



**Marion County
Board of County Commissioners**

Growth Services

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Ocala, FL 34470
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**PLANNING & ZONING SECTION
STAFF REPORT**

P&Z Date: 6/29/2026	BCC Date: 7/22/2026
Case Number	260705ZC
EPL Number	PL Zonechg-000597-2026
Type of Case	Rezoning from Regional Business (B-4) to Light Industrial (M-1)
Owner	484 Land Holdings, LLC (c/o Chris Armstrong)
Applicant	Tillman & Associates Engineering, LLC (c/o J. David Tillman)
Street Address/Site Location	15877 SW Highway 484, Dunnellon, FL 34432
Parcel Number(s)	34899-004-00
Property Size	±9.67 AC*
Future Land Use	Employment Center (EC)
Existing Zoning Classification	Regional Business (B-4)
Overlays Zones/Special Areas	Secondary Springs Protection Zone (SSPZ); Flood Prone Areas; Small portion within Marion County (Dunnellon) Airport Overlay Zone
Staff Recommendation	DENIAL
P&Z Recommendation	APPROVAL (6-0)
Project Planner	Jared Rivera-Cayetano
Related Cases	See Table 1 (below)

*Based on provided legal sketch, dated March 31, 2026 (see Attachment A)

I. ITEM SUMMARY

Tillman & Associates Engineering, L.L.C., on behalf of 484 Land Holdings, L.L.C., filed a rezoning application to change the zoning of a ±9.67-acre property from Regional Business (B-4) to Light Industrial (M-1). The subject property is located at 15877 SW Highway 484, Dunnellon, FL. The Parcel Identification Number for the subject property is 34899-004-00. The legal descriptions are provided within the rezoning application (see Attachment A). The site is located outside the Urban Growth Boundary (UGB), within the Secondary Springs Protection Zone (SSPZ), and partially within the Marion County (Dunnellon) Airport Overlay Zone (AOZ).

As of the initial distribution of this staff report, the intention of the rezoning request is to construct a contractors' yard (see Attachment A). Figure 2 provides a concept plan for the intended contractors' yard, including proposed outdoor storage areas, office building, and parking area. If approved, the applicant would not be bound to the submitted plans for a contractor's yard and would be allowed to develop the site with other commercial/light industrial uses as permitted by M-1 zoning.

Staff notes that the subject property is located within an existing node of properties surrounding the Marion County Airport (previously known as Dunnellon Airport) with an Employment Center (EC) or Commerce District (CD) designation, with the subject property's current EC designation approved in 2010. Prior requests for more intensive commercial/industrial zoning exceeding the current B-4 zoning have been denied by the Marion County Board of County Commissioners (BCC) at least two (2) times since 2010. If denied, the B-4 zoning would remain appropriate for the subject property's EC land use designation. Table 1, below, provides a list of past land use cases for the subject property.

TABLE 1 RELATED CASES		
Case Number	Request	Result
CPA Case No. 10-PR-M13 (10-L13)	Rural Land (RL) to Specialized Commerce District (SCD)*	<u>Approved (5-0 vote)</u>
Rezoning/Special Use Permit Case No. 111007Z/SU	General Agriculture (A-1) and Mixed Residential (R-4) to Heavy Business (B-5)	<u>Denied for B-5 zoning;</u> Approved for Regional Business (B-4) zoning and (now-expired) Special Use Permit for outdoor flea market (4-1 vote)
2013 Marion County Evaluation and Appraisal Report (EAR) Comprehensive Plan Amendment	Specialized Commerce District (SCD) to Employment Center (EC)	<u>Passed.</u> Specialized Commerce District (SCD) designation eliminated. Subject property designation amended to Employment Center (EC) to reflect the intent of the commercial/industrial SCD designation.*
Rezoning Case No. 210505ZC	Regional Business (B-4) to Light Industrial (M-1)	<u>Denied (5-0 vote)</u>

II. STAFF SUMMARY RECOMMENDATION

Staff recommends **DENIAL** of Light Industrial (M-1) zoning. Rezoning requests for properties adjacent to the subject property have shifted toward the moderate-intensity commercial uses permitted by B-4 zoning than the uses permitted by industrial zoning classifications that have historically existed within properties surrounding the Marion County Airport to the east.

Although intended to allow a contractor's yard at this time, the applicant would not be bound to the submitted plans for a contractor's yard and would be allowed to develop the site with other commercial/light industrial uses, including light manufacturing operations and distribution warehouses. Without any binding constraints, the site could be developed at greater intensities than proposed by the applicant, including any associated noise, dust, and visual impacts. Given pre-existing single-family residences adjacent to the subject property—with non-residential activity limited in scale—Staff has concerns with the potential intensity enabled by M-1 zoning.

Staff finds the request is not compatible with the existing surrounding area and is not consistent with the Marion County Comprehensive Plan. A B-4 zoning classification is the most appropriate for subject property's Employment Center (EC) designation, with the applicant better served by a Special Use Permit (SUP) for a contractor's yard.

Figure 1
General Location Map

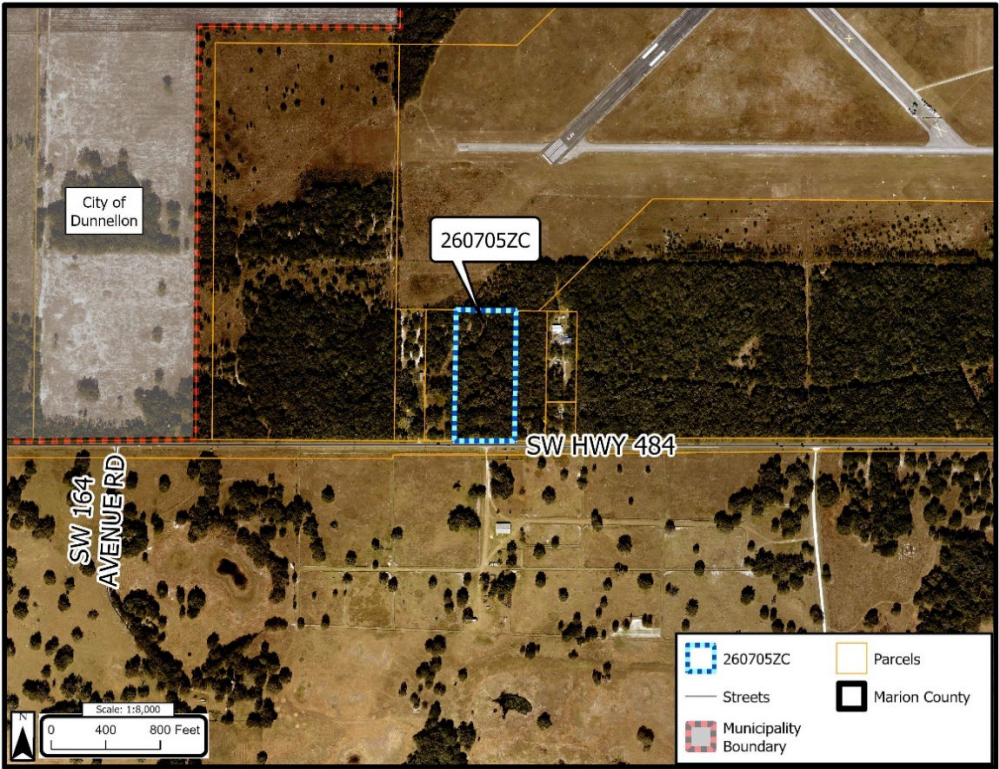
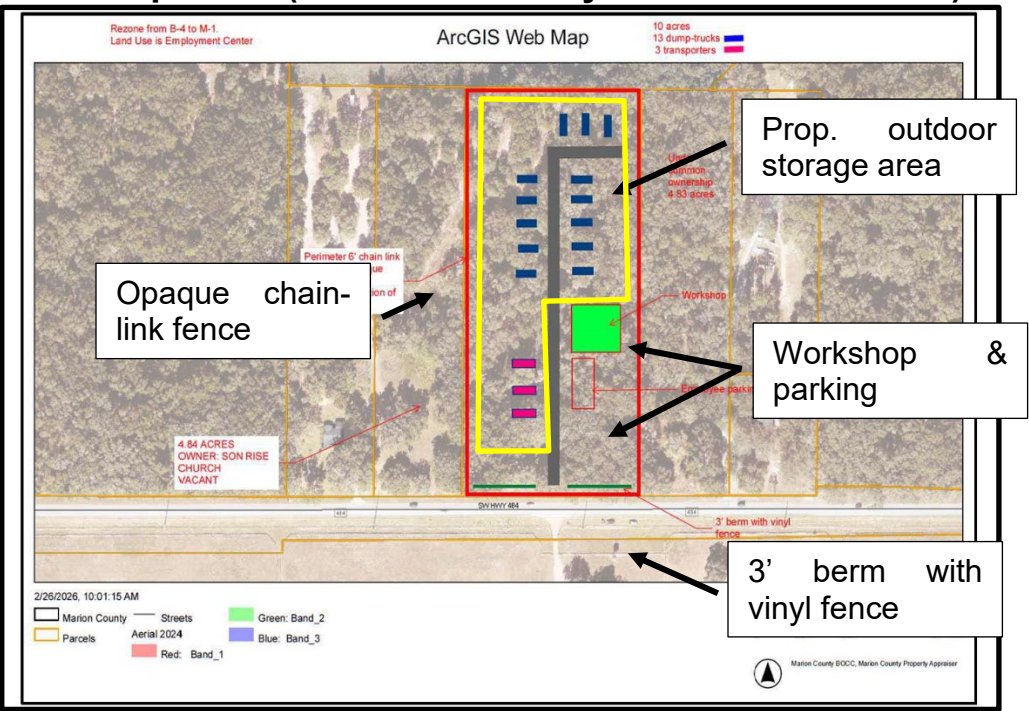


Figure 2
Concept Plan (see Market Analysis in Attachment A)



III. NOTICE OF PUBLIC HEARING

Consistent with Marion County Land Development Code (LDC) Section 2.7.3.C., notice of public hearing was mailed to all property owners (8 owners) within 300 feet of the subject property on June 12, 2026. Consistent with LDC Section 2.7.3.B., public notice was posted on the subject property on June 9, 2026, and consistent with LDC Section 2.7.3.E., public notices were published through the Marion County website on June 15, 2026, for the Planning and Zoning Commission. Evidence of the above-described public notices is on file with the Growth Services Department and is incorporated herein by reference. As of the date of the initial distribution of this staff report, no letters of opposition or support have been received.

IV. ANALYSIS

LDC Section 2.7.3.E.(2) provides that in making a recommendation to the Board, the Commission shall make a written finding that granting the rezoning will not adversely affect the public interest, that the proposed zoning change is consistent with the current Comprehensive Plan, *and* that it is compatible with land uses in the surrounding area. Staff's analysis of compliance with these three criteria are addressed below.

A. *Compatibility with Surrounding Area*

"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, above, is a general location aerial displaying existing and surrounding site conditions.

1. Zoning Classification. Figure 3 displays the existing zoning classifications for the subject properties in relation to the existing zoning classifications of the surrounding properties. Figure 4 shows the zoning classification proposed by the applicant.

To the east and north of the subject property, more than 800 acres of privately-owned, industrially-zoned land surrounding the existing Marion County Airport (PID 34801-000-01; see Figures 3 and 4 for western portion of subdivision), which is composed of all twelve (12) tracts within a previously-platted Dunnellon Airport subdivision (see Attachment H). The Marion County Airport property itself is also industrially zoned.

That said, adjacent to the subject property, there is a small node of properties with only Regional Business (B-4) zoning immediately to the east and west of the subject property along SW Highway 484. Although it enables select moderate-intensity commercial uses, B-4 zoning also enables less intense commercial uses. The zoning of such properties had only been changed during the early 2010s, with prior requests for more intensive commercial/industrial zoning exceeding the subject property's B-

4 zoning denied by the Marion County Board of County Commissioners at least two (2) times since 2010.

Furthermore, there are two (2) smaller agriculturally-zoned lots approximately 200 feet to the east and west of the subject property along the same side of SW Highway 484. There are large swaths of agriculturally-zoned property further to the west of the subject property and south of all commercially- and industrially-zoned properties. PID 34887-000-00 to the south of the subject property is agriculturally zoned and is more than 1,000 acres in size.

2. FLUMS Designation. Figure 6 shows the Future Land Use (FLU) designation of the subject property in relation to the FLU designation of the surrounding properties.

The subject property is located within the Marion County Airport urban area. Approximately 400 acres of land to the east of the subject property—primarily within portions of the Dunnellon Airport subdivision along SW Highway 484 and portions of airport/private property adjacent to the existing airport terminal—had originally been designated as Specialized Commerce District (SCD) since the 1994 adoption of the Marion County Comprehensive Plan (see Figure 7). Since an extensive 2013 update to the Marion County Comprehensive Plan, the land use designation of such properties have been primarily amended to the heavy-industrial CD designation, with the Dunnellon Airport subdivision and airport property boundaries historically zoned for industrial uses (M-1 and M-2 zoning).

The small node of properties to the west and east of the subject property, however, were only amended from Rural Land (RL) to SCD in 2010 (Attachment D) and subsequently amended to an EC land use designation during the 2013 update to the Marion County Comprehensive Plan. Rezoning during the early 2010s for properties within this area have subsequently shifted toward moderate-intensity commercial uses rather than full industrial uses.

The property to the north of the subject property containing the Marion County Airport runways are designated as Rural Land (RL), with PID 34895-001-01 to the west designated as Public (P) for the purpose of providing air space for incoming and outgoing air traffic.

Immediately south of all commercially- and industrially-zoned properties across SW Highway 484, there are large swaths of land designated as Rural Land (RL). Further to the south of the RL-designated properties, there are *thousands* of additional acres of land designated as Preservation (PR), currently maintained by the Southwest Florida Water Management District (SWFWMD) as conservation land.

3. Nearby Development. Figure 8 identifies nearby under-review, DRC-approved, or permitted residential developments. There are limited recently-approved projects currently undergoing planning or development review processes immediately adjacent to the Marion County Airport, with most new projects close to SW Highway 200. The pre-existing residentially-zoned Dunnellon Oaks, Rolling Ranch Estates, and Rolling Hill subdivision more than one (1) mile from the subject property along SW Highway 484.
4. Existing Uses. Figure 9 displays the subject and surrounding properties' existing uses as established by the Marion County Property Appraiser Office's Property Code (PC).

The properties immediately to the east and west of the subject property are characterized as vacant commercial, with the County-owned properties related to the Marion County Airport (as well as properties currently maintained by SWFWMD) classified as government institutional.

That said, select EC-designated properties along SW Highway 484 are actually characterized by *residential* uses. Meanwhile, the large swaths of land immediately south of all commercially- and industrially-zoned properties along SW Highway 484 are classified as agricultural production. Perhaps most notably, staff notes that the 800-acre, privately-owned, and industrially-zoned land within the Dunnellon Airport subdivision is also currently classified as agricultural production. All twelve (12) tracts within this subdivision are under ownership of a single entity and have remained undeveloped, with the exception of an approximately eight-acre construction material yard approximately one (1) mile to the northeast of the subject property across the Marion County Airport along SW 147th Court (see Attachment C).

Consistent with LDC Section 2.7.3.D, staff conducted a site visit on June 9, 2026 and observed significant vegetation along most properties immediately to the north of SW Highway 484 between Dunnellon city limits and SW 147th Court. Livestock pastures were observed across the subject property along SW Highway 484. The property directly to the west of the subject property was rezoned in 2012 to B-4 zoning for a church and remains heavily vegetated with an unfinished manufactured building on-site. The property directly to the east of the subject property contains heavy underbrush but has been mostly cleared of trees, with select residential buildings seen across this neighboring property.

The subject property itself is currently vacant with a robust tree canopy and thick underbrush. No vertical improvements were observed by staff. Site photos are attached to this report (see Attachment C).

Table 1, below, assembles the information in Figures 3, 6, and 9 in tabular form. Staff notes prior requests for more intensive commercial/industrial zoning exceeding the current B-4 zoning have been denied by the Marion County Board

of County Commissioners at least two (2) times since 2010. The intensity of M-1 uses and no concrete use at the time of application were key concerns in 2021 (see Attachment F).

There are at least three (3) pre-existing single-family residences located within the EC node surrounding the subject property. Most notably, there are agriculturally-zoned properties with single-family residences approximately 200 feet to the east and west of the subject property, with the latter containing a small nursery/venue. Another property approximately 200 feet to the northeast of the subject property was rezoned in 2013 to B-4 zoning and an approved Special Use Permit (SUP) intended to keep a pre-existing mobile home as a security residence for a small business that was not contemplated to require outdoor storage.

Staff has concerns related to the compatibility of a request for M-1 zoning and the full range use permitted by the zoning classification, including distribution warehouses, contractor warehouses/yards, and light industrial uses including clock/watch/musical instrument manufacturing/assembly, dairy product processing, shoe manufacturing/assembly, custom work shops for metal products, and other research activities/developmental laboratories involving biochemical, chemical, electronics, medical, and other products. Compared to the uses currently permitted by the existing B-4 zoning, the uses allowed by M-1 zoning may result in comparatively greater noise impacts, in the case of select light manufacturing operations, and potential dust and visual blight, in the case of uses heavily reliant on unpaved outdoor storage and/or heavy vehicle traffic. Although the applicant specifically intends for the subject property to be used for a relatively small contractor's yard at this time, Staff notes that the M-1 zoning classification—without any binding constraints such as a Special Use Permit (SUP) or a developer's/development agreement—could allow other commercial/light industrial uses at greater intensities than currently proposed by the applicant.

Assuming a property approximately 9.67 acres in size and a maximum Floor Area Ratio (FAR) of 0.75, the subject site may be developed with up to 316,000 square feet of commercial/industrial gross floor area. Furthermore, although the M-1 zoning classification is intended to accommodate commercial/industrial uses that are typically conducted within enclosed buildings, the proposed M-1 zoning classification does not require any outdoor storage area to be located in the side and/or rear yards of the site—unlike the existing B-4 zoning.

Staff acknowledges that any commercial or industrial development will need to undergo formal site plan review procedures that has tended to reduce development intensity to a certain extent (through landscaped buffers, required opaque screening for outdoor storage areas, and stormwater requirements). However, given the limited development along SW Highway 484 and potential intensity allowed by M-1 uses compared to B-4 zoning, Staff concludes that the proposed rezoning **is not compatible** with the existing surrounding land uses.

TABLE 2. ADJACENT PROPERTY CHARACTERISTICS			
Direction	FLUM Designation	Zoning Classification	MCPA Existing Use
Subject Property	Employment Center (EC)	Regional Business (B-4)	Vacant Commercial
North	Rural Land (RL)	Light Industrial (M-1)	Government Institutional (Marion County Airport)
South	Right-of-Way & Rural Land (RL)	Right-of-Way & General Agriculture (A-1)	Right-of-Way & Agricultural Production
East	Employment Center (EC)	Regional Business (B-4)	Vacant Commercial
West	Employment Center (EC)	Regional Business (B-4)	Vacant Commercial

Figure 3
Current Zoning Classification

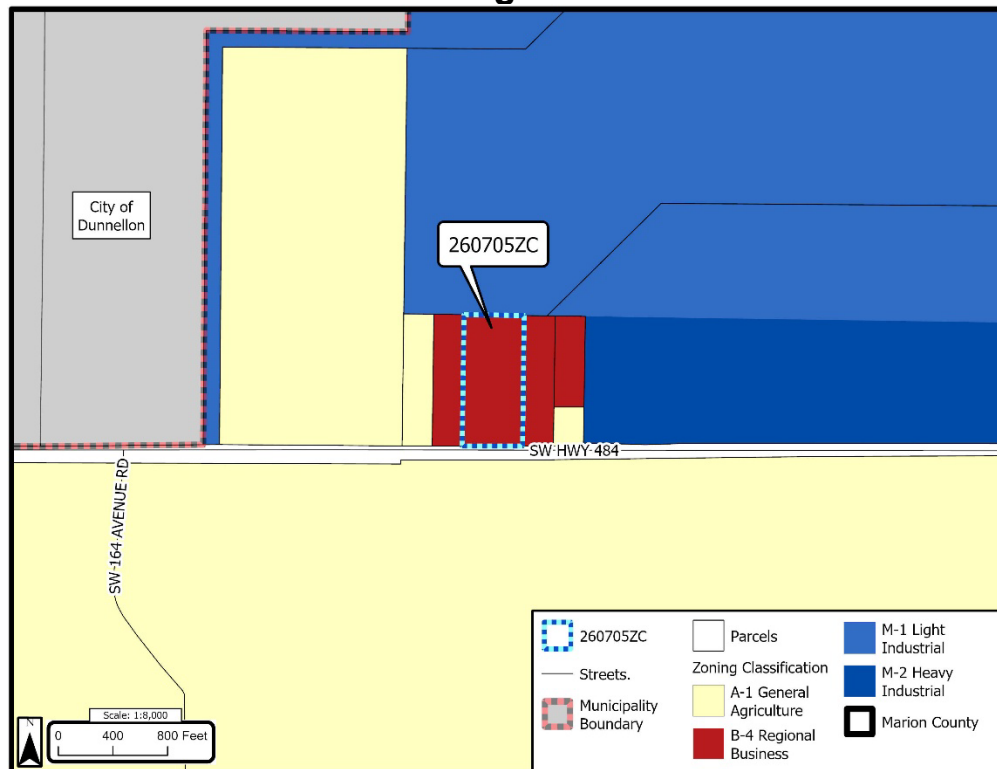


Figure 4
Proposed Zoning Classification

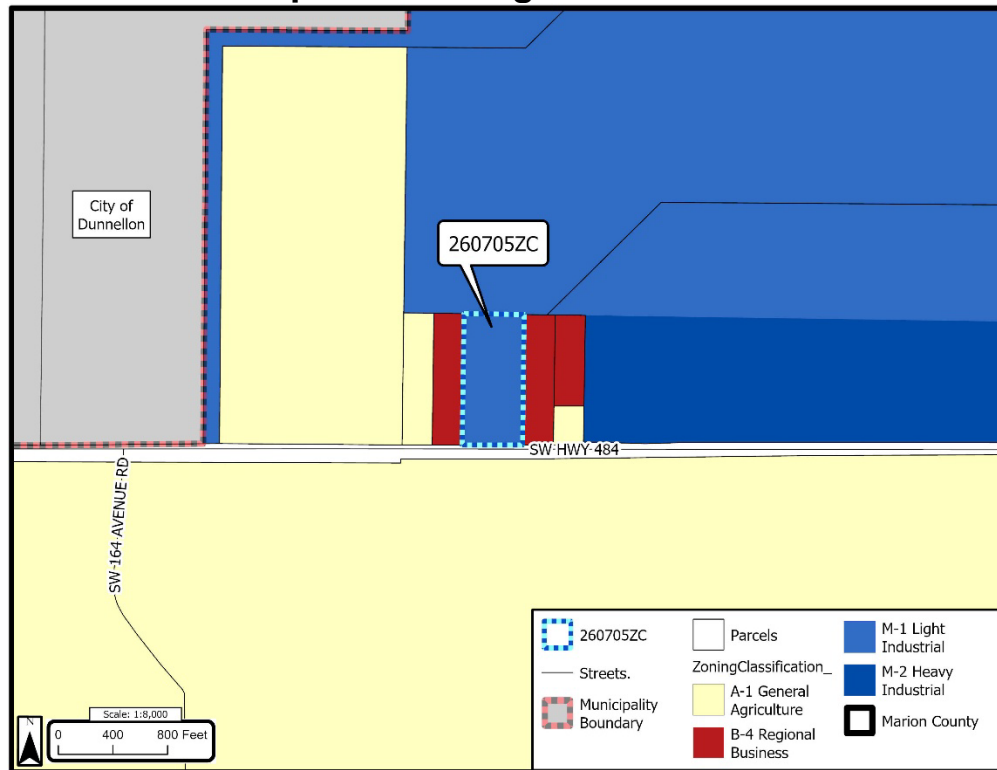


Figure 5
Existing Subdivisions

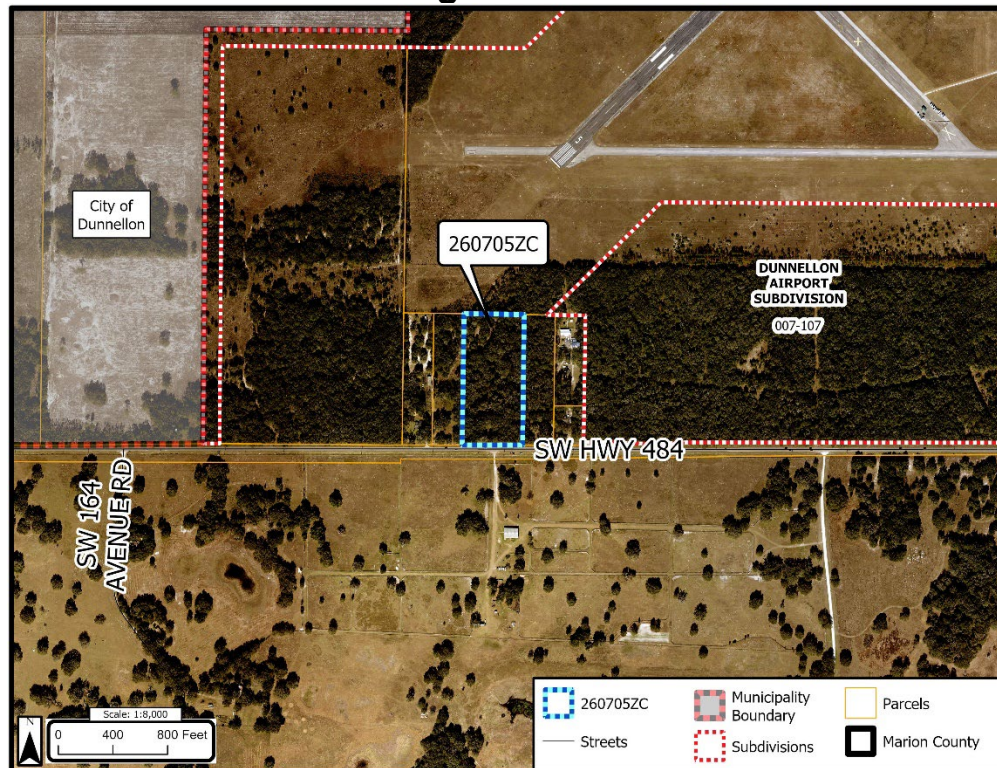


Figure 6
FLUMS Designation

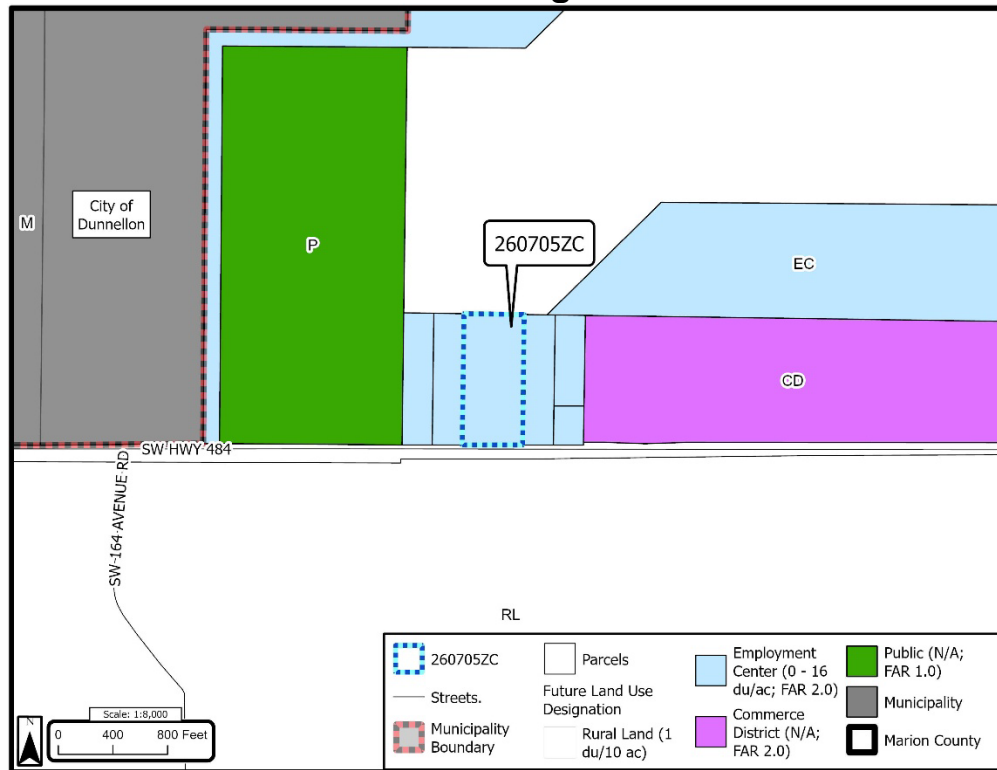
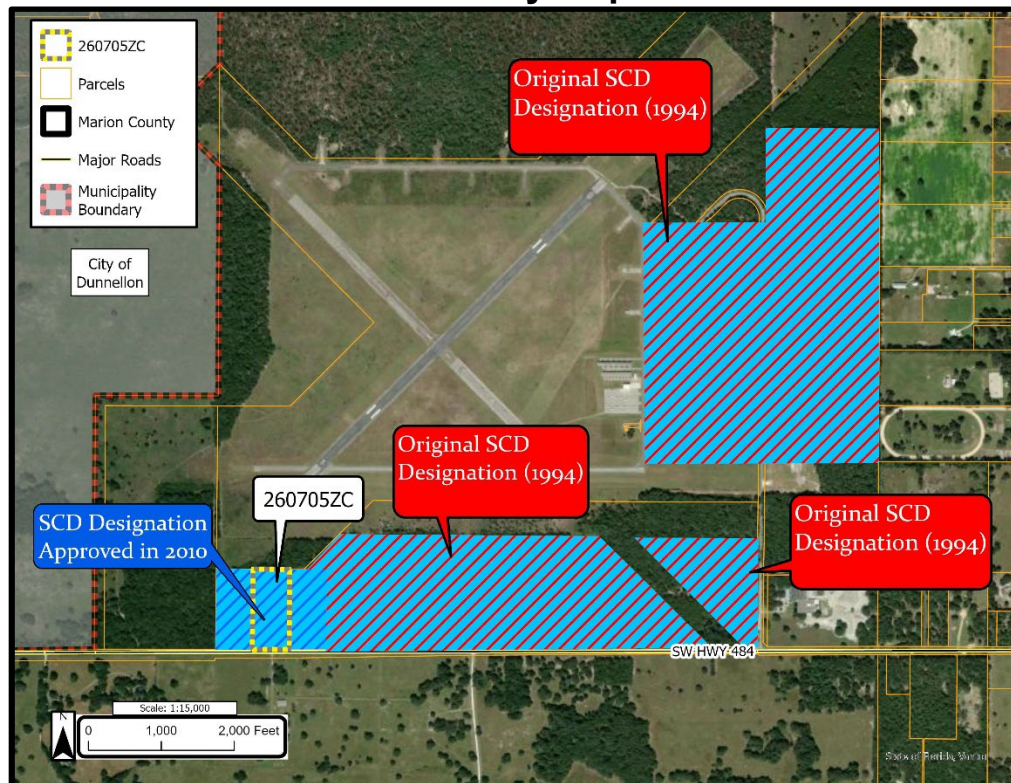


Figure 7
Historic Marion County Airport Urban Area



This aerial map displays the 260705ZC area, which is a residential development project. The map includes the following features:

- 260705ZC:** A blue dashed box indicating the project area.
- Residential Developments:**
 - APPROVED:** Indicated by orange dots.
 - DEVELOPMENT REVIEW:** Indicated by yellow dots.
- Infrastructure:**
 - Major Roads:** Shown as red lines.
 - Railroad:** Shown as a red line with cross-ticks.
- Geographic Features:**
 - Citrus:** A green area in the bottom left corner.
 - Florida Counties:** Indicated by orange outlines.
 - Marion County:** Indicated by a black outline.
- Other Labels:**
 - City of Dunnellon:** A white box with a blue dot.
 - 110th Street Mixed Use:** A white box with a blue dot.
 - Stone Brook Commons:** A white box with a blue dot.
 - Hillpoint:** A white box with a blue dot.
 - 324 Residential Units:** A white box with a blue dot.
 - 480 Residential Units:** A white box with a blue dot.
 - 258 Residential Units:** A white box with a blue dot.
 - SW 110 ST:** A white box with a blue dot.
 - SW 119 ST:** A white box with a blue dot.
 - SW 120 AVE:** A white box with a blue dot.
 - SW 121 AVE:** A white box with a blue dot.
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 - SW 200 AVE:** A white box with a blue dot.

The map displays various land parcels in Marion County, Florida, categorized by their MCPA Property Code. The legend identifies the following categories:

- Vacant Com** (Red)
- SFR** (Yellow)
- MHR** (Orange)
- Ag Production** (Light Green)
- Government Institution** (Purple)

The map also shows the **City of Dunnellon** and the **City of Marion County** boundary. A specific parcel, **260705ZC**, is highlighted with a blue dashed border. The map includes a scale bar (0 to 800 feet) and a north arrow. The location of **SW 164 Avenue Rd** and **SW Hwy 484** is also indicated.

B. Effect on Public Interest

1. Transportation impacts. These include roadways, public transit, and other mobility features.

- a. Roadways. The subject property currently has no existing driveway along SW Highway 484, a County-maintained Arterial roadway currently in fair condition according to County data.

The applicant has submitted a traffic memorandum for the rezoning application. Assuming a shopping center as permitted by the existing B-4 zoning, maximum development intensity on the subject property (approximately 435,600 square feet of building space) could generate approximately 15,851 total daily trips, 399 total AM peak-hour trips, and 1,395 total PM peak-hour trips. The M-1 zoning generally allows for office and industrial development; however, office uses generally result in comparatively greater traffic volumes. Assuming a general office building as permitted by M-1 zoning, maximum development intensity on the subject property would only generate 1,130 total daily trips, 386 AM peak-hour trips, and 355 PM peak-hour trips. The currently-proposed contractor's yard would generate approximately 135 total daily trips and 21 AM/PM peak-hour trips.

Although the commercial uses permitted by B-4 zoning typically result in greater traffic volumes, the light industrial uses otherwise permitted by M-1 zoning generally result in comparatively higher rates of heavy vehicle traffic. Office of the County Engineer (OCE) staff indicates that the currently-proposed contractor's yard would generate minimal traffic impacts to SW Highway 484, as a County-maintained arterial roadway designed for heavy vehicle traffic.

Regardless of use, however, Staff notes that any commercial or industrial development will need to undergo formal development review procedures to ensure County standards related to access and circulation are met. A formal traffic impact analysis will be required for submittal and appropriate road improvements will be identified and coordinated, including cross access to adjacent commercially-designated properties.

- b. Public transit. There are no fixed route services in the area.
 - c. Other mobility features. No sidewalks exist along any roadways listed as contiguous to this parcel; however, sidewalks—or a fee in-lieu—

would be required along SW Highway 484 upon development of the site

Based on the above findings, the transportation impacts of the rezoning request, if approved, **may not adversely affect the public interest.**

TABLE 3. MAXIMUM ZONING TRANSPORTATION IMPACTS			
Zoning	Use	Intensity	Estimated Daily Net New External Trips
Existing: Regional Business (B-4)	Shopping Center	435,600 SF	± 15,851 trips/day
Proposed: Light Industrial (M-1)	General Office Building	326,700 SF	± 2,227 trips/day
	Contractor's Yard	5 employees; 16 vehicles*	± 135 trips/day

*Six (6) trips per day per vehicle is estimated.

Source: ITE Trip Generation Manual, 12th Edition, LU Code 710-General Office Building, LU Code 712-Small Office Building, LU Code 820-Shopping Center

2. Potable water impacts. Potable Water Element Policy 1.1.1 adopts a level of service (LOS) standard of approximately 150 gallons per person per day for residential demand and 2,750 gallons per acre per day for non-residential demand. Both the existing and proposed zoning could result in a maximum demand of 26,592.5 gallons per day.

The subject property within the Marion County Utilities service area, with a potable water line approximately 6,000 feet from the subject property. Although the currently-proposed contractor's yard is unlikely to trigger connection requirements based on County standards, connection requirements would be determined for any other M-1 use during the formal development review process.

If located outside connection distance, an individual well will be required to serve the site and commercially-designated properties to the west of the subject property. Any new wells would be required to meet County and Department of Health (DOH) standards at the time of permit review. DOH staff did not indicate any concerns during the review of this rezoning request.

Based on the above findings, if approved, the potable water impacts of the rezoning request—compared to B-4 zoning—**would not adversely affect the public interest.**

3. Sanitary sewer impacts. Sanitary Sewer Element Policy 1.1.1 adopts a LOS standard of approximately 110 gallons per person per day for residential demand and 2,000 gallons per acre per day for commercial and industrial demand. Both the existing and proposed zoning could result in a maximum demand of 19,340 gallons per day.

The subject property within the Marion County Utilities service area; however, the site is not within connection distance. An individual septic system will therefore be required to serve this site. Any new septic systems would be required to meet County and Department of Environmental Protection (DEP) standards at the time of permit review.

Based on the above findings, if approved, the wastewater impacts of the rezoning request—compared to B-4 zoning—**would not adversely affect the public interest.**

4. Solid waste impacts. SWE Policy 1.1.1 provides "The LOS standard for waste disposal shall be 6.2 pounds of solid waste generation per person per day." The Comprehensive Plan does not establish a level of service standard for commercial or industrial purposes. However, any solid waste from any new development would need to be hauled off-site to a County-accepted landfill. All garbage collection areas will need to be buffered and/or screened according to Section 6.8.9 of the Marion County Land Development Code (LDC). Based on the above, the solid waste impacts of the rezoning request **would not adversely affect the public interest.**
5. Recreation. Recreation Element Policy 1.1.1 adopts a level of service standard of two (2) acres per 1,000 persons. Given that no additional residential development would be permitted compared to the existing B-4 zoning classification, the recreation impacts of the rezoning request **would not adversely affect the public interest.**
6. Stormwater/drainage. Stormwater Element Policy 1.1.1 adopts varying levels of service standards based on the characteristics of the development site. The site is entirely within FEMA Flood Zone X; however, a significant portion of the site is located within a County-identified flood prone area.

Staff notes that a *Major* Site Plan will be specifically required if existing and proposed impervious coverage exceeds 9,000 square feet. Any development of the site that undergoes Marion County's formal Major Site Plan review processes will be required to accommodate a 100-year frequency 24-hour duration storm event.

Therefore, the stormwater/drainage impacts of the rezoning request, if approved, **will not adversely affect the public interest.**

7. Fire rescue/emergency services. The subject property is within Fire District #3, which is served by Dunnellon Fire Station at 20612 W Pennsylvania

Avenue, Dunnellon, FL 34431. Dunnellon Fire Station is approximately 4.8 road-miles west of the subject property within Dunnellon city limits. Staff notes Ray Lloyd Jr. Fire Station #31 is approximately 4.7 road miles east of the subject property.

The Comprehensive Plan does not establish a level of service standard for fire rescue/emergency services; however, staff has established a 5-mile drive time from the subject property as evidence of the availability of such services. Based on the above, the fire rescue/emergency impacts of the rezoning request, if approved, **would not adversely affect the public interest.**

8. Law enforcement. The Comprehensive Plan does not establish a level of service standard for law enforcement services. The nearest Marion County Sheriff's Office (MSCO) substation is located roughly 7.7 miles (by automobile) east of the subject property at 9048 SW Highway 200, Ocala, FL 34481; however, MSCO deputies routinely patrol the SW Highway 484 corridor. Based on the above, the law enforcement impacts of the rezoning request, if approved, **would not adversely affect the public interest.**
9. Public schools. The proposed zoning change, if approved, would allow up to one (1) security dwelling unit. Given that no additional residential development would be permitted compared to the existing B-4 zoning classification, the public schools impacts of the rezoning request **would not adversely affect the public interest.**

Based on the above findings, the public interest **will not be adversely affected** compared to the existing B-4 zoning if this rezoning request is approved.

C. *Consistency with the Comprehensive Plan*

1. **FLUE Policy 2.1.23** on Employment Center (EC) provides, "This land use is intended to provide a mix of business, enterprise, research and development, light to moderate intensity commercial, and light industrial, activities. This designation also allows residential uses, campgrounds and recreational vehicle parks (RVP). - This land use designation will allow for and encourage mixed use buildings. The density range for residential units shall be up to sixteen (16) dwelling units per one (1) gross acre and a maximum Floor Area Ratio of 2.0, as further defined by the LDC. This land use designation an Urban land use designation."

Analysis: The subject property is designated as Employment Center (EC) and the applicant is proposing to rezone the site to Light Industrial (M-1). The M-1 zoning classification is specifically intended to provide land for "the manufacture of small articles and products which do not involve the use of any materials, processes, or machinery or production of a product likely to be detrimental to nearby or adjacent residential or business property."

That said, while M-1 zoning may be compatible with an EC designation in a vacuum, EC-designated properties are not automatically “entitled” to a rezoning to M-1 zoning.

Staff notes that the EC designation also enables less intense commercial and residential uses. The surrounding area is defined by properties with a Regional Business (B-4) and General Agriculture (A-1) zoning, with at least three (3) pre-existing residences and limited non-residential activity nearby. Staff therefore has concerns with the potential intensity enabled by M-1 zoning. Although intended to allow a contractor’s yard at this time, the applicant would not be bound to the submitted plans. Without any binding constraints (such as a Special Use Permit or developer’s agreement), the site could be developed at greater intensities than proposed, including any associated noise, dust, and visual impacts to incompatible uses.

Staff therefore concludes that a rezoning request for M-1 zoning **is not consistent** with the Employment Center (EC) FLU designation and FLUE Policy 2.1.22. If denied, the subject property’s existing B-4 zoning classification—which is intended to enable “intensive commercial activities and specialized service establishments” including but not limited to shopping centers, agricultural equipment/chemical sales, and vehicle sales/rental—would continue to allow the low- to moderate-intensity commercial uses appropriate for the subject property’s Employment Center (EC) designation.

2. **FLUE Policy 3.1.5** on Urban Areas outside of UGB provides, “The County shall maintain existing Future Land Use designations that have been previously adopted that are outside of the UGB to recognize vested development rights. Any expansion or creation of new Urban Areas outside the UGB shall require a Comprehensive Plan Amendment, analysis to demonstrate the potential need for the creation of such new Urban Areas, and other appropriate documentation in accordance with Policy 3.1.3. It shall not be necessary to modify the UGB to expand or create Urban Areas outside the UGB unless the expansion or creation of new urban area is within the FPA.”

Analysis: Staff notes that the subject property is located within an existing node of commercially- and industrially-designated properties surrounding the Marion County Airport, totaling approximately 1,000 acres in size as of the initial distribution of this staff report. Since an extensive 2013 update to the Marion County Comprehensive Plan, the Marion County Airport urban area was specifically amended to Employment Center (EC) and Commerce District (CD) designations to reflect the commercial and industrial land uses previously provided by a Specialized Commerce District (SCD) designation. Within this node, industrially-zoned properties exist within the historic Dunnellon Airport subdivision and airport property boundaries.

However, as previously discussed in subsection A, rezonings during the early 2010s for the EC-designated properties adjacent to the subject property have shifted the area toward the moderate-intensity commercial uses permitted by B-4 zoning than the uses permitted by industrial zoning classifications. Given pre-existing single-family residences adjacent to the subject property—with non-residential activity limited in scale—Staff has concerns with the potential intensity enabled by M-1 zoning.

Therefore, the request **is not consistent** with FLUE Policy 3.1.5. Staff finds that B-4 zoning classification and its permitted uses remains the most appropriate for the subject property's Employment Center (EC) Future Land Use (FLU) designation and the surrounding area.

3. **FLUE Policy 4.1.1** on Consistency between Comprehensive Plan, Zoning, and LDC provides, "The County shall amend and maintain an official land use and zoning map, appropriate land use designations and zoning classifications, and supporting LDC that shall be consistent with each other."

Analysis: The subject property is designated as Employment Center (EC) and the applicant is proposing to rezone the site to M-1. The M-1 zoning classification enables the "light industrial" uses explicitly included in FLUE Policy 2.1.23 on the intent of EC designation.

That said, while M-1 zoning may be compatible with an EC designation in a vacuum, EC-designated properties are not automatically "entitled" to a rezoning to M-1 zoning. Several pre-existing single-family residences and limited non-residential activity exist immediately adjacent to the subject property. Furthermore, rezonings during the early 2010s for the EC-designated properties adjacent to the subject property have shifted toward low- to moderate-intensity commercial uses permitted by B-4 zoning than the uses permitted by industrial zoning classifications that have historically existed within Dunnellon Airport subdivision and airport property boundaries. Staff therefore finds that B-4 zoning classification and its permitted uses remains the most appropriate for the subject property's Employment Center (EC) Future Land Use (FLU) designation and the surrounding area.

Staff therefore finds that a rezoning request to M-1 zoning **is not consistent** with FLUE Policy 4.1.1.

4. **FLUE Policy 5.1.2** on Review Criteria for Changes to Comprehensive Plan and Zoning provides, "Before approval of a Comprehensive Plan Amendment (CPA), Zoning Change (ZC), or Special Use Permit (SUP), the applicant shall demonstrate that the proposed modification is suitable. The County shall review, and make a determination that the proposed modification is compatible with existing and planned development on the site and in the immediate vicinity, and shall evaluate its overall consistency

with the Comprehensive Plan, Zoning, and LDC and potential impacts on, but not limited to the following:

- (1) Market demand and necessity for the change;
- (2) Availability and potential need for improvements to public or private facilities and services;
- (3) Allocation and distribution of land uses and the creation of mixed use areas;
- (4) Environmentally sensitive areas, natural and historic resources, and other resources in the County;
- (5) Agricultural activities and rural character of the area;
- (6) Prevention of urban sprawl, as defined by Ch. 163, F.S.;
- (7) Consistency with the UGB;
- (8) Consistency with planning principles and regulations in the Comprehensive Plan, Zoning, and LDC;
- (9) Compatibility with current uses and land uses in the surrounding area;
- (10) Water Supply and Alternative Water Supply needs;
and
- (11) Concurrency requirements."

Analysis: The 2022 Marion County Airport Master Plan finds that the number of flight operations increased by approximately 11,000 between 2008 and 2020, for a total of 40,600 operations. Correspondence with Marion County Airport staff suggest the number of operations remained consistent in 2025, with at least two (2) airplane hangers have been constructed since May 2021.

The applicant has provided a market analysis of the subject property and the surrounding area, which states that the zoning request would "align with the market and immediate area" and would "serve as a catalyst for commercial and industrial development." If the request for M-1 zoning is approved, the applicant has verbally indicated plans to construct a contractor's yard.

At the same time, however, staff notes that the all twelve (12) tracts within the 800-acre, industrially-zoned land within the Dunnellon Airport subdivision remain within ownership of a single entity and has remained undeveloped at this time. The 2022 Marion County Airport Master Plan also indicates several vacant County-owned tracts eligible for non-aviation (industrial) development to the east of the airport terminal along SW 110th Street and SW 147th Court. The EC-designated node immediately surrounding the subject property remains underdeveloped as well. Several pre-existing single-family residences and limited non-residential activity exist immediately adjacent to the subject property. The applicant is requesting industrial zoning where existing industrial land is still eligible for development.

Therefore, this rezoning request may or may not meet Criteria 1.

As previously discussed in subsection B, public facilities—including those related to transportation, potable water, and wastewater—will not be adversely affected compared to the existing B-4 zoning if this rezoning request is approved. This rezoning request therefore meets Criteria 2.

Although M-1 zoning may be compatible with an EC designation in a vacuum, EC-designated properties are not automatically “entitled” to a rezoning to M-1 zoning. M-1 zoning classification—without any binding constraints—could allow other commercial/light industrial uses at greater intensities than currently proposed by the applicant, including any associated noise, dust, and visual impacts compared to B-4 zoning. There are several pre-existing residences nearby—with non-residential activity limited in scale. At the same time, immediately adjacent properties have only shifted toward the moderate-intensity commercial uses permitted by B-4 zoning, with such zoning enabling a wider range of commercial uses that could serve the surrounding rural communities along SW Highway 484. This rezoning request therefore does not meet Criteria 3, 8 and 9.

Therefore, this rezoning request does not meet all criteria above and **is not consistent** with FLUE Policy 5.1.2.

5. **FLUE Policy 5.1.3** on Planning and Zoning Commission provides, “The County shall enable applications for CPA, ZC, and SUP requests to be reviewed by the Planning & Zoning Commission, which will act as the County's Local Planning Agency. The purpose of the advisory board is to make recommendations on CPA, ZC, and SUP requests to the County Commissioners. The County shall implement and maintain standards to allow for a mix of representatives from the community and set standards for the operation and procedures for this advisory board.”

Analysis: The proposed zoning change will be heard on June 29, 2026 by the Planning and Zoning Commission. Therefore, the application **is consistent** with FLUE Policy 5.1.3.

6. **FLUE Policy 5.1.4** on Notice of Hearing provides, “The County shall provide notice consistent with Florida Statutes and as further defined in the LDC.”

Analysis: Public notice has been provided; therefore, the application **is being processed consistent** with FLUE Policy 5.1.4.

7. **FLUE Policy 7.1.1** on Establishment of AOA provides, “The [Airport Overlay Zone] shall be established as an overlay around publicly owned major airports within the county and shall address the following criteria, but not limited to, as further defined in the LDC:

- (1) Obstructions due to building or other structure height.
- (2) Noise, odor, animal congregation, and other nuisances
- (3) Runway clearance zones at the ends of and extended beyond the runways”

Analysis: LDC Section 5.1.2 prohibits specific land uses on lands lying within the transitional, approach, conical, horizontal and primary zones as shown on Transportation Element (TE) Map 3.9 of the Marion County Comprehensive Plan, known as the Airport Overlay Zone (AOZ). LDC Section 5.1.3 provides additional height limitations based on distance from the existing runways.

Staff finds that limited areas of the subject property are located within the AOZ—primarily within the northwestern corner of the subject property. Any commercial or industrial development will need to comply with appropriate AOZ standards during formal development review processes.

Staff therefore finds that a rezoning request to M-1 zoning **is consistent** with FLUE Policy 7.1.1.

Based on the above findings, granting the proposed rezoning request **is not consistent** with the Comprehensive Plan. Staff finds that B-4 zoning classification and its permitted uses remains the most appropriate for the subject property’s Employment Center (EC) Future Land Use (FLU) designation and the surrounding area.

V. STAFF RECOMMENDATION

Although the proposed zoning amendment will not adversely affect the public interest relative to the existing B-4 zoning, Staff recommends **DENIAL** of the proposed rezoning because approving the application is not compatible with the surrounding area and is not consistent with the Marion County Comprehensive Plan. Staff finds that B-4 zoning classification and its permitted uses remains the most appropriate for the subject property’s Employment Center (EC) Future Land Use (FLU) designation and the surrounding area, with the applicant better served through a Special Use Permit (SUP) request.

VI. PLANNING & ZONING COMMISSION RECOMMENDATION

APPROVAL (6-0)

VII. BOARD OF COUNTY COMMISSIONERS ACTION

To be determined. Scheduled for July 22, 2026 at 1:30 PM.

VIII. LIST OF ATTACHMENTS

- A. Application
- B. DRC Comments Letter
- C. Site Photos
- D. CPA No. 10-PR-M13 (10-L13)
- E. Rezoning/Special Use Permit No. 111007Z/SU
- F. Rezoning No. 210505ZC
- G. Marion County Airport Master Plan (2022)
- H. Dunnellon Airport Subdivision (Plat BK/PG 7-107)