



**Marion County
Board of County Commissioners**

Growth Services

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Ocala, FL 34470
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**PLANNING & ZONING SECTION
STAFF REPORT**

| | | |
|---------------------------------|--|------------------------|
| Hearing Dates | P&Z: 07/28/2025 | BCC: 08/19/2025 |
| Case Number: | 250802SU | |
| CDP-AR: | 32795 | |
| Type of Case: | Special Use Permit: Outdoor storage of RVs, boats, trailers, and any ancillary use for vehicle storage | |
| Owner | Partners Self Storage, LLC | |
| Applicant | Klein & Klein, PLLC; Ethan A. White ESQ. (Agent) | |
| Street Address | 7655 E Hwy 25 Bellevue, FL 34420 | |
| Parcel Number | 39169-000-00 & 39169-003-00 | |
| Property Size | ±11.00 acres | |
| Future Land Use | Commercial (COM) | |
| Zoning Classification | Community Business (B-2) | |
| Overlay Zone/Scenic Area | Secondary Springs Protection Zone, Urban Growth Boundary; City of Bellevue Utility Service Area | |
| Staff Recommendation | Approval with Conditions | |
| P&ZC Recommendation | To be determined. | |
| Project Planner | Erik Kramer | |
| Related Case(s) | [1] APPROVED March 2025: Ord. 25-04 / Case 25-S03 for a Small-Scale Land Use Amendment from MR to COM [2] APPROVED August 1987: Case 87R-289Z for a Zoning Change from R-1, R-4, & A-1 to B-2 [3] DENIED August 2008: Case 080113V for a variance to reduce spacing requirements for two (2) billboards. | |

I. ITEM SUMMARY

Klein and Klein, PLLC, on behalf of the owner Partners Self Storage, LLC, has filed an application for a Special Use Permit to request permission for Outdoor storage of RVs, boats, trailers, and any ancillary use for vehicle storage on a ± 11 -acre site with a Commercial future land use designation and a B-2 zoning classification. Figure 1 is an aerial photograph showing the general location of the subject property. The Parcel Identification Numbers associated with the property are 39169-000-00 & 39169-003-00 and 7655 E Hwy 25 Belleview, FL 34420 is the site's current address. The parcel is located within the Urban Growth Boundary, Countywide Secondary Springs Protection Zone, and Belleview's Utility Service Area. The applicant's Special Use Permit (SUP) application (Attachment A) includes a Conceptual Plan proposing [1] a 450 sq. ft one-story office building, [2] 34,885 sq. ft. of pull up storage, [3] 48,000 sq. ft. of air-conditioned storage, [4] 36 storage parking spaces (50'), and [5] 56 storage parking spaces (40'). Additionally, the conceptual plan provides proposed buffers, non-storage parking, and drainage retention areas. Figure 2 shows the Conceptual Plan provided by the applicant. Attachment E shows clear PDF of original Conceptual Plan and a version overlaid onto a site aerial image. Staff is recommending **Approval with Conditions** of the Special Use Permit request.

Figure 1
Aerial Photograph of Subject Property



Figure 2



II. STAFF SUMMARY RECOMMENDATION

Staff recommends **Approval with Conditions** as specified in Section VII.B. of this Staff Report. The recommended conditions are being imposed to address compliance with the requirements in Land Development Code (LDC) Sections 2.8.2.D and 2.8.3.B, in the event of approval.

III. NOTICE OF PUBLIC HEARING

Consistent with LDC Section 2.7.3.C, notice of public hearing was mailed to 16 property owners within 300 feet of the subject property on July 11th, 2025. Consistent with LDC Section 2.7.3.B, a public notice sign was posted on the subject property on July 11th, 2025, where site photos were also collected. Consistent with LDC Section 2.7.3.E, due public notice was published in the Ocala Star-Banner on July 14th, 2025. As of the date of the initial distribution of this staff report, no letters of opposition or support have been received. Evidence of the above-described public notices are on file with the Growth Services Department and are incorporated herein by reference.

IV. BACKGROUND/CHARACTER OF THE AREA

- A. *Existing site conditions.* Figure 3 shows that the subject site hosts the former Elks Lodge and is located within Urban Growth Boundary. The site is located just north from the signalized intersection of SE Hwy 25A and E Hwy 25, which the site has direct access to. The former Elks Lodge building, which is now vacant, sits on the center of the site, surrounded by an open field and thick vegetation along the site boundaries, especially along the eastern and western edges. On the eastern edge, dense vegetation that helps block the view of the nearby Duke Energy station and the power lines running north and south, particularly for drivers traveling east on E Highway 25. The western side is also heavily wooded, while the northern side has lighter vegetation. Utility poles run along the southern property line and E Hwy 25 right of way.

Figure 3
Existing Conditions Map



- B. *Surrounding area conditions.* Figure 4 shows how the subject property and nearby parcels are currently being used. Figure 5 shows the surrounding subdivisions.

On July 11, 2025, County staff visited the site and confirmed that the vacant building and surrounding vegetation are still in place. Staff also observed ongoing construction of the 170 approved homes in the Highland Bellevue East Planned Unit Development, located directly south of the subject property.

Across the road to the southwest, there is an existing Circle K gas station and convenience store. Two homes in the Bellevue Oak Estates subdivision have backyards that face the subject property and have direct sightlines to the site. Staff did not walk through the subject site; however, there appear to be some gaps in the vegetation along the northern edge, which may allow those two northern residences to see into the site.

Figure 4
MCPA Existing Uses

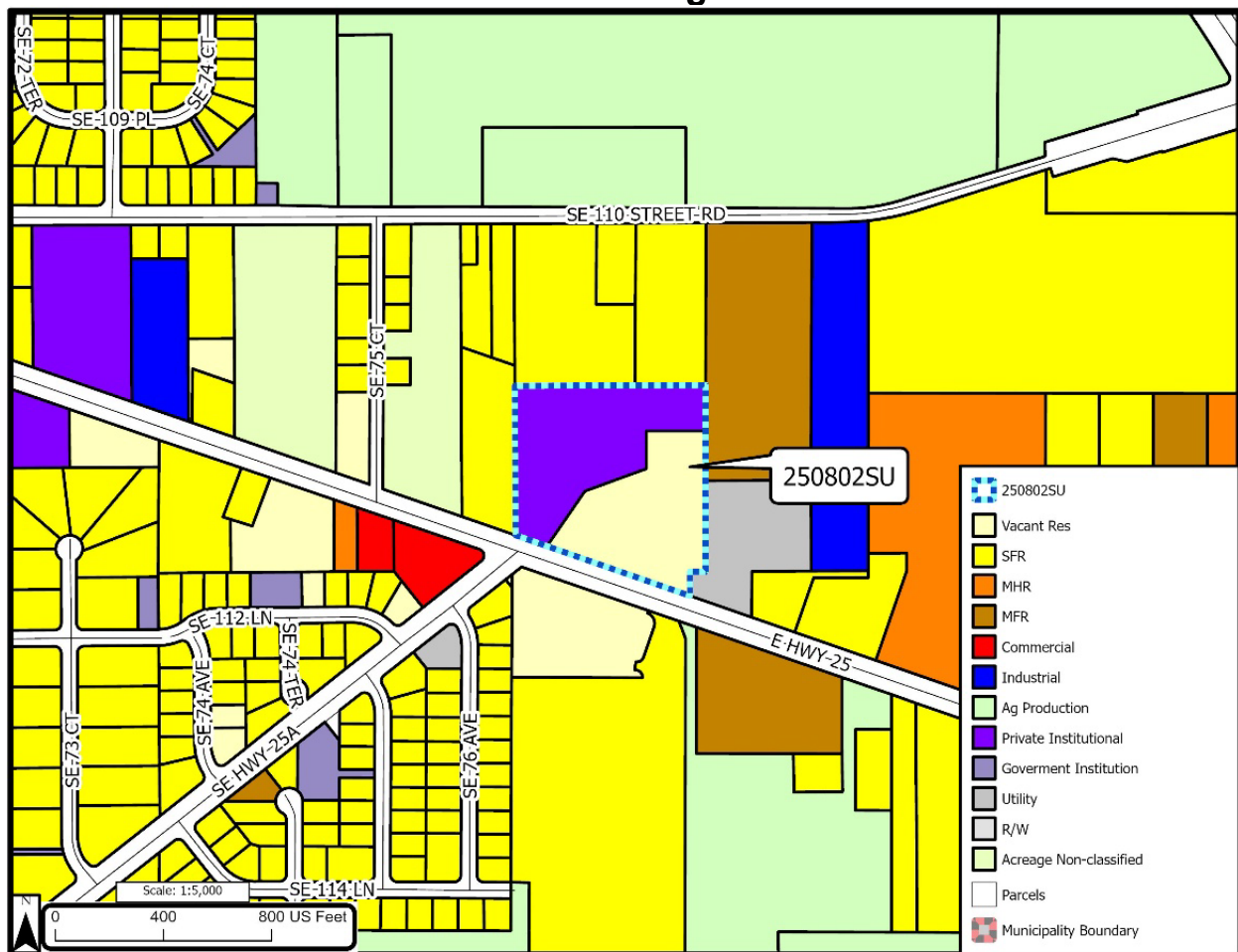
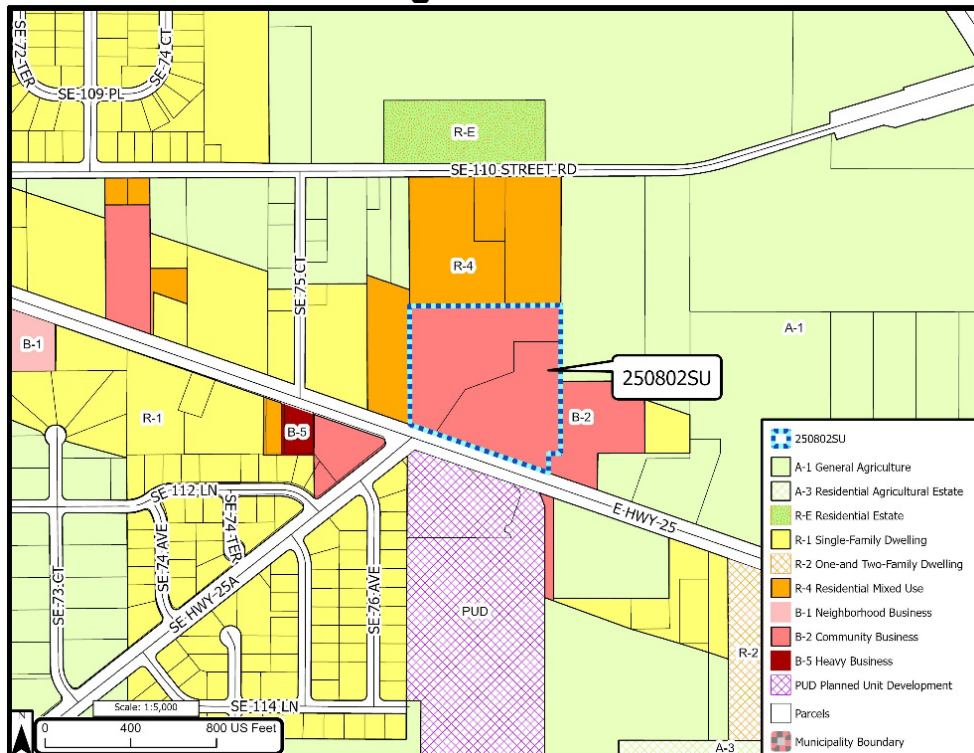


Figure 5
Surrounding Subdivisions



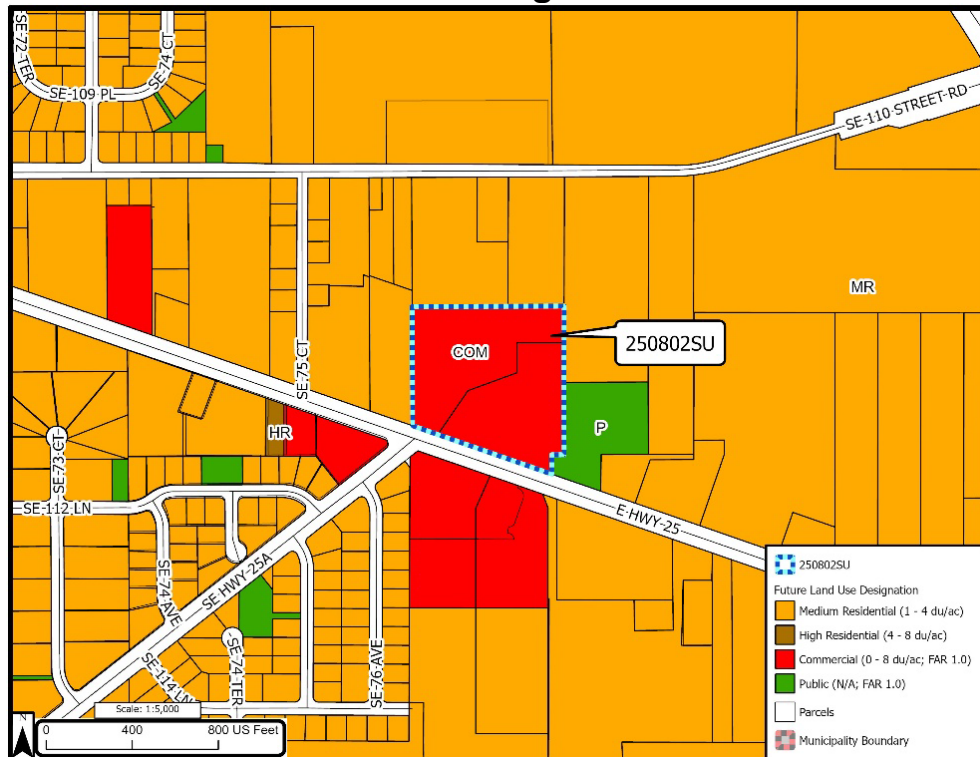
C. *Zoning district map.* Figure 6 shows the subject property, and the surrounding properties are classified as B-2.

Figure 6
Zoning Classification



- D. *FLUMS designation.* Figure 7 is the FLUMS and it shows that the subject property is designated Commercial (COM). The abutting properties are Medium Residential (MR) and Public (P).

Figure 7
FLUMS Designations



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 that 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. *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: The Applicant requests this special use permit to allow for outdoor storage of RVs, boats, trailers, and any ancillary use for vehicle storage in addition to the indoor storage facilities. Mini-storage warehouses are a commercial use permitted by-right under B-2 zoning; however, LDC Section 4.2.18 states that “all commercial activity involving retail sales or rentals shall take place in a completely

enclosed building.” Renting a storage space for a customer to store their RVs, boats, or trailers is a commercial activity. Section 4.2.18 does not explicitly list outdoor storage as a special use; however, Section 2.8.1 allows some flexibility by providing that “... any other non-listed use may be considered for approval by a Special Use Permit. The listing of permitted uses in a zoning classification is not meant to be all inclusive.”

The Conceptual Site Plan – provided by the Applicant in Attachment A, page A-3, and shown in Figure 2 above – shows the location and standards for the proposed indoor storage and outdoor storage uses.

Based on the items stored, and their storage location being outside, the application is **consistent** with FLUE Policy 2.1.5.

- B. *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: The Applicant proposes a single access point to the storage facility from intersection of E Hwy 25 and SE Hwy 25A. The proposed access corresponds with the existing driveway improvement located on parcel 39169-000-00. The conceptual plan shows adequate vehicular circulation – the Office of County Engineer and the County’s Fire Marshall will review circulation further at the development review stage.

Staff recommends the following condition:

- Site access shall be determined during the Development Review phase of development.

- C. *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: Applicant proposes to provide parking on-site as shown in the Conceptual Site Plan. The Applicant does not address how loading and unloading areas for pull-up storage will interact with adjacent outdoor vehicle storage spaces; however, frequent loading and unloading is expected as part of the storage facility uses. It is evident based on the location of buildings and on-site circulation shown in the conceptual plan that the off-street parking and storage loading areas will not affect traffic on Hwy 25 or adjacent properties. Off-street parking and location of loading zones related to the office and storage unit uses will be reviewed based on LDC requirements during Development Review.

Staff recommends the following condition:

- Off-street parking and loading areas on site shall be determined during the Development Review phase of development.

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

Analysis: According to the Applicant's Findings of Facts, "refuse and service areas shall be located within the boundaries of the Property and shall be screened from public view." The applicant states that refuse and service areas exist on the site; however, the location of these areas are not shown on their Conceptual Plan.

Staff recommends the following condition:

- Screening for on-site refuse and service areas shall be determined during the Development Review phase of development.

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

Analysis: As per the applicant's Findings of Facts, Duke Energy currently provides electrical utilities to the site and additional required utilities associated with future major site plan are available from Duke Energy. Applicant states potable water is serviced by Sunshine Water Services, while fire suppression water and central sewer are not provided on site. The Conceptual Plan shows location of the on-site well and septic drain field which must comply with horizontal spacing and other requirements outlined in Chapter 62-6 of the Florida Administrative Code. Marion County Utilities defers utility notes to the City of Belleview. Marion County Utilities will require a Letter of Availability and Capacity form the City of Belleview at the time of development review (see Attachment C).

Staff recommends the following condition:

- Provision of utilities shall be determined during the Development Review phase of development.

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

Analysis: Buffers are located adjacent to, or parallel with adjacent property lines to protect less dense/intense uses from more dense/intense uses. Buffers are intended to alleviate nuisances like light, noise, and sound. Buffers may consist of one or a combination of existing vegetation, planted vegetation, walls, fences, or berms. Depending on the character of the dissimilar uses, Marion County requires different types of buffers along the property boundaries. Standards for screening are found in LDC Sec. 4.2.15.I.

On the other hand, screens are located internal to the site and where they obstruct direct lines of sight. Screens are intended to minimize the visual impacts of uses such as loading areas and outdoor storage areas. Fencing, walls, berms, trees, or shrubs may be used to satisfy the screening requirements, depending on opacity, height, and other factors. Standards for buffer types are found in LDC Sec. 6.8.6.K.

The Applicant did not present a Finding of Fact that explicitly relates to buffering and screening, however the Conceptual Plan (dated March 2025) shows the

location and dimensions of proposed buffers. The Applicant's written response states "the improvements contemplated in the Conceptual Plan... may be modified pursuant to any final site plan." Staff partially supports this statement. The dimensions and location of the proposed buildings may be modified, except they must continue to act as a buffer wall and provide opaque screening of the outdoor storage from adjacent properties and E Hwy 25, consistent with the LDC.

Regarding buffering, the conceptual plan shows a 20-foot Type B buffer along the west and north property boundaries which host residential uses. A 20-foot Type B buffer is consistent with LDC requirements. If the back-side of the pull-up storage walls facing the adjacent properties do not have windows, staff supports using the building walls to satisfy the Type B buffer wall requirement. In the event there are gaps between the building walls, an opaque vinyl privacy fencing, at least 6-feet in height, shall also be provided in the gaps areas to create the effect of a continuous buffer wall and screen.

The Conceptual Plan calls out a 10-foot Type D buffer along the eastern property boundary, presumably based on the adjacent property's General Agriculture (A-1) zoning. When there is an existing use, buffers are based on the existing use instead of zoning. One of the adjacent eastern parcels is classified as multi-family residential and the other parcel is classified as utility, see Figure 4. Therefore, based on LDC Sec. 6.8.6.K, a combination of a 20-foot Type B buffer along the residential use and 15-foot Type C buffer are required along the public (utility) use. In the conditions below, staff proposes an alternative buffer to use existing trees for the eastern property boundary.

The conceptual plan does not indicate the required Type C buffer along the E Hwy 25 right-of-way and does not indicate a buffer along a portion of the Duke Energy Center property. These omitted buffers are addressed in Staff's conditions below.

Figure 8 provides a visual of where these buffers would be located based on the Conceptual Plan.

Regarding screens, the Conceptual Plan (dated March 2025) does not indicate that a continuous eight (8) foot tall opaque screen – as required by the LDC – will surround the parking areas. If the pull-up storage units facing adjacent properties and streets do not have windows and they are at least 8' tall, then the storage unit walls can be used as screening. However, Figure 8 shows where there are gaps in the screening. Growth Services expects those gaps to be addressed during development review by providing a continuous storage unit wall or supplementing the gaps with an opaque vinyl privacy fencing, at least 6-feet in height. Staff supports reducing the typical height requirement of an 8-foot screen down to a 6-foot screen, contingent on preserving and using existing vegetation for the site's buffers.

Figure 8

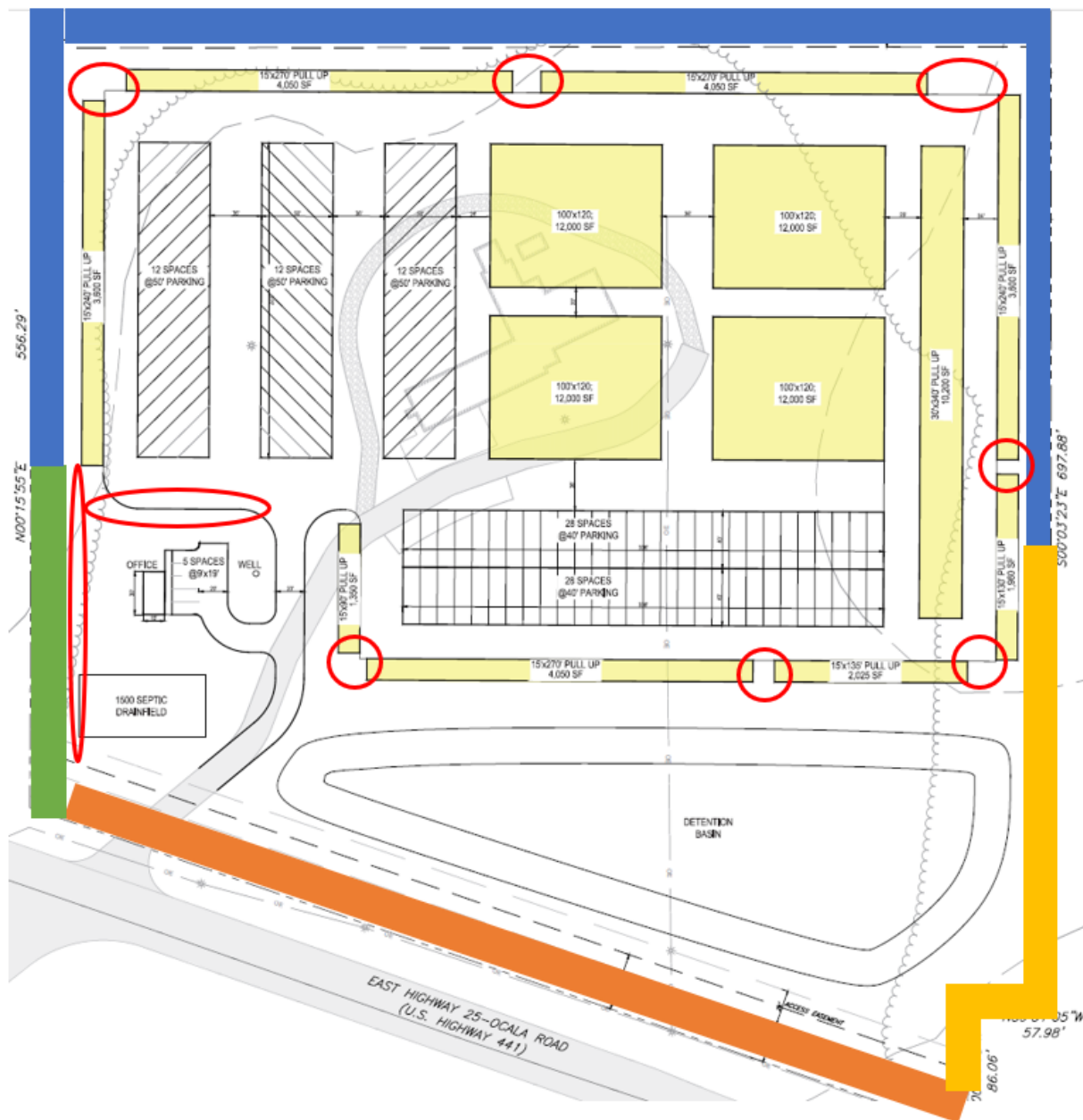







Table 1. Buffer Conditions Key

| | |
|---|---|
|  | 15' Type C Buffer |
|  | 20' No Touch Buffer. Fill in gaps w/ Type C plantings if needed |
|  | 20' No Touch Buffer w/ continuous wall effect. Fill in gaps w/ Type B plantings if needed |
|  | 20' No Touch Buffer w/ opaque vinyl privacy fence in lieu of buffer wall required by Type B |
|  | 6' tall (min) opaque vinyl privacy fence |

Taking these findings into consideration, staff recommends the following conditions to address screening and buffering:

- The outdoor vehicle storage parking spaces shall be located internal to the site and screened by pull-up / self-storage buildings, consistent with the Concept Plan (Dated 03/2025). The vehicle storage area clusters may be covered as elected by the applicant/owner/developer.
 - In the event that gaps between pull-up / mini-storage buildings are provided to comply with Building/Fire Code requirements, the gaps between the buildings shall be filled with an opaque vinyl privacy fence reaching at least 6-feet in height. The opaque fencing combined with the buildings shall form a continuous screen blocking views from adjacent properties and E Hwy 25.
- Landscape area buffers shall be provided and maintained along the site's boundaries consistent with the following:
 - North, East, and West, where pull-up / self-storage buildings are located and abut existing residential properties – a modified 20' B-Type no-touch buffer. The blank rear-wall of the storage building(s) and fencing outlined in condition 3.a shall serve as the required buffer wall. The storage buildings and fences shall be located on the perimeter of the development area with the outdoor storage being internal to the storage buildings. Viable existing buffer vegetation, as confirmed by a Landscape Architect or Certified Arborist, shall be left in place and each viable tree's Critical Root Zone shall be adequately protected during site grading and development. Any gaps in existing buffer vegetation that do not meet B-Type buffer LDC requirements shall be planted per code.
 - West, where pull-up / self-storage buildings are not located and where there is an adjacent existing residential property – a modified 20' B-type no-touch buffer. There shall be an opaque vinyl privacy fence reaching at least 6-feet in height running parallel with the preserved trees. Viable existing buffer vegetation, as confirmed by a Landscape Architect or Certified Arborist, shall be left in place and each viable tree's Critical Root Zone shall be adequately protected during site grading and development. Any gaps in existing buffer vegetation that do not meet B-Type buffer LDC requirements shall be planted per code.
 - East, where pull-up / self-storage buildings are not located and where there is an adjacent public use – a 20' no-touch buffer. Viable existing buffer vegetation, as confirmed by a Landscape Architect or Certified Arborist, shall be left in place and each viable tree's Critical Root Zone shall be adequately protected during site grading and development. Any gaps in existing buffer vegetation shall be planted and maintained according to the LDC.
 - South, along E Hwy 25 – a 15' C-Type buffer, per LDC requirements.
- No trees shall be removed from the property prior to obtaining Development Review Committee site plan approval.

- G. *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: According to the applicant's Findings of Facts, no signage currently exists on site and the Applicant does not propose signage at this time. However, the Applicant suggests an on-site sign may be considered in the future, as allowed by the LDC. The Applicant did not address exterior lighting in their Findings of Facts.

Staff recommends the following condition:

- Exterior lighting shall comply with applicable sections of the LDC and shall be designed and located to minimize glare, maintain traffic safety, and ensure compatibility with adjacent uses.

- H. *Provision for **required yards and other green space**.*

Analysis: The conceptual plan shows one drainage retention area are proposed on the site. At time of development review, the site plan shall be required to comply with standards for yard setback, open space, and Marion Friendly Landscaping Area.

Staff does not recommend any conditions.

- I. *Provision for general **compatibility** with adjacent properties and other properties 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.”

The proposed special use on B-2 zoning is somewhat compatible with the adjacent residential properties and it is compatible with the E Hwy 25's "Collector" roadway classification. Marion County's LDC provides requirements for buffers, screens, lighting, access management and other site/use factors to mitigate negative impacts on adjacent and surrounding uses.

Staff recommends the conditions provided in Section V.F of this report to mitigate issues of compatibility between the proposed use for outdoor storage of vehicles and adjacent properties.

- J. *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 impervious development commences. The site plan will ensure that the development is consistent with the Land Development Code.

Staff recommends the following conditions:

- The project shall be developed consistent with the conditions outlined herein and with the project Concept Plan (Dated 03/2025). The outdoor storage parking use shall be limited to RVs, boats, trailers, or any licensed and registered vehicle.
 - The parking of refrigerated tractor-trailer units, running/idling tractor-trailer cab units, and/or similar vehicles requiring continuous or cyclical operation to maintain particular vehicle conditions are prohibited in the facility.
- The Special Use Permit shall not have a time-based expiration date and shall run with the property.
- Expansion of the mini-storage facility consistent with the overall site's zoning is permitted. Outdoor parking may not take place on the expansion unless there are revisions to the LDC or a Special Use Permit (or then equivalent) is obtained.

VI. ALTERNATIVE RECOMMENDATIONS

- 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 special use permit amendment.
- 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 Board of County Commissioners 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 Board of County Commissioners 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 Planning and Zoning Commission enter into the record the Staff Report and all other competent substantial evidence presented at the hearing and make a recommendation to the Board of County Commissioners to adopt a proposed Ordinance to **APPROVE WITH CONDITIONS** the special use permit.
- 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 project shall be developed consistent with the conditions outlined herein and with the project's Concept Plan (Dated 03/2025). The outdoor storage parking use shall be limited to RVs, boats, trailers, or any licensed and registered vehicle.
 - a. The parking of refrigerated tractor-trailer units, running/idling tractor-trailer cab units, and/or similar vehicles that require continuous or periodic engine operation to maintain particular vehicle conditions are prohibited on the site.
 2. Site access shall be determined during the Development Review phase of development.
 3. The outdoor vehicle storage parking spaces shall be located internal to the site and predominantly screened by pull-up / self-storage buildings, consistent with the Concept Plan (Dated 03/2025). The vehicle storage area clusters may be covered as elected by the applicant/owner/developer.
 - a. In the event that gaps between pull-up / mini-storage buildings are provided to comply with Building/Fire Code requirements, the gaps between the buildings shall be filled with an opaque vinyl privacy fence reaching at least 6-feet in height. The opaque fencing combined with the buildings shall form a continuous screen blocking views from adjacent properties and E Hwy 25.
 4. Landscape area buffers shall be provided and maintained along the site's boundaries consistent with the following:
 - a. North, East, and West, where pull-up / self-storage buildings are located and abut existing residential properties – a modified 20' B-Type no-touch buffer. The blank rear-wall of the storage building(s) and fencing outlined in condition 3.a shall serve as the required buffer wall. The storage buildings and fences shall be located on the perimeter of the development area with the outdoor storage being internal to the storage buildings. Viable existing buffer vegetation, as confirmed by a Landscape Architect or Certified Arborist, shall be left in place and each viable tree's Critical Root Zone shall be adequately protected during site grading and development. Any gaps in existing buffer vegetation that do not meet B-Type buffer LDC requirements shall be planted per code.

- b. West, where pull-up / self-storage buildings are not located and where there is an adjacent existing residential property – a modified 20' B-type no-touch buffer. There shall be an opaque vinyl privacy fence reaching at least 6-feet in height running parallel with the preserved trees. Viable existing buffer vegetation, as confirmed by a Landscape Architect or Certified Arborist, shall be left in place and each viable tree's Critical Root Zone shall be adequately protected during site grading and development. Any gaps in existing buffer vegetation that do not meet B-Type buffer LDC requirements shall be planted per code.
 - c. East, where pull-up / self-storage buildings are not located and where there is an adjacent public use – a 20' no-touch buffer. Viable existing buffer vegetation, as confirmed by a Landscape Architect or Certified Arborist, shall be left in place and each viable tree's Critical Root Zone shall be adequately protected during site grading and development. Any gaps in existing buffer vegetation shall be planted and maintained according to the LDC.
 - d. South, along E Hwy 25 – a 15' C-Type buffer.
- 5. No trees shall be removed from the property prior to obtaining Development Review Committee site plan approval.
 - 6. Provision of utilities shall be determined during the Development Review phase of development.
 - 7. Screening for on-site refuse and service areas shall be determined during the Development Review phase of development.
 - 8. Exterior lighting shall comply with applicable sections of the LDC and shall be designed and located to minimize glare, maintain traffic safety, and ensure compatibility with adjacent uses.
 - 9. The Special Use Permit shall not have a time-based expiration date and shall run with the property.
 - 10. Expansion of the mini-storage facility consistent with the overall site's zoning is permitted. Outdoor parking may not take place on the expansion unless there are revisions to the LDC or a new Special Use Permit (or then equivalent) is obtained.

VIII. PLANNING AND ZONING COMMISSION RECOMMENDATION

To be determined.

IX. BOARD OF COUNTY COMMISSIONERS ACTION

To be determined.

X. LIST OF ATTACHMENTS

- A. SUP application.
- B. Surrounding Property Notification
- C. DRC Comments
- D. Site and Surrounding Area Photos
- E. Conceptual Site Plans