



**Marion County
Board of County Commissioners**

Growth Services

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**PLANNING & ZONING SECTION
STAFF REPORT**

Public Hearings	P&Z: 1/26/2026	BCC: 2/17/2026
Case Number	260207ZP	
Application Number	PL PUD-000131-2025	
Type of Case: Rezoning for PUD Modification	FROM: Planned Unit Development (PUD) – RV Park with private amenities TO: Planned Unit Development (PUD) – RV Park with public amenities with limited increased height allowance to 145' for waterslide amenity (only).	
Owner	8M Holdings, LLC.	
Applicant	Fred N. Roberts, Jr., Esq. Klein & Klein, PLLC.	
Street Address / Site Location	18365 NW 45 th Avenue Road	
Parcel ID Number(s)	02781-000-00	
Property Size	140.91 acres	
Future Land Use	Commercial	
Zoning Classification	Planned Unit Development (PUD)	
Overlay Zones / Special Areas	Outside the Urban Growth Boundary (UGB), In Farmland Protection Area (FPA); Orange Lake Environmentally Sensitive Overlay Zone (ESOZ), County-wide Secondary Springs Protection Overlay Zone (S-SPOZ), Marion County Utilities NW Regional Service Area	
Staff Recommendation	APPROVAL WITH CONDITIONS	
P&Z Recommendation	TBD	
Project Planner	Christopher D. Rison, AICP, Senior Planner	
Related Cases	880115Z: General Agriculture (A-1) to Recreation Vehicle Park (P-RV) 010218Z: General Agriculture (A-1) to Recreational Resort (RR) 060315SU: WWTP and Water Plan/Wellfield in RR 110210Z: Recreational Resort (RR) to Planned Unit Development (PUD) 140202SU: Cattle grazing in PUD 170409Z: Planned Unit Development (PUD) to PUD for PUD Renewal	
Code Cases	N/A	

I. ITEM SUMMARY

Fred N. Roberts, Jr., Esq. Klein & Klein, PLLC., filed a rezoning application on behalf of 8M Holdings, LLC., to modify a ±140.91-acre existing Planned Unit Development (PUD), currently identified as the Orange Lake RV Resort. The Parcel Identification Number for the property is 02781-000-00; the site address is 18365 NW 45th Avenue Road wherein the site is currently under development and is located on the east side of NW 45th Avenue Road, with the main area of the site located approximately 0.25 miles north of W. Hwy 318. The site adjoins the Grand Lake RV Resort to the west, with the Ocala Jai-Alai Fronton & Card Room located west/southwest. The legal description is provided within the application (see Attachment A). The site is outside the Urban Growth Boundary, in the Farmland Preservation Area (FPA), in the Silver Springs Secondary Springs Protection Zone (S-SPOZ), and in Marion County's NW Regional Utility Service Area. The site's current PUD was approved in 2017, and the project Master Plan, and subsequent Major Site Plans have proceeded through the development review process, and development of the site has been underway with opening of the facility anticipated in early 2026.

Figure 1
General Location Map



II. STAFF SUMMARY RECOMMENDATION

Staff recommends **APPROVAL WITH CONDITIONS** of the applicant's request because it is consistent with LDC Section 2.7.3.E.2, which requires that granting a rezoning will not adversely affect the public interest, that the rezoning is consistent with the Marion County Comprehensive Plan (MCCP), and that the rezoning is compatible with land uses in the surrounding area, and with LDC Section 4.2.31 on Planned Unit Development. The proposed PUD will not adversely affect the public interest based upon the intensity of use, consistency with the Comprehensive Plan, and compatibility with the surrounding uses.

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 notice(s) is on file with the Growth Services Department and is incorporated herein by reference.

TABLE A. PUBLIC NOTICE SUMMARY			
METHOD	FORMAT	DATE	LDC Section
Newspaper Legal Notice	Display Ad	Ad Run: 1/12/2026	3.5.3.A & 3.5.3.B(1)(b)
Sign	Rezoning	Posted: 1/16/2026	3.5.3.B(1)
300-foot Mail Notice	SPO Letter 27 - owners	Mailed: 1/9/2026	3.5.3.B(2)

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. *Compatibility 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.

Site and surrounding characteristics

Following Figure 2 displays the site and surrounding area's future land use designations as shown in Map 1 of the Comprehensive Plan Future Land Use Map Series (FLUMS). Figures 3 and 4 display the existing and proposed zoning for the site and surrounding properties. Figure 5 shows the uses of the site and surrounding properties as classified by the Marion County Property Appraiser's (MCPA) data property use code. Figure 6 displays an aerial image of the

surroundings, including identifying existing subdivisions in the surrounding area. Table A displays Figures 2, 3, 4, and 5 information in tabular form.

Figure 2
FLUMS Designation

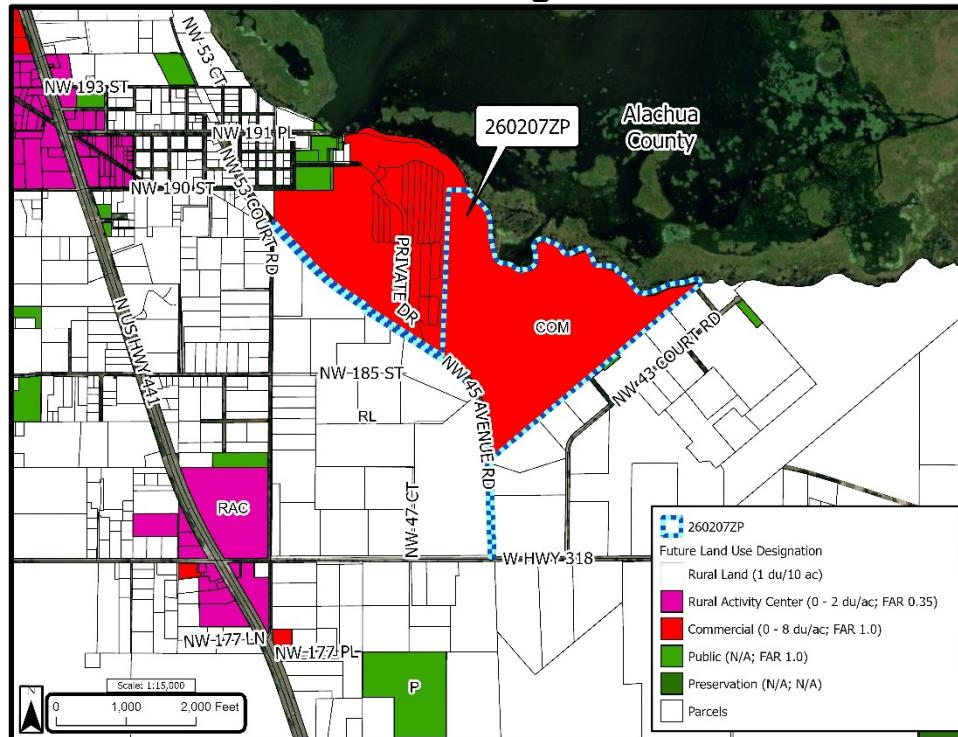


Figure 3
Existing Zoning Classification

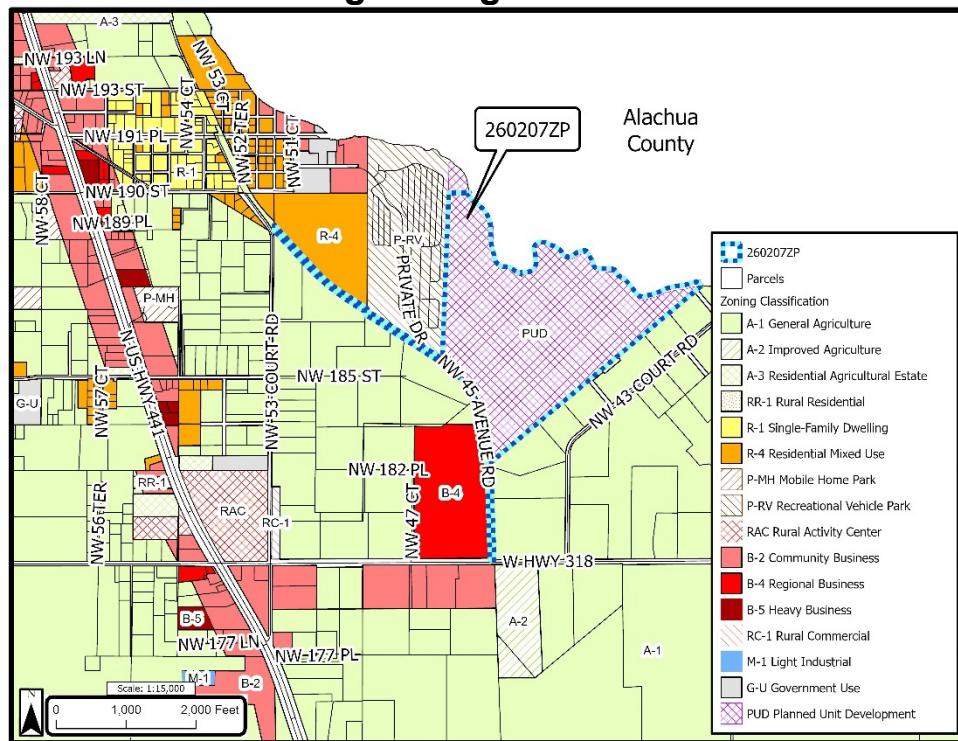


Figure 4
Proposed Zoning Classification

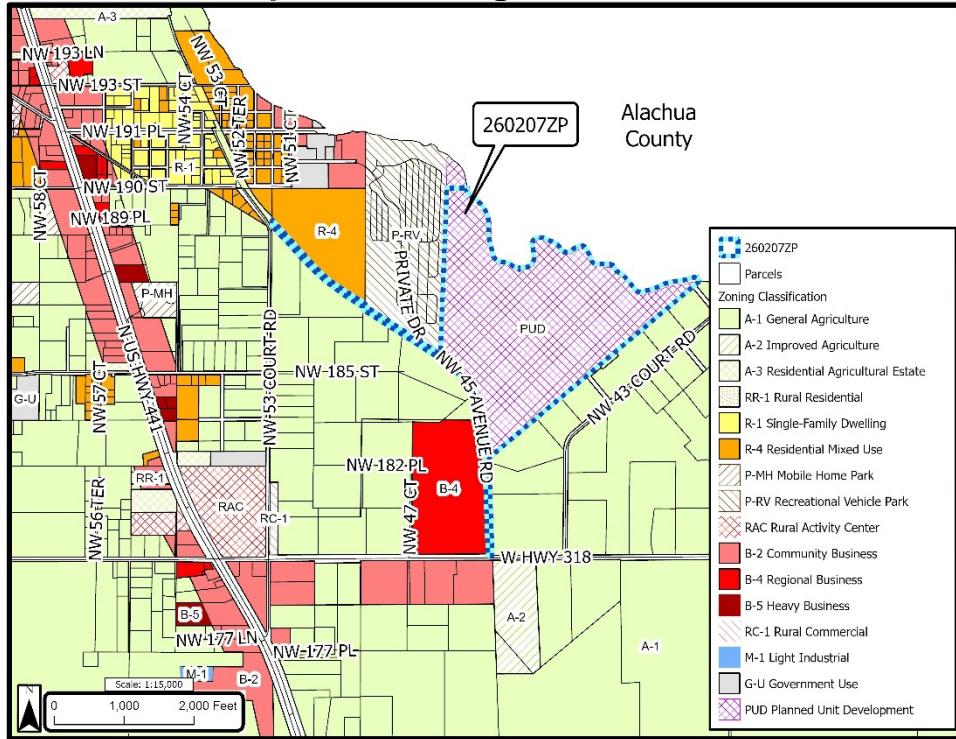


Figure 5
Existing and Surrounding Land Uses

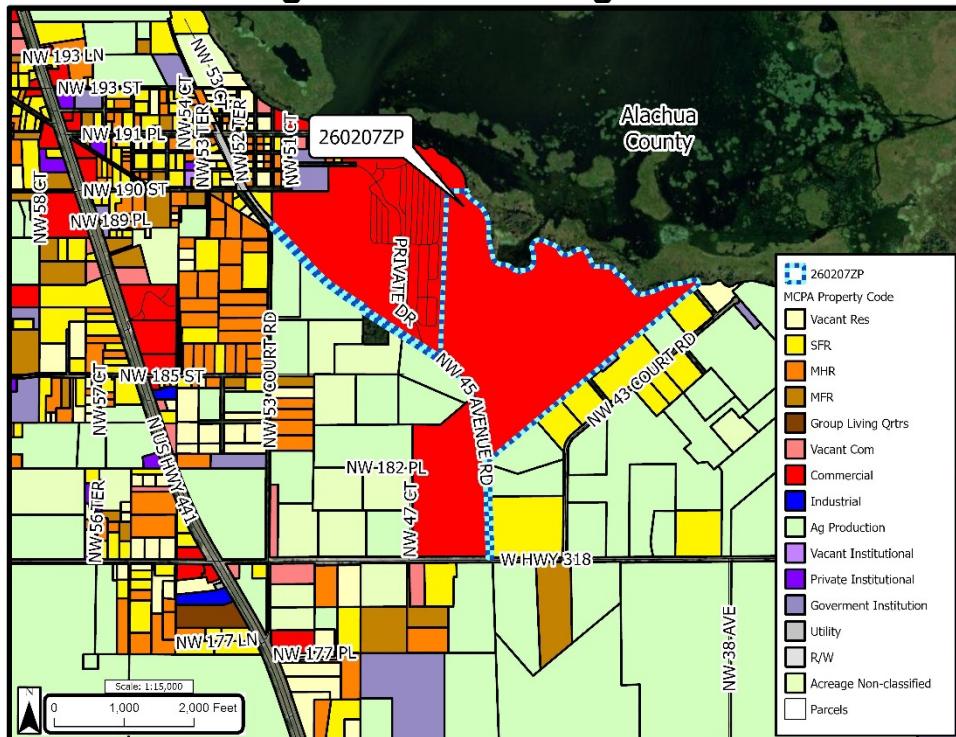


Figure 6
Aerial of Site and Surrounding Area

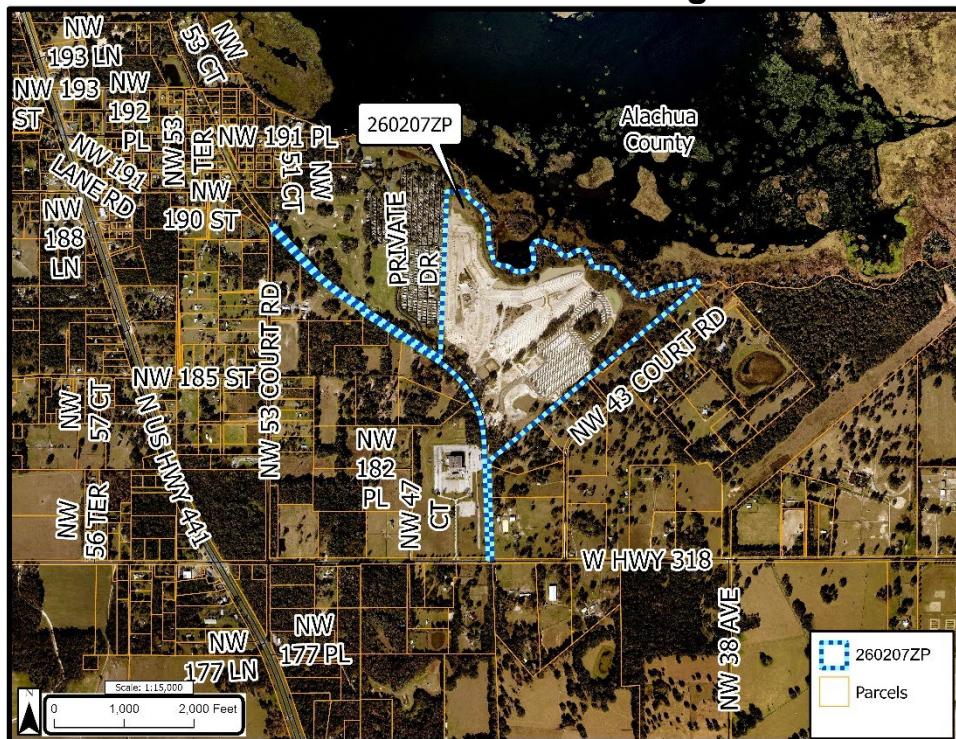


TABLE A. SITE AND ADJACENT PROPERTY CHARACTERISTICS

Direction	FLUM Designation	Zoning Classification	Existing Use Per MCPA Property Code
Subject Property	Commercial	Planned Unit Development (PUD)	Orange Lake RV (under construction)
North	“WATER”	(Alachua County)	Orange Lake
Southeast	Rural Land (RL)	General Agriculture (A-1)	Lakeside Oaks Subdivision; Single-family homes on acreage tracts
West – North	Commercial (COM)	Recreation Vehicle Park (P-RV)	Grand Lake RV & Golf Resort
West - Central	Rural Land (RL)	General Agriculture (A-1)	Vacant acreage tracts
West - South	Rural Land (RL) (pending FLUE Policy 10.1.5 Ltr)	Regional Business (B-4)	Ocala Jai-Alai Fronton & Card Room

Consistent with LDC Section 2.7.3.D, staff conducted a site visit (Attachment G) where the site is under development for the planned RV Park authorized by the site's current PUD zoning. The site is located on the south side of Orange Lake. Southeast of the site is the Lakeside Oaks Subdivision that includes agricultural lots with homes, along with other agricultural tracts that include homes and/or agricultural uses. Northwest of the site is the existing Grand Lake RV & Golf Resort, while west/southwest are agricultural tracts that include homes and/or agricultural uses. Southwest of the site is the existing Ocala Jai-Alai Fronton and

Card Room facility. The existing Grand Lake RV & Golf Resort and Ocala Jai-Alai Fronton are uses that have historically accommodated public access to their respective sites.

Proposed Planned Unit Development Modification

The requested PUD Modification proposes to change specific text related to the existing PUD Conceptual Plan (PUD Plan, see Attachment B) as stated in the applicant's Cover Memo dated December 11, 2025 (see Attachment A). No other changes to the general PUD Conceptual Plan are proposed. The text changes proposed are:

- 1) Delete: "*PROPOSED CONVENIENCE/STORE/LAUNDROMAT/HAIR SALON. THIS CONVENIENT STORE WILL SERVE THE OAKWATER VILLAGE DEVELOPMENT ONLY*" and
- 2) Add: "*RV PARKING SPACES MAY BE USED FOR VEHICULAR PARKING FOR GUESTS OR EMPLOYEES.*"

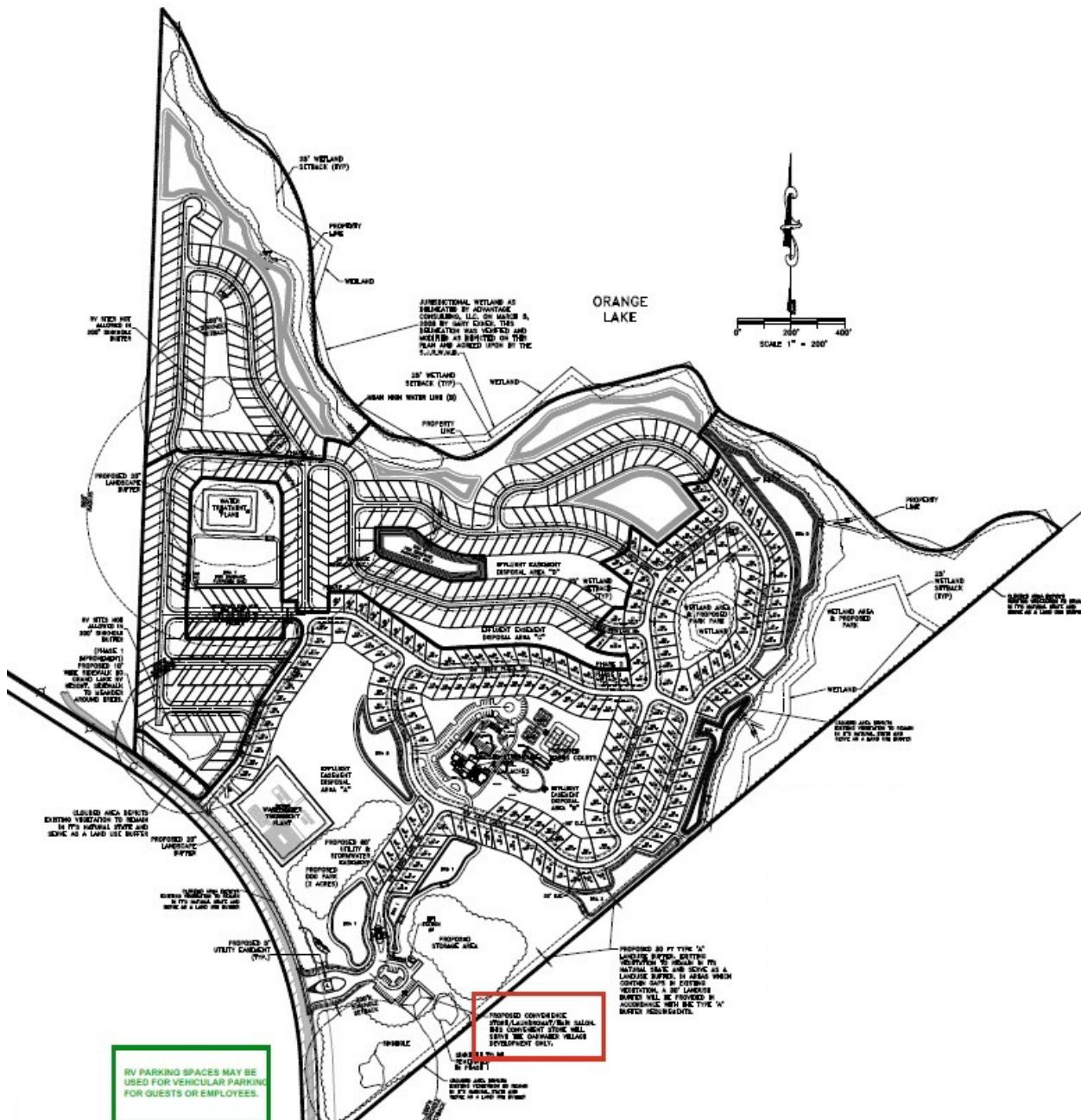
The proposed changes will clarify enabling potential non-RV user/public guest access for the RV Park's features and amenities and qualifying that RV "lot" spaces may function as guest/vehicle parking locations at the determination of the developer subject to compliance with LDC requirements. The developer has verbally noted such non-RV user/public guest access will occur primarily in the "off-season" when RV occupancy decreases and enabling use of the RV Park facilities by non-RV patrons, while enabling "dual use" of non-occupied RV "lot" spaces for parking at that time.

Staff further notes that as the site Master Plan and subsequent Major Site Plans for the facility progressed, the locations of some internal uses were adjusted through the County's Development Review Committee review processes; however, such internal adjustments are permitted by LDC Section 4.2.31.K(1).

The proposed text changes are reference in Figure 7 below with the red identifying the deleted language and the green indicating the added language. Further the PUD Conceptual Plan reflecting these changes is provided as Attachment B, followed by the project's ongoing approved Major Site Plans as Attachments C and D.

A final adjustment is requesting enabling a PUD height increase for the recreational slide system components west of the pool area, planned area, increasing the height allowance from 40-feet to 145-feet while maintaining the remainder of the PUD's height limit at 40-feet for all other structures (e.g., clubhouse, maintenance building, park models, etc.). The

Figure 7 – Prior PUD Concept Plan Excerpt with Proposed Revisions



No further changes to the PUD are proposed at this time. Staff notes that the facility has been, is, and will continue to be subject to the Marion County Code of Ordinances Noise and Vibration Control provisions (see Attachment F).

Based on the above findings, staff concludes the proposed rezoning to modify the existing PUD is **compatible** with the existing and future surrounding land uses, ***subject to the continued compliance with the project's current PUD Conceptual Plan and the two noted textual revisions***, wherein potential incompatibilities will be mitigated.

B. *Effect on public interest.*

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

- a. Roadways.

The PUD Plan proposes text changes that will enable non-RV user day-use operations of the RV Park amenities (themed recreation area – pool, bar/restaurant, play facilities, etc.) at the determination of the developer/operator. Such use will provide for additional potential traffic generation from non-RV users. A Traffic Methodology for the project was approved in October 2025 to establish the analysis methodology for a Traffic Study to examine the transportation network impacts from the expanded use opportunities for the site. The Traffic Study is currently being conducted at this time, and staff notes the Study is also utilizing data from a comparable existing facility owned by the developer for the analysis consideration.

Upon completion of the Traffic Study, the PUD developer will be required to provide any transportation improvements identified as necessary by the study, subject to the satisfaction of the County Engineer. Based on the above recommendations and requirements, it is concluded the application is **consistent** with TE Policy 2.1.4.a. **with the following conditions:**

- *The PUD developer will be required to address and provide any necessary transportation improvements (access/operation and/or system) identified by the Traffic Study, in conjunction with the final approved project development plans, as required by the County Engineer, with any required improvements being completed in a manner and timeline subject to approval by the County Engineer.*
- b. Public transit. There are no fixed route services available in this area.
- c. Other mobility features. Staff notes this site includes the alignment of NW 45th Avenue Road that is a private on-site access driveway shared by the site and the existing Grand Lake RV and Golf Resort located west of the site. No sidewalks are present along NW Hwy 318, and the site includes only a 60-foot-wide access connection to the roadway, which is occupied by the site's share access driveway. Development of the site is required to comply with the LDC, and the current Major Site Plan(s) have provided for such compliance through the Development Review Committee review process.

Based on the above findings, it is concluded the application's proposed transportation impacts, **would not adversely affect 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 ±2,750 gallons per acre per day for nonresidential demand. The site is not located within connection distance to any existing Marion County Utility Facilities and is being serviced by on-site utility facilities approved by the prior PUD approval and no change in those provisions are requested. It is concluded the application's **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 ±2,000 gallons per acre per day for commercial and industrial demand. The site is not located within connection distance to any existing Marion County Utility Facilities and is being serviced by on-site utility facilities approved by the prior PUD approval and no change in those provisions are requested. It is concluded the application's **sanitary sewer impacts would not adversely affect the public interest.**
4. **Recreation.** Recreation Element Policy 1.1.1 adopts a level of service standard (LOS) of two (2) acres per 1,000 persons. The PUD project is not a residential project and is not formally subject to this policy. Further, the PUD project will include recreational amenities for users of the RV Park and the proposed PUD Modification will enable non-RV users access as determined by the developer/operator. Based on the above findings, and noted recommendations, it is concluded the **recreation impacts would not adversely affect the public interest.**
5. **Stormwater/drainage.** Stormwater Element Policy 1.1.1 adopts varying levels of service standards based on the characteristics of the development site. The PUD site is located in the Orange Lake ESOZ and includes areas of Flood Plain and Flood Prone areas. As noted, Major Site Plan approval has been obtained for the facilities which are completing construction at this time. As such, reflecting the approved Major Site Plan(s) for the site, the application **would not adversely affect the public interest.**
6. **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. The SWE does not establish a LOS standard for solid waste generation for non-residential uses, as such uses are ordinarily serviced by individually arranged commercial hauling services. The PUD as proposed provides for a non-residential use that uses developer/operator managed collection services. Based on the above, it is concluded the application's **solid waste impacts would not adversely affect the public interest.**
7. **Fire rescue/emergency services.** The site is located in the Orange Lake Fire Station #9 District, located at 18945 N. US Hwy 441, with the station located ±2.0 miles west 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.

Analysis: As noted, Major Site Plan approval has been obtained for the facilities which are completing construction at this time. As such, Fire Services has provided no further comments in relation to the PUD at this time. Staff find the application's **fire services impacts would not adversely affect the public interest**.

8. Law enforcement. The Sheriff's North Multi-District Substation, located at 8311 N. US Hwy 441, Ocala FL, 34475, is ±11.5 miles south of the subject property, NW Hwy 318 and N. US Hwy 441. As noted, Major Site Plan approval has been obtained for the facilities which are completing construction at this time; further, the site adjoins an existing RV Park and the Ocala Jai-Alai Fronton outside the Orange Lake community. Staff find the application's **law enforcement impacts would not adversely affect the public interest**.
9. Public schools. The PUD project is not a residential project and is not formally subject to this policy as student generation is not expected from the facilities. Based on the above findings, the proposed development would not adversely affect public interest. Therefore, the application's **public-school impacts would not adversely affect the public interest**.

In conclusion, the PUD project's most significant consideration relates to transportation network impacts as additional traffic from amenity users is the primary concern. The project's Traffic Study is currently underway, and will identify required potential transportation improvements required to enable the proposed additional site use. The completion of any such identified improvements must be coordinated and completed subject to obtaining final approvals from the County Engineer. As such, staff finds the proposed rezoning **will not adversely affect the public interest** as proposed and recommended.

C. *Comprehensive Plan consistency.*

1. FLUE Policy 1.1.3: Accommodating Growth – “The County shall designate on the Future Land Use Map sufficient area in each land use designation to distribute development to appropriate locations throughout the county. Changes to the Future Land Use Map shall be considered in order to accommodate the existing and projected population and its need for services, employment opportunities, and recreation and open space while providing for the continuation of agriculture activities and protection of the environment and natural resources.”

Analysis: The PUD proposes implementing the site's Commercial (COM) land use designation and expanding the extent of potential services available and offered from the project site to the community. Staff concludes the proposed rezoning is **consistent** with FLUE Policy 1.1.3.

2. FLUE Policy 2.1.22: Commercial – “This land use designation is intended to provide for mixed-use development focused on retail, office, and

community business opportunities to meet the daily needs of the surrounding residential areas; and allows for mixed residential development as a primary use or commercial uses with or without residential uses. The density range shall be up to eight (8) dwelling units per one (1) gross acre and a maximum Floor Area Ratio of 1.0, as further defined in the LDC. This land use designation is allowed in the Urban Area and allows for campgrounds and recreational vehicle parks (RVP)."

Analysis: The PUD currently implements the site's Commercial (COM) land use designation as an RV Park with associated amenities. The PUD modification proposes enabling use of the planned facilities to serve both RV-users and non-RV users, likely from the general community or other tourism users/visitors. The proposed PUD is consistent with the site's COM land use designation where a variety of urban services may be available. As such, staff concludes the proposed rezoning is **consistent** with FLUE Policy 2.1.22.

3. FLUE Policy 5.1.2: Review Criteria – Changes to Comprehensive Plan and Zoning. Before approval of a Comprehensive Plan Amendment (CPA), Zoning Changes (ZC), or Special Use Permit (SUP), the applicant shall demonstrate that the proposed modification is compatible with existing and planned development on the site and in the immediate vicinity, and shall evaluate its overall consistency with the Comprehensive Plan, Zoning, and LDC and potential impacts on, but not limited to the following:
 1. Market demand and necessity for the change
 2. Availability and potential need for improvements to public or private facilities and services;
 3. Allocation and distribution of land uses and the creation of mixed-use areas;
 4. Environmentally sensitive areas, natural and historic resources, and other resources in the County;
 5. Agricultural activities and rural character of the area;
 6. Prevention of urban sprawl, as defined by Ch. 163, F.S.;
 7. Consistency with the UGB;
 8. Consistency with planning principles and regulations in the Comprehensive Plan, Zoning, and LDC;
 9. Compatibility with current uses and land uses in the surrounding area;
 10. Water supply and alternative water supply needs; and
 11. Concurrency requirements.

Analysis: The PUD project is currently approved, and the PUD modification proposes enabling additional non-RV user access allowing for expanded recreation and/or tourism opportunities for the facilities and the community. Such uses are consistent with the site's Commercial (COM) future land use designation. Staff finds the rezoning is **consistent** with FLUE Policy 5.1.2.

4. FLUE Policy 5.1.3: Planning and Zoning Commission - provides "... 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 amendment is scheduled for consideration by the Planning and Zoning Commission on January 26, 2026; therefore, the application is **consistent** with FLUE Policy 5.1.3.

5. 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: Staff finds public notice has been provided as required by the LDC and Florida Statutes and, therefore, concludes the application is being processed **consistent** with FLUE Policy 5.1.4.

6. TE Policy 2.1.4: Determination of Impact - provides in part “All proposed development shall be evaluated to determine impacts to adopted LOS standards.”

Analysis: The PUD modification proposes enabling non-RV user access to the PUD project which is preparing for the completion of construction. A Traffic Study, based on an approved Traffic Methodology (see Attachment G), is currently underway. Final approval/authorization to implement expanded access to the facility will require the completion of the Traffic Study and any necessary transportation improvements identified by the Study that is recommended by staff as a PUD condition. Based on the above findings and prior recommendations, it is concluded the application is **consistent** with TE Policy 2.1.4.

7. TE Objective 2.2: Access Management - provides “To maintain the intended functionality of Marion County’s roadway network, access management standards shall be established which provides access controls and manage the number and location of public roadways, private roadways, driveways, median openings, and traffic signals.”

Analysis: As noted previously, the PUD will access NW Hwy 318, including providing any necessary transportation improvements required by the project’s revised/update Traffic Study. Based on the above findings and proposed PUD, staff concludes the application is **consistent** with TE Objective 2.2, as address with the condition recommended in relation to TE Policy 2.1.4.

8. SSE Policy 1.1.3: provides “The County shall encourage the construction of sanitary sewer facilities by public or private sources, or jointly, in accordance with the Marion County Water and Wastewater Utility Master Plan, and the LDC.”

Analysis: The site is outside the UGB where Marion County Utilities' services are not available at this time. Consistent with the current PUD approval, the PUD project provides on-site facilities to service the PUD consistent with the LDC and State requirements. Based on the above findings, it is concluded the application is **consistent** with SSE Policy 1.1.3.

9. PWE Policy 1.6.4: provides "Adequate potable water supplies and facilities which meet the adopted LOS standards shall be available concurrent with the impacts or development."

Analysis: The site is outside the UGB where Marion County Utilities' services are not available at this time. Consistent with the current PUD approval, the PUD project provides on-site facilities to service the PUD consistent with the LDC and State requirements. Based on the above findings, it is concluded the current application is **consistent** with PWE Policy 1.6.4.

10. SE Policy 1.1.4 provides, "The 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."

Analysis: The PUD site is located in the Orange Lake ESOZ and includes areas of Flood Plain and Flood Prone areas. As noted, Major Site Plan approval has been obtained for the facilities which are completing construction at this time. As such, reflecting the approved Major Site Plan(s) for the site, it is concluded the application is **consistent** with SE Policy 1.1.4.

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

Analysis: The applicant is advised the owner will be responsible for funding the stormwater facilities with sufficient capacity to accommodate the post-development runoff. Based on the above findings, it is concluded the application is **consistent** with SE Policy 1.1.5.

12. SWE Policy 1.1.1: provides - "The LOS standard for waste disposal shall be 6.2 pounds of solid waste generation per person per day. 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: The PUD as proposed provides for a non-residential use that uses developer/operator managed collection services. Based on the above findings, it is concluded the application is **consistent** with SWE Policy 1.1.1.

In conclusion, based upon the totality of the circumstances, staff concludes the rezoning application is **consistent** with the Comprehensive Plan, as recommended.

V. PLANNED UNIT DEVELOPMENT (PUD) ANALYSIS

Land Development Code Section 4.2.31 establishes specific requirements for a PUD. An analysis of conformance to those requirements are addressed below.

- A. LDC Section 4.2.31.B addresses permitted uses.
 1. LDC Section 4.2.31.B.(1) allows any permitted use, special use, or accessory use in any zoning classification listed within the County's LDC provided the proposed use is consistent with the County's future land use designation for the site, and the provisions of the LDC for each use.
 2. LDC Section 4.2.31.B.(2) provides uses identified as ordinarily requiring a Special Use Permit may be authorized as permitted within all or a part of a PUD without the necessity of a separate SUP application provided it meets one of three criteria.
 3. LDC Section 4.2.31.B.(3) provides owners of parcels within the PUD may subsequently request the authorization of additional special uses following approval of the PUD by undertaking the SUP application process for the proposed additional use without applying for an amendment to the PUD.
 4. LDC Section 4.2.31.B.(4) establishes three (3) methods for setting forth the list of permitted and special uses.

Analysis: As previously noted, the PUD is approved for an RV Park facility with amenities for RV Park “lot” uses. The proposed PUD modification will enable non-RV Park “lot” uses to access the site’s amenities and facilities as determined by the developer/operator consistent with the LDC. As such, the PUD is **consistent, with previously recommended conditions and the following conditions:**

- *The PUD's shall be developed with up to 490 RV Park “lots” and/or park model lots with recreational and community amenities. The developer/operator may enable use of the RV Park's recreational and community amenities for non-RV Park “lot” occupants and consistent with this PUD Modification consideration and approval.*

5. LDC Section 4.2.31.B.(5) provides the intended character of the PUD shall be identified, including the structure types, architectural styles, ownership forms, amenities, and community management form (e.g., property owner association, community development classification, municipal service unit, etc.) or suitable alternative.

Analysis: The current PUD plan provided for an RV Park with accompanying amenities to be developed for Camping/RV units and Park Model units. General amenities proposed included clubhouse, pool, recreation courts/fields and accessory convenience store and laundry to

provides services to RV Park “lot” users. The PUD modification proposes to enable the use of the site’s amenities for non-RV Park “lot” uses, through a form of “day-pass-for-fee” access as made available by the developer/operator. Non-RV Park “lot” users are largely anticipated for the off-season times enabling and supporting year-round use of the facilities; when RV Park “lot” occupancy is high amenity access may then be limited as the facilities will continue to be subject to maximum occupancy standards consistent with State of Florida health and safety regulations. Given the above, staff recommends the proposed modification is **consistent** with this provision, subject to other recommendations related to the PUD.

B. LDC Section 4.2.31.C establishes a minimum PUD size of 0.5 acres or 21,780 square feet.

Analysis: Staff finds the property has a size of ±140.91 acres and therefore is **consistent** with this section.

C. LDC Section 4.2.31.D addresses density and intensity.

1. LDC Section 4.2.31.D(1) provides the maximum allowable density/intensity for a PUD cannot exceed that established by the Comprehensive Plan Future Land Use Designation(s) for the site, along with any density or intensity bonuses and/or transfers acquired for the site as enabled by the Comprehensive Plan and the LDC; however, if the PUD site is vested for a higher density/intensity as established consistent with the Comprehensive Plan and the LDC, the PUD may propose densities and/or intensities consistent with the vested status.

Analysis: The site’s future land use designation is Commercial (COM) that allows non-residential and residential units. The PUD project is a non-residential RV Park project with amenities. The proposed PUD modification will enable non-RV Park “lot” users to access the site’s amenities as a component of the site’s commercial use activities. As such, the PUD is **consistent** with this provision.

2. LDC Section 4.2.31.D.(2) provides the Board is not obligated to authorize the maximum density/intensity as potentially allowed by the Comprehensive Plan future land use designation(s) and/or bonuses and/or transfers acquired for the PUD site. The criteria for establishing a maximum density/intensity includes existing zoning, adequacy of existing and proposed public facilities and services, site characteristics, and the requirements of the Comprehensive Plan for any residential or non-residential land use involving the area in question, with additional focus on the compatibility of the PUD’s proposed uses with the adjoining and surrounding properties.

Analysis: The current PUD and proposed modification will not increase the amount of RV Park “lot” development but will enable additional use opportunities for non-RV Park “lot” visitors. Such use will provide increased

service and operational opportunities for the site and the surrounding community, reflecting the site's Commercial (COM) future land use designation. Buffers and open space areas as original established for the PUD will remain as proposed. As such, the PUD is consistent with this provision.

3. LDC Section 4.2.31.D.(3) provides density/intensity increases may be attained through one of three methods.

Analysis: Staff finds the application does not propose any density/intensity increases through comprehensive plan enabled provisions. Thus, staff concludes this section is not applicable.

4. LDC Section 4.2.31.D.(4) allows for blending of densities/intensities if the subject property has more than one FLUMS designation.

Analysis: The site consists of a single Commercial (COM) land use designation, and no blending of land uses is proposed. Staff finds this section is not applicable.

5. LDC Section 4.2.31.D.(5)(a-c) addresses averaging.
 - a. LDC Section 4.2.31.D.(5)(a) provides the gross amount of density/intensity of uses in a PUD may be allocated to any area of the total PUD site; however, proposed uses that are subject to the special setback and/or protection zone/area requirements shall be required to comply with those applicable standards as established within the Comprehensive Plan and this Code both within, and to areas outside the boundary, of the PUD.
 - b. LDC Section 4.2.31.D.(5)(b) allows alternative setback and/or protection zone/areas meeting the intent of the Code for uses internal to the PUD site as part of the PUD review and consideration, subject, however to the Comprehensive Plan.
 - c. LDC Section 4.2.31.D.(5)(c) provides that if the PUD is for a cluster type project that must be enabled as a PUD as established by the Comprehensive Plan (e.g., Rural Residential Cluster or Hamlet Division 3.3), then the PUD shall be subject to compliance with the applicable natural open space preservation requirements, with the remaining lands available for development then being eligible for density and/or intensity averaging, subject to any special requirements of the particular PUD cluster type as required by the Comprehensive Plan and this Code.

Analysis: Staff finds that the current PUD and proposed modification does not represent amounts, increases, or blending of potential land uses and is not hamlet or rural residential cluster. Thus, staff finds the PUD is consistent with this section.

6. LDC Section 4.2.31.D.(6) requires the PUD to comply with the minimum buffer requirements as established in this Code, or an alternative design meeting the intent of the Code may be proposed for consideration. If an alternative design is proposed, the proposal shall include, at a minimum, scaled typical vertical and horizontal cross-sections of the buffer, including depictions of all proposed alternative buffer improvements and scaled

representations of the existing principal structures and improvements that are located on the adjoining properties being buffered from the PUD. LDC Section 4.2.31.E.(6) provides buffers shall be provided externally and internally, between the PUD and surroundings and between internal PUD uses, in order to maintain compatibility between uses and avoid and/or limit adverse impacts between uses and nuisance situations

Analysis: As previously noted, the buffer requirements were previously established for the PUD and the ongoing development that conforms to those buffer requirements. The reference amenities to be available for additional access methods are surrounded by the RV Park development in place and the surrounding perimeter buffers as previously required. Staff finds the PUD buffers proposed are **consistent** with this section.

D. LDC Section 4.2.31.E.(1)(a-f) addresses types of access.

1. LDC Section 4.2.31.E.(1)(a) provides all properties resulting from a PUD shall have paved access to paved public or private street right-of-way; however, ingress/egress or cross-access easements may be proposed as an alternative to a right-of-way as part of the PUD, provided all access is paved.
2. LDC Section 4.2.31.E.(1)(b) provides the PUD shall include pedestrian and/or bicycle facilities internally to address internal circulation needs and externally to provide for integration of the PUD to surrounding existing for future facilities.
3. LDC Section 4.2.31.E.(1)(c) provides the PUD shall include multi-modal design accommodating pedestrian, bicycle, transit, and vehicular access focusing on integrating the modes with the proposed PUD uses and expected activity levels and/or focus (e.g., employment, residential, institutional, etc.).
4. LDC Section 4.2.31.E.(1)(d) provides parking and loading spaces shall be provided consistent with the requirements for developed uses as listed in Section 6.11.8; however alternative parking and loading standards may be proposed, provided such standards are based on accompanying technical information and analysis provided by a qualified professional. The use of shared parking is encouraged, along with the integration of parking as part of a multi-use structure as provided in Section 4.2.6.D(8).
5. LDC Section 4.2.31.E.(1)(e) requires all appropriate utility infrastructure shall be made available to and provided for the PUD.
6. LDC Section 4.2.31.E.(1)(f) requires all appropriate and necessary stormwater infrastructure shall be provided for the PUD development to ensure compliance with this Code.
 - a. LDC Section 6.13.2 addresses the minimum requirements for stormwater management.
 - b. LDC Section 6.13.3 addresses four different types of stormwater management facilities.

Analysis: As noted, the PUD project has undergone Major Site Plan review and approval for the on-site facilities currently being completed. The PUD and its improvements have functionally complied with the LDC; however,

the addition of non-RV Park “lot” guest users will affect the traffic and parking demands for the site. A prior recommendation regarding completing the project Traffic Study and any improvements required by the Study is listed previously. The second component of the PUD modification is to enable using RV Park “lot” spaces to be used for vehicle parking of day-use patron as an alternative to providing specific parking areas. Staff has no objection to such an alternative plan which may be proposed per the LDC. In the event additional parking is required, any added parking areas will be required to comply with LDC parking design standards, particularly being provided as “on-site” parking, unless appropriate alternative arrangements are established such as leased parking from nearby properties, such as the Ocala Jai-Alai Fronton. As such, the plan is **consistent** with this provision.

E. LDC Section 4.2.31.E.(2) (a-b) addresses easements.

Analysis: Staff finds any easements required for maintenance and upkeep of the PUD infrastructure will be determined during the Development Review phase of the process such as with the Major Site Plan(s). As such, the plan is **consistent** with this provision.

F. LDC Section 4.2.31.E.(3) addresses setbacks and separation requirements.

Analysis: The approved PUD establishes the project’s development standards for the project, including setbacks and maximum heights. Further, building separations are also subject to building and fire safety codes which allow some design and construction flexibility reflected with the project’s Major Site Plan approvals. As such the PUD will be **consistent** with this section.

G. LDC Section 4.2.31.E.(4) (a-b) addresses heights.

Analysis: The approved PUD established the project’s development standards, including setbacks and maximum heights. Further, building separations are also subject to building and fire safety codes which allow some design and construction flexibility reflected with the project’s Major Site Plan approvals. In order to accommodate the proposed slide complex (4 slides) at the west end of the primary pool and recreation amenity center an increase to 145-feet is requested to recognize the slide complex in its current configuration (see Attachments I and J). The slide complex is generally internal to the project site, located over 600-feet (1/4 mile) from the south property boundary and over 300-feet from the shared NW 45th Avenue Road access. Staff has no objection to the requested height allowance for the slide complex in the location as reflected on the accompanying attachments, and the height as presented is acceptable to the Fire Services Department at this time. The noted location is a recommended condition for the PUD, wherein the PUD will be **consistent** with this section.

- *The PUD's height limits shall remain as established; however, the pool slide complex consisting of four (4) slides and their access tower shall be allowed to extend up to a maximum of 145-feet.*

H. LDC Section 4.2.31.E(5) (a-c) addresses outdoor lighting.

Analysis: The PUD Plan does not display the location of specific exterior lighting. As such, staff recommends the PUD site comply with the County's LDC lighting standards that require lighting be shielded so as to not cast direct lighting off-site and a photometric plan be provided during major site plan review to ensure no negative impacts to neighboring parcels, to be consistent with this provision.

- *PUD site must comply with the County's LDC lighting standards that require lighting be shielded so as to not cast direct lighting off-site and a photometric plan be provided during major site plan review to ensure no negative impacts to neighboring parcels.*

I. LDC Section 4.2.31.E.(6) provides buffers shall be provided externally and internally, between the PUD and surroundings and between internal PUD uses, in order to maintain compatibility between uses and avoid and/or limit adverse impacts between uses and nuisance situations as follows:

1. Buffers shall be provided between the proposed PUD uses and the PUD's surroundings, and between the PUD's internal uses, in a manner that conforms to the requirements of Section 6.8.6; however, a PUD may propose alternative buffer standards and designs provided the intent of the buffer requirement is satisfied,
2. A PUD may propose the elimination of internal buffers within the PUD; however, for significantly dissimilar uses (e.g., residential versus industrial), mechanisms to ensure future PUD residents and occupants are aware of the elimination of such requirements may be required in response to such a proposal.

Analysis: As previously noted, the buffer requirements were previously established for the PUD project and the ongoing development conforms to those buffer requirements. The referenced amenities to be available for additional users are surrounded by the RV Park development in place and the surrounding perimeter buffers as previously required. Staff finds the PUD buffers proposed are consistent with this section.

J. LDC Section 4.2.31.E(7) addresses open space.

1. LDC Section 4.2.31.E.(7) (a-c) provides that for a PUD implementing a Rural Land - Residential Cluster, Rural Land - Hamlet, or Rural Community development form as authorized by the Comprehensive Plan future land use element and Division 3.3.

Analysis: The PUD site has a High Residential FLUMS designation and does not propose a Rural Land Residential Cluster or Hamlet, therefore this section of the LDC is **not applicable**.

2. LDC Section 4.2.31.E.(7)(b) provides for all other PUDs, whether residential, institutional, commercial, industrial, or mixed-use, improved open space (IOS) consistent with Section 6.6.6.B shall be provided as a minimum of 20 percent of the PUD gross land area.
3. LDC Section 4.2.31.E.(7)(c) establishes the following design guidelines for open space:
 - a. IOS shall be permanently set aside and shall be designated on the PUD and be established as separate properties/tracts to be owned and managed by a governing association for the PUD, whether a private property owners association, community development district, or municipal service unit unless otherwise approved by the Board upon recommendation by the DRC.
 - b. The PUD's minimum required IOS amounts shall be listed on the PUD's related plans, and shall be depicted depending on the level of development review, allowing for more general with conceptual and proceeding to detailed for platting and/or site planning.
 - c. IOS is intended to be integrated into the PUD design and provide the primary avenue for satisfying overall landscaping requirements for all development as required in Divisions 6.7, 6.8, and 6.9.
 - d. IOS shall be integrated throughout the PUD to provide a linked access system to the IOS.
 - e. IOS shall be improved, including compatible structures, to the extent necessary to complement the PUD uses.
4. LDC Section 4.2.31.E.(7)(d) establishes the following improved open space eligibility standards:
 - a. Landscape buffers required for the PUD perimeter to surrounding properties, and within the PUD to provide internal buffering shall be counted at 100 percent,
 - b. Parks, playgrounds, beaches, bikeways, pedestrian walks, equestrian trails, and other similarly improved, usable outdoor areas shall be counted at 100 percent,
 - c. Up to 25 percent of stormwater facilities may be counted to satisfy area/acreage requirements for required IOS. A higher percentage may be approved by DRC, depending on the design and lay of the facility, wherein the stormwater facilities provide a stable, dry, surface for extended periods of time and are not subject to erosion and/or damage to key design components when subjected to active use by PUD residents, employees, and patrons.
 - d. Parking areas and road rights-of-way may not be included in calculations of IOS; however, separate tracts exclusive of rights-of-way providing landscaping buffers, or landscaped pedestrian, bicycle and other non-vehicular multi-use trails may be classified as IOS.
 - e. (1 and 2) Waterbodies in the PUD may be used to partially fulfill IOS space or recreational space requirements.
 - f. If golf courses and/or driving ranges are provided to partially fulfill recreation space requirements, a maximum of 60 percent of the golf course and/or driving range land may be counted toward the required IOS. A golf course, driving range, and waterbodies combined cannot exceed 75 percent of the required IOS.

Analysis: The PUD plan as currently approved complies with open space requirements as a non-residential/commercial use. Further the recreation amenities also address active open space needs. The PUD modification that will enable non-RV Park “lot” users to access those facilities will then also function to enable other tourists/visitors and members of the community to also access the facilities as determined by the developer/operator. As such, the proposed PUD will be **consistent** with this section.

K. LDC Section 4.2.31.E.(8)(a through e) address Maximum Commercial Use Area in a Residential PUD in a Residential Future Land Use Designation.

Analysis: The PUD’s current approval establishes the site’s maximum RV Park uses, and the proposed amendment will enable dual use of the RV Park recreation and community amenities for the facility; however, the proposed extent of development does not exceed the site’s Commercial future land use designation’s floor area ratio allowance of “1”; therefore the PUD will be consistent with the section.

L. LDC Section 4.2.31.F. addresses the pre-application meeting.

1. LDC Section 4.2.31.F.1 requires a pre-application meeting be conducted before a PUD rezoning application can be accepted.

Analysis: A pre-application meeting was conducted. Thus, this application **meets this requirement**.

2. LDC Section 4.2.31.F.(2)(a) requires a PUD application be accompanied by a Conceptual Plan, Master Plan, Major Site Plan or Preliminary Plat.

Analysis: The PUD application is accompanied by a Conceptual Plan.

3. LDC Section 4.2.31.F.(2)(b) requires the PUD Rezoning Application shall be accompanied by a Conceptual Plan provide documentation addressing the following:

- a. The name of the proposed PUD shall be centered at the top of the sheet along the long dimension of the sheet.
- b. Vicinity map that depicts relationship of the site to the surrounding area within a 1-mile radius.
- c. Drawing of the boundaries of the property showing dimensions of all sides.
- d. Provide the acreage of the subject property along with a legal description of the property.
- e. Identify the Comprehensive Plan future land use and existing zoning of the subject property and for all properties immediately adjacent to the subject property.
- f. Identify existing site improvements on the site.
- g. A list of the uses proposed for the development.
- h. A typical drawing of an interior lot, corner lot, and cul-de-sac lot noting setback requirements. For residential development, the typical drawings will show a standard house size with anticipated accessory structure.

- i. Proposed zoning and development standards (setbacks, FAR, building height, etc.).
- j. Identify proposed phasing on the plan.
- k. Identify proposed buffers.
- l. Identify access to the site.
- m. Preliminary building lot typicals with required yard setbacks and parking lot locations.
- n. Preliminary sidewalk locations.
- o. Proposed parallel access locations.
- p. Show 100-year floodplain on the site.
- q. Show any proposed land or right of way dedication.
- r. Identify any proposed parks or open spaces.
- s. A note describing how the construction and maintenance of private roads, parking areas, detention areas, common areas, etc. will be coordinated during development and perpetually after the site is complete.
- t. Architectural renderings or color photos detailing the design features, color pallets, buffering details.

Analysis: The prior PUD plan with noted Cover Memo revisions that accompanies this application was determined to currently meet the minimum requirements for submission and **is consistent** with this provision.

4. LDC Section 4.2.31.F.(3) requires the Development Review Committee (DRC) to make a recommendation for approval, approval with conditions, or for denial to the Planning and Zoning Commission and to the Board.

Analysis: The DRC is scheduled to consider the application at their January 26, 2026, meeting. Staff will provide the results of the DRC recommendation as part of its presentation to the Planning and Zoning Commission and the Board at the time of their respective hearings, therefore meeting this requirement for submission, making it **consistent** with this provision.

5. LDC Section 4.2.31.F.(4)(a) requires the final development plan (either entire project or phase), submission, shall include but not be limited to, a master plan, a major site plan, improvement plan, a preliminary plat and/or final plat, as deemed necessary for the specific project.

Analysis: As the PUD Application was accompanied by a Conceptual Plan, a subsequent development plan(s) will be required as noted by this provision. Once submitted, this requirement shall be met, making it **consistent** with this provision.

6. LDC Section 4.2.31.F.(4)(b) require final development plan be in accordance with requirements of the Land Development Code and be considered by the DRC. At the direction of the Board, DRC, or Growth Services Director, the final development plan may be brought back to the Board for final action.

Analysis: The initial PUD Plan was a conceptual plan and consideration by the Board was not a condition of that approval. The developer subsequently obtained Major Site Plan approvals for the project, and construction is underway for the PUD project. This request proposed PUD modifications to address revising the use of the site to enable non-RV Park “lot” users access to the RV Park amenities and to provide for the specialized height of the recreation pool’s slide complex. The final Traffic Study will establish final needs related to possible transportation improvements which may require site plan revisions to reflect necessary adjustments along with County Engineer review and approval. As such, staff does not recommend the PUD’s Final Plan, or equivalent, be brought back to the Board for final review and approval. As such, the PUD is **consistent** with this provision.

7. LDC Section 4.2.31.F.(4)(c) provides if necessary, a final development plan (entire project or phase) may be submitted with the conceptual plan for consideration.

Analysis: Staff finds that only a conceptual plan with clarification memo was submitted for consideration.

M. LDC Section 4.2.31.J addresses PUD time limits and provides:

1. The Board may establish time limits for the submittal of a master plan, major site plan, preliminary plat, or final plat for the development of an approved conceptual plan.
2. Any such time limits may be extended by the Board for reasonable periods upon the petition of the developer for an amendment to the conceptual plan and based upon good cause, as determined by the Board; provided that any such extension of time shall not automatically extend the normal expiration date of a building permit, site plan approval, or other development order. If time limits contained in the approved development plan are not completed or not extended for good cause, no additional permits will be approved.
3. Time limits for completion and close out of master plans, major site plans, preliminary plats, and final plats once approved shall be according to Article 2 of this Code Review and approval procedures.

Analysis: Staff does not recommend the imposition of any conditions to address time limits as timing is already addressed under LDC Section 4.2.31.L.

N. LDC Section 4.2.31.K addresses PUD amendments.

Analysis: This application is for a PUD modification to enable expanded use of the site to accommodate non-RV Park “lot” users accessing the PUD’s recreational and community amenities, and provide for a specialized height allowance for the pool amenity slide complex. As noted, the approval and, consequently, this section is **not applicable**.

VI. 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 to the Board of County Commissioners to **DENY** 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 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, amend the findings and conclusions contained herein so as to support the approval of the Ordinance, and make a recommendation to the Board of County Commissioners to adopt a proposed Ordinance to **APPROVE** the rezoning amendment.

VII. 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 **APPROVE with conditions** the proposed rezoning because the application:

- A. **Will not adversely** affect the public interest based upon impacts to the surrounding area;
- B. **Is consistent** with the following Comprehensive Plan provisions as cited above.
- C. **Is compatible** with the surrounding uses due to the similarly proposed intensity and type of residential development being requested.

If the Board chooses agree with staff's recommendation, the following development conditions are proposed to mitigate potential negative impacts to the surrounding area:

1. The PUD shall be developed consistent with the submitted PUD Conceptual Plan (12/23/24) and the Cover Memo revisions, along with the height increase provision for the pool slide complex, and the conditions provided with this approval below.
2. The PUD developer will be required to address and provide any necessary transportation improvements (access/operation and/or system) identified by the Traffic Study, in conjunction with the final approved project development plans, as required by the County Engineer, with any required improvements being completed in a manner and timeline subject to approval by the County Engineer.
3. The PUD's shall be developed with up to 490 RV Park "lots" and/or park model lots with recreational and community amenities. The developer/operator may

enable use of the RV Park's recreational and community amenities for non-RV Park "lot" occupants and consistent with this PUD Modification consideration and approval.

4. The PUD's height limits shall remain as established; however, the pool slide complex consisting of four (4) slides and their access tower shall be allowed to extend up to a maximum of 145-feet.
5. PUD site must comply with the County's LDC lighting standards that require lighting be shielded so as to not cast direct lighting off-site and a photometric plan be provided during major site plan review to ensure no negative impacts to neighboring parcels.

VIII. PLANNING & ZONING COMMISSION RECOMMENDATION

TBD.

IX. BOARD OF COUNTY COMMISSIONERS ACTION

TBD.

X. LIST OF ATTACHMENTS

- A. Application.
- B. PUD Concept Plan – Revisions to 170409Z(P).
- C. Approved Major Site Plan Phase 1 AR# 56526.
- D. Approved Major Site Plan Phase 2 AR# 30456.
- E. 170409Z(P) Sonoma Ridge PUD Approval Letter & Staff Report
- F. DRC Staff Comments.
- G. Project Traffic Methodology AR# 33500 with Approval Letter.
- H. Marion County Code of Ordinances Chapter 13, Noise & Vibration Control.
- I. Margaritaville Pool Complex (Partial Building Plans).
- J. MCPA 20251220 Oblique Aerial Screenshot.
- K. Site and Sign Photos.