuse and service area**, with particular reference to the items in (1) and (2) above.*

Analysis: The tower is unmanned and refuse will not be generated here. The application is **consistent** with this provision.

- D. *Provision for **utilities**, with reference to locations, availability, and compatibility.*

Analysis: The proposed use does not require any water or sewer services, which is acknowledged in DRC comments from Utilities, "No utility flows are proposed

with this project.” (Attachment D). Power will be provided, with Clay Electric being the provider in the area, and installation will be done in the 20’ wide easement to the site. Staff concludes the application **is consistent** with the provision of utilities.

- E. *Provision for **screening and buffering** of dissimilar uses and of adjacent properties where necessary.*

Analysis: The proposal includes that a 5’ wide landscape buffer shall be provided with plantings meeting the criteria set forth in LDC Sec. 4.3.25 E (4) in addition to a six-foot tall fence with barbed wire surrounding the leased area for the tower. The code only requires a four foot wide planting area so the proposed buffering actually exceeds Code requirements. Watering is also addressed with the responsibility falling to the Contractor until the plants are established and will be required to happen twice weekly for three months (Attachment A Page 51).

- Buffering shall meet the minimum requirements as established in LDC Sec. 4.3.25 E (4).

- F. *Provision for **signs**, if any, **and exterior lighting** with consideration given to glare, traffic safety, economic effects, and compatibility and harmony with properties in the surrounding area.*

Analysis: Lighting is not proposed, but if it is found that lighting needs to be added, a photometric plan will be provided in accordance with the LDC. The signage to be included will be near the access gate providing the FCC registration number and owner contact information. Warning signs and no trespassing signs will be posted on the fenced lease area of the tower. It is concluded that the application is **consistent** with the signs and exterior lighting requirements of this section.

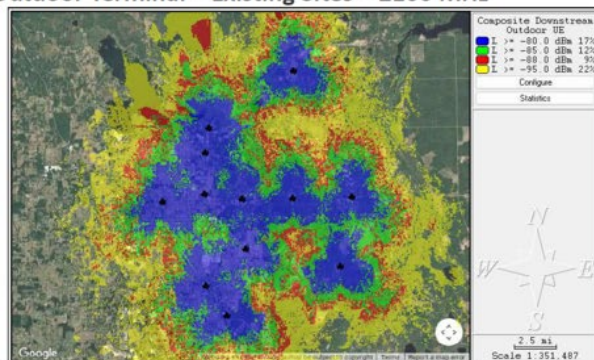
- A photometric plan shall be provided during the Development Review Phase if additional lighting is proposed to be added to the site.

- G. *Provision for **required yards and other green space**.*

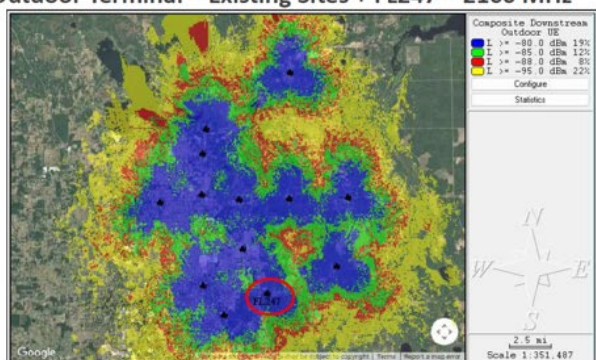
Analysis: Open space as required by Land Development Code Section will be reviewed by DRC during formal site plan review.

Figure 8
Coverage Maps

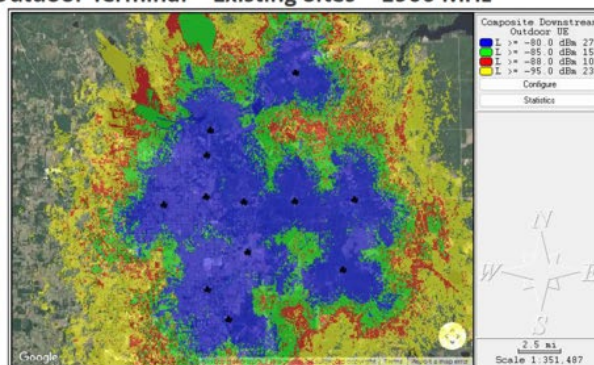
Outdoor Terminal – Existing Sites – 2100 MHz



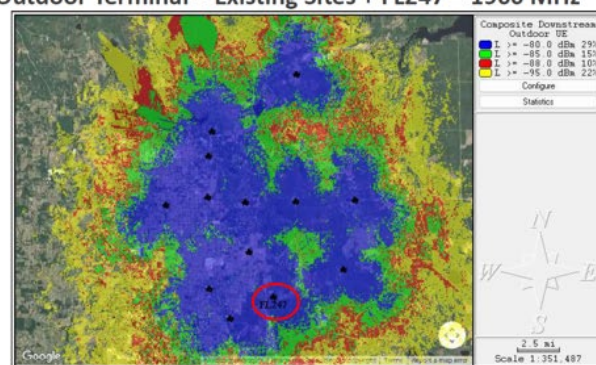
Outdoor Terminal – Existing Sites + FL247 – 2100 MHz



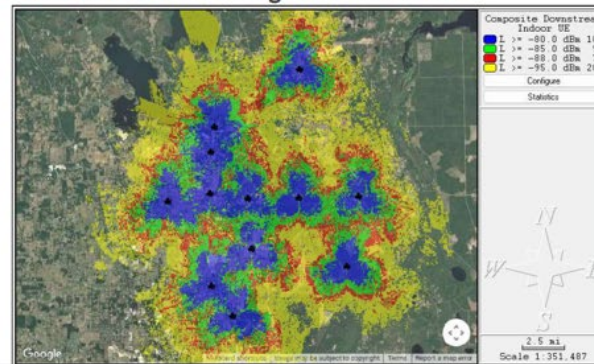
Outdoor Terminal – Existing Sites – 1900 MHz



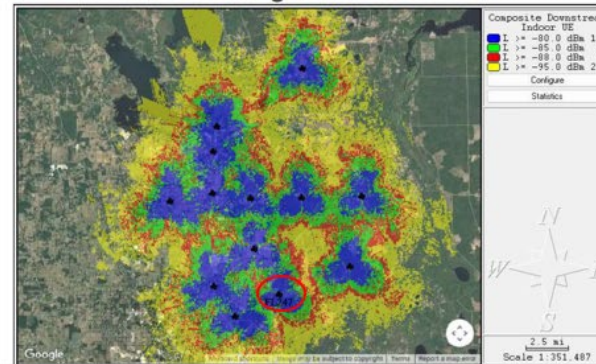
Outdoor Terminal – Existing Sites + FL247 – 1900 MHz



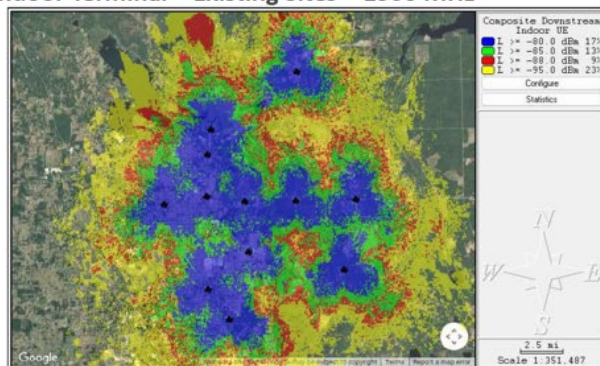
Indoor Terminal – Existing Sites – 2100 MHz



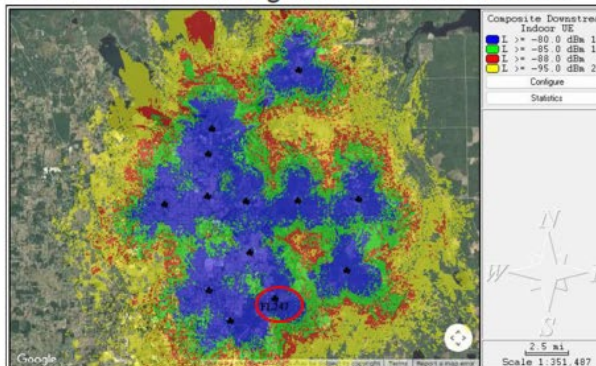
Indoor Terminal – Existing Sites + FL247 – 2100 MHz



Indoor Terminal – Existing Sites – 1900 MHz



Indoor Terminal – Existing Sites + FL247 – 1900 MHz



H. *Provision for general **compatibility** with adjacent properties and other property in the surrounding area.*

Analysis: Compatibility is defined in Chapter 163.3164(9) of the Florida Statutes, under the Community Planning Act, as “a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”

Figure 1 is an aerial photograph displaying existing and surrounding properties. Figure 4 displays the same properties based on their use code per Marion County Property Appraiser. The subject parcel was previously developed with a radio antenna and operated for roughly two decades before it was removed in 2023. Similar telecommunication towers are, at the closest, roughly two miles away. Coverage maps provided with the application show a need for a tower in this location that will provide for increased communication service in the area as well as emergency 911 services. A determination of no hazard letter was provided and all tower location requirement distances as provided in LDC Table 4.3-2 Tower Locational Requirements. The location is surrounded by large acreage parcels of ag production and park lands where there will be little impact as there are very few homes in the area.

If approved, a site plan review will be required through Development Review Committee (DRC) to further ensure compatibility is being met by the proposed development. To assist in mitigating any sort of incompatibility, staff recommends the following conditions

- This site shall be developed consistent with the proposed conceptual plan.
- An approved site plan review from Development Review Committee shall be obtained prior to construction.
- The Special Use Permit runs with Pasteur Cattle Company, and not the property.

I. *Provision for meeting any **special requirements** required by the site analysis for the particular use involved.*

Analysis: Staff notes that unlike a variance, which runs with the land and is recorded in the public records, a special use permit is not recorded. As a result, a subsequent owner will not have notice of the requirements. The subject property will require a site plan review before additional development commences. The site plan will ensure that the development is consistent with the Land Development Code. Staff concludes that no special requirements are needed beyond the conditions provided in this report.

J. *Consistency with the Comprehensive Plan.*

1. Policy 2.1.5: **Permitted & Special Uses** – The county shall identify permitted and special uses for each land use designation and zoning

classification, as further defined in the Comprehensive Plan, Zoning, and LDC.

Analysis: LDC Section 4.3.25(D) allows for Special Use Permits for telecommunication towers. Within section 4.3.25(C) towers exceeding 150' in height must apply for a special use permit. Thus, the application is **consistent** with FLUE Policy 2.1.5.

Based on the above findings, staff concludes the SUP is consistent with LDC Sections 2.8.2.D and 2.8.3.B, even with the provided conditions to attempt to address the ten (10) requirements imposed.

VI. ALTERNATIVE RECOMMENDATIONS

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

VII. STAFF RECOMMENDATION

- A. Staff recommends the Board enter into the record the Staff Report and all other competent substantial evidence presented at the hearing and make a recommendation to adopt a proposed Ordinance to **APPROVE AS CONDITIONED** the special use permit based on compatibility in the area, compliance with the Comprehensive Plan, and a lack of adverse impacts to the surrounding area.
- B. To address compliance with LDC Sections 2.8.2.D and 2.8.3.B, the following conditions are imposed in the event that the Board chooses to agree with staff recommendation and approve the special use with conditions:
 - 1. A driveway apron on to the property, that meets OCE's standards of development, shall be required.
 - 2. Buffering shall meet the minimum requirements as established in LDC Sec. 4.3.25 E (4).

3. An approved site plan review from Development Review Committee shall be obtained prior to construction.
4. A photometric plan shall be provided during the Development Review Phase if additional lighting is proposed to be added to the site.
5. This site shall be developed consistent with the proposed conceptual plan.
6. The Special Use Permit runs with Pasteur Cattle Company, and not the property.

VIII. PLANNING AND ZONING COMMISSION RECOMMENDATION

To be determined.

IX. BOARD OF COUNTY COMMISSIONERS ACTION

To be determined.

X. LIST OF ATTACHMENTS

- A. SUP application.
- B. Site Photos.
- C. Historical Information.
- D. DRC Comments.
- E. Surrounding Property Owner Map