

Marion County

Board of County Commissioners Workshop

Meeting Agenda

Monday, June 9, 2025

2:30 PM

McPherson Governmental Campus Auditorium

Workshop Regarding the Comprehensive Plan

INTRODUCTION OF WORKSHOP BY CHAIRMAN KATHY BRYANT

PLEDGE OF ALLEGIANCE

ROLL CALL

WORKSHOP PRESENTATION

1. Workshop to Discuss Updates to the Comprehensive Plan

BOARD DISCUSSION AND CLOSING COMMENTS



Marion County

Board of County Commissioners Workshop

Agenda Item

File No.: 2025-19308 Agenda Date: 6/9/2025 Agenda No.: 1.

SUBJECT:

Workshop to Discuss Updates to the Comprehensive Plan

INITIATOR: BUDGET/IMPACT: Chuck Varadin, Director Growth Services

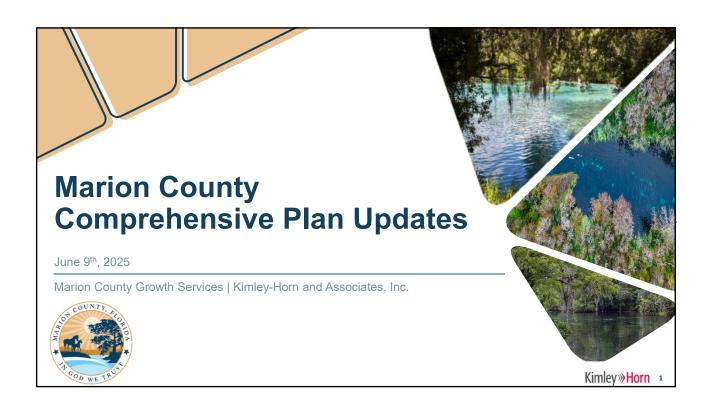
DESCRIPTION/BACKGROUND:

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

The workshop today is the eighth of ten workshops scheduled over a five (5) month period. During this series of workshops, the Board has focused on gaining consensus for proposed changes to the Comprehensive Plan and has discussed broader topics that will help set the vision for guiding future growth and development in Marion County. At today's workshop, the Board will discuss the following items: Definitions, Concurrency, Level of Service (LOS) for Parks, Stepdown Approaches, Transportation redlines, Planned Service Areas (PSAs), Transfer of Development Rights (TDRs), and Environmentally Sensitive Overlay Zones (ESOZ).

RECOMMENDED ACTION:

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



Agenda



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



Definitions



Any questions on the Definitions from last workshop?



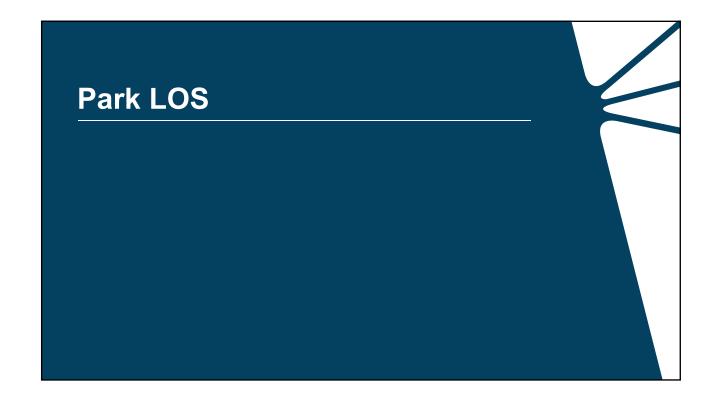
Kimley»Horn 3

Concurrency Discussion





Surrounding County LOS COUNTY LOS ESTABLISHED COUNTY LOS ESTABLISHED IMPACT FEES IMPACT FEES Wastewater (or Sanitary Sewer) Transportation Parks & Recreation Education Transportation Roads Storm Water Management Parks & Recreation Solid Waste Putnam · In discussion Libraries Citrus · Drainage (stormwater) Solid Waste Fire Rescue Potable Water Potable Water · Sanitary Sewer Law enforcement · Sanitary Sewer · Public buildings Solid Waste Transportation Drainage Potable Water Education Sanitary SewerSolid Waste Parks & Recreation EMS Parks & RecreationEMS Volusia System Roads DrainagePotable Water Roads Mass Transit Fire Rescue · Fire Protection Water Supply Parks & Recreation · Sanitary Sewer · Education • Transportation • Transportation Sanitary Sewer Schools Potable Water • Fire • Library Solid Waste Sanitary Sewer Stormwater Management Lake • Transportation Parks Potable Water Parks · Solid Waste Park system Parks & Recreation • Transportation · Stormwater Management Fire protection **Education Facilities** Public Schools Facilities Mass Transit · Potable Water · Bicycle and Pedestrian Facilities Sewer/Wastewater Solid Waste • Fire Sumter Stormwater Drainage Roads Parks & Recreation Transportation Kimley»Horn 5



Park LOS



LOS = 2 acres per 1,000 population

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

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

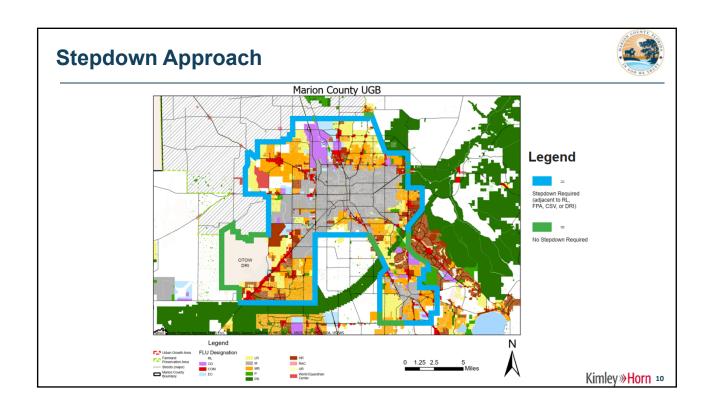
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Park LOS – Amenity Calculations



Facility	Standard	Demand			Existing	Surplus/(Deficit)		
raciity	Standard	2030	2040	2050	Existing	2030	2040	2050
Basketball courts	1 court per 30,000 residents	13	15	16	8 courts	(5)	(7)	(8)
Court sports - Tennis, pickball	1 court per 60,000 residents	6	7	8	17 courts	11	10	9
Diamond Fields - Baseball, Softball	1 field per 11,000 residents	35	40	44	41 fields	6	1	(3)
Fishing Area	1 area per 100000 residents	4	4	5	17 areas	13	13	12
Group Campsite	1 campsite per 100,000 residents	4	4	5	0 campsites	(4)	(4)	(5)
Playground	1 playground per 10000 residents	38	44	48	23 playgrounds	(15)	(21)	(25)
Rectangular Fields - Football, Soccer, Multi-use	1 field per 30,000 residents	13	15	16	12 fields	(1)	(3)	(4)
Running Track, 400m	1 track per 200,000 residents	2	2	2	0 tracks	(2)	(2)	(2)
Swimming Pools	1 pool per 110,000 residents	3	4	4	0 pools	(3)	(4)	(4)
Volleyball Court	1 court per 57,000 residents	7	8	8	7 court	0	(1)	(1)

Stepdown Approach



Stepdown Approach



Three options in varying degree of restrictions:

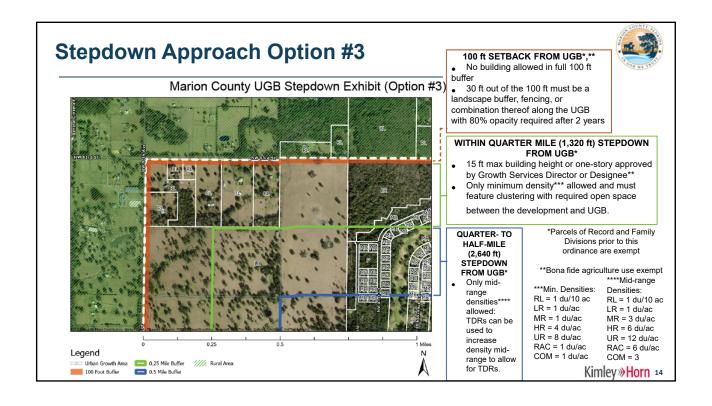
- 1. Only require a 100ft buffer zone along the UGB which includes no building and 30ft buffer with 80% opacity within 2 yrs
- 2. Same 100ft buffer but also a ¼ miles min density buffer so it is a visual and density stepdown
- 3. Same 100ft Buffer, same ¼ min density but added a medium density between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



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Stepdown Approach Option #1 Marion County UGB Stepdown Exhibit (Option #1) 100 ft SETBACK FROM UGB*,** No building allowed in full 100 ft buffer 30 ft out of the 100 ft must be a landscape buffer, fencing, or combination thereof along the UGB with 80% opacity required after 2 years *Parcels of Record and Family Divisions prior to this ordinance are exempt **Bona fide agriculture use exempt Legend Urban Growth Area ////, Rural Area Kimley»Horn 12

Stepdown Approach Option #2 100 ft SETBACK FROM UGB*,** Marion County UGB Stepdown Exhibit (Option #2) No building allowed in full 100 ft 30 ft out of the 100 ft must be a landscape buffer, fencing, or combination thereof along the UGB with 80% opacity required after 2 years WITHIN QUARTER MILE (1,320 ft) **STEPDOWN FROM UGB*** Height limited per LDC minimum *Parcels of Record and Family Divisions prior to this ordinance are exempt **Bona fide agriculture use exempt ***Minimum Densities: Rural Land = 1 du/10 ac Low Residential = 1 du/ac Medium Residential = 1 du/ac High Residential = 4 du/ac Urban Residential = 8 du/ac Legend Rural Activity Center = 1 du/ac Urban Growth Area 0.25 Mile Buffe Commercial = 1 du/ac 100 Foot Buffer ////, Rural Area Employment Center 1 du/ac Kimley»Horn 13



Transportation Bring Back



Scenic Roads Level of Service

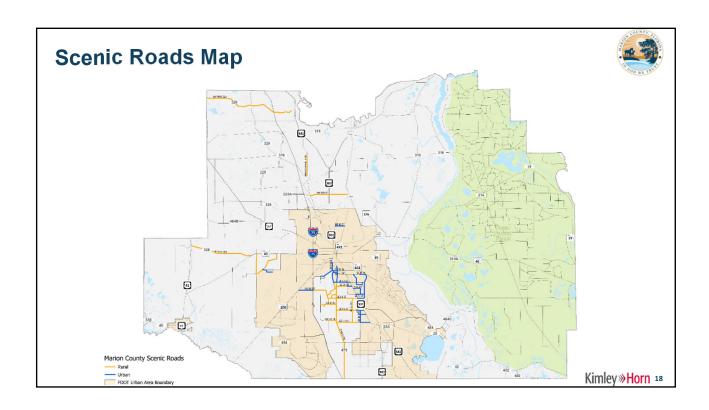


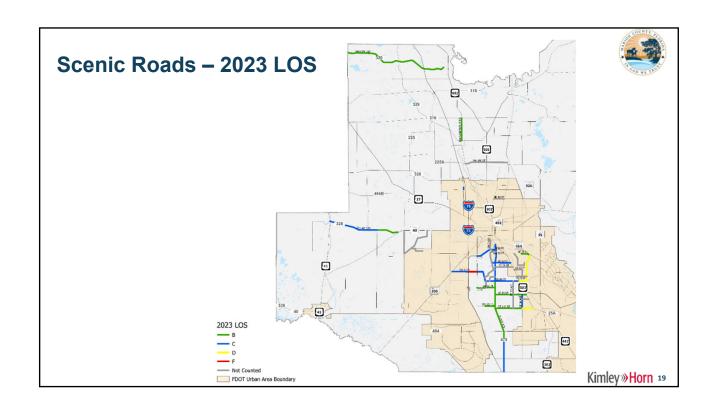
Policy 2.1.2: Level of Service Standards

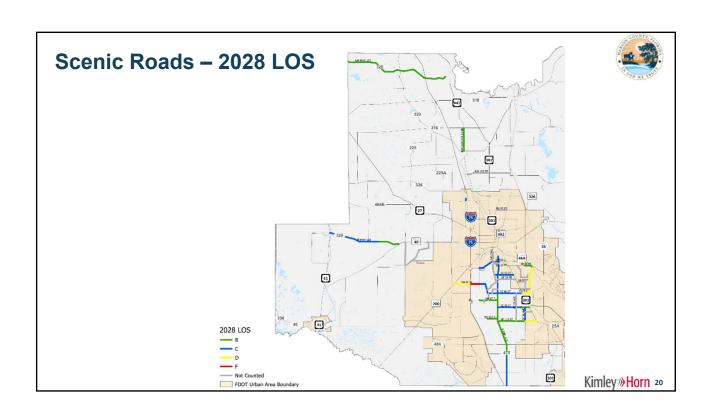
Marion County shall utilize the following minimum peak hour level of service LOS standards on functionally classified County and State roadways within unincorporated Marion County. Major local roadways to be evaluated for transportation concurrency will be identified within the Concurrency Management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

		FDOT Roadways					
Functional Classification	Urban	Rural	Farmland Preservation Area (FPA)	Scenic Road- Rural	Scenic Road- Urban	Urban	Rural
FreewayInterstate	D	С	В	С	₽	D	С
Principal Arterial	D	С	В	С	₽	D	С
Minor Arterial	₽D	D C	В	C	₽	D	С
Major Collector	<u>E</u> D	Đ <u>C</u>	B**	С	В	D	С
Minor Collector	E	Đ	B**	C	В	Đ	C

^{**} LOS D for roadways in the <u>FPA</u>: CR-318 from CR-225 to US-441; CR-25A from SR-326 to US-441; CR-225A from CR-326 to US-27; CR-326 from CR-225A to NW 44th Ave; CR-328.







Policy 2.1.3: Analysis



Previous Redline

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

Updated Redline

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

Kimley»Horn 21

Policy 2.1.5: Bicycle and Pedestrian LOS



Updated Redline

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

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

Policy 4.1.4: Planning Strategies



Previous Redline

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

Updated Redline

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

Kimley»Horn 23

Policy 4.1.3: Transportation Network Analysis and Measurement



Updated Redline

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

Policy 6.1.4: Funding for Transportation Disadvantaged



Updated Redline

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

Kimley»Horn 25

Policy 6.1.7: Funding Mechanisms



Updated Redline

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

Policy 6.2.5: Alternative Mitigation



Updated Redline

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

Kimley»Horn 27

Policy 7.1.7: Airports and Airport Hazards



Updated Redline

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

PSA Discussion-Internal capture studies



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

Table 17: FDOT District 2 Site Internal Capture Results

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

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



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

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



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PSA Discussion



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





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



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PSA Discussion



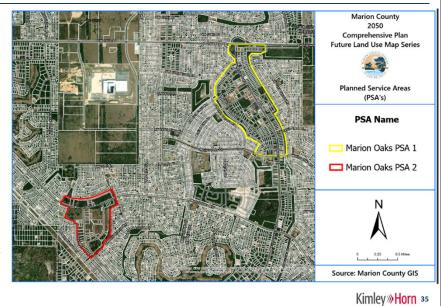
What we anticipate a form-based code to follow the PSA policies:

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

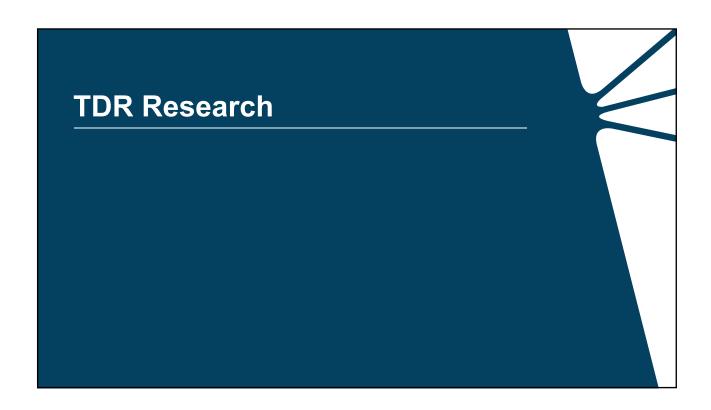


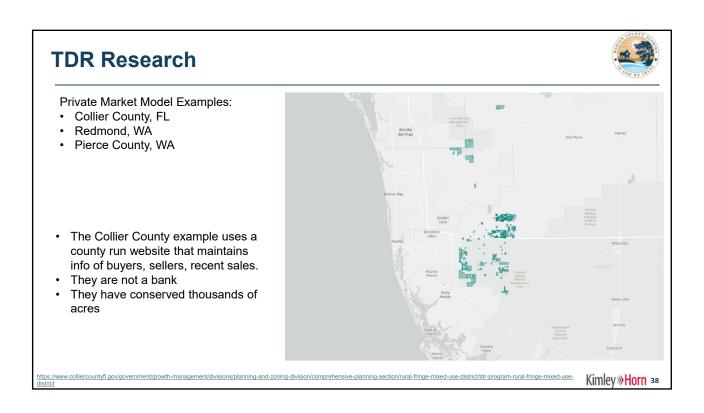
Example

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



PSA Discussion Marion County 2050 Example Comprehensive Plan Three sites in Marion Oaks **Future Land Use Map Series** and Silver Springs Shores meet the PSA requirements Planned Service Areas (PSA's) Community Meetings with residents in each area **PSA Name** Silver Springs Shores • They are permitted to have higher density and FAR Urban Growth Area · Can use TDRs to get higher density/intensity Must follow a form-based code in the LDC that the County approves (future LDC update) Source: Marion County GIS





TDR Policies



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

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

- Density Bonus: -An additional-maximum of two-three (23) dwelling units per one (1) gross acre,_-is permitted for Urban Area land use designations and further defined in the LDC.
 - a maximum or unee (5) awening units per one (1) gross acre may be achieved for qualifying Rural Lands inside the UGB and further defined in the LDC.

The number of Transferrable Development Credits (TDC) required shall comply with the Transfer of Rights Programs. If property developed with the density bonus TDC program cannot meet the appropriate Zoning development standards, such as setbacks, minimum lot size, etc., then a PUD zoning shall be required.

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

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TDR Policies



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

TDR Policies



Policy 9.1.6: Transfer of Credits

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

Policy 9.1.67: Receiving Areas

The receiving areas shall include unincorporated areas_as shown in FLUM Series Map-#12, Transfer of Rights, as further described below for the TDR and TVR Programs:

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

Policy 9.1.78: Utilization of TDCs

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

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

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TDR Policies



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

- b. For Non-Residential Area: One (1) TDC equals 0.05 acres of non-residential development with a maximum increase in FAR of 0.25 above the allowable FAR in the policies of Objective 2.1.
- c. Open Space: One (1) TDC equals 0.05one (1) acres of open space. TDCs may be used to meet a maximum of 0.25 of a development's required open-space.
- Verification of IDCs: The County will verify the validity of the TDCs and their usage on the property within the Receiving Area. Owners of TDCs will identify to the County the specific parcel(s) of land within the Receiving Area where the TDCs are to be utilized.
- Allowances in Receiving Areas: The TDCs may be utilized to increase the residential and non-residential development densities and intensities in accordance to with Objective 2.1 of this element and below.
 - a. LEVEL I Residential densities and non-residential intensities within the UGB can
 utilize TDCs as allowed by this element. A maximum of three (3) dwelling units per
 acre above the existing land use density may be permitted.
 - b. LEVEL II Rural Land designated properties may increase residential densities up to up to three (3) units per acre that allowed under the Low Residential designation and non-residential intensities as allowed by Commercial or less intense nonresidential designation.
 - Reserve prior to January 1, 2010, may increase residential densities to that allowed under the Low Residential designation and non-residential intensities as allowed by Commercial or less intense non-residential designation, provided that central water and sewer services are available and utilitzed utilized. A maximum of one (1) dwelling unit per acre may be permitted.
 - Lister Density or Intensity Additional density or intensity for properties that utilize

TDR Policies



beyond the above allowances

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

Kimley»Horn 43

ESOZ Update

ESOZ Update



What is ESOZ?

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

Kimley»Horn 45

Next Workshop and Next Steps:



Next Workshop Date

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

Topics

- Final Recap
- FLUE Redlines
- · Any Bring Backs Items

Community Meetings in July and August

Follow up BCC Workshop after Community Feedback



