



Rezoning Staff Report

Case No. ZON25-0012

Planning & Zoning Commission: October 13, 2025

City Council (1st Reading): November 18, 2025

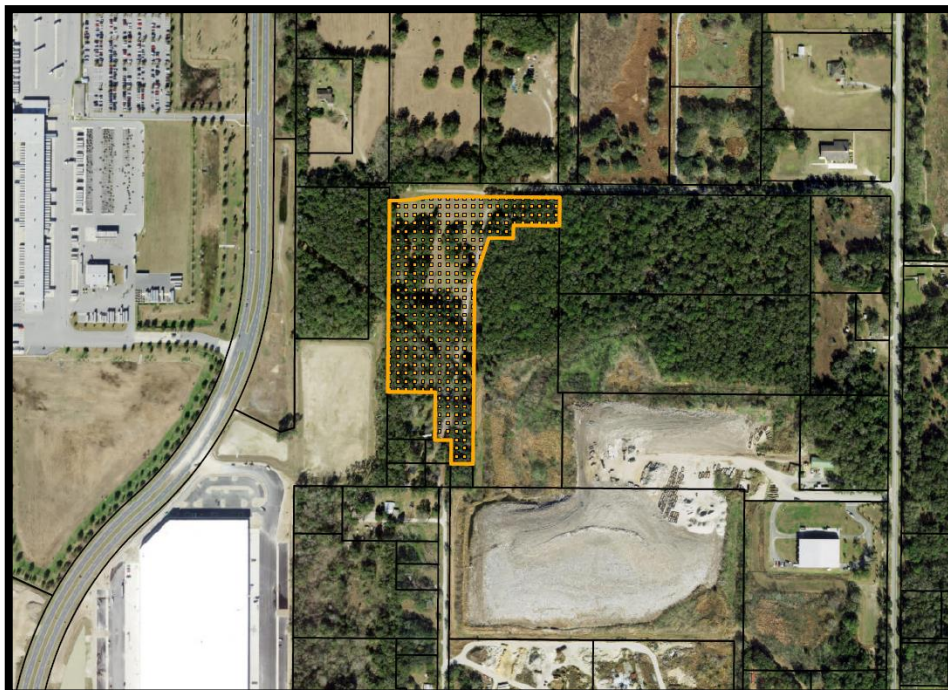
City Council (Adoption): December 2, 2025

Applicant: Friends Recycling LLC
Property Owner: Friends Recycling LLC
Project Planner: Emily W. Johnson, AICP, Senior Planner
Amendment Request: Seeking approval to rezone the subject property from R-1, Single-Family Residential, and R-2, Two-Family Residential, to M-1, Light Industrial

Parcel Information

Acres: ±10.36 acres
Parcel(s)#: 21454-000-00
Location: 2500 NW 31st Avenue
Existing use: Vacant and undeveloped
Future Land Use Designation: Medium Intensity/Special District
Zoning Designation: R-1, Single-Family Residential & R-2, Two-Family Residential
Special District(s)/Plan(s): West Ocala Community Plan – Main Street Mixed Use District
Approved Agreement(s): First Amendment to Chapter 163 Development Agreement (approved January 16, 2024)
Associated Application(s): Future Land Use Change to Employment Center (LUC25-0005)

Figure 1. Aerial Location Map



Section 1 - Applicant Request

The applicant is requesting to rezone the 10.36-acre site from R-1, Single-Family Residential, and R-2, Two-Family Residential to M-1, Light Industrial for consistency with the requested future land use change and the active Construction & Demolition (C&D) landfill and materials recovery facility (MRF) uses on the 74.11-acre site, to the east, which is also owned by the applicant..

The agent, Austin Dailey, Klein & Klein PLLC, is representing the applicant in this request.

Section 2 - Background Information

The subject property encompasses a total of approximately 10.36 acres. The current designations of the properties are:

- Zoning:**
- R-1, Single-Family Residential** district is intended to preserve established single-family neighborhoods and to provide for new areas of low and moderate density single-family development.
- R-2, Two-Family Residential** district is intended to be of similar residential character to the single-family districts, but also permits two-family dwellings and two dwellings on one lot.
- Future Land Use:** **Medium Intensity/Special District**, a minimum of 5 and maximum of 30 dwelling units per acre, a minimum of 0.15 and maximum of 4.0 floor area ratio (FAR).

The owner acquired the subject property as part of a land swap with the city in 2024, which included several single-family properties at the time of the swap. Since the acquisition, the property owner has combined the parcels into one parcel of land totaling approximately 10.36 acres. The applicant has indicated no intention to utilize these properties for a potential expansion of the existing landfill. These properties have existing M-1, Light Industrial zoning to the east (common ownership) and west.

Table 1: Adjacent Property Information:

<u>Direction</u>	<u>Future Land Use</u>	<u>Zoning District</u>	<u>Current Use</u>
North (County)	Employment Center	A-1, General Agriculture R-E, Residential Estate R-1, Single-Family Dwelling	Existing enclave consisting of single-family residential and general agricultural uses
East	Medium Intensity/Special District	M-1, Light Industrial M-2, Medium Industrial	C&D Landfill and Materials Recovery Facility (Friends Recycling)
South	Medium Intensity/Special	R-2, Two-Family Residential	Single-family residence Vacant, undeveloped

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	District	M-2, Medium Industrial	C&D Landfill and Materials Recovery Facility (Friends Recycling)
West	Medium Intensity/ Special District	M-1, Light Industrial R-1, Single Family Residential	Vacant, undeveloped

The subject property is accessed by NW 28th Street, an unclassified roadway connecting to NW 27th Avenue. North of the subject properties, existing single-family and general agricultural uses are located within a county enclave. Other uses in the area include construction service establishments to the south, the industrially developed Ocala-Marion County Commerce Park to the northwest, and the mixed-use West Oak Planned Development (PD) to the east.

Background - Adjacent Properties (common ownership): As indicated in this staff analysis section of this report, the intended development pattern anticipated by the Comprehensive Plan, Vision 2035, and West Ocala Vision & Community Plan (West Ocala Vision) has changed for the area West of NW 27th Avenue and North of NW 21st Street. As a result, it is relevant to consider the factors and actions associated with the properties in the surrounding area, particularly the adjacent properties to the east, which are under common ownership. Key points regarding these properties include:

- Continued operation of an existing C&D landfill and Materials Recovery Facility dating back to the early 1990s.
- 2009 effort to change the future land use category from Low Density Residential to Medium Industrial and rezone to M-2, Medium Industrial, was denied by the City Council.
- The 2035 Vision Plan was adopted in 2011, and the Friends Recycling facility was considered a nonconforming use.
- In the M-1, Light Industrial, and M-2, Medium Industrial, zoning districts, and the Florida Department of Environmental Protection (FDEP) permit for the landfill was expected to expire in 2023.
- August 16, 2022 – City approved land development regulation amendments to establish regulations for a MRF and C&D landfill.
- January 16, 2024 – City approved a Chapter 163 development agreement on the site, limiting height while increasing buffering.
- June 3, 2024 – Property owner granted extension of the FDEP permit (C&D Debris Disposal with Recycling) to June 3, 2029, for the operation of a C&D Debris Disposal and Recycling Facility.
- October 21, 2025, City approves transmittal to the State Department of Commerce for the transmittal of a future land use amendment on landfill and MRF property to change the future land use from Medium Intensity/Special District to Employment Center.

Section 3 – Staff Analysis

This report reviews the proposed rezoning for alignment with the city's comprehensive plan, including Ocala 2035 Vision, and relevant land development regulations.

The Ocala 2035 Vision established the basis for what would ultimately guide development and growth in the City of Ocala. Following the completion of the 2035 Vision, the comprehensive plan was

amended creating six total Future Land Use (FLU) categories. In doing so, new land uses were designated in this area considering both existing and future development. The 2035 Vision map indicated the surrounding area as a transitional area located between a Medium Low Intensity and Low Intensity urban form area. Thus, the subject property was designated as Medium Intensity/Special District to encourage redevelopment efforts.

Additionally, the 2035 Vision led to the creation of focus area plans. In 2015, the West Ocala Vision & Community Plan (West Ocala Vision) was adopted to establish goals for revitalization in the West Ocala area by focusing on preservation, infill development, and density management. The subject property and surrounding area are identified as the North Gate Way - Main Street Mixed Use District in the West Ocala Vision & Community Plan.

Pursuant to Sections 122-311 and 122-331, the single-family residential (R-1, R-1A, and R-1AA) districts are intended to preserve established single-family neighborhoods and to provide for new areas of low and moderate density single-family development, and the two-family residential (R-2) district is intended to be of similar residential character to the single-family districts, but also permits two-family dwellings and two dwellings on one lot. The existing development pattern north of NW 21st Street and west of NW 27th Avenue is largely industrialized in nature.

The applicant has submitted the requested amendment to unify the subject property with the adjacent landfill site. The intended use aligns with the M-1, Light Industrial, zoning district. The adjacent industrial development to the east and west are zoned M-1. Pursuant to Section 122-761, this zoning district is intended primarily for wholesale distribution, warehouse storage, research and development, showroom sales, and light manufacturing of finished or semi-finished products. Outdoor manufacturing is not permitted in the M-1 zoning district.

Consistency with Comprehensive Plan:

The requested rezoning is consistent with the following Objectives and Policies of the City of Ocala Future Land Use Element:

1. Future Land Use Element Policy 6.5: Employment Center. The intent of the Employment Center land use is to provide a regionally-important hub for business, enterprise, research and development, and employment activities. Employment Centers are generally single use districts, but may include more than one (1) use if there are appropriate buffers and transitions between complementary uses. Permitted uses shall include a primary use and may include a secondary use. Primary uses are industrial, office and commercial. Secondary uses are public, recreation, institutional, and residential, as well as educational facilities. There are no form requirements in this land use category.

Access is primarily from major collectors, arterials, or limited-access highways. The primary modes of transportation include automobiles, trucks, freight rail, bus, and commuter rail transit. Provisions should be made for walking, bicycles, and transit.

There is no minimum density and intensity in this future land use category. The maximum density and intensity before any incentives is 24 dwelling units per gross acre or 2.00 FAR. The location and application of incentives shall be set forth in the Land Development Code.

Staff Comment:

- *The applicant has submitted a concurrent application to change the future land use category to Employment Center.*

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- *The requested Employment Center Future Land Use category allows for high-impact industrial uses. Additionally, Employment Center exists nearby, as properties to the west have been designated and developed as part of the Ocala-Marion County Commerce Park.*
 - *The subject property is accessed via a local roadway, which connects to a collector roadway (NW 27th Avenue). This does not specifically align with the access as mentioned in Policy 6.5 for the subject property. However, the subject property is bounded by existing Employment Center land use, which fronts along NW 27th Avenue an urban collector roadway identified in the Transportation Element Map Series (Functional Classification of Roads map).*
 - *The maximum density and intensity of the Employment Center FLU is 24 dwelling units per acre. Any residential development in this FLU requires a rezoning to a mixed-use Planned Development (PD) zoning district.*
2. Future Land Use Element Objective 14: The City shall continue existing regulations or adopt new regulations to ensure that development is consistent with the Future Land Use Map and are compatible with neighboring development, available services and facilities, and topography and soil conditions.

Staff Comment:

- *The requested land use amendment aligns with development in the surrounding and adjacent areas which currently have Employment Center FLU.*

Consistency with Land Development Regulations:

The requested rezoning is consistent with the following Sections of the City of Ocala Code of Ordinances:

1. Section 122-244 - District criteria: Zoning districts allowed under each land use classification.

Employment Center	O-1, OP, B-1, B-1A, B-2, B-2A, B-4, B-5, SC, M-1 , M-2, M-3, G-U, INST, A-1, PD, FBC
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Staff Comment:

The existing R-1 and R-2 zoning districts are not permitted within the requested Employment Center FLU. Should the concurrent land use change request be approved, a rezoning to a compatible zoning district is required. The requested M-1 zoning district is consistent with the requested Employment Center FLU designation.

Table 2: Existing and Proposed Zoning District Standards

	Zoning District	Intent and Purpose	Minimum Lot Area (square feet)	Maximum Building Height (feet)
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Existing	R-1, Single-Family Residential	Intended to preserve established single-family neighborhoods and to provide for new areas of low and moderate density single-family development.	13,500	35-feet
Existing	R-2, Two-Family Residential	Intended to be of similar residential character to the single-family districts, but also permits two-family dwellings and two dwellings on one lot.	7,000	35-feet
Proposed	M-1, Light Industrial	Intended primarily for wholesale distribution, warehouse storage, research and development, showroom sales, and light manufacturing of finished or semi-finished products.	10,000	60-feet

Section 5 - Level of Service (LOS) Analysis

The maximum allowable density for the subject properties with the requested Employment Center land use is 248 dwelling units, with a maximum FAR of 902,563.2 square feet. In staff's review of rezoning petitions, conducting an analysis of LOS impact based upon maximum potential buildout (density/intensity) is not realistic. Additionally, further detailed LOS impact analysis will be required to address the specific proposed development as part of subsequent application review.

For this staff report, the following LOS analysis provides a review of the potential impact on public facilities based upon a typical light manufacturing/distribution type use that is consistent with the concurrent request of M-1, Light Industrial. Additional LOS analysis will be required at the time of expansion of the uses, or future redevelopment.

A. Required Public Facilities (adopted LOS standards in the comprehensive plan):

Transportation: The subject property is accessed by NW 28th Street, an unclassified roadway which connects to NW 27th Avenue. The 2023 congestion management data from the Ocala-Marion TPO for the affected roadway(s) is provided below.

• Adopted LOS / Available Capacity:

Road/ Street Name	Lanes	Speed Limit	Functional Classification	Adopted LOS	LOS Capacity	2023 AADT	Existing LOS
NW 27 th Avenue	2	40	Collector	E	14,040	6,300	C

Developments proposing to generate 100 or more net new PM peak hour trips are required to submit a traffic study as part of the subdivision review.

LOS Impact: Additional trips are not contemplated as a result of the proposed rezoning. Specific traffic analysis will be required through a traffic study prior to any expansion of the existing uses or future redevelopment.

Potable Water: Nearby uses are currently serviced by City of Ocala Utilities. City utilities are available at this location; connections will be determined during the site plan review process. A city water main runs along NW 27th Avenue.

- *Adopted Level of Service (LOS) Potable Water:* 300 gallons per day (gpd) per equivalent residential unit (ERU), or the equivalent of 167 gallons per capita daily (gpcd).
- *Available Capacity:* Capacity is available. The permitted capacity of the City's water system is 24.4 million gallons daily (mgd).

LOS Impact: Additional demand is not contemplated as a result of the proposed rezoning. Water Resources staff has indicated the approximate daily flows are 17 mgd, leaving a remaining capacity of approximately 7.4 mgd; additional capacity analysis will be required at the time of site plan review for any expansion of the existing uses or future redevelopment.

Sanitary Sewer: Nearby uses are currently being serviced by City of Ocala Utilities. City utilities are available at this location; connections will be determined during the site plan review process. A city force main is available along NW 27th Avenue.

- *Adopted Level of Service (LOS) Sanitary Sewer:* 250 gallons per day (gpd) per equivalent residential unit (ERU), or the equivalent of 80 gallons per capita daily (gpcd).
- *Available Capacity:* Capacity is available. The permitted capacity of Water Reclamation Facility #2 is 6.5 million gallons daily (mgd) and the permitted capacity of Water Reclamation Facility #3 is 4.0 million gallons daily (mgd).

LOS Impact: Additional demand is not contemplated as a result of the proposed rezoning. Water Resources staff has indicated the approximate daily flows are 6.5 mgd leaving a remaining capacity of approximately 4 mgd; additional capacity analysis will be required at the time of site plan review for any expansion of the existing uses or future redevelopment.

Solid Waste: The subject property is located within the City's service area; refuse pickup will be determined during the site plan review process.

- *Adopted Level of Service (LOS) Solid Waste:* 0.0112 pounds per square foot of occupied building space per day for nonresidential development.

LOS Impact: Solid waste is transported to facilities outside of the city, the capacity of these facilities is under others jurisdiction.

Parks and Recreation Facilities:

- *Adopted Level of Service (LOS) Solid Waste:* 4.6 developed park acres per 1,000 population for each Regional Park Service Area (RPSA).
- *Available Capacity:* Capacity is available. The City's population of 69,283 requires 318.70 developed park acres. The city currently owns and maintains 622.27 developed park acres, pursuant to the Fall 2024 Activity Guide released by the Recreation and Parks Department.

LOS Impact: The anticipated industrial uses generally do not generate additional demand for parks. Additional capacity analysis will be required at the time of rezoning and site plan review, if a residential redevelopment is contemplated in the future.

B. Other Public Facilities:

The following public facilities do not have adopted Level of Service standards and are provided as additional information.

Stormwater: The subject property is partially located within FEMA Flood Zone “A”. This is a Special Flood Hazard Area with a 1% annual chance of flooding (100-year floodplain). Portions of the subject properties were assessed during the Ocala Flood Study and determined to have a base flood elevation (BFE) of 64.00. Any future development must retain runoff on-site to match pre-development conditions. Facilities must be designed to provide flood protection for a 100 year, 24-hour storm event and subsequent 14-day recovery.

Electric: The subject properties are within the Ocala Electric Utility service territory.

Fiber: Service is not currently available at this location.

Fire Service: Ocala Fire Rescue Station #1 is located approximately 2.1 miles from the subject property. This distance exceeds the desired industry standard of 1.5 miles for fire service.

Schools: The proposed amendment is not anticipated to impact schools.

Staff Comment: Preliminary review of the Required Public Facilities does not indicate any capacity issues. Further LOS analysis will be required prior to any expansion or future redevelopment as part of subsequent site plan reviews.

Summary Staff Comments: For consideration of the rezoning, there are several key factors to consider:

- *The existing R-1 and R-2 zoning districts are not permitted within the proposed Employment Center FLU category. If the concurrent land use change is approved, a rezoning to a compatible zoning district is required.*
- *The proposed Employment Center FLU category only permits residential development as part of an approved Planned Development (PD) district.*
- *The adjacent properties to the east and west are zoned M-1, Light Industrial.*

Section 6 - Staff Findings and Recommendation

- The M-1, Light Industrial, zoning district is compatible with the surrounding area. Adjacent properties to the east and west are existing M-1 zoned properties.
- City utilities are available at this location, and no level of service issues has been identified for public facilities as a result of the zoning amendment.
- The proposed rezoning is consistent with the comprehensive plan and land development regulations.

Staff Recommendation:	Approval of ZON25-0012
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