



**Marion County
Board of County Commissioners**

Growth Services

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**PLANNING & ZONING SECTION
STAFF REPORT**

P&ZC Date: 02/24/2025	BCC Date: 03/17/2025
Case Number:	250301SU
CDP-AR:	32309
Type of Case:	Special Use Permit for installation of four (4) RV spaces and hook-ups providing free accommodations for out-of-area volunteers assisting with the church and community service projects in a Regional Business (B-4) zoning.
Owner	Sparr United Methodist Church
Applicant	Jill Stephens
Street Address	13130 NE Jacksonville Rd. Citra, FL, 32113
Parcel Number	07836-001-00
Property Size	±1.07-acres
Future Land Use	Commercial (COM)
Zoning Classification	Regional Business (B-4)
Overlay Zone/Scenic Area	Farmland Preservation Area (FPA), Secondary Springs Protection Overlay Zone (SSPOZ)
Staff Recommendation	Approval with conditions
P&ZC Recommendation	Approval with conditions
Project Planner	Kathleen Brugnoli, Planner II
Related Case(s)	Code case: 946173 – Installation of RV electrical pedestals without applicable permits (closed).

I. ITEM SUMMARY

Jill Stephens, on behalf of Sparr United Methodist Church, has filed an application for a special use permit to allow for four (4) RV spaces and hook-ups twice a year for up to six (6) weeks each time, providing free accommodations for out-of-area volunteers assisting with the church and community service projects in a Regional Business (B-4) zoning classification (see Attachment A). Figure 1 is an aerial photograph showing the location of the subject property. The Property Identification Number associated with the property is 07836-001-00, the site address is 13130 NE Jacksonville Rd., Citra, FL 32113, and the legal description is displayed on the deed included as part of the application. The subject property is located within the Silver Springs Secondary Protection Overlay Zone (SSSPOZ) and also within the Farmland Preservation Area (FPA).

Figure 1
Aerial Photograph of Subject Property



II. STAFF SUMMARY RECOMMENDATION

Staff recommends **APPROVAL WITH CONDITIONS** due to the request being consistent with the Marion County Comprehensive Plan, compatible with the surrounding area, and will not adversely affect the public interest specified in Section VI.B. of this Staff Report. The recommended conditions are being imposed to address compliance with the requirements in LDC Sections 2.8.2.D and 2.8.3.B.

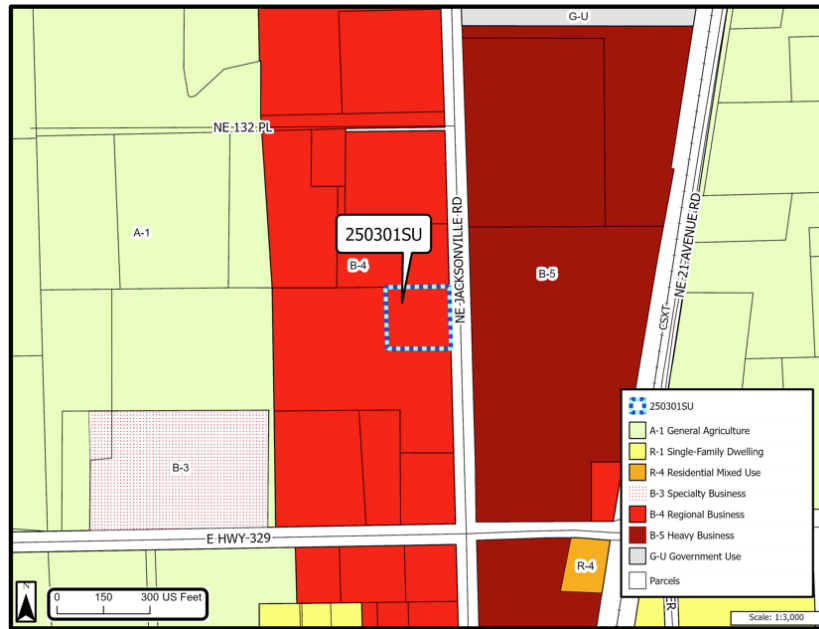
III. NOTICE OF PUBLIC HEARING

The Growth Services Director has interpreted the requirements of Land Development Code (LDC) Sections 2.7.3.C and 2.7.3.B to apply to SUP applications. LDC Section 2.7.3.C requires notice of public hearing be mailed to all property owners within 300 feet of the subject property and notice was mailed to six (6) property owners on February 15, 2025. As of the date of the initial distribution of this staff report, no letters of opposition or support have been received. Consistent with LDC Section 2.7.3.B., public notice was posted on the subject property on February 7, 2025 and consistent with LDC Section 2.8.3.E. due public notice was published in the Ocala Star-Banner on February 19, 2025. Evidence of the above-described public notices are on file with the Growth Services Department and is incorporated herein by reference.

IV. BACKGROUND/CHARACTER OF THE AREA

- A. *Existing site conditions.* Figure 2 provides zoning classification information while Figure 3 shows the FLUMS designation for the area. Table 1 outlines the existing uses of the surrounding area, while Figure 4 illustrates those uses in relation to the subject property. As illustrated, the subject property is currently listed as Vacant Commercial by the MCPA's office. The surrounding area includes the church to the south and west, Sparr Building & Farm Supply to the east across NE Jacksonville Rd., and residential to the north. A site visit was conducted on February 7, 2025 to post public notice and photograph the property (Attachment B). The site has a small shed on it with a concrete pad. There's evidence of the removed RV hook-ups that will likely be used for development of the proposed hook-ups near the existing concrete pad and pointing RVs towards NE Jacksonville Rd. and the warehouse associated with Sparr Building and Supply. This property is used in combination with the parcel to the west/south where the Sparr United Methodist Church is located.
- B. *Zoning district map.* Figure 2 shows the subject property designated as Regional Business (B-4), with all contiguous surrounding properties also being B-4.

Figure 2
Zoning Classification



- C. *FLUMS designation.* Figure 3 is the FLUMS and shows the subject property as Commercial (COM) land use (0-8 du/acre; 1.0 FAR) with similar land use surrounding.

Figure 3
Future Land Use Map Series

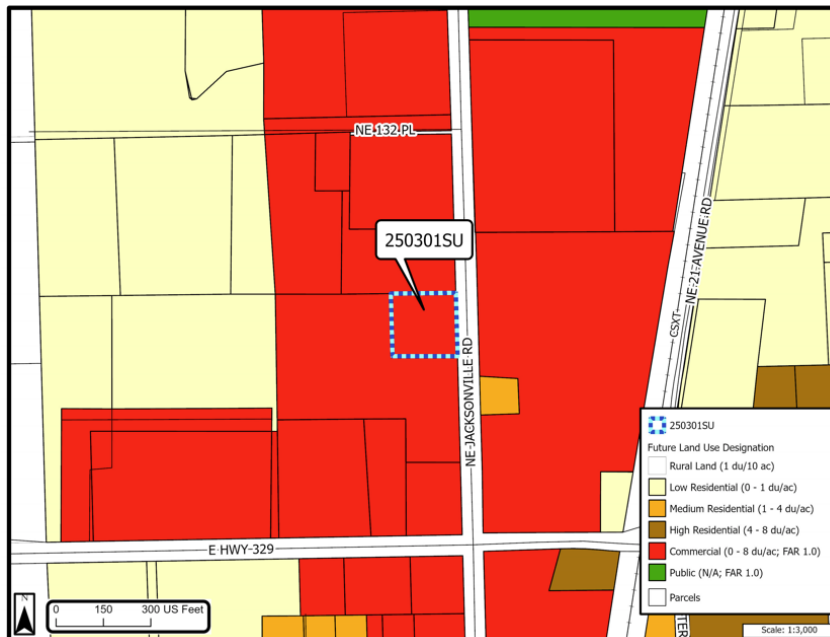


TABLE 1. ADJACENT PROPERTY CHARACTERISTICS			
Direction	FLUMS	Zoning	Existing Use
Site	Commercial (COM)	Regional Business (B-4)	Vacant Commercial
North	Commercial (COM)	Regional Business (B-4)	Improved Mobile Home
South	Commercial (COM)	Regional Business (B-4)	Private Institutional
East	Commercial (COM)	Heavy Business (B-5)	Industrial
West	Commercial (COM)	Regional Business (B-4)	Private Institutional

Figure 4
MCPA Property Uses

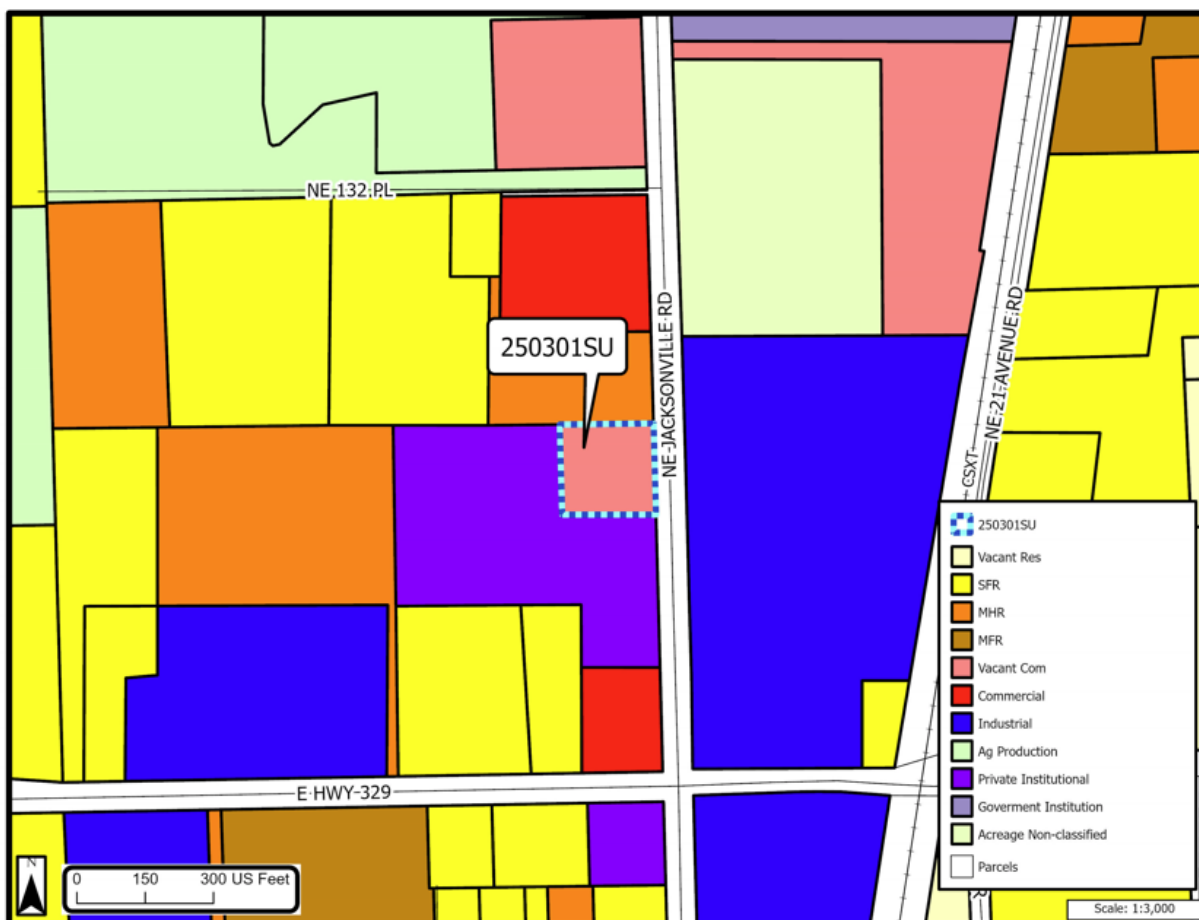
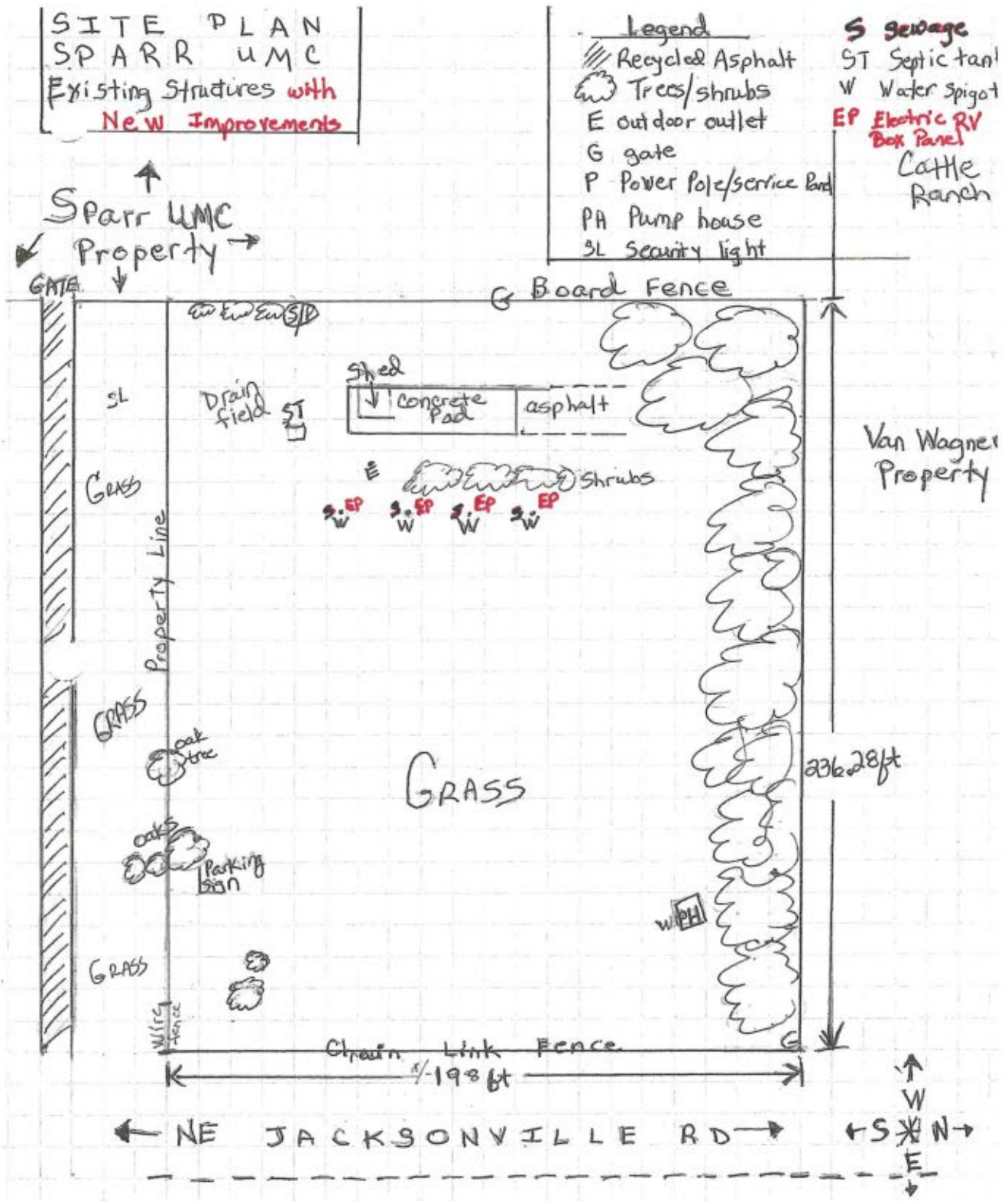


Figure 5
Conceptual Plan



V. ANALYSIS

LDC Section 2.8.2.D provides that in making a recommendation to the Board, the Planning and Zoning Commission shall make a written finding the SUP addresses nine (9) specific requirements. LDC Section 2.8.3.B requires consistency with the Comprehensive Plan. Staff's analysis of compliance with these ten (10) requirements are addressed below.

- A. *Provision for **ingress and egress** to property and proposed structures thereon with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire or catastrophe.*

Analysis: Ingress/egress to the proposed RV hook-up location is provided by an existing shared driveway with Sparr United Methodist Church. The RVs will then access the parking area through the grass parking area for church members. Staff concludes that the application **is consistent** with provisions for ingress and egress.

- B. *Provision for **off-street parking and loading areas**, where required, with particular attention to the items in (1) above and the economic, noise, glare, or odor effects of the SUP on adjoining properties and properties generally in the surrounding area.*

Analysis: Off street parking and loading is provided in front of an existing concrete and asphalt pad which includes a shed for the church's use as shown on the conceptual plan provided as Attachment A Page 6. The site will be used for a few weeks as a time approximately two times a year. Based upon the frequency of use and number of requested spaces, the application is **consistent** with provisions for off-street parking and loading areas as well as noise.

- *The site shall be limited to a maximum of four (RVs) on-site at any given time twice a year for a maximum of six weeks at a time.*
- *Growth Services shall be notified, in writing, when RVs are being used on the property.*
- *There shall be no renting of RV spaces.*

- C. *Provisions for **refuse and service area**, with particular reference to the items in (1) and (2) above.*

Analysis: Waste removal will be provided by a dumpster located on the church property that is removed by Waste Management. The application is **consistent** with this provision.

- D. *Provision for **utilities**, with reference to locations, availability, and compatibility.*

Analysis: Duke Energy provides power to this area and comments through Development Review Committee (DRC) review state Marion County Utilities are

outside connection distance for connection requirements. Water and sewer connections already exist for the church associated with the special use. Based on the temporary nature of the use proposed, Staff finds the application to be **consistent** provided the condition below is met.

- *The RV's brought on-site will be self-contained with waste-water storage for off-site disposal. Connection to a septic tank is prohibited.*

E. *Provision for **screening and buffering** of dissimilar uses and of adjacent properties where necessary.*

Analysis: The findings of facts provided with the application (Attachment A Pages 2-3) state, "The majority of the area is grass. There are trees and shrubs along the northern and western property lines of this parcel. The road frontage to the east has a chain link fence. The southern border connects with the property surrounding the sanctuary and fellowship hall." Staff finds the existing vegetation and placement of RV's to be consistent with the provision of screening and buffering and recommend the following conditions.

- *The natural vegetative buffer as shown on the conceptual plan in Attachment A Page 6 shall remain untouched.*
- *RV's shall be parked so that the potential for headlight glare will be facing east towards NE Jacksonville Rd.*

F. *Provision for **signs**, if any, **and exterior lighting** with consideration given to glare, traffic safety, economic effects, and compatibility and harmony with properties in the surrounding area.*

Analysis: Signage for the RV spaces and hook-ups is not being proposed as these spots are not open to the public or available for rent. Additional lighting is not proposed, but if it is found that lighting needs to be added, a photometric plan will be provided in accordance with the LDC. It is concluded that the application is **consistent** with the signs and exterior lighting requirements of this section provided additional lighting is accompanied by a photometric plan.

- *A photometric plan shall be provided during the Development Review Phase if additional lighting is proposed to be added to the site.*

G. *Provision for **required yards and other green space**.*

Analysis: Open space as required by Land Development Code Section will be reviewed by DRC during formal site plan review.

H. *Provision for general **compatibility** with adjacent properties and other property in the surrounding area.*

Analysis: Compatibility is defined in Chapter 163.3164(9) of the Florida Statutes, under the Community Planning Act, as “a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”

Figure 1 is an aerial photograph displaying existing and surrounding properties. Figure 4 displays the same properties based on their use code per Marion County Property Appraiser. The subject property is under the same ownership as that of the church parcel, Sparr United Methodist Church, Inc. To further ensure compatibility is being met by the proposed development and to assist in mitigating any sort of incompatibility, staff recommends the following conditions

- *This site shall be developed consistent with the proposed conceptual plan.*
- *The Special Use Permit runs with Sparr United Methodist Church. If this parcel (07836-001-00) or the church parcel (07861-000-00) are sold, deeded to a different owner, or subdivided in any way, the special use permit shall be nullified.*

- I. *Provision for meeting any **special requirements** required by the site analysis for the particular use involved.*

Analysis: Staff notes that unlike a variance, which runs with the land and is recorded in the public records, a special use permit is not recorded. As a result, a subsequent owner will not have notice of the requirements. The subject property will require a site plan review before additional development commences. The site plan will ensure that the development is consistent with the Land Development Code. Staff concludes that no special requirements are needed beyond the conditions provided in this report.

- J. *Consistency with the Comprehensive Plan.*

1. Policy 2.1.5: **Permitted & Special Uses** – The county shall identify permitted and special uses for each land use designation and zoning classification, as further defined in the Comprehensive Plan, Zoning, and LDC.

Analysis: LDC Section 4.2.20 does not list RV hook-ups as a permitted or special use and would only consider this request by special use as it's not specifically listed in either subsection. However, recreational vehicles are allowed in P-RV zoning, which is consistent with commercial land use. If approved, the subject property having Commercial Land Use and a Special Use Permit for RVs on site would be consistent with the Comprehensive Plan. Thus, the application is **consistent** with FLUE Policy 2.1.5

2. Policy 3.3.1: **Elements of Rural Character in the Farmland Preservation Area**– The County shall preserve and protect rural and equestrian/agricultural character within the Rural Lands, specifically the

Farmland Preservation Area, by requiring that all appropriate future development activities within this Area preserve, support, and enhance the fundamental elements of rural character set forth below, and further requiring that all Zoning Changes and Special Use Permits within the Farmland Preservation Area be consistent with and preserve, protect, support, and enhance the rural, equestrian, and farmland character of the Farmland Preservation Area. The fundamental elements of rural character include the following:

1. Scenic Views: The viewshed of arterial and collector roadways in the Rural Area shall be protected from land clearing and other visual intrusions associated with development; such protections, however, shall not restrict the fundamental agricultural uses permitted within this Area.
2. Open Space Protection: Residential development options shall include incentives to promote the protection of open spaces.
3. Rural Lighting: In order to preserve the rural character of the area, artificial illuminating devices, emission of undesirable rays into the night sky, glare to oncoming traffic and intrusion of light onto adjacent properties shall be prevented to the greatest extent possible, as further defined in the LDC.
4. Transportation: Roadway design within the Rural Area shall be consistent with the principles of context sensitive design, which considers the relationship of land uses and all aspects of roadway design, including speed, travel lane width, access management, and landscaping. Where feasible, expansion or alteration of existing roadway corridors, including State Facilities, will be the preferred method to meet long-range transportation needs. New transportation corridors intended to be used specifically for the construction of expressways or limited access roadways within the Farmland Preservation Area shall be developed in such a way as to avoid negative impacts to vital farmlands, key environmental areas, and valuable open space so that transportation and land use are compatible with the rural character of the area. The development of any such corridor shall be closely coordinated with the Board of County Commissioners and County Staff.
5. Infrastructure: Other infrastructure including water and sewer utilities and stormwater facilities within the Rural Area shall reflect a rural level of service and shall not be modified to the point that it encourages or allows for urban development.

Analysis: The subject parcel, as previously stated, is within the Farmland Preservation Area. To mitigate any adverse impacts to this area, Policy 3.3.1 has been analyzed for consistency. The special use requested has been given a strict timeline for the RV's to be on-site addressing frequency of stays, as well as the maximum duration of these stays, to reduce visual impacts to the surrounding area. Additionally, this parcel is located within a commercial node near the intersection of NE Jacksonville Rd. and E Hwy. 329 across the street from Sparr Farm and Building Supply. The requested

use is not residential in nature, additionally, lighting is addressed within conditions for the special use by requiring a photometric plan if additional lighting is desired on the property. The property is served by NE Jacksonville Rd., an arterial roadway maintained by Marion County. The limited time and number of RV's allowed on the site look to minimize any impacts to this roadway. Lastly, utility services are not being hooked in to by the RV's as they are for temporary use and will not impact the level of service in the area. Thus, the application is **consistent** with FLUE Policy 3.3.1.

Based on the above findings, staff concludes the SUP is consistent with LDC Sections 2.8.2.D and 2.8.3.B, even with the provided conditions to attempt to address the ten (10) requirements imposed.

VI. ALTERNATIVE RECOMMENDATIONS

- A. Enter into the record the Staff Report and all other competent substantial evidence presented at the hearing, and make a recommendation to the Commission to adopt a proposed Ordinance to **DENY** the special use permit.
- B. 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 with amended conditions, and make a recommendation to the Commission to adopt a proposed Ordinance to **APPROVE WITH AMENDED CONDITIONS** the special use permit.
- C. 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 the Commission 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.

VII. STAFF RECOMMENDATION

- A. Staff recommends the Board enter into the record the Staff Report and all other competent substantial evidence presented at the hearing, and make a recommendation to adopt a proposed Ordinance to **APPROVE AS CONDITIONED** the special use permit based on compatibility in the area, compliance with the Comprehensive Plan, and a lack of adverse impacts to the surrounding area.
- B. To address compliance with LDC Sections 2.8.2.D and 2.8.3.B, the following conditions are imposed in the event that the Board chooses to agree with staff recommendation and approve the special use with conditions:
 - 1. *The site shall be limited to a maximum of four (RVs) on-site at any given time twice a year for a maximum of six weeks at a time.*

2. *Growth Services shall be notified, in writing, when RVs are being used on the property.*
3. *There shall be no renting of RV spaces.*
4. *The RV's brought on-site will be self-contained with waste-water storage for off-site disposal. Connection to a septic tank is prohibited.*
5. *The natural vegetative buffer as shown on the conceptual plan in Attachment A Page 6 shall remain untouched.*
6. *RV's shall be parked so that the potential for headlight glare will be facing east towards NE Jacksonville Rd.*
7. *A photometric plan shall be provided during the Development Review Phase if additional lighting is proposed to be added to the site.*
8. *This site shall be developed consistent with the proposed conceptual plan.*
9. *The Special Use Permit runs with Sparr United Methodist Church. If this parcel (07836-001-00) or the church parcel (07861-000-00) are sold, deeded to a different owner, or subdivided in any way, the special use permit shall be nullified.*
10. *The Special Use Permit shall expire on March 17, 2030; however, it may be renewed administratively for up to a five (5) year duration, a maximum of three (3) times, by a written instrument signed and issued by the Growth Services Director (or position equivalent to the Growth Services Director at that time) unless:*
 - a. *There have been unresolved violations of the County Land Development Code, the County Code of Ordinances, and/or the conditions of the Permit,*
 - b. *Neighboring property owners within 300' of the subject property have complained to the County Code Enforcement, Zoning, or equivalent/similar Departments/Divisions about the uses of the subject property by this Permit, or*
 - c. *The Growth Service Manager determines that renewal should be considered directly by the Board of County Commissioners through the Special Use Permit review process (or review process equivalent at that time.)*

VIII. PLANNING AND ZONING COMMISSION RECOMMENDATION

Approve with conditions.

IX. BOARD OF COUNTY COMMISSIONERS ACTION

To be determined.

X. LIST OF ATTACHMENTS

- A. SUP application.
- B. Site Photos.
- C. DRC Comments.
- D. Surrounding Property Owner Map