



Rezoning Staff Report

Case No. ZON25-0017

Planning & Zoning Commission: February 9, 2026

City Council (1st Reading): March 17, 2026

City Council (Adoption): April 7, 2026

Applicant: Remon Faragalla, Rehabber Depot LLC
Property Owner: Rehabber Depot LLC
Project Planner: Emily W. Johnson, AICP, Senior Planner
Amendment Request: Rezone from R-1A, Single-Family Residential, to R-3, Multi-Family Residential

Parcel Information

Acres: ±0.95 acres
Parcel(s)#: 25291-000-00
Location: 2242 NW 1st Avenue
Existing use: Single-Family Residence
Future Land Use Designation: Neighborhood
Zoning Designation: R-1A, Single-Family Residential District
Special District(s)/Plan(s): N/A
Approved Agreement(s): N/A

Figure 1. Aerial Location Map



Section 1 - Applicant Request

The applicant is requesting to rezone the subject 0.95-acre property from R-1A, Single-Family Residential, to R-3, Multi-Family Residential.

Section 2 - Background Information

The subject property encompasses approximately 0.95 acres. The current designations of the property are:

Zoning: **R-1A, Single Family District** (Land Development Regulations Section 122-311), is intended to preserve established single-family neighborhoods and to provide new areas of low and moderate density single-family development.

Future Land Use: **Neighborhood** (Comprehensive Plan – Policy 6.4), a maximum of 5 dwelling units per acre for single-family residential and 12 dwelling units per acre for multi-family residential, a maximum of 0.25 floor area ratio (FAR).

The subject property is developed with a single-family residence, which was constructed in 1948. In 1964, Ordinance 238 annexed a 17.4 square mile area expanding the City of Ocala limits. The subject property was part of the annexation and has maintained R-1A zoning since annexation. The surrounding neighborhood is still predominantly zoned R-1A, with limited areas of R-2, Two-Family Residential, and R-3, Multi-Family Residential zoning throughout. In the City's 1991 Comprehensive Plan, the subject property was designated with Medium Density Residential Future Land Use. In 2013, the City amended the Comprehensive Plan future land use categories in association with the City's 2035 Vision. These changes consolidated future land use categories, thus eliminating the Medium Density Residential Future Land Use. As a result, the subject property and surrounding area are currently designated with the Neighborhood Future Land Use Category.

Table 1: Adjacent Property Information:

<u>Direction</u>	<u>Future Land Use</u>	<u>Zoning District</u>	<u>Current Use</u>
North	Neighborhood	R-1A, Single-Family Residential	Single-Family Residence
East	Neighborhood	R-3, Multi-Family Residential	Multi-Family Residences, adjacent to NW 1 st Avenue
South	Neighborhood	R-1A, Single-Family Residential	Single-Family Residence
West	Neighborhood	R-1A, Single-Family Residential	Single-Family Residence

The subject property is accessed by NW 1st Avenue, a local roadway, connecting to NW/NE 20th Street and NW/NE 28th Street. The subject property is surrounded on three sides (north, south, and west) by

R-1A and single-family residential uses. It is important to note that the R-3 District in closest proximity is located across NW 1st Avenue, to the east. The properties east of NW 1st Avenue are comprised of the Primrose Place multi-family development and the Pavilion Oaks apartments. The properties west of NW 1st Avenue have only one R-3 zoned property located approximately 200 feet to the south which is a city-owned water retention pond and the remaining properties east of NW 1st Avenue are comprised of single family homes.

Section 3 – Staff Analysis

This report analyzes the proposed rezoning from R-1A, Single-Family Residential, to R-3, Multifamily Residential, for consistency with the City of Ocala's Comprehensive Plan, the Land Development Code, and the established neighborhood development pattern.

As previously stated, the subject property is on a local roadway which is primarily characterized by single-family residential development west of NW 1st Avenue. Rezoning the subject property to R-3 would introduce higher residential density and a broader range of commercial/non-residential uses within this historically developed residential neighborhood, raising compatibility concerns.

While properties zoned R-3 exist across NW 1st Avenue, those parcels are situated within a distinct contextual framework that does not apply to the subject property. Specifically, the existing R-3 parcels are located adjacent to the Southeastern Livestock Pavilion and areas designated with a Low Intensity Future Land Use category. In this context, multi-family development functions as a transitional land use between higher-intensity activities to the east and the surrounding single-family residential neighborhood as evidenced by the attached case map. Additionally, those properties were rezoned and developed in the 1980s, prior to the adoption of the City's Comprehensive Plan.

Furthermore, the only R-3 zoning located on the same side of NW 1st Avenue is a city drainage retention area that mitigates flooding and drainage within the surrounding area. As proposed, the rezoning would create an isolated pocket of higher-intensity multifamily zoning that is inconsistent with the established single-family residential development pattern that has historically existed on the west side of NW 1st Avenue. Staff further analyzed the existing density of the area between NW 1st and NW 3rd Avenues extending from NW 21st to NW 28th Streets (see attached study map) which includes the subject property and similarly developed properties. The density within this area yields an average density of 2.11 dwelling units per acre, consistent with densities associated with traditional detached single family home development.

Consistency with Comprehensive Plan:

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

1. *Future Land Use Element Policy 6.4: Neighborhood. The intent of the Neighborhood category is to identify and reserve predominantly residential and ancillary uses. Existing street pattern, tree canopy cover, character, and residential occupancy shall be considered when designating areas with the Neighborhood category. The form of buildings and development may be regulated by a Corridor Overlay. Residential is the primary use. Single family uses are allowed based on the Land Development Code, up to the maximum density permitted by the Comprehensive Plan. Multifamily uses shall be reviewed through the development process to determine compatibility, with specific approval criteria being further defined in the Land Development Code.*

Concentrated areas of neighborhood-serving non-residential (e.g., commercial, office,

institutional, educational facilities, recreational or cultural) facilities, at intensities compatible with surrounding neighborhoods, may be permitted. These uses are intended for locations on thoroughfares and collectors within the edges of the neighborhood districts. The type, size, location and justification for such non-residential facilities shall be based upon the existing and planned availability of supporting street networks, transit and other public facilities to promote convenience, reduced travel distance, conservation of energy, building and site design, as well as market demand for use as support to the surrounding neighborhood area and impact on the neighborhood residents.

The Neighborhood category is generally characterized as a walkable form with unique and identifiable neighborhoods where the predominant land use is residential and the primary modes of transportation include walking, bicycles, automobiles, and bus transit. Buildings are generally low and mid-rise in character. Housing types associated with this category are predominately single family detached homes, attached homes like row houses or townhomes, and garden style multifamily buildings. The history, character, and connectivity of existing neighborhoods should be considered when evaluating development proposals. Higher densities on existing small lots may be allowed in order to create a mix and diversity of housing types.

Parks and open spaces ranging in size should be provided throughout the Neighborhood land use category areas. Stormwater management facilities should be designed as recreational amenities and included in parks and open spaces. Public parks or open spaces should be located within walking distance of the majority of housing units within neighborhoods. Parking for non-residential uses will be limited and located on the street and in the rear of the building screened from surrounding residential uses. Non-residential uses should be accessible by sidewalks, bikeways and public transit.

There is no minimum density and intensity in this future land use category. The maximum density before any incentives is 5 dwelling units per gross acre for single family residential and 12 dwelling units per gross acre for multifamily residential. The maximum intensity before any incentives for non-residential development is 0.25 FAR. The location and application of incentives shall be set forth in the Land Development Code.

Staff Comment:

While the R-3 zoning district is generally consistent with the Neighborhood Future Land Use designation, rezoning the subject property located on the west side of NW 1st Avenue to R-3 raises compatibility concerns. The R-3 district is typically most appropriate at the edges of Neighborhood areas, where it can serve as a transition opportunity between higher-intensity uses and established single-family residential neighborhoods.

Policy 6.4 identifies that multifamily uses within the Neighborhood Future Land Use category shall be reviewed through the development process to determine compatibility. There are thirteen parcels located along the western side of the road within the 2100-2600 blocks of NW 1st Avenue. Twelve parcels are zoned R-1A, while the remaining parcel is a City-owned drainage retention area zoned R-3. Except for two vacant parcels and one existing nonconforming church/place of worship, the R-1A-zoned parcels are developed with single-family residences.

- The intensity of the uses permitted in the R-3 zoning district are not compatible with the prevailing single-family residential development pattern on the same side of the street as the subject property. In addition to allowing two-family and multi-family residences, the R-3

zoning district permits bed and breakfasts, community residential homes (maximum of 12 unrelated residents), conference centers, and assisted living facilities by-right.

- Special Exception uses in the R-3 zoning district include fraternity/sorority houses, residence-offices, residence-galleries, rooming/boarded houses, antique galleries/art galleries/museums, professional/business offices, churches/places of worship, day care facilities, private clubs, indoor recreation facilities, neighborhood wellness facilities, and transitional recovery facilities.
- The R-3 zoning district will introduce more intense residential uses and a maximum building height of 50-feet, which is significantly greater in scale than the adjacent properties which are limited to 35-feet in height.
- The Neighborhood Future Land Use category allows a maximum density of up to five (5) dwelling units per acre for single-family residential development and up to twelve (12) dwelling units per acre for multi-family residential development. The subject property's size and configuration are consistent with the lot sizes and development pattern of surrounding single-family residential properties.

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 R-3 zoning district is allowed within the Neighborhood Future Land Use category; however, it does not align with the surrounding development. The R-3 zoning district will introduce more intense residential uses and a maximum building height of 50 feet, which is significantly greater in scale than the adjacent properties which are limited to 35 feet in height.

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.*

Neighborhood	R-1, R-1A, R-1AA, R-2, R-3 , RZL, RBH-1, RBH-2, RBH-3, OH, RO, B-1, B-1A, G-U, INST, A-1***, PD, FBC
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Staff Comment: The requested R-3 zoning district is allowed within the existing Neighborhood Future Land Use designation, when appropriate. Policy 6.4 identifies that multifamily uses within the Neighborhood Future Land Use category shall be reviewed through the development process to determine compatibility.

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-1A, Single Family Residential	Intended primarily for professional and business office uses that are not incompatible with adjacent residential zones. This district shall allow one- and two-family dwellings and professional and business offices.	8,000	35-feet
Proposed	R-3, Multi-Family Residential	Intended to be a multi-family area, including higher residential densities in accordance with the comprehensive plan. This district shall allow single-family, two-family and multi-family dwellings, residence-offices and residence-galleries. Professional and business offices that are of compatible scale and intensity may be allowed as special exceptions by the board of adjustment.	7,500	50-feet

Staff Comment:

In addition to allowing two-family and multi-family residences, the R-3 zoning district permits bed and breakfasts, community residential homes (maximum of 12 unrelated residents), conference centers, and assisted living facilities by-right and introduces a myriad of special exception uses not currently allowed by the existing zoning district. Lastly, the R-3 zoning district will introduce a more intense maximum building height of 50 feet, which is significantly greater in scale than the adjacent properties which are limited to 35 feet in height.

Section 5 - Level of Service (LOS) Analysis

Typically, staff's review of rezoning petitions, 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. However, this rezoning request introduces multi-family which allows for a maximum allowable density for the subject property of 11 dwelling units maintaining the current Neighborhood Land use category.

For this staff report, the following LOS analysis provides a review of the potential impact on public facilities based upon a typical multi-family residential type use that is consistent with the proposed R-3 zoning district. 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 1st Avenue, an unclassified roadway connecting to NE/NW 20th Street and NW/NE 28th Street. 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
NE 20 th Street	4	35 MPH	Arterial	E	30,420	9,100	C

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NE 28 th Street	2	30 MPH	Collector	E	11,232	2,300	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: The affected segments of NW/NE 20th Street (CR 200A) and NE 28th Street are currently operating above the adopted Level of Service. Specific traffic analysis will be required through a traffic study prior to future development.

Potable Water: City utilities are available at this location; connections will be determined during the site plan review process. A city water main runs along NW 1st 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. A capacity analysis will be required at the time of site plan review for any future development.

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 gravity main is available approximately 140-feet north of the subject property, along NW 1st 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 6.6 mgd leaving a remaining capacity of approximately 3.9 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:* 3.54 pounds per capita per day for residential development.

LOS Impact: Solid waste is transported to facilities outside of the city, the capacity of these facilities is under other 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 Spring 2025 Activity Guide released by the Recreation and Parks Department.

LOS Impact: The proposed rezoning could potentially generate additional demand for parks in the northeast quadrant of the City. Additional capacity analysis will be required at the time of rezoning and site plan review, if a residential development 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 not located within a Flood Zone. 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 #3 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 anticipated to impact Oakcrest Elementary, Howard Middle School, and Vanguard High School. There is currently not a proposed number of units for future development.

		DWELLING TYPE	Maximum Units	Proposed Units
		SFR	4	0
SCHOOL LEVEL	SCHOOL NAME	SFR STU GEN RATE	ESTIMATED STUDENTS	
E	Oakcrest Elementary	0.107	1	0
M	Howard Middle School	0.043	1	0
H	Vanguard High School	0.071	1	0
		DWELLING TYPE	Maximum Units	Proposed Units
		MFR	11	0
SCHOOL LEVEL	SCHOOL NAME	MFR STU GEN RATE	ESTIMATED STUDENTS	
E	Oakcrest Elementary	0.137	2	0
M	Howard Middle School	0.055	1	0
H	Vanguard High School	0.066	1	0

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.

Section 6 - Staff Findings and Recommendation

- The proposed rezoning is **not compatible** with the prevailing single-family residential development pattern on the same side of the street as the subject property (west of NW 1st Avenue).
- The intensity of the uses permitted in the R-3 zoning district and the limited size of the subject property provide significant concerns about compatibility in consideration of the prevailing single-family residential development pattern on the same side of the street as the subject property.
 - The R-3 zoning district permits bed and breakfasts, community residential homes

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- (maximum of 12 unrelated residents), conference centers, and assisted living facilities by-right.
- Special Exception uses include fraternity/sorority houses, residence-offices, residence-galleries, rooming/boarding houses, antique galleries/art galleries/museums, professional/business offices, churches/places of worship, day care facilities, private clubs, indoor recreation facilities, neighborhood wellness facilities, and transitional recovery facilities.
 - The subject property is less than one acre in size limiting the ability to develop the subject property, provide necessary infrastructure and provide for sufficient screening and buffering which are important tools to help mitigate compatibility.
 - The proposed rezoning would introduce a maximum building height of 50-feet, which is significantly greater in scale than the adjacent properties, which are limited in height to 35-feet.
 - City utilities are available at this location, and no level of service issues have been identified for public facilities as a result of the zoning amendment.

Staff Recommendation: Denial of ZON25-0017

Exhibit A. Permitted Uses Table

Permitted Use Type	R-1A, Single-Family Residential	R-3, Multi-Family Residential
<i>Residential Operation</i>	<ul style="list-style-type: none"> • Community residential home, maximum of 6 unrelated residents • Home occupation 	<ul style="list-style-type: none"> • Bed and breakfast • Community residential home, maximum of 12 unrelated residents • Home occupation • Fraternity or sorority house* • Residence—Gallery* • Residence—Office* • Rooming/boarding house*
<i>Residential Type</i>	<ul style="list-style-type: none"> • Single-Family dwelling 	<ul style="list-style-type: none"> • Multi-family dwelling (subject to architectural review requirements in subsection 122-216(t)) • Single-family dwelling • Single-family (attached) dwelling unit • Two-family dwelling
<i>Business service</i>	<ul style="list-style-type: none"> • Parking lot* 	<ul style="list-style-type: none"> • Parking lot*
<i>Hospitality and tourism</i>	<i>None permitted</i>	<ul style="list-style-type: none"> • Conference center • Antique gallery/art gallery/museum*
<i>Office Use</i>	<i>None permitted</i>	<ul style="list-style-type: none"> • Professional and business office*
<i>Community Service</i>	<ul style="list-style-type: none"> • Church/place of worship* • Day care facility* 	<ul style="list-style-type: none"> • Church/place of worship* • Day care facility* • Private club*
<i>Recreational Use</i>	<i>None permitted</i>	<ul style="list-style-type: none"> • Recreation facility, indoor*
<i>Public Use</i>	<ul style="list-style-type: none"> • Park/open space area* 	<ul style="list-style-type: none"> • Park/open space area*

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<i>Health Care Use</i>	<i>None permitted</i>	<ul style="list-style-type: none">• Assisted living facility• Neighborhood Wellness Center*• Transitional recovery facility*
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*Permitted by Special Exception