



Future Land Use Policy Staff Report

Case No. FLUP25-0001

Planning & Zoning Commission: September 8, 2025

City Council (Transmittal): October 21, 2025

City Council (1st Reading): TBD

City Council (Adoption): TBD

Applicant: KAS Ocala LLC

Property Owner: KAS Ocala LLC

Project Planner: Emily W. Johnson, AICP, Senior Planner

Amendment Request: Seeking approval to amend the Future Land Use Element of the Comprehensive Plan by deleting Policy 18.13 and Policy 18.24 relating to development conditions for portions of the subject properties.

Concurrent Applications: Rezoning (**PD25-0001**) to Planned Development.

Parcel Information

Acres: ±251.09 acres

Future Land Use Policy Area: ±75.93 acres

Parcel(s)#: 2380-000-001 and 23812-001-00

Location: located in the 3000 and 4000 to 4300 blocks of SW 43rd Court

Existing use: Vacant and undeveloped

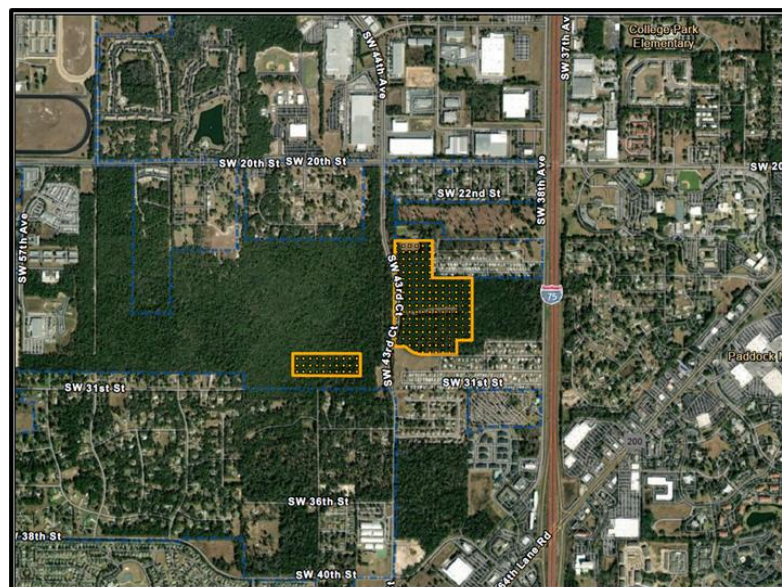
Future Land Use Designation: Medium Intensity/Special District

Zoning Designation: OP, Office Park & PUD-06, Planned Unit Development

Special District(s)/Plan(s): N/A

Approved Agreement(s): Chapter 163 Development Agreement (OR Bk/Pg 7785/161)
Contribution Agreement (OR Bk/Pg 8485/1775)

Figure 1. Aerial Location Map



Section 1 - Applicant Request

The applicant is requesting to amend the Future Land Use Element of the Comprehensive Plan by deleting Policy 18.13 and Policy 18.24 relating to development conditions for portions of the subject properties.

The agent, Fred Roberts, Klein & Klein PLLC, is representing the applicant in this request. A concurrent application to rezone the subject properties to PD, Planned Development, with an associated PD Plan and Standards Book is currently under review.

Section 2 - Background Information

The subject properties are comprised of portions of two parcels of land (Parcel ID# 2380-000-001 and 23812-001-00) encompassing a total of approximately 75.93 acres. The current designations of the properties are:

<u>Zoning:</u>	OP, Office Park , the intent of the OP district is to promote the consolidation of land that is five acres or more for the development of offices and business services.
	PUD-06, Planned Unit Development.
<u>Future Land Use:</u>	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).

Parcel 2380-000-001

On September 4, 2007, the City Council adopted a Future Land Use Map (FLUM) Amendment LUC05-0030 through Ordinance 5466 pursuant to a Stipulated Settlement Agreement, which changed the future land use of a 50.42-acre portion of the subject property from Professional Services to Retail Services. The Future Land Use Policy (FLUP) was originally numbered as Policy 12.13 and was renumbered to Policy 18.14 with adoption of Ordinance 2013-13 amending the Comprehensive Plan pursuant to the 2035 Ocala Vision Plan. The Evaluation and Appraisal Report (EAR) amendments adopted by Ordinance 2021-20 resulted in another renumbering to Policy 18.13.

The Future Land Use Element Policy imposes the following development conditions on the subject portion of property:

- The Amendment changes the approved future land uses on the Amendment Parcel from Professional Services to Retail Services. Development intensities on the Amendment Parcel will be limited so that the projected number of peak hour trips generated from the Amendment Parcel must be less than the projected number of peak hour trips that would have been generated by development of the Amendment Parcel under the Professional Services.
- Total development of the Amendment Parcel shall not exceed development threshold limitations which would require approval of the development as a Development of Regional Impact unless a Development of Regional Impact Development Order is applied for and approved.
- At the time of development, the property owner/developer must submit a development plan consistent with the City's Land Development Regulations (Code) regarding buffers, landscaping, site design, land uses, architectural characteristics and other requirements specified in the Land Development Regulations (Code).

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- All new signage to be located on the Amendment Parcel or any portion thereof at the time of development shall be limited to ground mounted signage structures and wall signs.
- Prior to final development approval, the property owner/developer will be required to submit a traffic analysis that is consistent with the City's Traffic Study Guidelines and Concurrency Management System requirements; and
- The property owner/developer will be required to provide all necessary traffic improvements as determined by the traffic analysis or provide (as to required improvements for which proportional share payments would be applicable by the City's Code of Ordinances) required proportionate share contribution payments.

On January 22, 2013, the City Council adopted Comprehensive Plan Amendments consistent with the 2035 Vision, which eliminated the Retail Services Future Land Use Classification; the subject property is currently designated as Medium Intensity/Special District.

Parcel 23812-001-00

On December 18, 2007, the City Council adopted a Future Land Use Map (FLUM) Amendment LUC07-0034 through Ordinance 5767, which changed the future land use of a 25.51-acre portion of the subject property from Low Density Residential to Medium Density Residential. The Future Land Use Policy (FLUP) was originally numbered as Policy 12.25 and was renumbered to Policy 18.26 with adoption of Ordinance 2013-13 amending the Comprehensive Plan pursuant to the 2035 Ocala Vision Plan. The Evaluation and Appraisal Report (EAR) amendments adopted by Ordinance 2021-20 resulted in another renumbering to Policy 18.24.

The Future Land Use Element Policy imposes the following development conditions on the subject portion of property:

- The property shall be developed as a Planned Unit Development in conjunction with the related property;
- This site in conjunction with the remaining parcel for the Planned Unit Development (PID 23812-001-00) shall not increase the total number of previously approved units for the site;
- Prior to final development approval, the property owner will be required to submit a traffic analysis that is consistent with the City's Traffic Study Guidelines and Concurrency Management System; and
- The property owner/developer will be required to provide all necessary traffic improvements as determined by the traffic analysis or provide (as to required improvements for which proportional share payments may or must be made under the City's Code of Ordinances) required proportionate share contribution payments.

On January 22, 2013, the City Council adopted Comprehensive Plan Amendments consistent with the 2035 Vision, which eliminated the Medium Density Residential Future Land Use Classification; the subject property is currently designated as Medium Intensity/Special District.

The subject properties are currently vacant and undergoing review for a rezoning to PD, Planned Development. A summary of the adjacent property land use, zoning, and current uses is provided in Table 1 below.

Table 1: Adjacent Property Information:

<u>Direction</u>	<u>Future Land Use</u>	<u>Zoning District</u>	<u>Current Use</u>
North	Medium Intensity/ Special District High Residential (County) Medium Residential (County)	PD, Planned Development P-MH, Mobile Home Park (County) R-1, Single-Family Dwelling (County) R-3, Multi-Family Dwelling (County)	Mobile Home Park (Dogwood Acres) Single-Family Residential Undeveloped Residential and Mixed-Use Acreage
East (Across I- 75)	Neighborhood	R-1, Single Family Residential R-3, Multi-family Residential	Single-Family Residences
South	Pending Land Use Low Residential (County) Medium Residential (County)	Pending Zoning R-4, Residential Mixed Use (County) A-1, General Agriculture (County)	Mobile Home Park (Magnolia Garden Estates) Single-Family Residences (Timberwood & GW Brown subdivisions)
West	Medium Intensity/ Special District Employment Center	Pending Zoning M-2, Medium Industrial A-1, Agricultural	Undeveloped Residential Acreage Manufacturing (E-One, Inc.)

The subject property fronts SW 38th Ave and SW 44th Ave/SW 43rd Ct which are classified as urban collector roadways. Several adjacent parcels to the north have been rezoned to PD, Planned Development (Country Green PD, Wintergreen PD, Anna Jo Partnership/Coso Ocala PD), along with TBMI II PD located further to the west. Other uses in the area include the Dogwood Acres Mobile Home Park, Magnolia Garden Estates Mobile Home Park, Timberwood single-family residential subdivision, and the E-One manufacturing facility.

Section 3 – Staff Analysis

This staff report focuses on the proposed deletion of the land use policies and consistency with the City’s comprehensive plan and applicable 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 to consolidate future land uses to six total categories. In doing so, new future land uses were designated which considered both existing and future development. The subject properties were ultimately designated as Medium Intensity/Special District to encourage the development of a mixed-use, walkable commercial

node along SW 43rd Court.

Adoption of Future Land Use Policies has historically been utilized by the City to allow for proposed developments to access greater development potential while providing additional safeguards to ensure compatibility with the surrounding area and comprehensive plan.

- Deleting Future Land Use Policy 18.13 would allow for PID 2380-000-001 to be developed at a maximum intensity of 4.0 FAR. Additionally, deletion of the policy would allow for the entire 76.86-acre parcel to be developed with up to 13,392,086.40 square feet of non-residential development. This will allow for a greater peak hour trip generation, which the policy restricted. Below is an explanation of the limitation:
 - The prior Retail Services future land use designation on a portion of the parcel allowed for a maximum intensity of 0.75 FAR (equating to approximately 1,647,221.40 square feet of non-residential development on the 50.42-acre policy area portion of the property).
 - The development intensity within the policy area was further limited to less projected peak hour trips than would have been generated by uses allowed in the Professional Services future land use classification.
- Deleting Future Land Use Policy 18.24 would allow for PID 23812-001-00 to be developed at a maximum density of 30 dwelling units per acre and allow for the entire 174.23-acre parcel to be developed with up to 5,226 residential units.
 - The prior Medium Density Residential future land use classification allowed for a maximum density of 12 dwelling units per acre (equating to approximately 306 dwelling units on the subject 25.51-acre portion of the property).
 - The total dwelling units permitted for the 174.23-acre parcel was further limited to 5 dwelling units per acre or 871 dwelling units through a previously approved Planned Unit Development (PUD), which is no longer an active PUD.
- The applicant has submitted a concurrent application for PD rezoning. The PD process will address items included in the future land use policy and be subject to public hearings before Planning & Zoning Commission and City Council. Traffic related items identified within the policies will also be addressed through the City's traffic impact analysis (TIA) process, which is required prior to any issuance of site or building permits. The City's TIA includes a traffic methodology and traffic study process, which analyzes the peak hour trip generation of a project and the potential impacts to the surrounding areas.

Consistency with Comprehensive Plan:

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

1. Future Land Use Element Policy 6.2: Medium Intensity/ Special. The intent of this category is to identify neighborhood and community-serving activity centers, generally represented as "Medium Low" or "Medium High" on Ocala 2035 Vision. The Medium Intensity/Special District should facilitate developments with two (2) or more uses. Permitted uses include residential, office, commercial, public, recreation, educational facilities, and institutional. Light industrial shall only be allowable in designated locations as specified in the Land Development Code and must meet the intent of the Medium Intensity/Special District category, including form and design guidelines as applicable.

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The character, function, and form of new buildings or development on vacant land shall be regulated by a form-based code zoning district that includes design standards adopted specifically for a Medium Intensity/Special District identified in Objective 8, a Planned Development (PD) zoning district that includes specific design standards related to the surrounding uses, or a Chapter 163 Development Agreement with specific design standards. Existing developed and public properties shall be regulated by the Land Development Code.

A Medium Intensity/Special District is intended to promote a walkable urban form with buildings at moderate build-to lines from the street and public right-of-way, as depicted in Figure C. Parking may occur on-street or in the moderate build-to-line of buildings, though rear and side yard parking is encouraged, as depicted in Figure D. Shade for pedestrians should be provided through landscaping or building design. Open space in Medium Intensity/Special District areas consists of large neighborhood and community parks.

The minimum density and intensity before any incentives in this future land use category is 5 dwelling units per gross acre or 0.15 FAR. The maximum density and intensity before any incentives is 30 dwelling units per acre or 4.0 FAR. The location and application of incentives shall be set forth in the Land Development Code.

Increased density and intensity incentives may be approved for inclusion of workforce housing, green building, and sustainable design standards, setting aside right-of-way for trails, employment-generating uses, exemplary urban design, or other benefits to the City as specified in the Land Development Code. The location and application of incentives shall be set forth in the Land Development Code.

Staff Comment:

- *Deletion of the Policies will allow for application of the full intention of the Medium Intensity/Special District FLU at this location, which is intended for the development of a mixed-use node containing a variety of residential, commercial, and office uses.*
- *The FLU requires that any new development be regulated by a form-based code, Planned Development (PD) zoning district, or Chapter 163 Development Agreement, which will ensure that the intensity, character, function, and form of future development is consistent and compatible with the surrounding community.*
- *This land use policy amendment was submitted concurrently with an associated PD rezoning with PD Plan and Standards Book outlining the specific design standards related to surrounding uses, through a combination of architectural styles, building forms, and building relationships.*

Table 2: Existing and Proposed Land Use Standards

	Future Land Use Category	Permitted Land Uses	Allowable Density	Allowable FAR
Existing	FLUP 18.13	Retail Services - This category consisted of diverse retail and establishments in a store or shopping center like environment. Included in this category are highway-oriented businesses such as lodging facilities, restaurants and auto services.	NA	Retail Services- 0.75 FAR (limited by projected number of peak hour trips)
Existing	FLUP 18.24	Medium Density Residential - Allowed dwelling types include detached and attached single-family houses, duplexes, townhouses, apartments and mobile homes.	Medium Density Residential - 12 units/acre	N/A
Proposed	Medium Intensity/ Special District	Residential, office, commercial, public, recreation, institutional, light industrial, educational facilities	5 to 30 units/acre	0.15 to 4.0 FAR

Section 5 - Level of Service (LOS) Analysis

The maximum allowable density for the 75.93-acre portion of the subject properties with the Medium Intensity/Special District land use is 2,277 dwelling units, with a maximum FAR of 13,230,043 square feet. In staff's review of comprehensive plan future land use amendments, conducting an analysis of LOS impact based upon maximum potential buildout (density/intensity) is not very meaningful. This is emphasized because the maximum impact is typically unrealistic. 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 potential impact on public facilities based upon the proposed development program of the concurrently submitted PD Plan (PD25-0001), which is for a mixed-use development comprising approximately 251.09-acres. The PD Plan proposes the following:

- a maximum of 328 single-family residences within the RES SF land use area (65.68-acres);
- a maximum of 1,809 single-family or multi-family residences within the RES land use area (100.50-acres);
- a maximum of 172 single-family residences or 620 multi-family residences or 375,269 square feet of commercial in the COM/RES land use area (34.46-acres); and
- a maximum of 595,683 square feet of commercial in the COM land use area (54.70-acres). Additional LOS analysis will be required at the time of development or for changes to the PD plan.

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

The subject properties are currently vacant and undeveloped and are not connected to city utilities. As a result, this analysis will consider the potential impact to public facilities based on the potential future development to include a total of 2,757 dwelling units and 595,683 square-feet of commercial. For the purpose of this analysis, the Florida Bureau of Economic and Business Research provides population estimates which include an average household size for Marion County of 2.33 people per household for the latest available year (2024).

Transportation: The subject property has frontage SW 38th Avenue, which is identified as a Collector roadway. Additionally, the subject property has frontage on a segment of SW 43rd Court which is currently undergoing completion and has not yet been assigned a classification; however, the segment of SW 44th Avenue to the north is identified as a Collector roadway. Automotive traffic will likely access the property via SW 20th Street to the north and SW College Road to the south. 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
SW 38 th Ave	2	30	Collector	E	11,232	6,100	D
SW 44 th Ave / SW 43 rd Ct	2	45	Collector	E	29,340	3,500	B

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 Traffic Study Methodology (TIA25-0003) is currently undergoing staff-level review. The Trip Generation table proposed by the Methodology identifies a total of 21,162 net new trips, 2,121 trips are vested from the previously entitled development. An additional 19,041 daily trips would result in increased traffic counts on SW 38th Ave and SW 44th Ave/SW 43rd Ct. Specific traffic analysis will be required through a traffic study prior to any development of the project. The developer will be required to mitigate for any failures that occur by addition of peak hour trips (trips) created by the development. Any failures that currently exist without the addition of development trips are not required to be mitigated by the developer per F.S. 163.3180. However, if the addition of trips creates failures beyond the municipality's mitigation to the current conditions the development will be responsible for mitigation.

Potable Water: City utilities are available at this location; connections will be determined during the subdivision review process. A city water main runs along SW 43rd 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: At 300 gallons per day per equivalent residential unit, 2,757 dwelling units would generate an additional demand of 827,100 gallons per day. ERU equivalency is calculated for commercial use based on the end use, so a demand estimation cannot be calculated for the 595,683 square-feet of commercial development at this time. Staff have indicated that the permitted capacity of

the City's water system is 24.4 mgd and the approximate daily flows are 17 mgd, leaving a remaining capacity of approximately 7.4 mgd, providing sufficient capacity to accommodate the proposed development. If the development requires capacity beyond what the City can currently provide, then the development will either be restricted to the allowable capacities or required to increase capacity to accommodate for the impact.

Sanitary Sewer: City utilities are available at this location; connections will be determined during the subdivision review process. A city gravity main is available along SW 43rd 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: At 250 gallons per day per equivalent residential unit, 2,757 dwelling units would generate an additional demand of 689,250 gallons per day. ERU equivalency is calculated for commercial use based on the end use, so a demand estimation cannot be calculated for the 595,683 square-feet of commercial development at this time. Staff has indicated the approximate daily flows are 6.5 mgd leaving a remaining capacity of approximately 4 mgd, providing sufficient capacity to accommodate the proposed development.

Solid Waste: The subject properties are 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, and 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. Current City services allow for unlimited solid waste collection.

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 additional 2,757 residential units would result in an approximate additional population of 6,423 people, increasing the city's population to 75,706. The city's current park acreage of 622.27 acres is sufficient at the adopted LOS (4.6 acres per 1,000 population) to accommodate a city population of 135,760 people. Based on this analysis, there is sufficient existing park acreage to accommodate the future development. Additional development of the property will require further Park LOS analysis at the time of development.

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 properties are partially located within FEMA Flood Zone "A". This is a

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Special Flood Hazard Area with a 1% annual chance of flooding (100-year floodplain). For any future redevelopment, runoff must be retained 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 period.

Electric: The subject property is within the Ocala Electric Utility service territory.

Fiber: Service is not currently available at this location.

Fire Service: Ocala Fire Rescue Station #4 is located approximately 1.5 miles from the subject properties. This distance meets the desired industry standard of 1.5 miles for fire service.

Schools: The subject properties are serviced by College Park Elementary (operating at 111.99% capacity) and Saddlewood Elementary (operating at 85.05% capacity), Liberty Middle (67.78%) and West Port High School (119.66%). The proposed rezoning of the subject properties may generate between 300-337 additional Elementary School-aged students, 136-147 additional Middle School-aged students, and 162-217 additional High School-aged students. For comparison purposes, the potential number of dwelling units and students generated if the entire 255.34-acre project area were to be developed at the maximum density allowed by the Medium Intensity/Special District FLU is shown in blue.

Project Dwelling Units (SFR)			
School Level	SFR Student Generation Rate	7,660 SFR (max allowed 30 d.u./ac by FLU)	2,309 SFR (max proposed by PD Plan)
E	0.13	995	300
M	0.064	490	147
H	0.094	720	217
Project Dwelling Units (MFR)			
School Level	MFR Student Generation Rate	7,660 MFR (max allowed 30 d.u./ac by FLU)	2,429 MFR (max proposed by PD Plan)
E	0.139	1064	337
M	0.056	428	136
H	0.067	513	162

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

Summary Staff Comments: For consideration of the future land use policy amendment, there are several key factors to consider:

- The density and nature of the concurrent PD rezoning (PD25-0001) is consistent with the proposed Medium Intensity/Special District future land use providing urban level development between 5 and 18 dwelling units per acre, and a maximum FAR of 0.25.
- The existing Future Land Use Policies were adopted prior to the 2035 Vision, which redefined the goals and basis for development and growth within the City.
- The Medium Intensity/Special District future land use promotes a form-based approach for future development to facilitate a walkable urban development.

Section 6 - Staff Findings and Recommendation

- Deletion of the Future Land Use Policies would allow for future mixed-use development in a manner consistent with the present Medium Intensity/Special District future land use designation.
- The maximum residential density of the subject portion of Parcel 23812-001-00 would increase from 12 dwelling units per acre to 30 dwelling units per acre.
- The maximum non-residential intensity of the subject portion of Parcel 2380-000-001 would increase from 0.75 FAR to 4.0 FAR.
- The Medium Intensity/Special District Future Land Use Classification requires that any new development be regulated by a form-based code, Planned Development (PD) zoning district, or Chapter 163 Development Agreement.
- The remaining development restrictions imposed by the Future Land Use Policies would be addressed via the Planned Development (PD) rezoning and site development review processes.
- City utilities are available at this location, and no level of service issues have been identified for public facilities.

Staff Recommendation: Approval of FLUP25-0001