Marion County
Board of County Commissioners

Growth Services

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PLANNING & ZONING SECTION
STAFF REPORT

Public Hearing Dates	**P&Z: 8/25/2025** ***Continued from 6/30/2025***	**BCC - Transmittal: 9/18/2025**	**BCC - Adoption: TBD**
Case Number	25-L04		
CDP-AR	32936		
Type of Case: Large-Scale Comprehensive Plan Amendment	*Future Land Use Designation Change:* **FROM:** Rural Land (RL) **TO:** Medium Residential (MR; 1 to 4 DU/AC) *(Large-scale requires State & Regional Agency Review)*		
Owner	Estate of M. Couture, L.& C. Couture, J. & J. Heaxt, and C. & V. Couture		
Applicant	Tillman & Associates Engineering, LLC.		
Street Addresses	16152 and 16200 SE 73rd Avenue, Summerfield, FL 34491, or no address assigned		
Parcel Numbers	47667-004-00, 47667-005-02, Portions of: 47667-006-00 & 47667-003-01		
Property Size	±90.69 acres (request for >50 acres is a Large-scale Amendment)		
Future Land Use	Rural Land (RL)		
Zoning Classification	General Agriculture (A-1) [*Concurrent Rezoning Application requesting Planned Unit Development (PUD)*]		
Overlay Zones / Special Areas	Outside the Urban Growth Boundary (UGB) in the Rural Area outside the S. US Hwy 27/441 & SE Hwy 42 Urban Area; In the Secondary Springs Protection Overlay Zone (S-SPOZ); In Marion County Utilities SE Regional Service Area; Not in the Farmland Preservation Area; Does not include FEMA Flood Zone Area, but includes MC Flood Prone Area		
Staff Recommendation	**DENIAL**		
P&ZC Recommendation	**TBD**		
BCC Transmittal	**TBD**		
BCC Adoption	**TBD**		
Related Cases	**250909ZP:** Concurrent Rezoning from General Agriculture (A-1) to Planned Unit Development (PUD) – **dependent on the outcome of this amendment.**		
Code Cases	N/A		

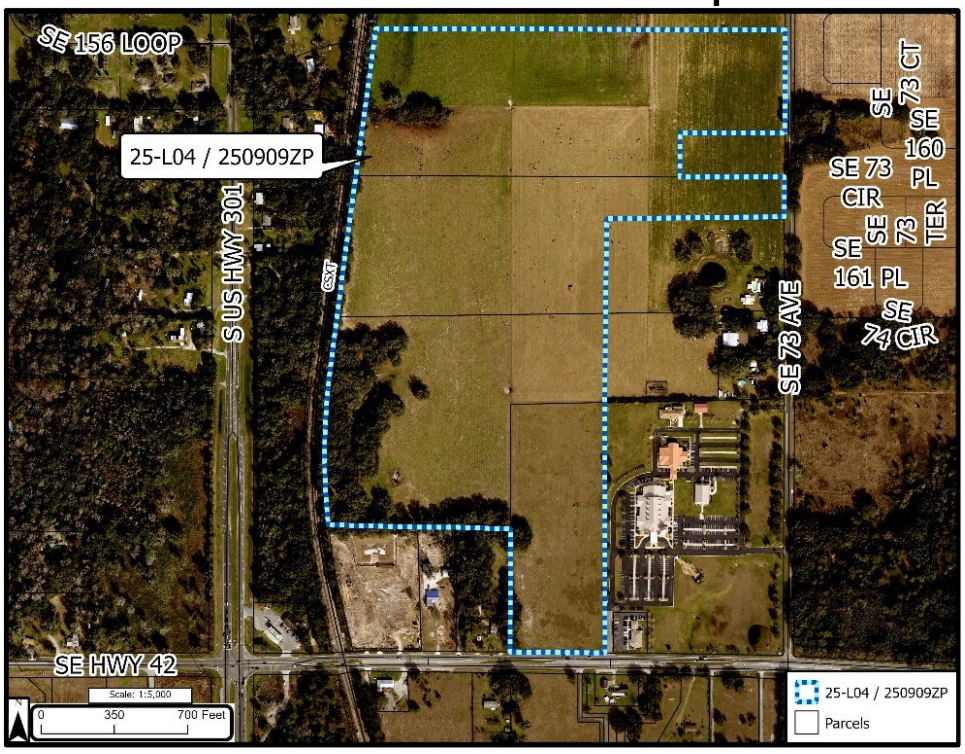
I. ITEM SUMMARY

Tillman and Associates Engineering, LLC., filed a large-scale comprehensive plan amendment application on behalf of the Estate of M. Couture, L.& C. Couture, J. & J. Heaxt, and C. & V. Couture to change an "L"-shaped ±90.69-acre part of a larger ±104-acre site from Rural Land (RL) to Medium Residential (MR) (see Attachment A) on the west side of SE 73rd Avenue and north side of SE Hwy 42. The Parcel Identification Numbers for the property are 47667-004-00, 47667-005-02, Portion of: 47667-006-00 & 47667-003-01; the addresses are 16152 and 16200 SE 73rd Avenue, Summerfield, FL 34491, Summerfield, or not assigned. The site is located outside the Urban Growth Boundary (UGB) in the Rural Area outside the S. US Hwy 27/441 & SE Hwy 42 Urban Area, in the Secondary Springs Protection Overlay Zone (S-SPOZ), and in Marion County's SE Utility Service Area, but not in the Farmland Preservation Area (FPA). The site does not include FEMA Flood Zone Areas but does include Marion County Flood Prone Areas. A concurrent rezoning application to change the site's zoning from General Agriculture (A-1) to Planned Unit Development (PUD) has also been submitted (250909ZP); *that concurrent zoning application is dependent upon the granting of this amendment application*.

II. STAFF SUMMARY RECOMMENDATION

Staff is recommending the **DENIAL** of the Large-Scale Future Land Use Map Series (FLUMS) amendment because it is not consistent with Land Development Code Section 2.3.3.B, which requires amendments comply, and be consistent, with the Marion County Comprehensive Plan as well as the provisions of Chapter 163, Florida Statutes, will not be compatible with the surrounding uses, and will adversely affect the public interest.

Figure 1
General Aerial Location Map



III. NOTICE OF PUBLIC HEARING

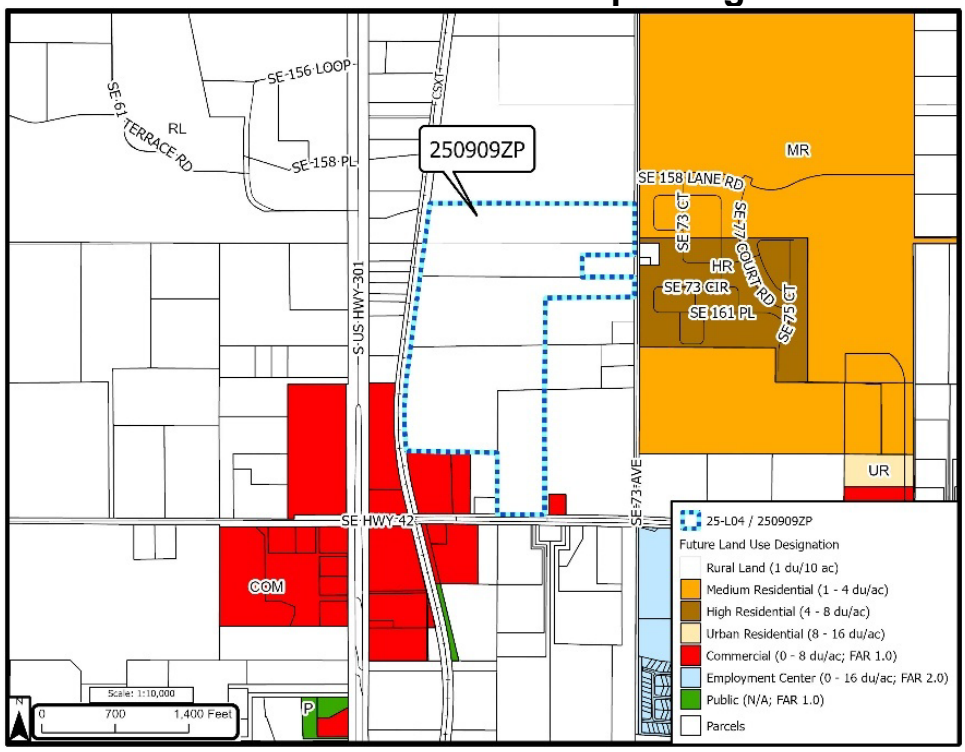
Notice of public hearing was provided pursuant to LDC Section 3.5.3.B as listed in following Table A. As of the date of the initial distribution of this Staff Report, one letter of support has been received, and no other written correspondence in opposition to the application has been received. Evidence of the public hearing notices are on file with the Growth Services Department and are incorporated herein by reference.

TABLE A. PUBLIC NOTICE SUMMARY			
METHOD	**FORMAT**	**DATE**	**LDC Section**
Newspaper Legal Notice	Display Ad	Ad Run: 8/11/2025	3.5.3.A & 3.5.3.B(1)(b)
Sign	Large-Scale CPA	Posted: 8/15/2025	3.5.3.B(1)
300-foot Mail Notice	SPO Letter *32 - owners*	Mailed: 8/8/2025	3.5.3.B(2)

IV. BACKGROUND/PROPERTY HISTORY

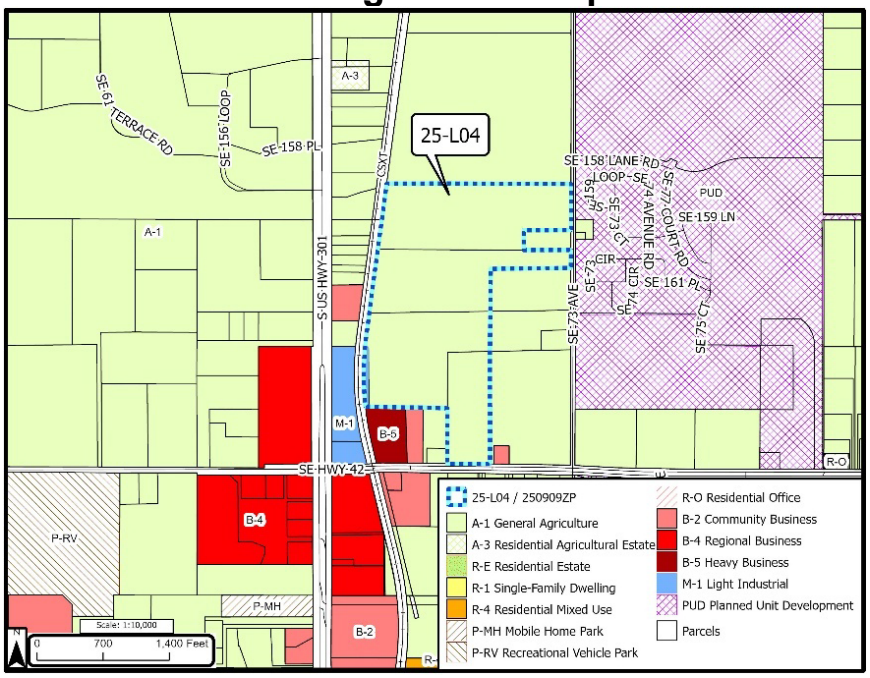
A. *FLUMS history*. Figure 2 displays the current future land use map series (FLUMS) land use designation of the subject property and surrounding properties. The subject property has a Rural Land (RL) future land use. The property owner is seeking to amend the property's future land use designation to Medium Residential in order to proceed with development of the property.

Figure 2
Current Future Land Use Map Designation



B. *ZDM history*. Figure 3 shows the subject property is currently zoned General Agriculture (A-1). As noted previously, the site is the subject of a concurrent Rezoning Application requesting a Planned Unit Development (PUD) zoning for the site.

Figure 3
Zoning District Map

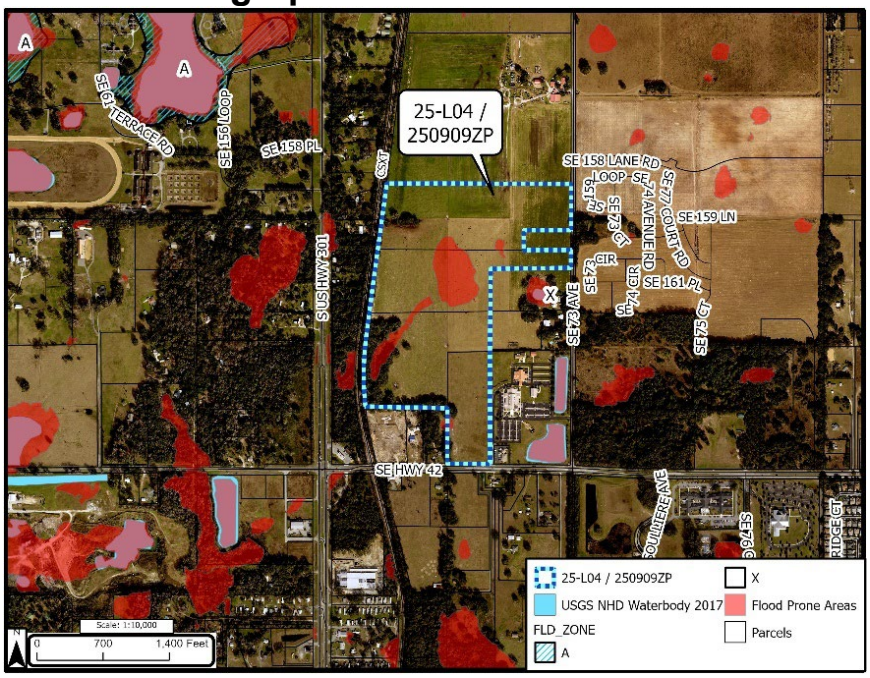


V. CHARACTER OF THE AREA

A. *Existing site characteristics*.

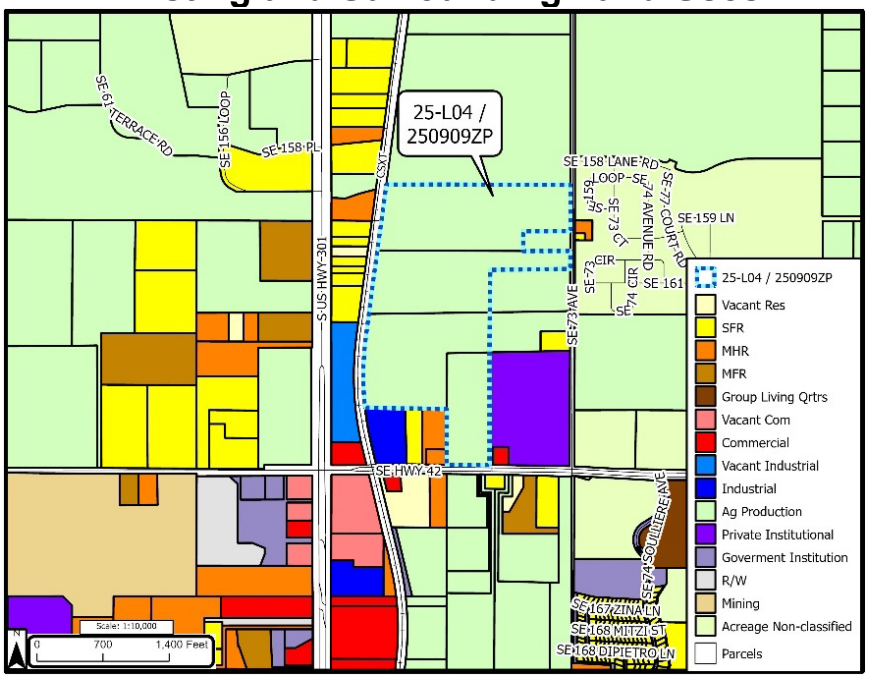
Figure 4 is an aerial photograph of the subject property and surrounding area. The subject property is now a vacant acreage. The site shares the majority of its west boundary with the existing CSX Main Railroad Line with limited frontage along SE 73rd Avenue and SE Hwy 42. The site does not include any identified flood plain per the Federal Emergency Management Agency's Flood Insurance Rate Maps Series (FEMA FIRM); however, the Marion County Stormwater Division's Watershed Management Program (WMP) identifies potential flood prone areas.

Figure 4
Aerial Photograph with Flood Plain/Prone Areas



B. *Adjacent and surrounding land uses*. Figure 5 is a map based on the Marion County Property Appraisers Property Use Code showing the existing, adjacent, and surrounding land uses. Properties to the north, south, and west are acreage tracts used for agricultural purposes, some with single-family residences, along with a church (Congregational Church of the Villages to the west of the CSX railroad line).

Figure 5
Existing and Surrounding Land Uses



A singular acreage tract, owned by a family member, is located north of the site; that property features a residence along with a port-o-let and land application operation that, if legal, may present a challenge regarding compatibility with the proposed uses. East of SE 73rd Avenue is the Gaekwad Village PUD (fka Utopia, see Attachment H-1), with the remaining portions of the included property lying along the east side of SE 73rd Avenue across from the site.

Table B, below, displays the FLUMS, Zoning Classification, and existing uses on the subject site and surrounding uses.

TABLE B. ADJACENT PROPERTY CHARACTERISTICS

Direction	FLUM Designation	Zoning Classification	Existing Use Per MCPA Property Code
Subject Property	Rural Land (RL)	General Agriculture (A-1)	Single-family
North	Rural Land (RL)	General Agriculture (A-1)	Single-family home/farm on acreage tract with portable service operation and land application site (*code investigation*)
Southwest	Commercial (COM)	Heavy Business (B-5)	RV/Boat Storage
		Community Business (B-2)	Commercial Office
	Rural Land (RL)	General Agriculture (A-1)	Single-family homes on acreage tracts
Southeast	Rural Land (RL - remainder parcels)	General Agriculture (A-1)	Single-family homes on acreage tracts
East - North	Medium and High Res. (MR & HR) Rural Land (RL - Outparcel)	Planned Unit Development (PUD) General Agriculture (A-1)	Undeveloped SFR Part of Gaekwad Village PUD Single-family homes on acreage tracts
East - Central	High Res. (HR)	Planned Unit Development (PUD)	Summer Pointe Townhomes (Under Construction)
East - South	Rural Land (RL) Commercial (COM)	General Agriculture (A-1) Community Business (B-2)	Single-family homes on acreage tracts St. Marks Church Veterinary Clinic
West - North (West of CSX RR)	Rural Land (RL)	General Agriculture (A-1) Community Business (B-2)	Single-family homes on acreage tracts (one authorized by SUP for wood working shop)
	Commercial (COM)	General Agriculture (A-1) Light Industrial (M-1)	Vacant industrial
West - South	Rural Land (RL)	General Agriculture (A-1)	Single-family home on acreage tract

The S. US Hwy 441 and SE Hwy 42 area includes existing Urban Area designations with historic and recently approved development projects. Following Figure 6 identifies the locations of more recently approved development projects. The subject property represents an isolated property west of the north part of the Gaekwad Village PUD is enabled for 1,514 (744 single-family detached units in the north across from the subject property, and 770 multiple-family units to the south, along with commercial development fronting along Hwy 42 - see Attachment H-1).

A portion of the multiple-family units are currently under construction as the first phase of 252 attached rental townhomes, titled Summer Pointe Village; however, no further development plans are in review at this time.

Immediately south of the Gaekwad Village PUD along SE 73rd Avenue is the Heritage Oaks PUD planned for 159 single-family detached units (see Attachment H-2) that is only now commencing construction. Further south and east are the Villages of Marion (VOM) and Orange Blossom Hills/Pinehurst Subdivisions (OBH). The VOM's residential development has functionally been completed, while OBH continues to develop/infill. The 9494 Summerfield PUD (see Attachment H-3) project on the south side of SE Hwy 42, between VOM and the Hilltop Estates Subdivision that features 78 single-family detached units and commercial uses along Hwy 42, while granted rezoning, has only completed its PUD Master Plan approval and no other development plans have formally been filed to date. The status of these projects and/or their phases/units is further listed in Table C following.

Figure 6
Recently Approved Area Development

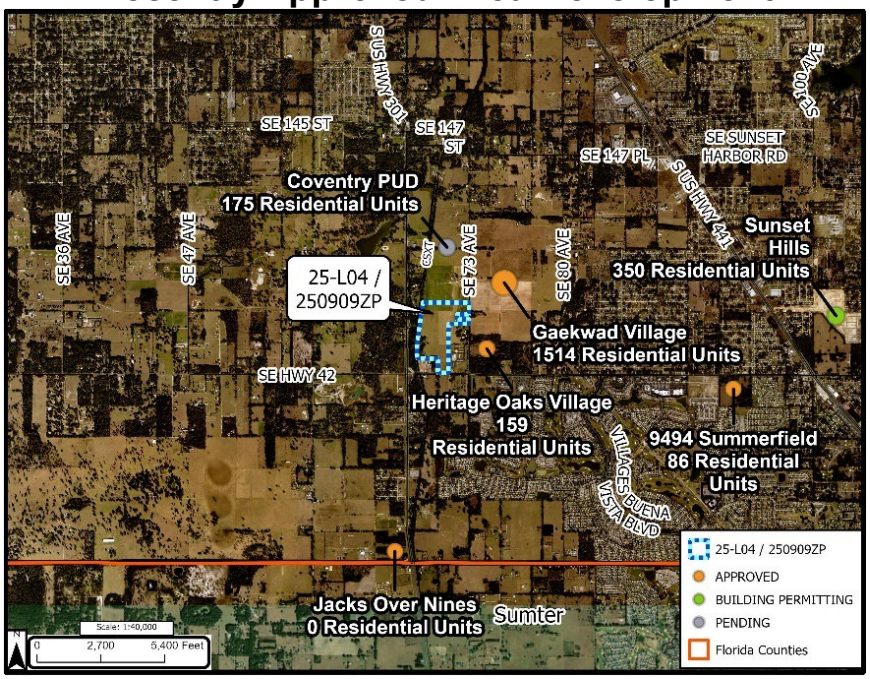
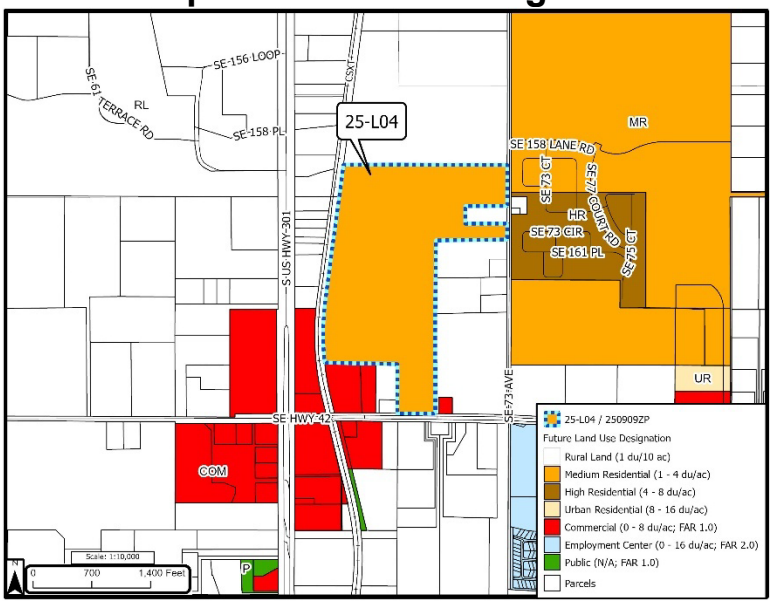


TABLE C. EXISTING AND RECENT DEVELOPMENT PROJECTS			
Project Name w/Year Established or Approval Date	**Plan/Status**	**Development Amount(s)**	
		Proposed or Approved	**In Development or Complete**
Gaekwad Village (fka Utopia) PUD 220102ZP; 2/1/2022	• PUD Master Plan Approved, 3/2024 • Summer Pointe Village - **252** Townhomes (Ph. 1A), Major Site Plan; Approved 8/2024 (under construction) • Townhomes, Ph 1B, Major Site Plan; Withdrawn 1/2025 • No other plans to date.	SFR - 744 MFR - 770 Total - 1,514	0 252 252

TABLE C. EXISTING AND RECENT DEVELOPMENT PROJECTS			
Project Name w/Year Established or Approval Date	**Plan/Status**	**Development Amount(s)**	
		Proposed or Approved	**In Development or Complete**
Heritage Oaks PUD 250407ZP; 4/14/2025	• Preliminary Plat (159 DU); Approved 5/2025 • Improvement Plan; In Review	SFR - 159	159
9494 Summerfield Village PUD 221108ZP; 11/15/2022	• PUD Master Plan Approved, 9/2024 • No other plans to date.	SFR - 78 Office GSF - 8,000 Retail GSF - 35,000 Mini-Storage GSF - 196,750	78 DU 8,000 GSF 35,000 GSF 196,750 GSF
Villages of Marion 20160113Z(P); 1/12/2016	Residential retirement development functionally completed through multiple subdivision platting processes	5,432	5,432
Orange Blossom Hills & Pinehurst (west of Hwy 441, north of Hwy 42)	OBH Unit 1 - 5, 7-10, 12, 13, and 15 Platted between 12/1959 and 2/1962 Pinehurst & Pinehurst 1st Addition 10/1959 & 11/1961	±2,133 Parcels (excludes non-residential parcels) 110 SFR Lots	529 Vacant 1,381 SFR 221 MHR 2 SFR w/FC 100 SFR

C. *Project request*. Figure 7 depicts the FLUMS amendment proposed by this application. The site is located outside the Urban Growth Boundary (UGB) and outside the S. US Hwy 27/441 & SE Hwy 42 Urban Area, in the general Rural Area. The application requests changing the site's future land use designation from Rural Land (RL; 1 DU/10 AC) to Medium Residential (MR; 1 – 4 DU/AC). Aside from the Gaekwad Village PUD site designated Medium Density (MR) to the east, no other lands surrounding the site feature an Urban Area land use designation. The request represents an expansion of the Urban Area in this vicinity. Staff notes that the area including the subject property and the Gaekwad Village PUD was within the 2003 South US 441Marion County Corridor Study and was not identified as an area for potential urban development; however, at that time, the Board elected to accept the Study as complete, but not to formally adopt the Study (see Attachment D).

Figure 7
Proposed FLUMS Designation



Staff notes that among the existing and approved development in the area, ±1,700 residential units remain "available" in the region. The amendment site is located west of SE 73rd Avenue, where no other residential designated lands are currently located. A few Commercial designated parcels are located east and west of the southern portion of the site, each fronting on Hwy 42, while the Summerfield Rural Activity Center (RAC) is located ±1 mile to the north and ±0.25 miles to the west. Development in the area has been concentrated along the US 441 corridor and portions of Hwy 42, and there are traffic concerns for the surroundings, including the SE 73rd Avenue & Hwy 42 intersection. There are also additional concerns where SE 73rd Avenue intersects with SE 147th Street/Place, and at that roadway's intersection with SE 80th Avenue to the east of SE 73rd Avenue. As such, staff concludes that the application is **not compatible** with the character of the area.

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 the Marion County Comprehensive Plan*

1. Future Land Use Element (FLUE).

a. Goal 1: Purpose of the Future Land Use Element – To protect the unique assets, character, and quality of life in the County through the implementation and maintenance of land use policies and a Land Development Code (LDC) that accomplish the following:

1. Promote the conservation and preservation of natural and cultural resources;

2. *Support and protect agricultural uses;*
3. Protect and enhance residential neighborhoods while allowing for mixed use development within the county;
4. Strengthen and diversify the economic base of the County;
5. *Promote development patterns that encourage an efficient mix and distribution of uses to meet the needs of the residents throughout the county;*
6. *Ensure adequate service and facilities to timely serve new and existing development;*
7. *Protect and enhance the public health, safety, and welfare;* and
8. Protect private property rights.

Analysis: The requested Medium Residential land use designation change will extend the Urban Area into the existing Rural Area, extending the land use from an existing Medium Residential designated area that, while slated for development with Master Plan approval, is not yet the subject of specific development plans (e.g., Preliminary Plat, Improvement Plan, or Final Plat). SE 73rd Avenue, a Major Local roadway, is currently a roadway of concern due to its current conditions and continuing development effects related to the surrounding area wherein further development along the roadway is not supported by OCE-Traffic Engineering Staff (See Attachment B). Currently, no focused efforts are in place to address transportation network improvements in the area, wherein access to SE 147th Street/Place, a Collector roadway, is a further concern due to the roadway and intersection alignments where it meets SE 73rd Avenue; further, staff has noted operational concerns to the east where SE 147th Place intersects with SE 80th Avenue, a Major Local roadway. Staff notes as well, that should revisions to the adopted Transportation Level of Service Standards be adopted, staff's concerns regarding the existing area transportation network would become even more concerning. While Marion County currently has central water and central sewer services within connection distance of the site, the current system lines are located along SE Hwy 42, an Arterial roadway, and extension along SE 73rd Avenue would route past a combination of large and small acreage tracts not currently authorized for urban-type development. The application is **not consistent** with FLUE Goal 1.

b. FLUE Policy 1.1.1: Marion County Planning Principles - The County shall rely upon the following principles to guide the overall planning framework and vision for the County:
   1. *Preserve, protect and manage the County's valuable natural resources.*
   2. *Recognize and protect the rural equestrian and agricultural character as an asset of the County's character and economy while providing clear, fair and consistent standards for the review and evaluation of any appropriate future development proposals.*

3. *Support the livability of the existing cities and towns in the County by planning for the logical extension of development in a manner that enhances the scale, intensity and form of these areas through the introduction of sustainable smart growth principles and joint planning activities.*
4. *Support economic development through government practices that place a priority on public infrastructure necessary to attract such activities and that foster a local economic development environment that is conducive to the creation and growth of new businesses, the expansion of existing businesses, and is welcoming to private entrepreneur activities.*

Analysis: The requested Medium Residential land use designation change will extend the Urban Area into the existing Rural Area, extending the land use from an existing Medium Residential designated area that, while slated for development with Master Plan approval, is not yet the subject of specific development plans (e.g., Preliminary Plat, Improvement Plan, or Final Plat). SE 73rd Avenue is currently a roadway of concern due to its current conditions and continuing development effects related to the surrounding area wherein further development along the roadway is not supported by OCE-Traffic Engineering Staff (See Attachment B). As noted previously, staff has concerns related to the existing transportation network concerns related to Hwy 42, SE 147th Street/Place and SE 80th Avenue, which may be further impacted should Level of Service Standards be modified in the future. While Marion County currently has central water and central sewer services within connection distance of the site, the current system lines are located along SE Hwy 42 and extension along SE 73rd Avenue would route past a combination of large and small acreage tracts not currently authorized for urban-type development. The application is **not consistent** with FLUE Policy 1.1.1.

c. FLUE Policy 1.1.6: Buffering of Uses – The County shall require new development or substantial redevelopment to provide buffering to address compatibility concerns and reduce potential adverse impacts to surrounding properties, as further defined in the LDC.

Analysis: The requested Medium Residential land use designation change will extend the Urban Area into the existing Rural Area. Future development of the site would be required to comply with LDC development design requirements for buffers to existing and/or future uses at the time development of the site is proposed; currently the county requires various land uses buffers and setbacks, and the county is preparing to further enhance those standards that will then be applicable to this site. The application is **consistent** with FLUE Policy 1.1.6.

d. FLUE Policy 1.1.7: Discourage Strip Commercial and Isolated Development - The County shall discourage scattered and highway

strip commercial development by requiring the development of such uses at existing commercial intersections, other commercial nodes, and mixed use centers with links to the surrounding area.

Analysis: The requested land use change for the site will establish a Medium Residential designation that functions as an extension of the Urban Area further into the Rural Area, moving across SW 73rd Avenue, which is a roadway with access and traffic concerns, and away from Medium Residential/Urban Area sites that have not yet initiated specific development review applications; depending on the time of development the area may be isolated from other developed areas, and increase general effects on the overall transportation network as noted previously. The application is **not consistent** with FLUE Policy 1.1.7.

e. FLUE 2.1.6: Protection of Rural Areas - Rural and agricultural areas shall be protected from premature urbanization and a vibrant rural economy shall be encouraged outside the UGB and Planned Service Areas (PSAs). Urban and suburban uses incompatible with agricultural uses shall be directed toward areas appropriate for urban development such as within the UGB and PSAs.

Analysis: The requested land use change for the site will establish a Medium Residential designation that functions as an extension of the Urban Area further into the Rural Area, moving across SW 73rd Avenue, which is a roadway with access and traffic concerns, and away from Medium Residential/Urban Area sites that have not yet initiated specific development review applications. Further, the site is and adjoins existing lands used in active agricultural operations, wherein conversion of the site will then place residential development directly adjacent to the historic agricultural uses that will remain, particularly to the north and south of the site. The application is **not consistent** with FLUE Policy 2.1.6.

f. FLUE Policy 2.1.18: Medium Residential (MR) - This land use designation 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. This land use designation is an Urban Area land use.

Analysis: The requested land use change for the site will functionally extend a Medium Residential land use designation west from the current Gaekwad Village PUD's Medium Density designated area, projecting into and west/behind other Rural Area/Rural Land designated properties. Staff notes an isolated property surrounded by the subject property is currently owned by the trust agent representing the subject property. Staff has significant concerns that

the proposed amendment is premature given the extent of existing and approved development recently underway in the area, particularly as it represents a further extension of Urban Area into the Rural Area and the area's existing transportation network concerns, as such staff recommends the application is **not consistent** with FLUE Policy 2.1.19.

g. FLUE Policy 3.1.4: Rural Area Outside of UGB - The lands outside of the UGB shall generally be referred to as the Rural Area and development in this area shall be guided by the following principles and as further defined in the LDC:

1. *Protect the existing rural and equestrian character of the area and acknowledge that a certain portion of the County's population will desire to live in a rural setting.*
2. *Promote and foster the continued operation of agricultural activities, farms, and other related uses that generate employment opportunities in the Rural Area.*
3. *Establish a framework for appropriate future opportunities and development options including standards that address the timing of future development.*
4. Create a focused strategy for the regulation of mining and resource extraction activity.
5. Allow for new Rural Land and Rural Activity Center Future Land Use designations with a Comprehensive Plan Amendment (CPA), as further allowed in this Plan and as further defined in the LDC.

Analysis: The requested land use change for the site will establish a Medium Residential designation that functions as an extension of the Urban Area further into the Rural Area, moving across SW 73rd Avenue, which is a roadway with access and traffic concerns, and away from Medium Residential/Urban Area sites that have not yet initiated specific development review applications. Further, the site is and adjoins existing lands used in active agricultural operations, wherein conversion of the site will then place residential development directly adjacent to the historic agricultural uses that will remain, particularly to the north and south of the site. Staff notes an isolated property surrounded by the subject property is currently owned by the trust agent representing the subject property. Staff has significant concerns that the proposed amendment is premature given the extent of existing and approved development recently underway in the area, particularly as it represents a further extension of Urban Area into the Rural Area, as such staff recommends the application is **not consistent** with FLUE Policy 3.1.4.

h. FLUE Policy 5.1.2: Review Criteria – Changes to the 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 decide 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: *A market demand and necessity for change analysis was not provided for the request.* The request represents an extension of the Urban Area with a Medium Residential land use designation into the current Rural Area/Rural Land designated properties. While an Urban Area with a Medium Residential land use is to the east, across SE 73rd Avenue, the northern portion of that area is not yet in active development review (Master Plan approval only, no Preliminary Plat, Improvement Plan, or Final Plat have been submitted at this time). The OCE-Traffic Division has identified concerns related to the status of SE 73rd Avenue, Hwy 42, and SE 147th Street/Place, and at this time, a traffic methodology addressing the subject property and another property to the south was only recently approved on May 13, 2025 (AR# 32409). The application is **not consistent** with FLUE Policy 5.1.2.

i. FLUE Policy 5.1.3: Planning & Zoning Commission (P&Z) - 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: This application is scheduled to appear in front of the Planning & Zoning Commission on August 25, 2025. This application is **consistent** with FLUE Policy 5.1.3.

j. FLUE Policy 5.1.4: Notice of Hearing - The 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.

k. FLUE Policy 6.1.3: Central Water and Wastewater Service – The County shall require development within the UGB, Urban Areas, and other developments consistent with this Plan and as required in the LDC to use central water and wastewater. Central water and wastewater treatment facilities shall be constructed in accordance with the Wastewater and Potable Water Elements of this Plan as further defined in the LDC.

Analysis: The site is located outside the UGB, but is proposed to be added to the S. Hwy 441/SE Hwy 42 Urban Area by obtaining a Medium Residential land use designation. Central water and central sewer services are available to site, although service extensions to the site will pass large and small acreage Rural Area acreage tracts designated with a Rural Land designation. The application is **consistent** with FLUE Policy 6.1.3.

2. Transportation Element (TE)

a. TE Policy 2.1.4: Determination of Impact - All proposed development shall be evaluated to determine impacts to adopted LOS standards.

Analysis: A traffic methodology was provided related to the subject property's proposed Medium Residential (MR) land use designation, as well as for an additional site to the south of the subject property. That additional site is the subject of a parallel Comprehensive Plan Amendment Application (25-L03) and Planned Unit Development (PUD) Rezoning Application (250706ZP) that is making a similar land use change and rezoning, except that request is for a ±55-acre site. The joint methodology was approved on May 13, 2025; however, the subsequent traffic study has not been submitted for review at this time. That joint methodology and future study is based on 475 dwelling units, with 300 detached dwelling units allocated to this site, less than the 362 dwelling units that may be potentially enabled by the requested Medium Residential land use designation (90.69 AC x 4 DU/AC = 362 DU). Staff notes the parallel applications for 25-L03 and 250706ZP would enable 220 dwellings by land use designation, while the PUD proposes 175 detached dwelling units (55.00 AC x 4 DU/AC = 362).

TABLE D. GENERAL TRIP GENERATION ESTIMATES									
Land Use Type	ITE Code	Development Amount / Intensity	Average Annual Trips						
			Daily Trips	AM Peak-Hour			PM Peak-Hour		
				In	Out	Total	In	Out	Total

SFR-CPA	210	362 DU	3,225	-	-	329	-	-	235
SFR-PUD	210	300 DU	2,672	-	-	272	-	-	195

At this time, as noted by OCE Traffic Engineering, the estimated impacts to LOS are unknown, and the condition and operation of SE 73rd Avenue are a concern at this time (see Attachment B) not just in relation to the SE 73rd Avenue/SE Hwy 42 intersection, but also the SE 73rd Avenue/SE 147th Street/Place intersection to the north. Based on the above findings, the application is **not consistent** with TE Policy 2.1.4.

b. TE Objective 3.1: Financial Feasibility of Development - To encourage development within the Urban Growth Boundary where infrastructure can be provided in a financially feasible manner.

Analysis: The subject property fronts on SE 73rd Avenue and SE Hwy 42. SE 73rd Avenue is a Major Local roadway, while SE Hwy 42 is a Collector roadway; the companion PUD Rezoning Application proposes access to both roadways, with the access to SE Hwy 42 provided via the existing adjoining St. Marks Church's existing access point in an effort to provide for coordinated access management. SE 73rd Avenue extends north-to-south between SE 147th Street/Place (Major Local) and SE Hwy 42 (Arterial). Staff notes that SE 147th Street/Place, like SE Hwy 42, is one of two east-to-west connections across southern Marion County at connect between S. Hwy 301 and S. Hwy 441. Both SE Hwy 42 and SE 147th Street/Road currently have operation and/or capacity issues, that may be further affected by potential changes in adopted level of service standards. Further, SE 73rd Avenue, is a substandard right-of-way, wherein improvements to the roadway to accommodate increased traffic generation and revised traffic patterns would result in additional right-of-way requirements wherein funding for such efforts is not currently enabled by Marion County, and similar circumstances are in place in relation to SE Hwy 42 and SE 147th Street/Place as well as SE 147th Place and SE 80th Avenue. The application is **not consistent** with TE Objective 3.1.

3. Sanitary Sewer Element (SSE)

a. SSE Policy 1.1.1: "The LOS standard of 110 gallons per person per day for residential demand and approximately 2,000 gallons per acre per day for commercial and industrial 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: The site is located in Marion County's SE Utility Service Area. Residential development of the site at the maximum possible density under the requested Medium Residential (MR) designation

could accommodate up to 362 dwelling units, wherein the resulting sanitary sewer water demand would be 91,586 gallons per day. Under the concurrent rezoning development plan of 300 dwelling units, demand is expected to be 75,900 gallons per day, a reduction of 15,686 gallons per day. A sanitary sewer force main is currently located along SE Hwy 42 to the south of the subject property. The application is **consistent** with SSE Policy 1.1.1.

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: The site is located in Marion County's SE Utility Service Area. Residential development of the site at the maximum possible density under the requested Medium Residential (MR) designation could accommodate up to 362 dwelling units, wherein the resulting potable water demand would be 124,890 gallons per day. Under the concurrent rezoning development plan of 300 dwelling units, demand is expected to be 103,500 gallons per day, a reduction of 21,390 gallons per day. A water main is currently located along SE Hwy 42 to the south of the subject property. Based on these findings, the application is generally **consistent** with PWE Policy 1.1.1.

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: Residential development of the site at the maximum possible density under the request Medium Residential (MR) designation could accommodate up to 362 dwelling units that could generate up to 5,176 pounds per day of solid waste. Under the concurrent rezoning development plan of 300 dwelling units, demand is expected to be 4,278 pounds per day of solid waste, a reduction of 898 pounds per day of solid waste. 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.

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."

b. SE Policy 1.1.5 provides, "Stormwater facilities meeting the adopted LOS shall be available concurrent with the impacts of the development."

Analysis: At the time of any development order approval, the owner will need to demonstrate that post-development stormwater runoff can be accommodated by the stormwater facilities proposed during development review. The owner is advised they will be responsible for funding the stormwater facilities with sufficient capacity to accommodate the post-development runoff, potentially including stormwater needs for off-site infrastructure improvements needed to support any development (e.g., access turn-lanes, etc.) Based on the above findings, the application is **consistent** with SE Policies1.1.4, and 1.1.5.

7. Public School.
   a. The following figures are provided by Marion County Public Schools (MCPS) for the current school year: Harbour View Elementary (102%), Lake Weir Middle School (92%), and Belleview High School (120%). Residential development of the site at 4 DU/AC as a single-family development could generate up to 362 dwelling units generating an estimated 39-elementary, 16-middle, and 26-high school students for a total of 80 students. Wherein the concurrent rezoning development plan of 300 single-family detached residences would generate 32-elementary, 13-middle, and 22-high school students for a total of 67 students. While there are areas of overcrowding, overall, there is capacity within Marion County Schools. Staff notes the student generation information was based on the 2024-2025 school year, as the current 2025-2026 school year is only commencing at this time. Based on the above findings, the proposed development would not adversely affect public interest. Therefore, it is concluded that the application is **consistent** with this section.

8. Fire Rescue/Emergency
   a. The site is located in the Villages Fire Station #10 District, located at 8220 SE 165th Mulberry Lane, The Villages, with the station located ±1.3 miles east/southeast of the subject property. The Comprehensive Plan does not establish a level of service standard for fire rescue/emergency services. Marion County has established a 5-mile drive distance from the subject property as evidence of the availability of such services; additionally, the Fire Services Department has provided an analysis of existing conditions (see Attachment F) related to the site's primary servicing fire station and

the three closest stations that are presented in tables E, F, G, and H following:

TABLE E: FIRE SUPPRESSION/NON-TRANSPORT RESPONSE ANALYSIS

Station	Travel Time (Minutes)	FY 23/24 Response Availability (% / Status)	Incidents/Unit*	Units
#10 - The Villages	2	5.17% / Green	**3,696**	-
#30 - Spruce Creek	7	6.01% / Green	**3,527**	-
#18 - Belleview	11	6.08% / Green	**4,145**	-
#27 - Weirsdale	12	4.12% / Green	1,704	-

*The threshold to consider adding additional Suppression/Non-transport units is **2,000** incidents; there are no additional budgeted units for this area to date.
Source: Marion County Fire Services

TABLE F: TRANSPORT/AMBULANCE RESPONSE ANALYSIS

Station	Travel Time (Minutes)	FY 23/24 Incident Reliability (% / Status)	Incidents/Unit*	Units
#10 - The Villages	2	7.34% / Green	**3,763**	-
#30 - Spruce Creek	7	1.69% / Green	**2,976**	-
#18 - Belleview	11	4.57% / Green	**2,748**	-
#27 - Weirsdale	12	**22.91% / Red**	2,342	-

*The threshold to consider adding additional Transport/Ambulance units is **2,500** incidents; there are no additional resources planned for this area to date.
Source: Marion County Fire Services

TABLE G: PENDING AREA DEVELOPMENTS

Project	Status	Development Potential	Fire District	Available Units (S/NT – T/A)*
Gaekwad Village PUD	PUD Master Plan Townhouses Phase 1A - App. 8/2024	744 SFR 770 MFR 1,514 TOTAL	#10 – The Villages	N/A
Heritage Oak Village PUD	Preliminary Plat Approved 8/2024	159 SFR	#10 – The Villages	N/A
9494 Summerfield PUD	PUD Master Plan Approved 9/2024	78 SFR Office/Retail 43,000 SF Mini-Storage 196,750 SF	#10 – The Villages	N/A
Carissa Oaks PUD (south)	Rezoning Approved 4/2022	10 SFR	#30 – Spruce Creek	N/A
TOTAL PENDING DEVELOPMENTS		**991 SFR; 770 MFR; 239,750SF Non-residential**		

**S/NT = Suppression/Non-transport Unit, T/A = Transport/Ambulance Unit.*

TABLE H: FIRE SERVICES SUMMARY AND ASSESSMENT*

Station	S/NT SERVICE LEVEL STATUS	ADDITIONAL S/NT UNITS NEEDED	T/A SERVICE LEVEL STATUS	ADDITIONAL T/A UNITS NEEDED
#10 - The Villages	**Exceeded**	**0**	Compliant	0
#30 - Spruce Creek	**Exceeded**	**0**	Compliant	0
#18 - Belleview	**Exceeded**	**0**	Compliant	0
#27 - Weirsdale	Compliant	0	**Exceeded**	**1**

S/NT = Suppression/Non-transport Unit, T/A = Transport/Ambulance Unit.

Analysis: Marion County Fire Services has identified an impending service need of one suppression/non-transport unit and one transport/ambulance unit in regards to the area. However, as a formal level of service is not established by the Comprehensive Plan, staff finds the application is **consistent** with this section.

9. Law Enforcement/Sheriff.
   a. The Sheriff's Village District Office, located at 8230 SE 165th Mulberry Lane, The Villages, ±1.3 miles east/southeast of the subject property. The Comprehensive Plan does not establish a level of service standard for law enforcement/sheriff services. The Marion County Sheriff's Office (MCSO) comments (see Attachment G) estimated the project could result in 720 new residents and MCSO notes that when considered in relation to the parallel applications for the site to the north, "(n)ot adding more deputies to the area will undoubtedly affect service in that area." Based on the MCSO current ratio of 1.14 deputies per 1,000 residents, which is lower than the state average of 1.65 deputies per 1,000 residents, MCSO further notes that "we would need to add an additional deputy to keep up the demands of the added population" to meet additional staffing needs. However, as a formal level of service is not established by the Comprehensive Plan, staff finds the application is **consistent** with this section.

In summation, staff concludes that the application is **not consistent** with the Comprehensive Plan, as the site would establish a new area of the Medium Residential land use designation that would extend the Urban Area into the Rural Area where current transportation levels of service impacts for the project are a concern, along with potential impacts to emergency services operations including fire, ambulance, and sheriff.

B. *Consistency with Chapter 163, Florida Statutes (F.S.)*.

1. Section 163.3177(6)(a)8, F.S. "Future 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 a detailed analysis of the availability of facilities and services. While services are present in the area, and final connection determinations would be made at the time of development review, the transportation level of services impacts have not been effectively evaluated as the project's traffic study has not yet been completed. Further, potential operational impacts related to fire services and public safety are a concern. Staff notes a further concern is the recent

submittal of similar applications for an additional site to the south, which is being jointly considered in the recently approved traffic methodology to result in a broader traffic study. Based on this information, the application **does not 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 "Character of the area" section of this staff reports and it was found that the application **does not comply with and conform 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 functionally addressed in the analysis of FLUE Policies. 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:
      (I) 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 notes the site is currently designated Rural Land lying outside the County UGB, functionally within the Rural Area. The requested amendment will extend the Urban Area into the Rural Area westward from a site that, while authorized for development, has limited fully approved development plans. Additionally, other existing infill options and as yet undeveloped residential lands are located further east/southeast. Further, Traffic Engineering has expressed concerns due to the lack of supporting traffic study related to the request, particularly in relation to SE 73rd Avenue, its intersections with SE Hwy 42 and SE 147th Place, and general possible level of service issues in the surrounding area. Staff finds the application is **not consistent** 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 notes the site is currently designated Rural Land lying outside the County UGB, functionally within the Rural Area. The requested amendment will extend the Urban Area into the Rural Area westward from a site that, while authorized for development, has limited fully approved development plans. Additionally, other existing and as yet undeveloped residential lands are located further east/southeast. Further, Traffic Engineering has expressed concerns due to the lack of supporting traffic study related to the request, particularly in relation to SE 73rd Avenue, its intersections with SE Hwy 42 and SE 147th Place, and general possible level of service issues in the surrounding area, including portions of SE 147th Place & SE 80th Avenue. Staff finds the application is **not consistent** with Section 163.3.177(6)(a)9b.

In summation, staff concludes that the application is **not consistent** with F.S. Section 163.3177(6)(a), as the site is located in the Rural Area outside the Urban Growth Boundary (UGB) and the request would extend an Urban Area future land use designation into the Rural Area from lands that are currently undeveloped with no active plans for development in active review except for a limited portion of that overall site located ±1/4 mile to the southeast. Further, other infill and existing Urban Area undeveloped lands are available to the east and southeast. Traffic Engineering's issues related to the transportation network level of service and current roadway conditions, combined with potential demands on emergency services are concerns related to the provision of urban services to the site.

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 with findings to the Board of County Commissioners to **DENY** the proposed 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 act to **TABLE OR CONTINUE** 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 with findings to the Board of County Commissioners to **APPROVE** the proposed large-scale FLUMS amendment.

VIII. STAFF RECOMMENDATION

Staff recommends the Planning and Zoning Commission (PZC) 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 for **DENIAL** of the proposed large-scale FLUMS amendment number 25-L03 based on the following:

A. The application is not compatible with land uses in the surrounding area.
B. The application will adversely affect the public interest.
C. The application is not consistent with the following Comprehensive Plan provisions:
    1. FLUE Goal 1, Policies 1.1.1, 1.1.6, 1.7, 2.1.6, 2.1.18, 3.1.4, and 5.1.2,
    2. TE Policy 2.1.4, and Objective 3.1.
D. The application does not comply with and conform to Florida Statutes, Sections Section 163.3177(6)(a)8 and 163.3177(6)(a)9, subsections a and b, as provided in prior report sections VI.A and VI.B.

IX. PLANNING & ZONING COMMISSION RECOMMENDATION - 8/25/2025

To be determined.

X. BOARD OF COUNTY COMMISSIONERS - TRANSMITTAL - 9/18/2025

To be determined.

XI. BOARD OF COUNTY COMMISSIONERS ADOPTION - TBD

To be determined.

XII. LIST OF ATTACHMENTS

A. Application.
B. DRC Staff Review Comments.
C. Site/Sign Photos.
D. 2003 S. Hwy 441 Corridor Study Master Plan (Accepted, not formally approved/adopted).
E. Concurrent 250706ZP/250909ZP Approved Traffic Methodology, AR# 32171.
F. Fire Services Summary Presentation .
G. Marion County Sheriff Office Comments.
H. Area PUD Approvals
    1. 220102Z, Gaekwad Village PUD Approvals, February 2022.
    2. 250407ZP, Heritage Oaks PUD Approvals, April 2025.
    3. 221108ZP, 9494 Summerfield PUD Approvals, September 2024.