



# Planning & Zoning Commission

## Regular Meeting Minutes

201 SE 3<sup>rd</sup> St, 2<sup>nd</sup> Fl  
Ocala, FL 34471

[www.ocalafl.org](http://www.ocalafl.org)

Monday, March 11, 2019  
5:30 PM

### 1. Call to Order

#### a. Pledge of Allegiance

#### b. Roll Call for Determination of a Quorum

The Ocala Planning & Zoning Commission held a meeting at City Hall, 110 SE Watula Avenue, Second Floor - Council Chambers on Monday, March 11, 2019 at 5:30 PM.

Attendee Name	Title	Status	Arrived
Rus Adams	Chairman	Present	
Nathan Gibboney	Vice-Chairman	Present	
Andrea Ferro	Commissioner	Present	
William Gilchrist	Commissioner	Absent	
Andrew Hanley	Commissioner	Present	5:37 pm
Andy Kesselring	Commissioner	Present	
Crystal McCall	Commissioner	Present	

Others Present: Planning and Zoning Manager Patricia Hitchcock; Senior Planner/GIS Analyst David Boston; Urban Design Coordinator Aubrey Hale; Redevelopment Analyst/Planner Ian Rynex; Planner I Francine Sutton; and Office Administrator Peggy Cash

#### c. Agenda Notes:

Cases heard by the Planning and Zoning Commission will be presented to City Council in accordance with the schedule provided after each case in the agenda. Please note that the City Council meetings will begin at 4:00 p.m., and are held at City Hall, City Council Chambers, Second Floor, located at 110 SE Watula Avenue.

2. **Proof of Publication** – It was acknowledged that a Public Meeting Notice was posted at City Hall (110 SE Watula Ave, Ocala, Florida, 34471) and published in the Ocala Star Banner on February 22, 2019.

### 3. Consideration of Minutes – February 11, 2019

<b>RESULT:</b>	<b>APPROVED</b>
<b>MOVER:</b>	Andy Kesselring
<b>SECONDER:</b>	Crystal McCall
<b>AYES:</b>	Kesselring, McCall, Ferro, Gibboney, Adams
<b>ABSENT:</b>	Gilchrist, Hanley

The Commission decided to hear Agenda Items 6.a., 6.b. and 6.c first.

**RESULT:** APPROVED  
**MOVER:** Andy Kesselring  
**SECONDER:** Crystal McCall  
**AYES:** Kesselring, McCall, Ferro, Gibboney, Adams  
**ABSENT:** Gilchrist, Hanley

**6. Annexation/Land Use/Zoning**

Ms. Sutton advised that she would be presenting the annexation, land use and zoning cases together.

Ms. Sutton showed various photos of the property, surrounding properties and maps while presenting staff comments and findings of facts [included in staff reports provided to Commission members]:

- a. **Approved ANX19-0001** a request to annex property located at 3000 North Pine Avenue, approximately 2.0 acres.

**Background:**

- The subject property is contiguous to the city limits.
- Annexation will eliminate an existing enclave.

*Staff Recommendation: Approval*

- b. **Approved LUC19-0002** a request to change the land use from Employment Center (County) to Low Intensity for property located at 3000 North Pine Avenue, approximately 2.0 acres.

- c. **Approved ZON19-0011** a request to change the zone from M-1, Light Industrial County to M-1, Light Industrial for property located at 3000 North Pine Avenue, approximately 2.0 acres.

Petitioner: Parker's Tire & Auto Service, Inc.; Kevin Wood, President  
Planner: Francine Sutton

**Background:**

Parkers Tire & Auto Service, Inc. was developed in Marion County in 1984. Adjacent parcel to the north and south of the subject parcel were annexed into the city in 2015. Annexation will eliminate an existing enclave.

**Factual Support:**

1. The zoning designation of M-1, Light Industrial is compatible with the land use designation of Low Intensity.
2. Approval of this request will not adversely affect the health, safety, convenience, prosperity or general welfare of the community.

**Basis for Approval**

Subject property is proposed for annexation by the City of Ocala. Upon annexation it is appropriate to assign a City land use designation and zoning category. The subject property is contiguous to city limits and will eliminate an existing enclave. Applicant has requested M-1, Light Industrial zoning designation which is consistent with the requested Low Intensity Future Land Use.

*Staff Recommendation: Approval*

**Discussion:**

Mr. Wood, the Petitioner, was in attendance.

There were no comments from Commissioners or the public.

**RESULT:** APPROVED ANX19-0001  
**MOVER:** Nathan Gibboney  
**SECONDER:** Andy Kesselring  
**AYES:** Gibboney, Kesselring, Ferro, McCall, Adams  
**ABSENT:** Gilchrist, Hanley

**RESULT:** APPROVED LUC19-0002  
**MOVER:** Andy Kesselring  
**SECONDER:** Crystal McCall  
**AYES:** Kesselring, McCall, Ferro, Gibboney, Adams  
**ABSENT:** Gilchrist, Hanley

**RESULT:** APPROVED ZON19-0001  
**MOVER:** Andy Kesselring  
**SECONDER:** Andrea Ferro  
**AYES:** Kesselring, Ferro, Gibboney, McCall, Adams  
**ABSENT:** Gilchrist, Hanley

**4. Zoning**

- a. **Approved ZON19-0010** a request to change the zone from B-4, General Business to M-1, Light Industrial for property located at 1865 NE Jacksonville road and 1882 NE 2<sup>nd</sup> Avenue, approximately 1.32 acres.

Petitioner: Linda R. McBride, Personal Representative; Wencesio Minami and Elizabeth Obregon  
Agent: Gary Simons  
Planner: Ian Rynex

Mr. Rynex showed various photos of the property, surrounding properties and maps while presenting staff comments and the following findings of fact [included in a staff report provided to Commission members]:

**Background:**

The two parcels are currently zoned B-4, General Business. The applicant is requesting a rezoning to M-1, Light Industrial for both parcels. The petitioner intends to rezone the property as part of a contract

contingency for sale of the parcel located at 1865 NE Jacksonville Rd to Balanced Mechanical and Plumbing Services LLC. The president, Robert Boyer, intends to move his company to this location. The company does commercial and industrial plumbing for customers in Ocala and Marion County. They intend to renovate and add on to the existing structure for new offices, storage, and a fabrication shop. Materials will be stored inside or behind the building. The storage and light manufacturing uses proposed by Mr. Boyer are clearly outlined in the M-1 district as permitted uses and fall closer to the intent of the district than the B-4 zoning district. The other parcel submitted for this rezoning, at 1882 NE 2<sup>nd</sup> Ave, is currently serving as a materials storage site; that use also fits better with the M-1 zoning district.

The property immediately to the north of 1865 NE Jacksonville is zoned B-5, and the area immediately to the south of the other parcel is also zoned B-5. Land to the east and northwest contain large M-2 zoning districts, with a large M-1 district to the west.

The Future Land Use Map designates the properties in the vicinity as Low Intensity. The Low Intensity land use designations allow the M-1 zoning district.

The main difference between the B-4 and M-1 zoning districts is that the B-4 permits a wider range of retail uses but no industrial uses, while the M-1 district permits a limited range of retail establishments but allows industrial uses such as light manufacturing and warehouse storage. The M-1 district only permits these retail establishments:

- Furniture store
- Home garden/hobby farm equipment store
- Used merchandise store

The M-1 zoning district is consistent and compatible with the existing uses in the area. It is consistent with the historical character and intended future use of the area, per the future land use Low Intensity.

**Factual Support:**

1. The requested zoning designation of M-1, Light Industrial, is eligible to implement the land use designation of Low Intensity.
2. Approval of this request will not adversely affect the health, safety, convenience, prosperity or general welfare of the community.

**Basis for Approval**

The request is consistent with the Comprehensive Plan. The M-1, Light Industrial, zoning district is consistent and compatible with the land use designation and surrounding area.

**Discussion:**

Gary Simons, Savage, Krim and Simons Law Firm, 121 NW 3<sup>rd</sup> Street, represented the petitioners and asked for approval of the rezoning.

There were no comments from Commissioners or the public.

**RESULT:** APPROVED  
**MOVER:** Crystal McCall  
**SECONDER:** Andy Kesselring  
**AYES:** McCall, Kesselring, Ferro, Gibboney, Hanley, Adams  
**ABSENT:** Gilchrist

b. **Approved ZON19-0009** a request to change the zone from M-1, Light Industrial to M-2, Medium Industrial for property located at 3082 NE 24<sup>th</sup> Street, approximately 6.26 acres.

Petitioner: Donald and Carla Denson

Planner: Patricia Hitchcock

Ms. Hitchcock showed various photos of the property, surrounding properties and maps while presenting staff comments and the following findings of fact [included in a staff report provided to Commission members]:

**Background:**

This parcel is currently zoned M-1, Light Industrial. The applicant is requesting a rezoning to M-2, Medium Industrial, for manufacturing and outdoor storage. There are two current occupants of this site, both of whom are using large portions of the property for outdoor storage, which is not permitted in the M-1 zoning district. The M-1 zoning district requires a public hearing and approval to use outdoor areas larger than 30 percent of the building floor area. The shed manufacturing company is storing and displaying sheds along the entry to the property from NE 24<sup>th</sup> Street, on land interior to the site, and conducting outdoor manufacturing. The auto export business also stores many of its vehicles outside prior to shipping. The M-2, Medium Industrial, zoning district allows outdoor storage without the restrictions of the M-1 zoning district. Per an on-going Code Enforcement case, the owner of the shed manufacturing business is required to move the sheds from the entrance road to the area of the property inside the fence. This action was not completed as of February 20, 2019.

All of the property to the north, west and south is zoned M-1, light industrial, with a railroad track immediately adjacent to the south. The property north of NE 24<sup>th</sup> Street is zoned residential; this is the Raven Glen subdivision, units 1 and 2. Other than land adjacent to NE 36<sup>th</sup> Avenue, the properties north of 24<sup>th</sup> Avenue have residential land use or zoning designations. East of the property is a PUD09 that was approved in 2007 for single-family residential uses. This parcel remains undeveloped and wooded.

The Future Land Use Map designates the properties south of NE 24<sup>th</sup> Street as Employment Center, including the area zoned PUD09. The land north of NE 24<sup>th</sup> Street is Neighborhood land use, other than properties with frontage on NE 36<sup>th</sup> Avenue. Construction to widen NE 36<sup>th</sup> Avenue from two lanes to four lanes from NE 14<sup>th</sup> Street to NE 35<sup>th</sup> Street including a grade separation over the railroad that will begin this fiscal year, 2018/2019.

The main difference between the M-1 and M-2 zoning districts is that outdoor storage is a permitted use in the M-2 zoning district. The other uses allowed in M-2, but not in M-1 are:

- Airport
- Industrial Dry-Cleaning plant, by Special Exception
- Outdoor manufacturing, by Special Exception

The M-2 zoning district along the railroad track is consistent and compatible with the existing uses in the area.

**Factual Support:**

1. The requested zoning designation of M-2, Medium Industrial, is eligible to implement the land use designation of Employment Center.
2. Approval of this request will not adversely affect the health, safety, convenience, prosperity or general welfare of the community.

**Basis for Approval:**

The request is consistent with the Comprehensive Plan. The M-2, Medium Industrial, zoning district is consistent and compatible with the land use designation and surrounding area.

**Discussion:**

Don Denson, 712 SE 44th Road, provided a brief history of the property with roof trusses previously being manufactured on the site. He purchased the property in 2008 and leased it to Century Precast Concrete, which manufactured concrete pillars, etc. All manufacturing aspects had been done under a pole barn. He decided to use the property and hired an architect and completely enclosed the pole barn with offices in the front of the building. He leased a portion of the property to TruBuilt, which builds sheds on-site. All the work is during the day and not at night. Mr. Denson stated that there aren't any changes to how the property has been used over the last 35 years. The zoning needs to be changed to be consistent with the use. He commented that the site is kind of private, not fronting the roadway. The sheds that were located along the entry way have been removed.

Mike Finn, 2500 NE 33rd Court, said he doesn't have a problem with the current use. It has never been a nuisance and it wasn't noticed until sheds were located along the entry way. He is opposed to M-2 zoning so close to residential uses. He would like the Commission to come up with a solution for the businesses currently operating on the property to continue without changing the zoning to M-2. If this property is zoned to M-2, other property owners will want to rezone to M-2. He said he isn't complaining about Mr. Denson's businesses on the property but is concerned with what could be on the property in the future if it is zoned to M-2. A bridge is going to be built over the railroad tracks and the area is going to change with more traffic on NE 24<sup>th</sup> Street. With more traffic, there are higher expectations for using properties.

Ms. Hitchcock said that she prepared a Matrix comparing the M-1 and M-2 zoning categories and there are five differences. She said a day labor business is a special exception in M-1, and a permitted use in M-2. Laundry and dry-cleaning services are allowed in M-1, but not M-2. An airport is allowed in M-2, but not M-1. An industrial dry-cleaning plant is allowed as a special exception in M-2, but is not allowed in M-1. She suggested that the two significant differences are that outdoor manufacturing is allowed as a special exception in M-2 and not allowed at all in M-1. With the subject property, the sheds are not being built outside. A desire to build them outdoors would require the approval of a special exception by the Board of Adjustment. The other significant difference is outdoor storage. In M-1 zoning, it is limited as to size and location and must be screened from view. In M-2 zoning, there are no restrictions. Staff's position was that by the configuration of this property, it wouldn't be an issue if the outdoor storage was not screened. She said staff has consistently taken positions against M-2 zoning along certain corridors and in the area of residential property. In order to maintain the requirement for screening of outdoor storage, there may be future code amendments to require screening of all outdoor storage, but creating non-conformities is something staff moves very slowly on.

Commissioner Adams asked if zoning can be changed in a way that Mr. Finn requested. Ms. Hitchcock said that staff has supported requests for up to 20 percent of a site to be used for outdoor storage; that is not an issue. The problem with this site is that the buildings are located at the back of the property and it is virtually impossible for there to be enough storage and it not be in the front yard, which is not allowed. Storage is required to be in the side and rear yards in M-1 zoning, and there is no rear yard on this site.

Commissioner Adams asked if it is known what will be done with an adjacent property zoned PUD. Ms. Hitchcock said she doesn't think that staff has heard from any of the property owners over the last 10 years she's been with the City.

Commissioner Kesselring asked if there is a way to require additional screening in M-2 zoning. Ms. Hitchcock said there are requirements for a 5-foot strip to screen vehicular use areas, a 4-foot open space around the perimeter of the site, and buffers between this use and less intensive uses. She said she didn't know of a process where the City could require additional screening. The property is currently screened from view partly because of its distance from NE 24<sup>th</sup> Street, and the treed parcel to the north. Someone could go in and remove all the trees without the approval of a site plan, but that property owner would be required to provide to the City a tree re-planting plan. She said that staff would want the planting plan to provide screening to the subject site. Commissioner Kesselring commented that if the treed parcel were developed, buildings would screen the subject site. Ms. Hitchcock noted that the property is zoned M-1 and if there is outdoor storage, it would need to be screened, which in turn would screen the subject site. Commissioner Gibboney remarked that if someone did develop the treed parcel, they would want screening from the subject site.

<b>RESULT:</b>	<b>APPROVED</b>
<b>MOVER:</b>	Nathan Gibboney
<b>SECONDER:</b>	Andrew Hanley
<b>AYES:</b>	Gibboney, Hanley, Ferro, Kesselring, McCall, Adams
<b>ABSENT:</b>	Gilchrist

- c. **Approved ZON19-0007** a request to change the zone from GU, Governmental Use to R-3, Multi-Family Residential for property located in the 300 block of NE Sanchez Avenue, approximately 1.08 acres.

Petitioner: City of Ocala  
Planner: Aubrey Hale

Mr. Hale showed various photos of the property, surrounding properties and maps while presenting staff comments and the following findings of fact [included in a staff report provided to Commission members]:

**Background:**

The City of Ocala acquired the parcels in question in 2017 as part of the first responder campus located along NE 8<sup>th</sup> Avenue. However, the parcels adjacent to Tusawilla Park were not impacted and therefore created an opportunity for development overlooking Tusawilla Park.

The City is committed to the revitalization of the downtown and midtown neighborhoods. In 2016, the City completed the Midtown Master Plan which identified catalytic development opportunities and looked at the long-term vision of the area. Fire Station #1 site was identified as a catalytic site and merited the relocation of the fire station. The station was relocated along NE 8<sup>th</sup> Avenue as part of a

public safety campus, leaving the previous fire station location available for redevelopment. In addition, a portion of the site utilized for relocation was left undeveloped. The City advertised the undeveloped properties on a Letter of Invitation for future development for multi-family units.

A developer responded and is currently, negotiating with the City to develop 24 townhome units that will be rented at market rate with an option to sell. The townhomes will overlook Tuscahill Park and be located in a manner that will be consistent with existing development. In order to develop the desired product, a rezoning from GU, Governmental Use to R-3, multi-family residential is required.

Rezoning to R-3, multiple-family residential from GU, Governmental Use will allow the developer to develop 24 townhomes across from Tuscahill Park.

**Factual Support:**

1. The zoning designation of R-3, multi-family residential, is compatible with the land use designation of High Intensity. The previous zoning of this property was R-3, multi-family residential.
2. Approval of this request will not adversely affect the health, safety, convenience, prosperity or general welfare of the community.

**Basis for Approval**

R-3 zoning is compatible with current uses in the surrounding area and consistent with the City of Ocala Comprehensive Plan. Zoning prior to the GU, Governmental Use was R-3, multiple family residential.

*Discussion:*

Art Swanton, 274 Batting Beach Road, Tavares, was in attendance with his wife, and said they are owners of three parcels on NE Sanchez Avenue. He said although they lamented the demolition of an historic house on this site, they are very pleased with the way the City has planned and is implementing redevelopment of the Tuscahill area. They are in favor of the zoning change.

There were no Commissioner comments.

<b>RESULT:</b>	<b>APPROVED</b>
<b>MOVER:</b>	Crystal McCall
<b>SECONDER:</b>	Andy Kesselring
<b>AYES:</b>	McCall, Kesselring, Ferro, Hanley, Gibboney, Adams
<b>ABSENT:</b>	Gilchrist

- d. **Approved ZON19-0008** a request to change the zone from R-3, Multi-Family Residential to GU, Governmental Use for property located in the 500 block of NW 16<sup>th</sup> Avenue, also known as NW Martin Luther King Avenue, approximately 3.71 acres.

Petitioner: City of Ocala  
 Planner: Aubrey Hale

Mr. Hale showed various photos of the property, surrounding properties, maps and renderings of the proposed first responder campus while presenting staff comments and the following findings of fact [included in a staff report provided to Commission members]:

**Background:**

The City of Ocala acquired the parcel in question in 2018, to be developed as a first responder campus located along Martin Luther King Avenue. The first responder campus will be similar to the recently completed first responder campus along NE 8<sup>th</sup> Avenue. The current Fire Station #3 will be relocated to the proposed site along with a police substation, community room, and basketball court.

The City embarked on the Ocala 2035 Vision in 2010, which led to an update of the Comprehensive Plan and subsequently community plans for the west side of Ocala. The West Ocala Vision & Community Plan identified the principles and describes what the community wants to look like in the future. The Comprehensive Plan categorized five land areas within the West Ocala Vision & Community Plan as special districts with the intent being to enhance the development of property in a way that promotes dense walkable forms of interconnected neighborhoods.

The proposed MLK First Responder campus is located adjacent to the Croskey Commons special district and is proposed to interconnect with the special district to enhance the area. A community room and basketball court will be included in the site to promote greater interaction with the community.

Rezoning to GU, Governmental Use from R-3, multiple-family residential will permit the development of the MLK First Responder campus.

**Factual Support:**

1. The zoning designation of GU, Governmental Use, is compatible with the land use designation of Neighborhood.
2. Approval of this request will not adversely affect the health, safety, convenience, prosperity or general welfare of the community.

**Basis for Approval**

GU zoning is compatible with current uses in the surrounding area and consistent with the City of Ocala Comprehensive Plan.

**Discussion:**

Vivian Shaw, 728 NW 14th Avenue, said her property is located about 300 feet from the proposed fire station according to the notification she received. Discussion ensued concerning where exactly the subject site is located. Referring to the notification and another map provided by staff, Mr. Hale showed her the location of the subject site. Ms. Shaw had misunderstood from the notification where the subject property is located.

<b>RESULT:</b>	<b>APPROVED</b>
<b>MOVER:</b>	Nathan Gibboney
<b>SECONDER:</b>	Andy Kesselring
<b>AYES:</b>	Gibboney, Kesselring, Ferro, Hanley, McCall, Adams
<b>ABSENT:</b>	Gilchrist

## 5. Land Use

- a. **Denied LUC19-0001** a request to change the land use from Public to Medium Intensity/Special District for property located south of NW 35<sup>th</sup> Street, east of NW 27<sup>th</sup> Avenue, north of NW 21<sup>st</sup> Street and west of railroad, approximately 217.54 acres.

Petitioner: City of Ocala  
Planner: David Boston

Mr. Boston showed various photos of the property, surrounding properties, and maps while presenting staff comments and the following findings of fact [included in a staff report provided to Commission members]:

### **Case Summary**

This large-scale land use change is requested to support redevelopment of the Pine Oaks Golf Course into a mixed-income residential subdivision with a variety of recreational amenities and some neighborhood-serving commercial uses.

The golf course was redeveloped from about 1986 to 1988, and most of the improvements are now over 30 years old. According to a recent appraisal, the golf course needs full replacement of greens, tee boxes, many areas of the fairways, and the irrigation system. A full renovation is estimated to cost two million dollars or more, and demand for golf has declined nationwide.

There is also a need for more housing development in the city, especially affordable housing and especially considering the recent increase in employment opportunities that resulted from the development of major distribution centers on NW 35<sup>th</sup> Avenue Road and NW 35<sup>th</sup> Street. A subdivision in this location will be ideally located near that employment center and excellent existing and future recreational amenities, such as the wetland recharge park, the proposed community center at Reed Place, and Lillian Bryant Park.

The Medium Intensity / Special District future land use classification is being recommended because this development serves as a natural extension of the Pine Oak Square Main Street district envisioned in the West Ocala Vision & Community Plan. This future land use classification also requires a minimum density of 5 dwelling units per acre, which helps to ensure that redevelopment of the golf course helps catalyze further development of supporting retail and service uses nearby and the creation of a true center in this area, as envisioned by the community and codified in the comprehensive plan.

### **History of Pine Oaks Golf Course**

Pine Oaks Golf Course is one of two municipally owned public golf courses. It is located at 2201 NW 21 Street, Ocala, Florida. Pine Oaks was originally constructed in 1956. In 1988, Pine Oaks was developed into a 210-acre golf course, with 27 holes comprising a par 36, 3,305-yard North Nine; a par 36, 3,228-yard South Nine; and a par 36, 3,095-yard East Nine.

For many years, this 27-hole golf course provided outstanding player value, course playing options, and junior golf learning opportunities. A large atrium connects three separate buildings including administrative offices, a snack bar and pro-shop, and a meeting room totaling 10,583 square feet. These buildings are located well inside the course, approximately 810 yards from NW 21st Street. The

clubhouse is located in a lush, relaxed setting that provides 360-degree views of all course play and passive areas surrounding the buildings.

In addition to City Council's and the community's preference to maintain a recreational golf facility at this location, the City also currently uses this 276-acre property, plus an additional 40-acre spray field, as integral components of its water and sewer reclamation process to help manage, store and disperse millions of gallons of fully-treated waste water from its two water reclamation plants.

In 2009, the original course was reduced to an 18-hole golf course by ceasing golf operations on the eastern 9-hole course and converting it to a regulation Frisbee Golf course. In 2010, the city contracted with a private entity to operate and maintain the remaining 18-hole course and various course amenities. This contract is currently in effect and the course is anticipated to operate until an agreement is executed for the redevelopment of the property as envisioned by this Letter of Interest ("LOI"). There are no commitments or plans for the current golf course operator to continue managing or maintaining the golf course after its redevelopment. Any agreement for the management of the course will be the responsibility of the successful Respondent or their assignee.

While operating as a golf course, it averaged 31,815 rounds of golf per year and has been used extensively for competitive league play and First Tee programming. The existing course is now at the end of its serviceable life and its major components, greens, tees, bunkers and irrigation system all require renovation and replacement. As a result of deteriorating conditions on the course and the number of newer competing golf courses in the county, the total number of rounds at Pine Oaks has steadily and markedly declined.

By virtue of the City's current competing fiscal demands and limited resources, our City Council has affirmed although it wants to retain recreational golf in this area of the City, it does not want to invest the significant amount of public funds necessary to compete with the private sector which has developed more than ample supply.

### **Basis for Approval**

The proposed future land use classification of Medium Intensity/Special District is consistent with the Comprehensive Plan and the West Ocala Vision & Community Plan. Staff recommend approval.

### ***Discussion:***

Commissioner Gibboney acknowledged that it is this Commission's responsibility to look at properties and make recommendations. He said he's always viewed golf courses as parks especially a golf course owned by a municipality. He commented that this is a large piece of property and asked what the incentives are for a developer to develop this property. He didn't think that the property would be given to the developer but suggested it will be sold at a significantly reduced rate along with other incentives. Mr. Boston said incentives are still under negotiations and haven't been decided. Commissioner Gibboney said it wouldn't be feasible for a developer to purchase the property on a price per acre basis for what the land is probably worth. He said the City is going to incentivize the development of the property while saying it is unable to afford financing the operation of a golf course. He said, fundamentally, he has a problem with that. He said he knows what this golf course means to the nearby community. The golf course means a lot to him. He has played a lot of golf on this course. Commissioner Gibboney said the City wouldn't consider doing this with the Ocala Golf Club property. It was discussed in the early 2000's, but there was a huge uproar about what it meant to the community. He has played golf on this course and the Ocala Golf Club course and doesn't want to see either one go away.

Mr. Boston said he can't speak to the incentives because they are being negotiated. From the perspective of the City, it is important that the property isn't just given away. The City's purpose for the development is to maximize the benefits of the property to the community. He said the golf course is a park if someone is a golfer, who is paying to play golf. He pointed out that there is a wetland groundwater recharge park to the east of the golf course, which is going to be a "fantastic park" and its free to the public.

Commissioner Kesselring asked how many public meetings were held on the west side of Ocala during the visioning plan process. Mr. Boston and other staff members in attendance were not working for the City when the vision plan was created. Commissioner Kesselring said that when the golf course was created in the 1980's, it was built to serve the community on that side of town. He said he understands that there is now going to be a wetlands park, but asked how much actual input there was from the community on the visioning plan. Mr. Boston said community plans were ultimately developed from the Ocala Vision Plan and there were numerous community meetings for the West Ocala Community Plan.

Mr. Boston said the West Ocala Community Plan included public outreach. Character areas were designed with Medium Intensity Special Districts and were adopted into the City's Comprehensive Plan. Each special district was to be a redevelopment oriented toward being a community node. The development being proposed will be part of the Pine Oaks Medium Intensity Special District, which is located just east of the golf course. The benefit of having the property located within a Special District is that the West Ocala Community Plan can be utilized to make sure that development is consistent with the Plan. Another benefit of Medium Intensity is that it has a minimum density of 5 dwelling units per acre. The proposed development can be a catalyst to spur investment into the community.

Commissioner Kesselring said the housing report uses statistical information from the entire County. Since the primary goal is to provide housing, how much demand for housing is in the immediate area. Mr. Boston said the Home Matters report is broken out so that part of it concerns Marion County and part of it concerns the City of Ocala. The City has done some other housing demand projections for just the City and it has highlighted the need for affordable housing. When comparing incomes to the price of housing that's available in the owner-occupied and renter-occupied market, there is a gap of approximately 2,000 households that require some sort of affordable housing at the 80 percent median income level versus what is actually available on the market. It is especially pronounced in the rental market, which is why rental rates are currently artificially inflated by the lack of supply. In this particular area, there is another indication of the lack of housing because employees working in nearby distribution centers are not living in the community. The largest number of employees are living in the five surrounding counties.

Commissioner Kesselring said the City is looking at how to redevelop the Royal Oak site and asked where the City is at in utilizing that property. Mr. Boston advised that the charcoal plant was recently torn down. Brownfields grant funding will hopefully be used to address contamination on the site. After it is known how badly the property is contaminated, it can be determined how the property is redeveloped. There were recently a couple of workshops to look at where a community center is going to be located and they're looking at the property to use for the community center. The Royal Oak property/area is going to be rebranded as Reed Place based on Mrs. Ruth Reed and her husband leading efforts to shut down the charcoal plant. The vision is to develop the area around the community center with higher intensity residential uses. The Lillian Bryant Center is across the street and its just down the block from the Wetland Recharge Park.

Commissioner Hanley asked how many residential units are being proposed for the development. Mr. Boston responded that just over 1,000 units are being proposed.

Mr. Boston advised that the current operator wants to cease operation of the Pine Oaks Golf Course, and the City did not look for another operator long term. If an agreement is not reached with the developer for the proposed development, it would be up to City Council how to proceed, but the Golf Course will not be in operation. Commissioner Hanley asked if there have been any discussions to reduce the size of the golf course to possibly a par-3 golf course with surrounding residential uses. Mr. Boston said the RFP that was issued sought a 9-hole executive golf course with residential uses. The two proposals that were received did not include a golf course but have other recreational amenities. Developers cited the demand for golf and the demand for other recreational facilities and proposed providing other recreational facilities. Developers also cited that the proposed community with recreational amenities, that will be utilized by more people, will increase property values in the surrounding area. The City ultimately entered into negotiations, which are on-going, with one of the developers.

Commissioner Ferro asked if there is a possibility to divide the 200 acres so that part of it is a recreational facility and the other part is redeveloped. Mr. Boston said one of the requirements in the RFP for redevelopment of the property was that a certain percentage of the property has to include recreational uses. He believed it to be 20 percent of the property. He noted that the requirement is codified, it is one of the requirements for the Planned Development (PD) zoning district. Mr. Boston said from the City's perspective, it is important that some of the recreational facilities are located where there can be accessed by the public and are not just for the new residential community. Mr. Boston also pointed out that the Wetland Groundwater Recharge Park is across the street and there is the potential to locate recreational amenities across the street from that facility, which will make it convenient for the public to access various recreational amenities in the same general area.

Mr. Boston explained that where the recreational amenities are located will be part of PD process. The PD plan submission by the developer will be reviewed by the Planning and Zoning Commission for a recommendation and to City Council for approval.

Mr. Boston reported that the proposed community center designs include a first tee program, which is an educational program for first time golfers.

Abraham Smith, 2695 NW 27th Avenue, said he was speaking on behalf of his brother, James Smith, who owns property adjacent to the golf course. He expressed concern with 1,000 units and an increase in traffic. He said both roadways, NW 27<sup>th</sup> Avenue and NW 24<sup>th</sup> Street, are currently two-lane roadways and there is a 4-way stop. When there is moderate traffic, it becomes chaotic. He said that NW 35<sup>th</sup> Street is a four-lane roadway and there are a lot of businesses on the roadway that do not have direct access. He said the area is semi-rural and asked how the dramatic increase in traffic is going to be handled. Mr. Boston said that during the development process, a traffic study will be required. The study will estimate the impact to surrounding roadways. He did take a quick look at existing roadways, their capacity and how much traffic there currently is (2017 data). He said it looks like NW 27<sup>th</sup> Avenue is going to need improvements, especially at intersections. A traffic study will look at how intersections function. Staff will be able to see what kind of improvements are necessary including signalization and adding turning lanes. A traffic study will determine the necessary improvements and the developer will pay a proportionate share of the costs. Mr. Boston said that Commissioner Gibboney had referred to incentives earlier, and a possible incentive for the developer might be that the City pays for improvements.

Mr. Smith suggested that an access roadway will be needed for the new development off of NW 35<sup>th</sup> Street. Mr. Boston said there is a small area east of the drainage area on NW 35<sup>th</sup> Street that extends to the roadway, but the drainage area was not included in the development opportunity or what was originally being

negotiated. The City sees a need now to do a land-use change from Public to Medium Intensity. There could be an access point near the drainage area but it won't be real close to access points for existing businesses.

Mr. Smith said that commercial uses were mentioned and suggested that those might be retail uses because there aren't any retail uses close by. Mr. Boston agreed that retail and service uses are quite a distance away. Providing neighborhood commercial uses such as restaurants and retail stores is an important part of the City's plan for the area.

Mary H. Brooks, 2140 NW 21st Street, said the golf course is at her front door. She said she has attended numerous meetings talking about the same things over and over such as the charcoal plant, and now there is a pallet plant stacking up pallets higher than what's at any other warehouse. The water recharge park was brought into the neighborhood without any consideration provided to the neighborhood. She said there recently was a meeting with City officials and developers concerning three sites being considered for a community center and other amenities. She said now the issue is removing the golf course, which she is not in agreement with. She said this is an historic site for the neighborhood, which basically consists of elderly people. She named several close-by neighborhoods where there are no sidewalks and no inviting amenities. She wants to know how City Council made a decision for the neighborhood without asking the neighborhood about it. She said she thinks she can speak for the northwest side of the City and asked what can be done to stop it. She said it looks like the City has already decided it is moving forward with a new development for housing, but residents in the neighborhood haven't said they want it. Ms. Brooks said she has lived at her residence for more than 40 years and she knows a lot of the people who play golf and asked why the City is taking it away. She asked where they will go to play golf? She said they don't need more housing. They're dealing with Friends Recycling and other recycling companies in the neighborhood.

Mr Boston said that a lot of this stems from the West Ocala Vision and Community Plan. Ms. Brooks said the golf course was not included in the plan. Mr. Boston said the golf course wasn't originally included in the plan, but the land-use change specifically includes the golf course so that it is part of the Pine Oaks Special District, which was included in the West Ocala Vision and Community Plan. There was a lot of outreach to the community when the West Ocala Community Plan was developed.

Ms. Brooks said the neighborhood was not involved in the Pine Oaks Golf Course decision. Mr. Boston said redevelopment of the Pine Oaks Golf Course is a recent change mainly spurred by the operator of the golf course wanting to back out of his lease to operate the course. At the time the City received notice from the current operator, the City tried to locate another golf course operator willing to continue operations while the City was determining what to do with the property. It wasn't intended to be a permanent solution, but the City wasn't able to find another golf course operator. A decision needed to be made whether to proceed with costly improvements to the golf course. Ms. Brooks pointed out that she lives next to the golf course and the buildings do not need a lot of improvements. She said that the golf course itself may need improvements but suggested that 5 or 6 landscapers can fix the golf course and it won't cost that much; the suggested significant repair costs shouldn't be used as an excuse.

Commissioner Gibboney interjected briefly describing how improvements are made to a golf course and stated that there is a significant cost involved. Costly improvements were done at the Ocala Golf Course, but they can't be done at Pine Oaks, which is his only real complaint.

Commissioner Gibboney pointed out that this Commission makes a recommendation to City Council. If things are being done that the community is not in favor of or maybe they are in favor of, residents need to attend the City Council meetings where final decisions are made. He noted that there are not a lot of people at this meeting voicing opposition, which kind of paints the picture that there are not a lot of people opposed

to the development. He said if there are a lot of people opposed, they need to voice their opposition. Ms. Brooks confirmed that petitions are acceptable.

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Mr. Boston said on April 2, 2019, City Council will consider transmitting the proposed land-use change to the Department of Economic Opportunity in Tallahassee where large-scale land-use changes are reviewed. Based on how long it takes for the review to be completed, City Council hearings for introduction and adoption will be scheduled, which is when it will actually be decided whether the land-use change is approved. Notices will be sent out for the City Council hearings like they were for this Commission meeting.

Mr. Boston commented that the City is spending a considerable amount of money on the property. It may not be a golf course, but it is what the City thinks the community needs. He briefly discussed how people are usually opposed to change.

Ms. Brooks asked how many notifications were sent out for this meeting. Mr. Boston said letters were sent to property owners within 300 feet of the subject property (possibly 50 to 100 people). Ms. Brooks said there are people in the community who live outside the 300 feet that were not notified and should have been, and they don't know that this is going on.

Commissioner Adams said this issue has been fairly well publicized in the newspaper and discussed a lot. He said he lives a considerable distance from the area and is fully aware of what has been going on concerning the property well before the land-use change came before the Commission at tonight's meeting. He commented that the City isn't "sneaking something in" without talking about it.

Mr. Boston said if there are any community group meetings, to let him know; he can attend them to discuss the issue.

Abraham Smith 2695 NW 27th Avenue, suggested that there is a scrub farm to the east that accesses Martin Luther King Jr. Boulevard. He said if that property was acquired it could be utilized to access this development, which would dramatically reduce the impact to the west. The property is located across from the entrance of the pallet facility next to the water recharge park.

Commissioner Kesselring cautioned that the public should be addressing the Commission and the petitioner shouldn't be having conversations with the public other than to answer questions.

Toronda Grimsley, 2629 NW 21st Street, asked for clarification as to whether the property is going to be divided. Commissioner Kesselring said the request is to change the land use for all of the property. Ms. Grimsley asked what "Medium Intensity Special District" means. Mr. Boston responded that the Medium Intensity Special District land-use classification is one of 6 land-use classifications. The Special Districts are unique compared to other land use classifications in that the character of the Special District is defined by a community plan, which in this case is the West Ocala Vision and Community Plan that includes the Pine Oaks Special District. The Medium Intensity Special District land-use classification sets the density and intensity requirements. Commissioner Adams said there can be commercial, single-family and multi-family uses. Commissioner Kesselring noted that the Plan will come back before this Commission.

James J. Smith, 2695 MW 27th Avenue, asked what the plan is, to rebuild the golf course or build homes. Commissioner Adams responded the proposal is not to rebuild the golf course; the property is to be redeveloped. Mr. Smith commented that this is a historic property. He said people spoke against Friends Recycling, but its being built.

Commissioner Gibboney said the community was opposed, but it was ultimately approved by City Council. Opposition still needs to be expressed at Commission and City Council meetings.

Commissioner Kesselring said there is an historical aspect to the property and is concerned with the City losing the public recreational aspect of this historic property. He is aware of the water recharge park next door. The proposed plan is concerning. He doubts that 1,000 units will actually be built as envisioned by the City. It is a lot to give up - a large piece of public property for a bunch of apartment buildings is not what the City should really be doing. He said he is not in favor of the land-use change.

Commissioner Gibboney suggested that someone does not necessarily need to be a golfer to appreciate a golf course. He grew up playing golf, loves golf, but doesn't really play right now, but a lot of people do play. Fee structures and membership costs also come into play when managing a golf course. The City no longer operates its golf courses and has other entities operating the courses. He suggested that it only takes 5 people that do not care about golf for the courses to be gone, and they can't come back after the 100 to 200 acres are developed.

Commissioner Adams asked how many people in Ocala actually play golf, yet 100 percent of the population pay for maintenance and improvements to the golf course. Golfing fees will not cover the cost to recondition the course. Commissioner Hanley suggested that because this course is in disrepair, people aren't playing on it. Commissioner Gibboney said that any publicly used property is not used by 100 percent of the population. People have their own niche and interests.

Commissioner Ferro said she doesn't like to see such a huge piece of property being taken away from public use. She understands economically the need for younger people to move into the area to shop, golf and eat at restaurants. Part of the charm of Ocala is the old town feeling and golf courses.

Commissioner Kesselring said once the City gets rid of the land, the City can never get it back. Maybe there needs to be a different recreational use than a golf course. He understands the economics of running a golf course; it is difficult. He said this is a community asset that Ocala citizens own and it isn't being given away exactly, but it won't be an asset for Ocala citizens. If it is determined that more space is needed for parks in that area, no one is going to give land to the City. It would be better to keep this asset for the future. Commissioners again discussed that they don't see a potential for the large number of residential units being proposed. Commissioner Gibboney said that the appraisal to determine the value of the property at \$10,000 an acre is an agriculture land value not for multi-family, single-family and commercial development potential. That shows that there is no demand for the proposed development. The only reason a developer is going to do it is that there are so many incentives, it makes it feasible to do it.

Commissioner Ferro said the impact is much greater when seeing vacant buildings versus vacant land. She would like for the City to keep the property for a while longer.

Commissioner Kesselring said he appreciates the City trying to figure out a way to use the property when the operator doesn't want to run the golf course. He said he rather see the land go back to a natural park than it be taken away so that there are no future options for the property. He recommended denial.

<b>RESULT:</b>	<b>APPROVED</b>
<b>MOVER:</b>	Andy Kesselring
<b>SECONDER:</b>	Crystal McCall
<b>AYES:</b>	Kesselring, McCall, Ferro, Gibboney, Hanley, Adams
<b>ABSENT:</b>	Gilchrist

Commissioner Adams asked staff to provide the agenda packet sooner than with a 48-hour notice when there is a lot of material to cover.

7. **Next meeting: April 8, 2019 at 5:30 pm.**

8. **Adjournment**

The meeting was adjourned at 7:38 pm.