



Land Use Change Staff Report

Case No. LUC25-0003

Planning & Zoning Commission: August 11, 2025

City Council (1st Reading): September 16, 2025

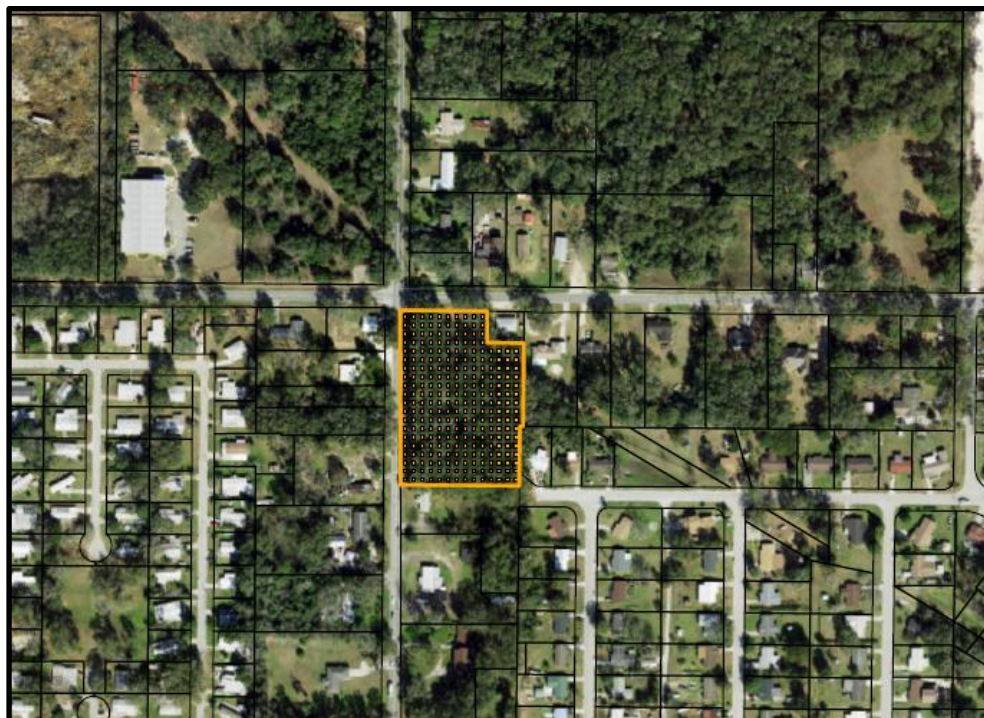
City Council (Adoption): October 7, 2025

Applicant: Juan Manuel Vasquez
Property Owner: Serenity Holistic Residential Care, LLC
Project Planner: Breah Miller, Planner II
Associated Applications: N/A
Applicant Request: A request to change the Future Land Use designation from Neighborhood to Medium Intensity/Special District

Parcel Information

Acres: ±2.55 acres
Parcel(s)#: 22437-000-00
Location: located at the southeast corner of the intersection at NW 21st Street and NW 27th Avenue
Existing use: Undeveloped
Future Land Use Designation: Neighborhood
Zoning Designation: R-1, Single-Family Residential
Special District(s)/Plan(s): N/A
Approved Agreement(s): N/A

Figure 1. Aerial Location Map



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Adjacent Property Information

<u>Direction</u>	<u>Future Land Use</u>	<u>Zoning District</u>	<u>Current Use</u>
North	Neighborhood	R-1, Single Family Residential	Single-Family Residences
East	Neighborhood	R-1, Single Family Residential R-2, Two-family Residential	Single-Family Residences
South	Neighborhood	R-1, Single Family Residential	Single-Family Residence
West	Medium Intensity/ Special District Neighborhood	B-1, Neighborhood Business R-1, Single Family Residential	Hairstyling Shop Single-Family Residences

Applicant Request

The applicant is requesting to change the future land use designation from Neighborhood to Medium Intensity/Special District.

Background

The subject property, identified by Parcel Identification Number 22437-000-00, encompasses approximately 2.55 acres and is not subject to a recorded plat. The property is heavily wooded and is located at the southeastern corner of NW 21st Street and NW 27th Avenue. The southeastern quadrant of this intersection is predominantly characterized by single-family neighborhoods, with homes dating as far back as the late 1940s.

The property was annexed into the City in 1975 and designated as Low Density Residential future land use (FLU) which provided for a minimum density of 3 dwelling units per acre and a maximum of 8 dwelling units per acre. However, in 2013, the City Council adopted Comprehensive Plan Amendments consistent with the Ocala 2035 Vision, eliminating the Low-Density Residential FLU and reclassifying the property with Neighborhood Future Land Use which provides for a maximum of 5 single family dwelling units per acre or 12 multi-family dwelling units per acre. The surrounding area was also impacted by these amendments. Specifically, their future land uses were reclassified:

- Properties to the north, across NW 21st Street, were reclassified from Low Density Residential to Neighborhood FLU.
- Properties west of NW 27th Avenue, including a professional service hairstyling shop, were reclassified from Neighborhood Business to Medium Intensity/Special District FLU to align with their historical use.
- South along NW 27th Street, properties were reclassified from Low Density Residential to Neighborhood FLU.
- The northwest corner of NW 21st Street and NW 27th Avenue was historically designated

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with Light Industrial FLU and was redesignated as Medium Intensity/Special District FLU.

The subject property's historic land use designations are listed as:

Previous Future Land Use Designation – Low Density Residential: a maximum density of 8 dwelling units per acre.

Current Future Land Use Designation - Medium Intensity/Specialty District: a maximum of 5 single family or 12 multi-family dwelling units per.

It is noted that Friends Recycling, LLC is a materials recovery facility and construction and demolition landfill located to the north and west of the subject properties. Staff is currently processing a requested future land use amendment to address inconsistency with the existing use and zoning designation for this property (request to change from Medium Intensity/Specialty District to Employment Center).

Existing and Proposed Land Use Standards

	Future Land Use Category	Permitted Land Uses	Allowable Density	Allowable FAR
Existing	Neighborhood	Primary Use: Residential Secondary Uses: Recreation, institutional, limited neighborhood-scale office and commercial, educational facilities	Up to 5 units/acre SFR; Multifamily up to 12 units/acre	Up to 0.25 FAR
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

Staff Analysis

The applicant is requesting to change the FLU classification from Neighborhood to Medium Intensity/Special District increasing the site density from a maximum of 12 multi-family units per acre, to 30 units per acre for multi-family development..

The history of land use designations for the subject property have consistently provided for much lower development densities than would be permitted under the requested Medium Intensity/Special District future land use.

City records indicate the maximum densities provided include a **maximum density of 8 dwelling units** per acre under the previous Low Density Residential category and the current the Neighborhood land use category provides for a **maximum of 5 single family or 12 multi-family dwelling units** per acre. Comparatively, the proposed Medium Intensity/Special District future land use provides for minimum of 5 dwelling units per acre and a maximum of **30 dwelling units** per acre.

Pursuant to Comprehensive Plan Policy 6.5, the Medium Intensity/Special District FLU designation is intended to identify neighborhood and community-serving activity centers. Medium Intensity/Special District FLU designation is more appropriate for mixed-use commercial nodes to promote a walkable

urban form. The existing surrounding density is similar to single-family densities found in the Neighborhood FLU, up to 5 single-family dwelling units per acre. Staff conducted an analysis of properties within a ½ mile radius the subject property and found that the 375 nearby residentially developed properties have an average density of 4.03 units per acre, consistent with the current Neighborhood Future Land Use category (maximum of 5 single family or 12 multi-family dwelling units). The difference between current developed residential density (see **EXHIBIT A – Density Half-Mile Data Analysis**).

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 the land use categories down to six total categories. In doing so, new land uses were designated in this area considering both existing and future development. Additionally, the 2035 Vision, led to the creation of focus area plans. The West Ocala Vision & Community Plan, adopted in 2015 was created to establish revitalization in the West Ocala area by focusing on preservation, infill development, and density management. It emphasized safeguarding and enhancing the existing neighborhoods by ensuring compatible infill that connects homes to employment while balancing density with community goals.

Consistency with the Comprehensive Plan

1. The requested future land use change is **inconsistent** with the following Objectives and Policies of the City of Ocala Comprehensive Plan:

- a. Future Land Use Element Objective 8, Policies 8.1 – 8.11: The City recognizes the unique function, geography, and built form of each Medium Intensity/Special District, and has adopted planning policies to guide the character, growth, and future development of these areas. These districts are intended to facilitate development with two (2) or more uses.

Policies 8.1-8.11 identify the specific areas intended for the Medium Intensity/Special District designation. These areas are located at key intersections and points in the City of Ocala. They are generally located on the border of existing neighborhoods. These areas include:

- *The intersection of W. Silver Springs Boulevard (SR 40) and Martin Luther King Jr. Avenue (NW 16th Avenue)*
- *The intersection of SW 10th Street and SW 27th Avenue*
- *The intersection of SW 27th Avenue and SR 200*
- *The intersection of NW 35th Avenue and NW 21st Street (between I-75 and NW 27th Avenue)*
- *The intersection of Martin Luther King Jr. Avenue and NW 21st Street, and the proposed NE 20th Street extension*
- *The intersection of SE 25th Avenue and SR 40*
- *The intersection of SE 36th Avenue and Maricamp Road*
- *On SR-200, proximate to the College of Central Florida*
- *In the northwestern corner of the City, west of Interstate 75*
- *On the north side of SR 200, southwest of the Interstate 75 interchange*
- *West of Interstate 75 and along SW 38th Street*

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Staff Comment: The requested location for expansion of the Medium Intensity/Special District is not included in the identified locations specified in Policies 8.1 – 8.11. of the Comprehensive Plan.

- b. Future Land Use Element, Objective 8, Policy 8.12: Additional Medium Intensity/Special Districts may be added to the Future Land Use Map upon completion of the Community Planning process.

Staff Comment: A community planning process has not been conducted to allow for the expansion or designation of additional properties with the Medium Intensity/Specialty District.

Level of Service (LOS)

Transportation: The 2023 congestion management data from the Ocala-Marion TPO for the affected roadway(s) is provided below.

• Adopted LOS / Available Capacity:

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

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

Potable Water: The properties are currently serviced by City of Ocala Utilities. However, City utilities are available at this location; connections will be determined during the site plan review process. A city water main runs along NW 21st Street and NW 27th Avenue.

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

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

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

Solid Waste: The subject property is not 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.
- *Available Capacity:* Solid waste is transported to facilities outside of the City.

Parks and Recreation Facilities:

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- *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 69,283 population 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.

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 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 #1 is located approximately 1.42 miles from the subject property. This distance does fall within the desired industry standard of 1.5 miles for fire service.

Schools: The subject property is serviced by College Park Elementary (operating at 110.08% capacity), Howard Middle (93.34%) and Vanguard (117.22%). The proposed rezoning of the property may generate between 22- 145 additional Elementary School-aged students, 11-66 additional Middle School-aged students, and 11-98 additional High School-aged students.

Project Dwelling Units (SFR)			
School Level	SFR Student Generation Rate	12 SFR (min. 5 d.u./acre permitted by Neighborhood FLU)	76 SFR (max. 30 d.u./acre permitted by Medium Intensity/ Special District FLU)
E	0.13	2	10
M	0.064	1	5
H	0.094	1	7
Project Dwelling Units (MFR)			
School Level	MFR Student Generation Rate	30 MFR (min. 12 d.u./acre permitted by FLU)	76 MFR (max. 30 d.u./acre permitted by FLU)
E	0.139	5	10
M	0.056	2	4
H	0.067	2	5

Staff Findings and Recommendation

- The proposed land use amendment is inconsistent maximum historic future land use densities for the subject property and those surrounding properties to the south of NW 21st Street and east of NW 27th avenue.

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1. City records indicate the maximum densities provided include a maximum density of 8 dwelling units per acre under the previous Low Density Residential category and the current the Neighborhood land use category provides for a maximum of 5 single family or 12 multi-family dwelling units per acre. Comparatively, the proposed Medium Intensity/Special District future land use provides for minimum of 5 dwelling units per acre and a maximum of 30 dwelling units per acre.
- **The proposed future land use amendment is incompatible with the existing surrounding development.**
 1. The proposed amendment would increase the maximum density of the subject property from 12 multi-family dwelling units per acre to 30 dwelling units per acre, an increase in 46 additional units for the property, significantly impacting the character of the existing neighborhood.
 2. Staff conducted an analysis of properties within a ½ mile radius the subject property and found that the 375 nearby residentially developed properties have an average density of 4.03 units per acre, consistent with the current Neighborhood Future Land Use category (maximum of 5 single family or 12 multi-family dwelling units). The difference between current developed residential density (4.03 units per acre) and (potential 30 dwelling units per acre) is significant.
 3. The requested Medium Intensity/Special District future land use change is not compatible with the existing development pattern of the surrounding area, Ocala 2035 Vision, City of Ocala Comprehensive Plan, or the West Ocala Vision & Community Plan.
- **The proposed amendment is inconsistent with the Comprehensive Plan, Objective 8, Policies 8.1-8.11.**
 1. This Objective and subsequent Policies 8.1 – 8.11 identify specific areas appropriate for the Medium Intensity/Specialty District. The intersection of NW 21st Street and NW 27th Avenue is not identified in this list.
- **The proposed amendment is inconsistent with the Comprehensive Plan, Objective 8, Policy 8.12.**
 1. A community planning process has not been conducted to allow for the expansion or designation of additional properties with the Medium Intensity/Specialty District.

Staff Recommendation: <i>Denial</i>
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