



Public Hearing Staff Report

Case No. PD25-0003

Planning & Zoning Commission: April 13, 2026

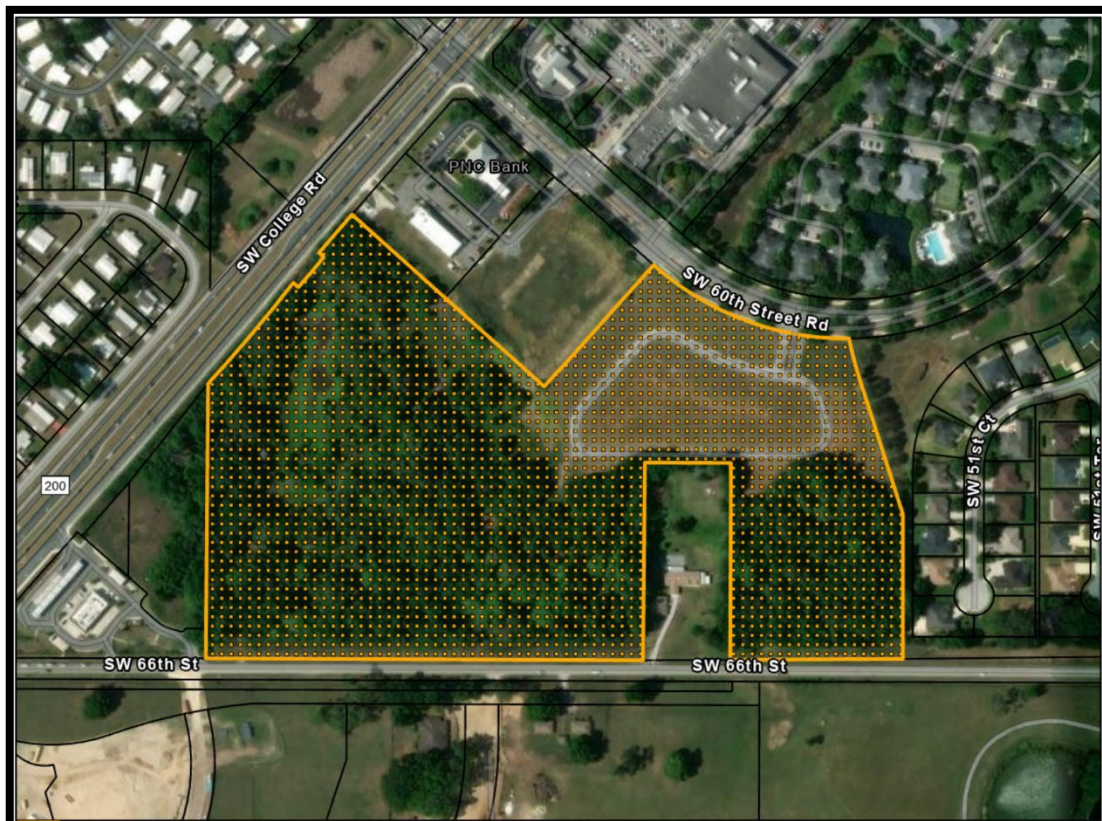
City Council (Adoption): May 19, 2026

Applicant: Eisenhower Property Group, LLC
Property Owner: Keys at Ocala II, LLC
Project Planner: Emily W. Johnson, AICP, Senior Planner
Amendment Request: Public hearing to consider a resolution to amend the Planned Development Plan and Standards Book

Current Parcel Information

Acres: ±32.22 acres
Parcel(s)#: 2389-100-009
Location: 5451 SW 66th Street
Existing use: Undeveloped with some infrastructure
Future Land Use Designation: Low Intensity
Zoning Designation: PD, Planned Development (Ordinance 2022-43)
Special District(s)/Plan(s): N/A
Approved Agreement(s): Heath Brook Development of Regional Impact (DRI)

Figure 1. Aerial Location Map



Section 1 - Applicant Request

The applicant is requesting an amendment to the Kinward at Heath Brook (formerly known as Keys at Ocala II) Planned Development (PD) Plan and Standards Book to allow for the following modifications and Variance request (Section 122-947:

- Revision of building types from two-family duplex units to multi-family quadraplex units. The maximum number of units (146) and density (4.53 units per acre) will remain the same.
- Reduce the minimum lot size from 100-feet to 15-feet, to allow for subdivision of the development into fee-simple lots.
- Modification to the interior layout and circulation plan and access.
- Requested Variances to standards for:
 - Dead end streets and cul-de-sac requirements.
 - Block lengths.
- Modifications to amenity (dog park) location
- Modification to aggregate open space (increasing from 41 percent to 53 percent).
- Modification to the architectural standards, including new elevations for the proposed units, amenity center, and signage.
- Modification to the landscape plan, providing a landscape buffer section with a retaining wall, where required for elevation.

The agent, Robert W. Batsel, Gooding & Batsel, PLLC, is representing the applicant in this request.

Section 2 - Background Information

The existing PD, Planned Development, zoning district was approved by Ordinance 2022-43 on May 17, 2022, with the associated PD Plan and Standards Book adopted by Resolution 2022-33. The prior staff report did not include comprehensive background or property history; therefore, additional context is provided herein to support evaluation of the proposed amendment

The subject property encompasses a total of approximately 32.22 acres. The current designations of the properties are:

Zoning: **PD, Planned Development**, intended to provide a process for the evaluation of unique, individually planned developments, which may not be otherwise permitted in other zoning districts.

Future Land Use: **Low Intensity** (Comprehensive Plan – Policy 6.3), a minimum of 3 dwelling units per acre, and a maximum of 18 dwelling units per acre or 0.75 floor area ratio (FAR).

The subject property is located along the southern boundary of the Heath Brook Development of Regional Impact (DRI). Adjacent properties to the north are developed with commercial and retail uses, with multi-family residential development located across Tartan Road (SW 60th Street Road), reflecting a pattern of higher intensity uses in proximity to the SR 200 corridor. To the east, the property abuts established single-family residential development within the DRI, representing a lower-density residential edge. To the south, across SW 66th Street, the mixed-use Winding Oaks PD further supports

the presence of integrated residential and non-residential uses in the surrounding area.

The subject properties are currently vacant and are one of the last remaining undeveloped parcels within the Heath Brook DRI. The DRI was originally established in 1999, via Resolution 99-130, and has undergone several amendments and extensions. In 2018, City Council adopted the Amended and Restated Development Order for the Heath Brook DRI, via Resolution 2018-42. Most recently, a non-substantial change to the DRI was initiated by the developer in 2023, to modify the equivalency matrix to allow for other non-residential uses.

On May 17, 2022, the City Council approved a rezoning of the subject property from PUD-05 to PD through Ordinance 2022-43. The corresponding PD Plan and Standards Book were adopted via Resolution 2022-33, establishing a development program consisting of 146 multi-family duplex units, with a maximum density of 4.53 dwelling units per acre.

Table 1: Adjacent Property Information:

<u>Direction</u>	<u>Future Land Use</u>	<u>Zoning District</u>	<u>Current Use</u>
North	Low Intensity	B-2, Community Business SC, Shopping Center	Vacant commercial The Highlands Apartments (adjacent to Tartan Road/SW 60 th Street Road) Financial institution (PNC Bank) Auto repair, minor (Tire Kingdom)
East	Neighborhood	PUD-03, Planned Unit Development	Single-family residences (Heath Brook Hills)
South	Low Intensity Commercial (County)	PD, Planned Development A-1, General Agriculture (County)	Single-family residences (Winding Oaks PD), adjacent to SW 66 th Street Single-family residence adjacent to SW 66 th Street
West (County)	Commercial (County)	B-2, Community Business (County)	Self-service station/convenience store (7-Eleven) Vacant, undeveloped commercial

A master traffic study was performed for the DRI by Traffic Planning and Design, Inc. (“TPD”) in 2005. The original traffic study (TIA03-0004) was originally found unacceptable and denied by the City; final approval of the traffic study was granted on August 3, 2005. The traffic study was updated by Kimley-Horn and Associates in 2013. This master traffic study was the basis for the trip entitlements for the DRI. The traffic study identified transportation improvements and proportionate share mitigation to be made by the developers for the traffic impacts of the site. There are a total of 71 trips reserved for development of up to 146 multi-family residential units on the subject properties.

Neighborhood Meeting:

Pursuant to Sec. 122-949, a neighborhood meeting is only required prior to filing an application for a new PD rezoning; a neighborhood meeting is not typically required to amend the PD.

Section 2 – Staff Analysis

This report analyzes the proposed amendment to the associated PD Plan and Standards Book for consistency with the City of Ocala’s Comprehensive Plan, the Land Development Code, and the established neighborhood development pattern.

The existing PD established a development program of 146 multi-family duplex units, consistent with the Heath Brook DRI. While the proposed amendment does not increase the overall unit count or density, it modifies the PD Plan site layout and internal circulation to accommodate quadraplex structures in lieu of duplexes.

Proposed PD Plan and Standards:

The proposed PD is a multi-family residential development containing 146 townhome units; the proposed PD Standards Book includes an allowance for 15-foot lots to allow for fee-simple subdivision of the units. This constitutes an overall density of approximately 4.53 dwelling units per acre on the 32.22-acre site. The maximum height of the development is proposed at 35-feet, consistent with the Heath Brook DRI.

The PD plan and Standards Book propose landscaping, screening, signage, and architectural standards consistent with the Heath Brook DRI. A 25-foot-wide buffer will be maintained around the perimeter of the development, and along the frontages of SW 66th Street and Tartan Road (SE 60th Street Road). The PD plan indicates that approximately 53% of the development will be preserved as open space (approximately 17.18 acres). Additionally, approximately 17% of the open space is proposed to be aggregate open space (2.96 acres). Aggregate open space is defined as common open space areas that are designed and intended for use by all occupants/residents of a PD. The PD standards book identifies a tot lot, dog park, fitness center, clubhouse, and community pool as prospective amenities designed as aggregate open space.

Consistency with Comprehensive Plan:

The comprehensive plan amendment in 2013 consolidated land use categories from 13 down to six and established new densities and intensities for development. The amendment also addressed vested property rights by deferring to the Land Development Code (LDC). While the proposed density of this PD is below the minimum established by the Low Intensity Future Land Use, it is consistent with the previously approved development pattern and entitlements of the Heath Brook DRI, which was master planned to accommodate a range of densities and land use intensities. Chapter 106 of the LDC provides the parameters for determination of vested rights and exempted development orders; a DRI is listed as an exempted development type.

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 6.3: Low Intensity.* The intent of the Low Intensity land use classification is to identify areas that are generally oriented towards the automobile as the primary mode of transportation, with pedestrian circulation and activity being generally less than High Intensity/Central Core and Medium Intensity/Special District districts. Low Intensity may contain a single use. Mixed use development is encouraged. Permitted uses include office, commercial, public, recreation, institutional, educational facilities and residential. Light industrial shall only be allowable in designated locations as specified in the Land Development Code and must meet the

intent of the Low Intensity category, including form and design guidelines as applicable. It is also the intent of this category to promote a walkable suburban form.

The form of buildings and development may be regulated for specified areas by a Form Based Code or Corridor Overlay. Buildings may have larger setbacks from the street and public right-of-way than other mixed-use districts, as depicted in Figure E. Buildings may have surface parking between the building and the street, though rear and side yard parking is encouraged for non-residential uses, as depicted in Figure F. Low Intensity areas may have large open space areas such as community and regional parks, trails, or surface stormwater management facilities designed as amenities.

The minimum density and intensity in this future land use category is 3 dwelling units per gross acre or 0.00 FAR. The maximum density and intensity is 18 dwelling units per acre or 0.75 FAR.

Staff Comment: The previously approved multi-family residential use and maximum density are not anticipated to change as a result of this amendment request.

2. Future Land Use Element Policy 7.2: City guidelines shall be context-sensitive to providing appropriate transitions between adjacent land uses with particular emphasis on building compatibility between neighborhoods and non-residential uses.

Staff Comment: Compatibility with the surrounding area is not anticipated to change as a result of this amendment request.

Consistency with Land Development Regulations:

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

1. Section 122-941(b): A rezoning to PD with a PD plan shall meet the following minimum requirements: (1) One-acre minimum site; (2) a five-acre or more site shall include at least two uses with any one use not less than ten percent (acreage or square footage) of the total site, except in the case of residential developments, which are permitted to be single-use; (3) must be located on a public roadway with at least 100 feet of frontage.

Staff Comment: The size, use, and frontage of the previously approved PD are not anticipated to change as a result of this amendment request.

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

Low Intensity	R-1, R-1A, R-1AA, R-2, R-3, RZL, RBH-1, RBH-2, RBH-3, OH, RO, O-1, OP, B-1, B-1A, B-2, B-2A, B-4, B-5****, SC, M-1, M-2, G-U, INST, A-1***, PD , FBC
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Staff Comment: The PD zoning district is a permitted district within the current Low Intensity Future Land Use category.

3. Section 122-942(a) – Planned Development Required Standards: In reaching recommendations and decisions as to rezoning land to a PD district and approving a conceptual site development plan, the planning and zoning commission and city council shall apply the following standards, in addition to the requirements of this chapter applicable to the rezoning of land generally:

(1) *Access. Every permitted use in a PD shall have access to a public street directly or via an*

approved private road, pedestrian way, court or other area dedicated to public or private use, or common element guaranteeing access.

Staff Comment: The amendment revises the project's access configuration. The previously approved PD Plan included one full access point on Tartan Road (SW 60th Street Road) and one emergency-only access on SW 66th Street. The proposed PD Plan provides two access points on Tartan Road, one full access and one emergency-only access, and eliminates access to SW 66th Street.

- (2) *Buffers. When a PD abuts a less intensive use, it will be required to adhere to section 122-260, pertaining to buffer specifications, at a minimum. City council may require additional buffering based on individual circumstances.*

Staff Comment: The PD plan and Standards Book propose landscaping, screening, signage, and architectural standards consistent with the Heath Brook DRI. The width of the previously approved perimeter buffer is not anticipated to change as a result of this amendment request, however, additional alternative buffer types are proposed to accommodate variations in site elevation and topography.

- (3) *Underground utilities. Within a PD, all utilities, including telephone, television cable and electrical systems, shall be installed underground in accordance with current city policies and standards. Appurtenances to these systems which require above ground installation must be effectively screened and thereby may be excluded from this requirement.*

Staff Comment: New onsite utilities shall be located underground such that tree installations are possible without conflict.

- (4) *Open space. Open space requirements for a PD are as follows:*

- a. *Open space shall include active and passive recreation areas such as courtyards, streetscapes/sidewalks, playgrounds, golf courses, waterways, landscaped yards and patios, lagoons, floodplains, nature trails, roof areas, and other similar open spaces. Water retention areas that are designed as aesthetic lakes or ponds for passive or active recreational use may also be counted as open space, as long as these areas are designed to retain a minimum of three feet of water at all times.*

Staff Comment: The amendment increases the amount of preserved open space from 41% to 53% of the development (from 13.158 acres to approximately 17.18 acres). Additionally, approximately 17% of the open space is proposed to be aggregate open space (2.96 acres). Aggregate open space is defined as common open space areas that are designed and intended for use by all occupants/residents of a PD. The PD standards book identifies a tot lot, dog park, fitness center, clubhouse, and community pool as prospective amenities designed as aggregate open space.

- b. *Fenced water retention areas, open water areas beyond the perimeter of the site, street right-of-way, driveways, off-street parking areas and off-street loading areas shall not be counted in determining open space. Side yards less than six feet wide shall not be counted as open space.*

Staff Comment: Aggregate open space is provided in accordance with Section 122-924(4). Gross open space provided is calculated at 17.18-acres, with proposed aggregate open space calculated at 2.96-acres.

- c. Open space shall be clustered into larger tracts/areas. Buildings and structures should be clustered so that the open space is usable to the occupants/residents rather than merely providing spacing between buildings or structures. Zero lot line and clustered design is encouraged. Front, side and rear yards in single-family residential areas shall not be counted as aggregate open space.*

Staff Comment: Open space shall be clustered into usable recreation areas for residents and reviewed as part of the subdivision plan process.

- d. There shall be a minimum open space requirement of 25 percent of the total gross acreage for all development in any PD project. For single-use residential PD projects, the minimum open space requirement shall be 40 percent. At least ten percent of the total required open space shall be in usable aggregate form. Aggregate open space is defined as common open space areas that are designed and intended for use by all occupants/residents of a PD.*

Staff Comment: Open space is provided in accordance with Section 122-942(4). The PD plan indicates that approximately 53% of the development will be preserved as open space (approximately 17.18 acres).

- (5) Unified control. The applicant shall furnish the city with sufficient evidence to the satisfaction of the city attorney that the applicant is in the complete, unified and otherwise-unencumbered control of the entire area of the proposed planned development, whether the applicant be an individual, partnership, corporation, other entity, group or agency. The applicant shall provide the city all necessary documents and information that may be required by the city attorney to assure the city that the development project may be lawfully completed according to the plans sought to be approved.*

Staff Comment: The agent submitted a Title Opinion and Statement of Unified Control to the City in October 2025.

- (6) Phasing. City council may allow or require phasing of the proposed development. All phasing must be related to previous development, surrounding properties, and available public facilities and services, where a failure to proceed with subsequent phases of development will have no adverse impact on the completed phase(s) or surrounding properties.*

Staff Comment: The PD Plan does not propose phasing of the development.

- (7) Platting. All uses/parcels meeting the definition of a subdivision shall meet chapter 114 (subdivisions) requirements.*

Staff Comment: Subsequent to PD approval by City Council, the conceptual subdivision may be submitted for review.

- (8) Site plan review. Development requiring site plan review shall comply with Chapter 122, Article IV. A final site plan shall be consistent with a final development plan.*

Staff Comment: Should a site plan be required for any of the development, all the requirements above shall be met.

- (9) Development. A development meeting the criteria for a shopping center shall comply with all regulations as set forth in division 29 of chapter 122 (shopping centers) except for: subsections 122-908(7), (8) and (9) and 122-918(a)(l).*

Staff Comment: N/A.

(10) Access to utility systems and public services. A PD shall be located in relation to sanitary sewer lines, water lines, storm/surface drainage systems, and other utility systems.

Staff Comment: All utility services are located in proximity to the development.

Variations from Code of Ordinances

The applicant is requesting variances to the following sections of the Ocala Code of Ordinances:

1. *Section 114-91 – Streets. Dead-end streets, designed to be so permanently, shall be prohibited except when designed as cul-de-sac. Such streets shall not exceed 550 feet in length unless by recommendation by the planning and zoning commission and approved by city council, where due to unusual circumstances a greater length may be deemed necessary. They shall be provided at the closed end with a circular dedicated area with a diameter of not less than 100 feet.*

Applicant Statement: A variation is requested because the proposed roads within this development are private and located within a gated community. Cul-de-sacs have been provided where possible.

2. *Subsection 114-95(b) – Block lengths should not exceed 600 feet or be less than 300 feet in residential areas, except where special topographical conditions exist.*

Applicant statement: A variation is requested because the proposed roads within this development are private and located within a gated community. Block lengths vary due to the location of wetlands and unique site topography.

Table 2: Existing and Proposed Zoning District Standards

	Zoning District	Intent and Purpose	Minimum Lot Width (feet)	Maximum Building Height (feet)
Existing	PD, Planned Development	Development of up to 146 multi-family residential duplex lots, consistent with the master plan for Heath Brook DRI	100-feet	35-feet
Proposed	PD, Planned Development	Development of up to 146 multi-family quadrplex residential lots, consistent with the master plan for Heath Brook DRI	15-feet	35-feet

Staff Comment:

The proposed PD maintains the same number of units and density of the prior PD zoning district. In recent years, development trends have shifted toward smaller lot sizes to promote affordability, reduced maintenance, and to meet overall market demand. This amendment appears to be consistent with recent market trends and is indicated to allow for the option of fee-simple lot creation; however, the maximum height and remainder of development standards are consistent with the Heath Brook DRI.

Section 3 - Level of Service (LOS) Analysis

The proposed amendments will not have any additional impact on public facilities as the number of units is not changing. As a result, a LOS analysis is not applicable for the proposed PD amendments.

Section 6 - Staff Findings and Recommendation

- The proposed PD amendment maintains the same density and entitlements of the prior PD zoning district, consistent with the Heath Brook DRI.
- The PD Plan is consistent with the minimum standards for a PD District (Section 122-942), with the exception to the following:
 - Requested variations to allow for dead end streets, and block lengths varying between 118-feet and 764-feet on private roadways within a gated subdivision.
- 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.
- The requested amendments are consistent with the comprehensive plan, land development regulations, and the code of ordinances.

Staff Recommendation: Approval with conditions of PD25-0003

- All sanitation services shall be provided by the City of Ocala.
- A final sign package, compliant with the approved PD Standards Book, shall be submitted with the site plan or subdivision plan.
- If the development is subdivided into fee-simple lots, groups of adjacent units shall not be sold to the same individual owner.
- Subdivision improvements shall be provided in accordance with the requirements of Chapter 114 of the Land Development Code.