



Staff Report: Rezoning

Case No. PD20-0007

Planning & Zoning Commission: September 8, 2025

City Council (1st Reading): October 21, 2025

City Council (Adoption): November 4, 2025

Applicant:

KL Winding Oaks, LLC

Property Owner:

KL Winding Oaks, LLC and Sequel Holdings Limited Partnership

Project Planner:

Breah Miller, Planner II

Amendment Request:

Seeking approval to amend the Winding Oaks Planned Development (PD) master signage plan and PD Standards Book for property located at 4090 SW 66th Street, approximately 960.59 acres.

Concurrent Applications:

N/A

Parcel Information

Acres:

±960.59 acres

Parcel(s)#:

35512-001-00, 35512-002-00, 35512-001-04, 35512-001-07, 35512-001-08, 35512-001-09, & 35512-001-10

Location:

4090 SW 66th Street

Existing use:

Horse farm & single-family residential Vacant/Undeveloped

Future Land Use Designation:

Low Intensity

Zoning Designation:

PD, Planned Development

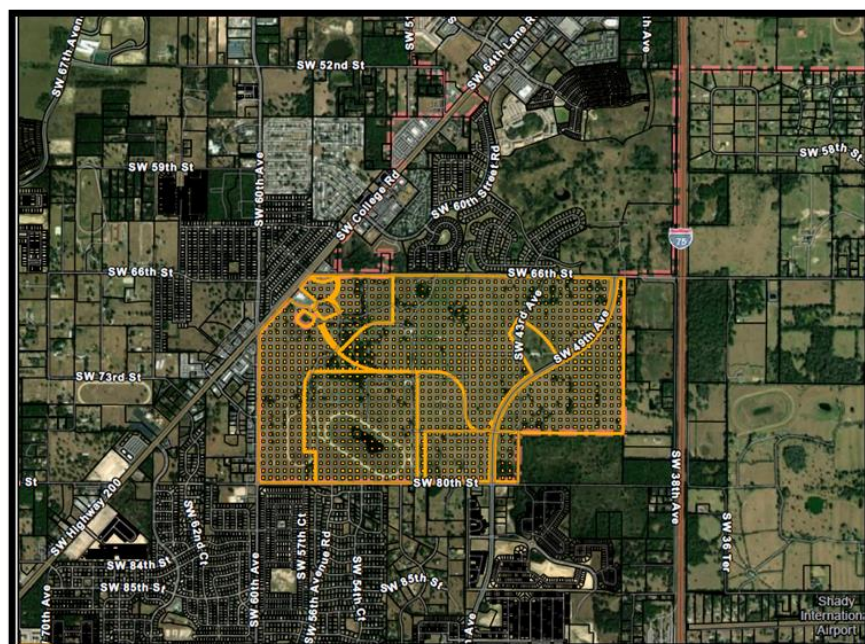
Special District(s)/Plan(s):

N/A

Approved Agreement(s):

Chapter 163 Concurrency Development Agreement

Figure 1. Aerial Location Map



Section 1 - Applicant Request

The petitioner is requesting to amend the Master Signage Plan and Planned Development (PD) Standards Book for the Winding Oaks PD. Specifically, the petitioner has submitted the request to amend the following:

- Remove the language stating that, “The tree motif shown in the PD Plan will be consistent throughout the PD area” on Page 6 of the PD Standards.
- Replace the existing Master Signage Plan with an updated Master Signage Plan that outlines proposed signage locations and revised design standards for all signage types within the Winding Oaks PD.

Section 2 - Background Information

The subject properties are comprised of seven parcels of land (Parcel ID# 35512-001-00, 35512-002-00, 35512-001-04, & 35512-001-07, 35512-001-08, 35512-001-09, & 35512-001-10) encompassing a total of approximately 960.59 acres. The subject properties are currently within the jurisdiction of the City of Ocala. The current City designations of the properties are:

Zoning:

PD, Planned Development, the City of Ocala’s code of ordinances indicates that the intent of the Planned Development (PD) zoning district is to provide a process for the evaluation of unique, individually planned developments, which may not be otherwise permitted in zoning districts established by this chapter. Standards and procedures of this district are intended to promote flexibility of design and permit planned diversification and integration of uses and structures, while at the same time retaining the absolute authority of city council to establish such conditions, stipulations, limitations and restrictions as it deems necessary to protect the public health, safety and general welfare.

Future Land Use:

Low Intensity future land use, a minimum of 3 and maximum of 18 dwelling units per acre, and up to 0.75 Floor Area Ratio (FAR).

It is noted that the applicant acquired the property in July 2024.

This property, commonly known as the Winding Oaks farm, was annexed into the City on February 21, 2017, via Ordinance 2017-30. At the time of annexation, a future land use designation of Low Intensity was adopted by City Council on June 20, 2017, via Ordinance 2017-52 for 446.42 acres on the western side of the subject property. A PD zoning designation was adopted by City Council on October 17, 2017, via Ordinance 2018-3 for the same 446.42 acres of property, and a PD conceptual site development plan for the property was adopted by City Council on October 17, 2017, via Resolution 2018-11. This PD conceptual site development plan allowed for 800,000 square feet of commercial office development and 60,000 square feet of automobile sales on 142 acres close to the property’s frontage on SW College Road, and a continuation of the existing agricultural use on the remaining acreage.

Another future land use map amendment from Medium Residential (County) to Low Intensity was made and adopted by City Council in December 2019 via Ordinance 2020-17 for the remaining eastern 558.53 acres of the annexed property that had not previously received a City future land use designation.

An amended PD Plan was adopted by City Council on October 15, 2020 (Resolution 2020-2). This amendment did not include the Jaguar dealership and allowed an area to be set aside to continue as the existing horse farm, which may continue to be used for all uses permitted in the A-1 zoning district until it is developed.

The Winding Oaks PD is currently under multiple reviews for subdivision and site plans including: Winding Oaks Commercial Plat Phase 1 and three residential plats (Phases 2, 3A, and 4A), pending the approval of the proposed Developers Agreement. Concurrently, site plans are under review for a residential amenity center (SPL25-0034), a wholesale club (SPL25-0022), and apartments (SPL25-0038).

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	Commercial (county) Low Intensity Neighborhood	R-4, Residential Mixed Use (County) B-2, Community Business (County) PD, Planned Development PUD- 03, Planned Unit Development	7-11 Gas Station/Convenient Store Single-Family Residential Platted Single-Family Residential Subdivision (Heath Brook)
East	Low Residential (County) Medium Residential (County)	A-1, General Agriculture (County) PUD, Planned Unit Development (County)	Vacant Single-Family Residential
South	Medium Residential (County) Low Residential (County) Public (County) Commercial (County)	A-1, General Agriculture (County) R-1, Single-Family Residential (County) PUD, Planned Unit Development (County)	Vacant Platted Single-Family Residential Subdivision (Majestic Oaks) Single-Family Residential Drainage Retention Areas
West	Commercial (County) Public (County) High Residential (County)	B-2, Community Business (County) A-1, General Agriculture (County) PUD, Planned Unit	CVS Family Dollar Jazmine Plaza Medical/Professional Offices

		Development (County)	Retail Stores School/Daycare Drainage Retention Areas
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The subject property fronts SW College Road and SW 60th Avenue, both of which are classified as arterial roadways. To the north of the property lies the platted, single-family residential, Heath Brook subdivision, along with the Heath Brook Shopping Center and a 7-Eleven convenience store. Additional surrounding uses include Marion County single-family residences located on the north side of SW College Road and various county community businesses situated to the west.

Section 3 - Proposed Master Signage Plan and Standards

The amended Master Sign Plan proposes a total of 55 sign locations, including primary entry monument, secondary entry monument, multi-tenant, monument, single-tenant, and directional signage across approximately 960.59 acres. The development will occur in three commercial phases and six residential phases. Key elements of the Master Sign Plan include:

- Monument Signage will be constructed using grey stone and brick veneers, complemented by faux wood framing and pin-mounted aluminum panels.
- Medallions featuring a logo depicting a black horse with two curved lines—one light green and one dark green—are incorporated into the primary entry monument signage, secondary entry monument signage, and multi-tenant signage.
- Wall Signs on the same building must be of the same sign type.
- Signage Height Requirements:
 - a. Directional Signage: 9 feet
 - b. Monument Signage: 9 feet
 - c. Single-Tenant Signage: Between 6 feet and 8 feet, 4 inches
 - d. Multi-Tenant Signage: 11 feet, 1 inch
 - e. Primary Entry Monument Signage: 15 feet, 11 inches
 - f. Secondary Entry Monument Signage: 14 feet, 11 inches.

The previously approved tree motif has been removed from the amended PD Standards Book.

Section 4 – Staff Analysis

This staff report intends to cover the review of the proposed amendments for the Master Signage Plan and the associated Standards Book. The proposed amendments will not have any impact on the previously approved Planned Development plan.

Consistency with Comprehensive Plan:

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

1. Objective 5: The City shall plan and promote diverse mixed-use centers offering convenient shopping and services easily accessible by neighborhood residents wishing to either walk, ride a bicycle, use public transit, drive motorized vehicles, or utilize other viable mobility options.

Staff Comment: The PD Plan depicts a mixed-use development with interconnectivity between the

proposed commercial and residential uses. This amendment will not affect the approved PD Plan or proposed uses.

2. 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. Buildings may have surface parking between the building and the street, though rear and side yard parking is encouraged for non-residential uses. 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 Low Intensity Future Land Use classification designates commercial and residential uses as permitted primary uses. It also encourages mixed-use development, which aligns with the intent of the proposed Winding Oaks PD, incorporating commercial, single-family, and multi-family components. The proposed PD amendment will not alter the approved density or the established development pattern of the existing PD.

3. Future Land Use Element Policy 12.1: The City shall require that all development have adequate services and facilities including water, roads, sewage collection and treatment, stormwater drainage, recreation, and solid waste disposal, to the extent required by state law, other provisions of this Comprehensive Plan, or the City's Land Development Code.

Staff Comment: As identified in the Level of Service Analysis below, there is no impact on the level of service from the proposed PD master signage plan amendment.

Consistency with Land Development Regulations

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

1. Section 122-946(a): Substantial changes to a PD plan shall require city council approval, and any revised PD plan approved by city council shall be adopted by resolution prior to approval of a site plan or conceptual subdivision plan that includes substantial changes. A revised PD plan proposing substantial changes shall meet all requirements of this division and shall be heard at public hearings before the planning and zoning commission and city council after due public notice. Changes in

land uses and density/intensity greater than five percent shall be considered substantial. For purposes of this subsection, other substantial changes are defined as: changes to project access, circulation plan, land use arrangement, buffers, a change to the approved PD standards book or the elements required to be included therein, and any other changes deemed substantial by the site plan review committee.

Staff Comment: The applicant is proposing to change the Master Signage Plan and eliminate the tree motif language from the PD Standards Book.

2. Section 122-244 – *District criteria:* Zoning districts allowed under the current 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: As indicated in the code section above, the PD zoning district is a permitted district within the subject property's proposed Low Intensity future land use.

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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute an amendment to a previously approved rezoning. The proposed amendments will not alter the approved access locations identified in the Winding Oaks PD Plan. Access along SW College Road, SW 66th Street, SW 60th Avenue, and SW 80th Street will continue to be provided via the internal roadways: SW 49th Avenue Road, SW 67th Road, and SW 54th Court Road.

- (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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute an amendment to a previously approved rezoning. The proposed amendments will not modify the approved buffers outlined in the Winding Oaks Master Landscaping Plan. The plan includes a 10-foot landscape buffer along the northern, southern, eastern, and western property boundaries, as well as an 18-foot-wide median buffer within SW 54th Court Road and SW 66th Street.

- (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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute an amendment to a previously approved rezoning.

(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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute an amendment to a previously approved rezoning. The proposed amendments will not affect the approved open space requirements outlined on page 7 of the PD Standards.

- (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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute an amendment to a previously approved rezoning. The proposed amendments will not affect the approved open space requirements outlined on page 7 of the PD Standards.

- (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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute an amendment to a previously approved rezoning. The proposed amendments will not affect the approved open space requirements outlined on page 7 of the PD Standards.

- (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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute as an amendment to a previously approved rezoning. The PD proposes a mix of commercial, multi-family, and single family. The proposed amendments will not affect the approved open space requirements outlined on page 7 of the PD Standards.

- (5) *Unified control.* The applicant shall furnish the city with sufficient evidence to the satisfaction of the city attorney that the applicant is in 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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute an amendment to a previously approved rezoning. The agent submitted a Title Opinion and Statement of Unified Control to the City at the time of the approved PD rezoning.

- (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: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute as an amendment to a previously approved rezoning. The PD Plan will continue to reflect a development consisting of three commercial phases and six residential phases.

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

Staff Comment: In accordance with Section 122-942(a), platting requirements will continue to be met through staff review and City Council adoption.

- (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: This amendment does not propose any changes to site plan review processes. Concurrently, site plans are under review for a residential amenity center (SPL25-0034), a wholesale club (SPL25-0022), and apartments (SPL25-0038) in accordance with Chapter 122.

- (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: This amendment does not propose any changes to criteria for shopping centers

- (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: Utility services are outlined in detail in the Level of Service Analysis below. All utility services are in close proximity to the development and will not be impacted by this amendment.

4. Section 122-949 Neighborhood Meeting – Prior to filing an application with the city for a PD zoning designation, the applicant shall be required to hold a neighborhood meeting. The purpose

of the neighborhood meeting is to educate occupants and owners of nearby lands about the proposed development and application, receive comments, address concerns about the development proposal, and resolve conflicts and outstanding issues, where possible.

Staff Comment: In accordance with Section 122-942(a), the requirements of this section do not apply, as the proposed changes constitute an amendment to a previously approved rezoning. A neighborhood meeting was held for PD20-0007 on May 1, 2019, in accordance with this section.

Section 5 - Variations from Code of Ordinances

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

Staff Comment: The proposed amendments only affect the approved signage plan for the Winding Oaks PD. Per the amended PD Standards Book, all signage to comply with the approved Master Sign Plan, Standards Book and the standards outlined in Chapter 110 of the Code of Ordinances. There are no proposed variations from the Code of Ordinances associated with this amendment.

Section 6 - Level of Service (LOS) Analysis

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

The following Level of Service (LOS) analysis will not be affected by the proposed amendments. The LOS analysis was originally completed during the PD rezoning process for the subject properties, and all findings from that analysis will remain unchanged.

Transportation: The subject property has frontage on SW College Road, and SW 60th Avenue which are identified as Arterial roadways as well as SW 66th Street and SW 80th Street which are identified as Collector roadways. 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 College Road	4	45 MPH	Arterial	D	56,805	42,400	C
SW 60th Avenue	6	45 MPH	Arterial	E	35,820	18,300	C
SW 80 th Street	2	45 MPH	Collector	C	9,228	4,100	C
SW 66 th Street	2	35 MPH	Collector	C	12096	8,500	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: There will be no Level of Service impact, as the proposed changes constitute as an amendment to a previously approved rezoning. Specific traffic analysis will be required through a traffic study prior to any development of the project.

Potable Water: The properties are currently serviced by City of Ocala Utilities. Connections were determined during the subdivision review process. A city water main runs through the NW corner of

the subject properties and along SW 49th 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: There will be no Level of Service impact, as the proposed changes constitute as an amendment to a previously approved rezoning.

Sanitary Sewer: The properties are currently being serviced by City of Ocala Utilities. Connections were determined during the subdivision review process. A city force main is available along SW 49th Avenue and to the north of SR 200.

- *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: There will be no Level of Service impact, as the proposed changes constitute as an amendment to a previously approved rezoning.

Solid Waste: The subject property is located within the City's service area; refuse pickup was determined during the subdivision review process.

- *Adopted Level of Service (LOS) Solid Waste:* 3.54 pounds per capita per day for residential development.

LOS Impact: There will be no Level of Service impact, as the proposed changes constitute as an amendment to a previously approved rezoning.

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: There will be no Level of Service impact, as the proposed changes constitute as an amendment to a previously approved rezoning.

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. 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.

Electric: The northern portion of the subject property is within the Ocala Electric Utility service territory. Whereas, the southern portion of the subject property is within the Sumter Electric Utility service territory.

Fiber: Service is not currently available at this location.

Fire Service: Ocala Fire Rescue Station #6 is located approximately 1.15 miles from the subject property at 4090 SW 66th Street. This distance does fall within the desired industry standard of 1.5 miles for fire service.

Schools: The subject property is serviced by Hammett Bowen Jr Elementary (operating at 112.53% capacity), Liberty Middle (93.34%) and West Port High Schools (117.22%).

Staff Comment: There will be no Level of Service impact, as the proposed changes constitute as an amendment to a previously approved rezoning.

Summary Staff Comments: Considering the proposed amended Master Signage Plan and PD Standards book, there are a few key factors to consider:

- *The Low Intensity Land Use classification and PD zoning were approved previously under Ordinance 2019-28 and Resolution 2020-2.*
- *The proposed amendments have no impact on the previously approved, future land use classification, zoning classification, PD plan or Level of Service.*
- *The proposed Master Signage Plan is incorporated into the PD Plan and PD Standards Book:*
 - *Removes the language that states, “The tree motif shown in the PD Plan will be consistent throughout the PD area” on Page 6 of the PD Standards.*
 - *Replaces the existing Master Signage Plan with a new Master Signage Plan that depicts location and new design standards for all signage within the Winding Oaks PD.*

Section 7 - Staff Findings and Recommendation

- The proposed amendment is consistent with the existing Low Intensity Future Land Use classification pursuant to Code of Ordinances Section 122-244 and is not anticipated to impact the approved PD Plan for the Winding Oaks PD.
- The proposed amendment is not anticipated to alter the project’s impact on Levels of Service. Adequate public facilities exist to service the proposed development. The proposed development will be required to extend sewer services to this project.

Staff Recommendation: Approval of amendment to PD20-0007
