



**Marion County
Board of County Commissioners**

Growth Services

2710 E. Silver Springs Blvd.
Ocala, FL 34470
Phone: 352-438-2600
Fax: 352-438-2601

**PLANNING & ZONING SECTION
STAFF REPORT**

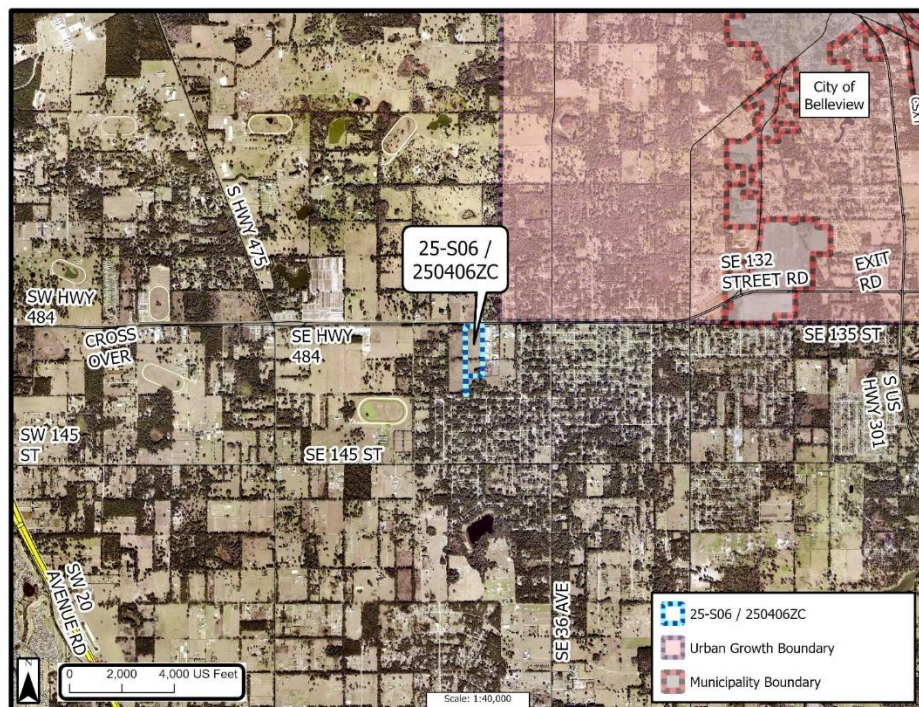
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|---------------------------------------|---|
| P&Z Date: 5/28/2025 | BCC Date: 6/16/2025 08/19/2025 at 10 a.m. |
| Case Number | 250406ZC |
| CDP-AR | 32431 |
| Type of Case | Rezoning from General Agriculture (A-1) to Light Industrial (M-1). |
| Owner | Gary W. Smallridge & Thomas Conrad |
| Applicant | Randall Alvord |
| Street Address/Site Location | 2797 SE CR 484 & (No address assigned) |
| Parcel Number(s) | 41520-001-04 & 41520-101-04 |
| Property Size | ±30.21 |
| Future Land Use | Rural Land (RL) |
| Existing Zoning Classification | General Agriculture (A-1) |
| Overlays Zones/Special Areas | Secondary Springs Protection Zone (SSPZ) |
| Staff Recommendation | DENIAL |
| P&Z Recommendation | APPROVAL (5-1) |
| Project Planner | Kenneth Odom, Senior Planner/Transportation Planner |
| Related Cases | None |

I. ITEM SUMMARY

Randall Alvord, agent for the applicant/owners, Gary W. Smallridge and Thomas Conrad, has filed a rezoning application to rezone approximately ±30.21-acres from General Agriculture (A-1) to Light Industrial (M-1) (see Attachment A). The Parcel Identification Numbers for the subject parcels are 41520-001-04 (2797 SE CR 484, Belleview, FL) and 41520-101-04 (No assigned address). The legal description is provided within the application (see Attachment A). The site is located within the Secondary Springs Protection Zone. The application proposes rezoning the entirety of both parcels for a total of ±30.21-acres for all uses permitted within the proposed zoning classification.

At the 6/16/2025 Board of County Commissioners' meeting, this item was discussed and was continued so that this request can come back as A-1 to B-4 instead of A-1 to M-1. The County Attorney has stated that the B-4 zoning is less intense and is available for the Board of County Commissioners to approve. Growth services worked with the applicant and as long as all uses proposed are conducted being in a completely enclosed building then this zoning is appropriate.

Figure 1
General Location Map



II. STAFF SUMMARY RECOMMENDATION

Staff recommends **DENIAL** of the rezoning application.

III. NOTICE OF PUBLIC HEARING

Consistent with Land Development Code (LDC) Section 2.7.3.C., notice of public hearing was mailed to all property owners (22 owners) within 300 feet of the subject property on May 9, 2024. Consistent with LDC Section 2.7.3.B., public notice was posted on the subject property on May 8, 2025, and consistent with LDC Section 2.7.3.E., due public notice was published in the Ocala Star-Banner on May 12, 2025. 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 Planning and Zoning 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 is addressed below.

A. *How is the request compatible with surrounding uses?*

Compatibility is defined as a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time, such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition. Figure 1 is a general location aerial displaying existing and surrounding site conditions.

Figure 2 shows that the subject properties, as well as the majority of the surrounding parcels, are designated as Rural Land (RL). In consideration of commercial or industrial uses, there are several industrial designated parcels to the east of the subject parcels in the form of *Three C's Industrial Park* (Est. 1982), one parcel immediately south of the industrial park (Est. 1995) and the *Queen of America Honey* processing facility (Est. 1981). However, these are the only industrial designated facilities east of I-75 in this area of the County, and they were established or designated before real land use or zoning practices were actually incorporated into the development processes of Marion County.

There is a mix of operating Community Business (B-2), Regional Business (B-4), and Heavy Business (B-5) designated parcels that are also located in this area of the corridor, but, once again, many of those were established as far back as the 1980s. Additionally, there are some remnant vacant Heavy Business (B-5) zoning designated parcels in the immediate area but these parcels were assigned with Rural Land (RL) Future Land Uses in 2013 in order to preserve the rural character of the area and to minimize the potential impact of heavy commercialized or industrialized uses, especially those utilizing outdoor facilities, impacting this area in the future before supporting services and/or infrastructure were available. The subject parcel properties are outside the urban growth boundary (UGB), are within

the Secondary Springs Protection Zone, and municipal services are not available from either the City of Belleview or Marion County Utilities.

Figure 2
FLUMS Designation

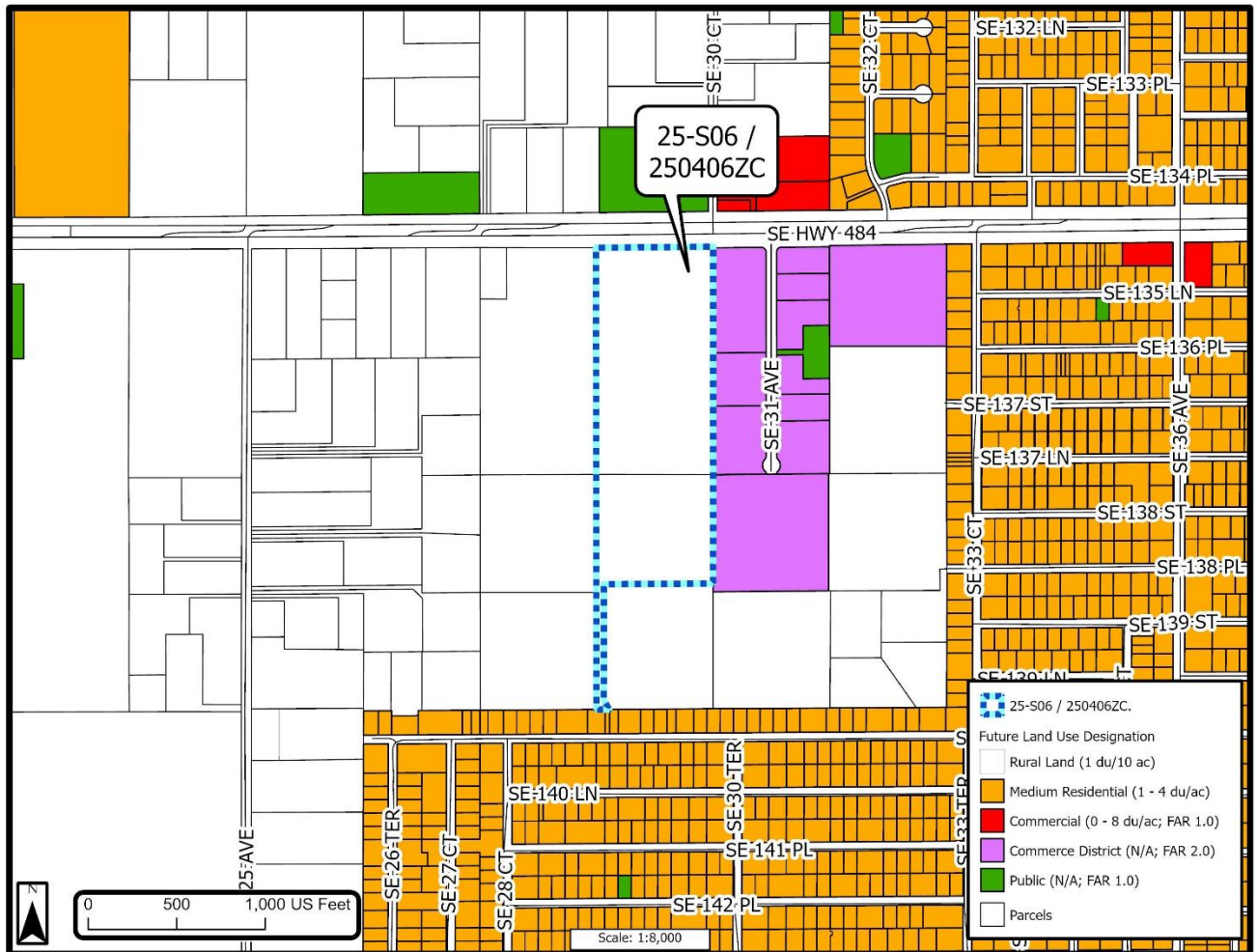


Figure 3 displays the zoning for the subject property in relation to the existing zoning of the surrounding properties and Figure 4 shows the proposed zoning. The subject parcel is surrounded by A-1 agriculturally zoned parcels and the aforementioned M-2 designations to the east.

The site is located outside of the Urban Growth boundary and within the Secondary Springs Protection Zone. Higher intensity uses are permitted within the UGB and while the historic M-2 zoning does exist in the immediate area, the Countywide changes to the Future Land Use map that occurred in 2013 intentionally designated these, and most nearby parcels, as Rural Land in order to minimize the

possibility of intensive commercial or industrial uses negatively impacting the residential and agricultural character of the surrounding area.

**Figure 3.
Zoning Classification**

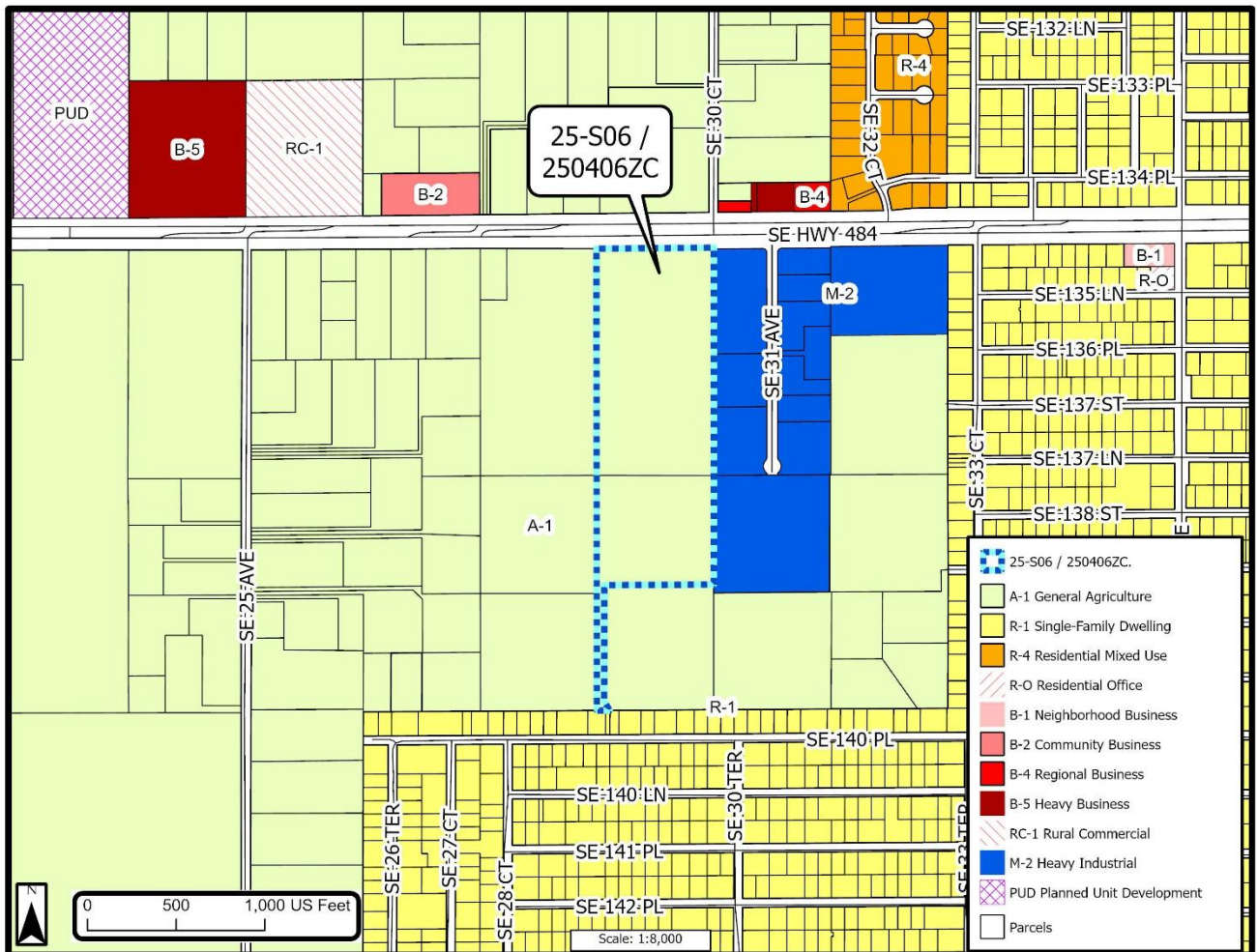


Figure 5 displays the subject and surrounding properties' existing uses as established by the Marion County Property Appraiser Office's Property Code (PC).

Table A displays the information of Figures 2, 3, and 5 in tabular form. Consistent with LDC Section 2.7.3.D, staff conducted a site visit and finds the subject property to be undeveloped at this time. Surrounding properties consist of unimproved agricultural parcels immediately adjacent the west and south and to the north on the opposite side of CR 484. Historical industrial parcels lie to the east. Extending further to the east and to the south are Mixed Residential (R-4) parcels that are comprised of site-built and manufactured homes located within Belleview Heights Estates which was platted in 1963.

Figure 4.
Proposed Zoning Classification

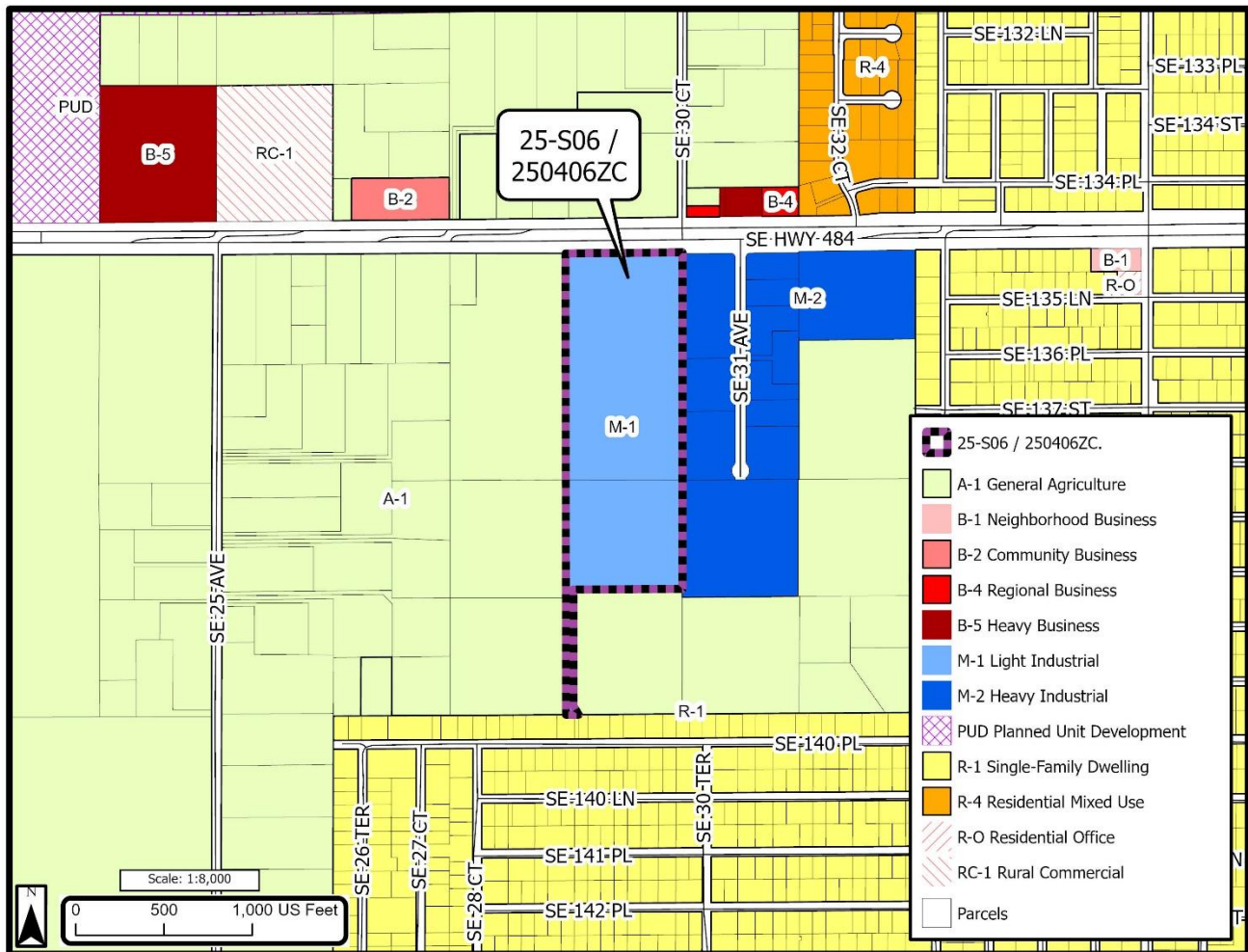
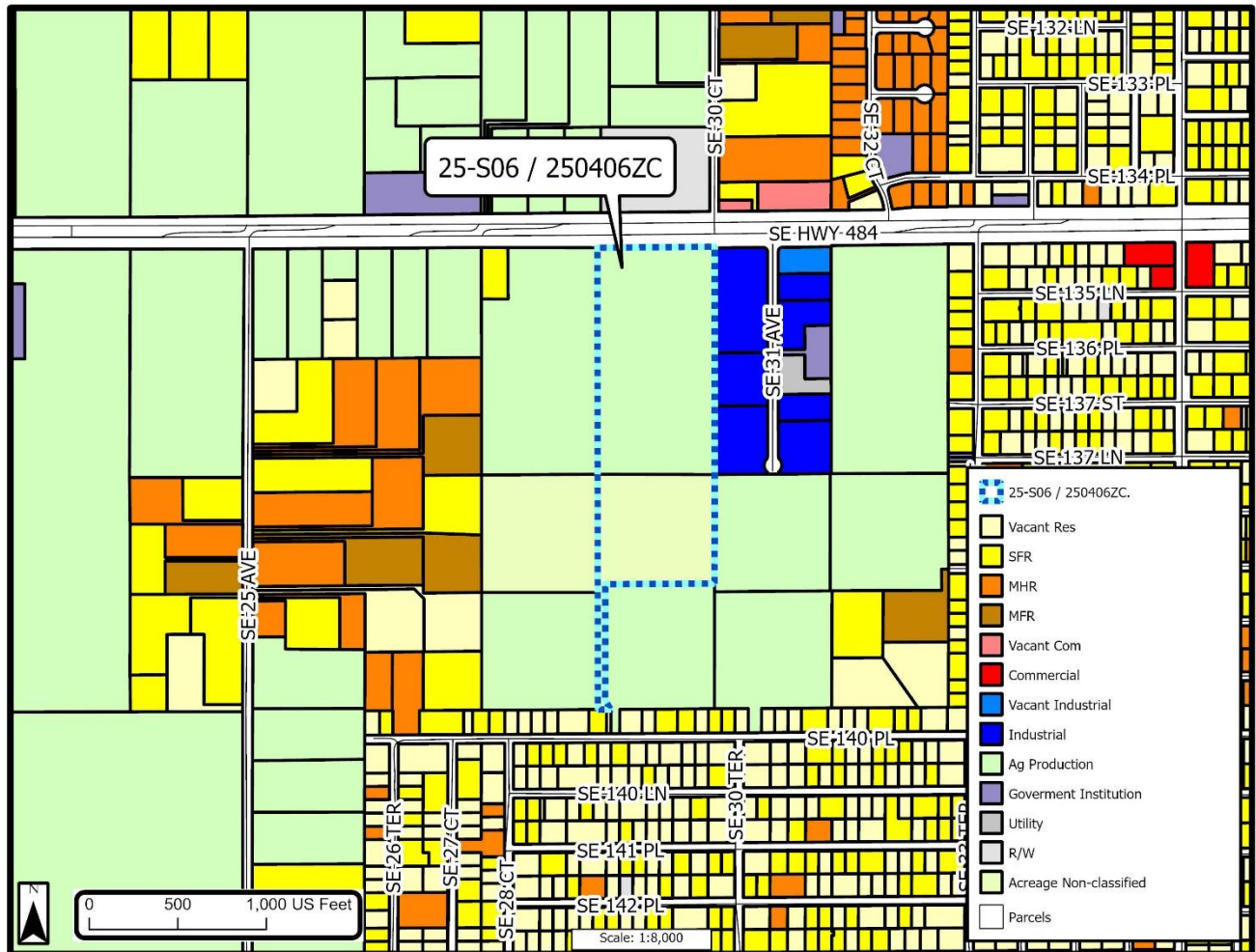


Figure 5.
Existing Use per Property Appraiser Property Code



| TABLE A. Adjacent Property Characteristics | | | |
|--|-------------------------------|---------------------------|--|
| Direction | FLUM Designation | Zoning Classification | Existing Use per Property Appraiser Code |
| North | Public (P) Rural Land (RL) | General Agriculture (A-1) | Cropland Class 3 (53) Right-Of-Way (94) |
| South | Rural Land (RL) | General Agriculture (A-1) | Grazing Class 5 (64) |
| East | Commerce District (CD) | Heavy Industrial (M-2) | Light Manufacturing (41) Heavy Manufacturing (42) |
| West | Rural Land (RL) | General Agriculture (A-1) | Acreage Non-Classified (99) |

Figure 5 provided by the Marion Property Appraiser's Office

Based on the above findings, the proposed rezoning application **is not compatible** with the existing and future surrounding land uses. This area was not designated for heavy and intensive commercial/industrial activities. The existing industrial areas that do exist are historical remnants that were established before comprehensive land and zoning practices were utilized in Marion County.

How does the request affect the public interest?

1. Transportation impacts. These include roadways, public transit, and other mobility features.
 - a. Roadways: CR 484 serves as the primary access corridor for operations at this location. The location of the subject parcels would allow for immediate access to I-75, US 441 and US 301. However, grade-separated vehicular operations on and around the CR 484/I-75 Interchange frequently experience multiple failures daily which bleed over on to the surface-grade roadway network. Freight vehicle movements are the most frequently attributable type of vehicular activity associated with heavy commercial and industrial activities and these are typically larger slower vehicles that require significantly more time to transit areas and intersections than small cargo or passenger vehicles.

The improvements that are under construction on CR 484 and at the I-75/CR 484 interchange, along with the auxiliary lane expansion project on I-75, are not expected to significantly address the frequent service failures at this location. Land use and/or zoning changes that would allow for and promote additional freight vehicle trips at this location would only exacerbate the impaired service operations that are currently experienced multiple times daily.

- b. Public transit. There are no fixed route services in the area.
- c. Other mobility features. No sidewalks or multi-use paths exist on CR 484 at this time. Four-foot shoulders currently exist on CR 484 which do serve as effective bicycle lanes.

Based on the above findings, the rezoning roadway **impacts would adversely affect the public interest.**

- 2. Potable water impacts. Potable Water Element Policy 1.1.1 adopts a level of service (LOS) standard of 150 gallons per person per day for residential demand and approximately 2,750 gallons per acre per day for non-residential demand.

The property is outside of the UGB and outside of the City of Belleview of Marion County Utilities' Service Areas. Projected daily usage would be 83,078 gallons per day. However, this can be offset by utilization of wells with little impact. **Potable water impacts would not adversely affect the public interest.**

- 3. Sanitary sewer impacts. Sanitary Sewer Element Policy 1.1.1 adopts a 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. Based on the residential calculation, the proposed rezoning would result in a potential demand for 60,420 gallons per day.

The property is outside the UGB and outside of the City of Belleview and Marion County Utilities' Service Areas. Additionally, not knowing what industrial uses would be activated at this location, or what types of filtration systems would be utilized, this proposed rezoning's **sanitary sewer impacts may adversely affect the public interest.**

- 4. Solid waste impacts. Solid Waste Element Policy 1.1.1 adopts a LOS standard of 6.2 pounds of solid waste generation per person per day for residential demand. A commercial/industrial level of service standard is not currently in place for Marion County as such operations are required to provide for individual commercial collection wherein disposal within Marion County is alternatively addressed. Based on the above, the rezoning **solid waste impacts 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. A commercial/industrial level of service standard is not currently in place for Marion County. Based on the proposed zoning, the rezoning **recreation impacts 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 does not include any FEMA identified flood plain areas but does contain two Marion County identified flood prone areas on the northern parcel. One of which is of minimal size to the north, but a large area of approximately three acres exist in the south-central quadrant. Any new development resulting in additional impervious features on the site will be required to comply with a 100-year frequency 24-hour duration design storm as the site development proceeds through Marion County's site development review processes. Based on the above, the rezoning **stormwater/drainage impacts would not adversely affect the public interest.**
7. Fire rescue/emergency services. The site is officially located in the service district for Marion County's Spruce Creek #18, located at 7900 SE 135th Street, approximately 4.44 miles east of the subject property. The Comprehensive Plan does not establish a level of service standard for fire rescue/emergency services but staff has established a 5-mile radius from the subject property as evidence of the availability of such services. Based on the above, the rezoning **fire rescue/emergency impacts would not adversely affect the public interest.**
8. Law enforcement. The site is officially located in the service district for Marion County's Spruce Creek #18, located at 7900 SE 135th Street, approximately 4.44 miles east of the subject property. The Comprehensive Plan does not establish a level of service standard for fire rescue/emergency services but staff has established a 5-mile radius from the subject property as evidence of the availability of such services. Based on the above, the application's **law enforcement impacts may adversely affect the public interest.**
9. Public schools. The proposed rezoning is industrial in nature and will not generate new students. Therefore, the application's **public-school impacts would not adversely affect the public interest.**

In summation, when weighing the totality of the circumstances, **the public interest would be adversely affected.**

B. *How is this request consistent with the Comprehensive Plan?*

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

Analysis: The subject parcels are currently undeveloped but will be subject to all buffering requirements per the Marion County Land Development Code. All buffer requirements will be reviewed and approved through the site development process and subject to approval by the Development Review Committee.

Policy 2.1.24: Commerce District (CD). This land use is intended to provide for more intense commercial and industrial uses than may be suitable in the Employment Center (EC) designation due to noise, odor, pollution, and other nuisance issues. A maximum Floor Area Ratio of 2.0 is allowed, as further defined by the LDC. This land use designation an Urban land use designation.

Analysis: While there are historical industrial land uses that are located immediately to the east of the subject parcels, the proposed rezoning would not be compatible with the Rural Land (RL) and Medium Residential (MR) future land use designations that currently comprise the majority of uses in this area. The applicant is also requesting a Small-Scale Land Use Amendment as a companion application to change the subject parcel land uses to Commerce District (CD).

It is the position of Growth Services staff that the requested Light Industrial (M-1) zoning is too intense for this area as this allows some of the most intrusive, impactful and potentially noxious uses permitted within Marion County. Only Heavy Industrial (M-2) or an approved Special Use Permit allows for more intense uses. While M-2 exists in the Commerce District land uses to the east of the subject parcels, most of the manufacturing or processing activities that occur on those parcels happen to occur indoors with some outdoor storage areas being utilized for storage of equipment and vehicles utilized for operations or delivery. An exception to this observation is the outdoor vegetative debris processing area on the southernmost parcel, just below the *Three C's Industrial Park*, where a number of code enforcement violations were assigned because of illegal burning and grinding. The activities of that property owner have already proven to be burdensome to the surrounding residential communities both

from ashfall and excessive noise, to the point where those code enforcement violations were reported by the residential and other industrial neighboring parcels.

While permitted activities within the Light Industrial (M-1) zoning designation typically occur indoors, they are not without the potential for noxious sounds, odors, or effluent. They are also known to rely on significant amounts of freight movements in order to facilitate these operations, both in receiving and distributing product. There are no known users at this time if this application were to be approved, but the potential for significant negative impacts to nearby users is a very real possibility. The proposed rezoning is not consistent with FLUE Policy 2.1.18 which describes Medium Residential (MR) uses or FLUE Policy 2.1.16 which describes Rural Land (RL) as the current use of the subject parcels and as it relates to many of the surrounding parcels.

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 is scheduled for the March 31, 2025 Planning and Zoning Commission and, therefore, the application is consistent with this FLUE Policy 5.1.3.

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 as required by the LDC and Florida Statutes and, therefore, the application is being processed consistent with FLUE Policy 5.1.4.

FLUE Policy 7.4.3 (P/SSPZ) Permitted Uses provides that the County shall implement and maintain an LDC to identify permitted and special uses to ensure that the function of a protected natural feature will not be materially impaired, diminished, or harmed by development activities and that the quality of the surface waters or groundwater will not be adversely impacted by the development activities.

Analysis: The site is within the Countywide Secondary Springs Protection Zone wherein specific design standards, focused on stormwater management, may be required. Approval of the requested M-1 zoning for the subject property will control the range of uses for the site, while remaining eligible uses will require implementation of SPZ design standards, particularly depending on soil and subsurface characteristics and/or FDEP requirements. Compliance with the LDC's site and development standards to stormwater impacts for the site under the M-1 zoning would be consistent with FLUE Policy 7.4.3.

Transportation Element (TE) Policy 2.1.4 on determination of impact provides in part "All proposed development shall be evaluated to determine impacts to adopted LOS standards."

Analysis: The rezoning site is currently unimproved and will be required to submit a traffic methodology to determine the appropriate level of analysis that will be necessary for the development of the subject parcels. However, the proposed rezoning would allow for more intense freight vehicle frequency at the I-75/CR 484 interchange and on the CR 484 corridor east of that interchange. As previously stated, these locations are significantly impaired operationally for the foreseeable future and support of land use or zoning changes to exacerbate that deficiency would negatively impact the surrounding communities and transportation patterns. Staff concludes the proposed rezoning will not be consistent with TE Policy 2.1.4.

Based on the above findings, the proposed rezoning **is not consistent with the Comprehensive Plan.**

V. ALTERNATIVE ACTIONS

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

VI. STAFF RECOMMENDATION

Staff recommends the Board 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 **DENY** the proposed rezoning because the application:

- A. Will adversely affect the public interest as there is no availability of municipal water and sewer, is outside of the UGB and infrastructure impacts would be significant to an already impaired transportation system.
- B. Is not consistent with the Comprehensive Plan provisions because it is not in compliance with all considered elements of the Comprehensive Plan and land development codes.
- C. Is not compatible with the surrounding uses because the proposed zoning would allow rezoning of a parcel to a more intense use that is inconsistent with the planned uses for the surrounding area.

VII. PLANNING & ZONING COMMISSION RECOMMENDATION

Approval (5-1)

VIII. BOARD OF COUNTY COMMISSIONERS ACTION

To be determined.

IX. LIST OF ATTACHMENTS

- A. Rezoning application filed
- B. Site and Area Photographs
- C. DRC Comments
- D. Letters of Support