

**Small-Scale Future Land Use Map Amendment Staff Report**  
**Orange County Planning Division**  
**BCC Hearing Date: January 27, 2026**

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**CASE # SS-25-12-021**

Commission District: #6

**GENERAL INFORMATION**

**APPLICANT:** Lucille Ghioto

**OWNER:** Habitat For Humanity Greater Orlando and Osceola County, Inc.

**HEARING TYPE:** Planning and Zoning Commission / Local Planning Agency

**FLUM REQUEST:** **Commercial (C) to Low Density Residential (LDR)**

**ZONING REQUEST:** *Not Applicable (R-1A zoning existing – no change proposed)*

**LOCATION:** 4911 La Grange Ave; generally located on the north side of the eastern terminus of La Grange Ave.

**PARCEL ID NUMBER:** 19-22-29-0000-00-018

**SIZE / ACREAGE:** 0.34-gross acres

**PUBLIC NOTIFICATION:** The notification area for this public hearing was 1,000 feet [Chapter 30-40(c)(3a) of the Orange County Code requires 300 feet]. One hundred seventy-two (172) notices were mailed to those property owners in the surrounding area.

**COMMUNITY MEETING:** A community meeting was not required for this application.

**PROPOSED USE:** One (1) Single-Family Detached Residential Home

**STAFF RECOMMENDATION**

**PLANNING**

**Future Land Use Map Amendment**

**Make a finding of consistency with the Comprehensive Plan and recommend ADOPTION of the requested Low Density Residential (LDR) Future Land Use Map designation.**

**SUBJECT PROPERTY ANALYSIS**

**Overview**

Through this request, the applicant is seeking a Small-Scale Land Use Map Amendment to change the Future Land Use of the 0.34-acre subject property from Commercial (C) to Low Density Residential (LDR), in order to allow for the construction of one (1) single-family detached residential dwelling unit.

The subject property is located on the north side of La Grange Avenue, south of Pine Needle Drive, west of Home Folks Drive, and east of Pine Hills Road. La Grange Avenue is a two-lane minor roadway.

A 1.98 acre single-family residential property is located on the parcel immediately north of the subject property, and has an LDR Future Land Use Map (FLUM) designation, and is zoned R-1A. A multiple-family 219 unit residential property that is located within the City of Orlando is immediately west of the subject property and directly across La Grange Avenue to the south of the subject property. A single-family residential property is located on the parcel immediately east of the subject property, and has an LDR Future Land Use Map (FLUM) designation, and is zoned R-1A. To the east of the subject property along La Grange Avenue are (2) C-1 restricted (Commercial) parcels. The Village at Lake Lawne PD with an expected development of up to 205 multi-family units anchors the eastern adjacencies at the intersection of Home Folks Drive and La Grange Avenue.

#### **Existing FLUM Development Program**

The current Future Land Use Map (FLUM) designation of the subject property is Commercial (C), which includes development such as neighborhood scale commercial and office development that serves neighborhood or community or village needs at a maximum density of 1.50 FAR. At present, the subject property's Commercial FLUM designation and R-1A zoning are inconsistent, which precludes development.

#### **Proposed FLUM Development Program**

The requested Low Density Residential (LDR) FLUM designation allows for the consideration of single-family residential development at a maximum density of four (4) dwelling units per net acre. The current R-1A zoning classification provides for the development of single-family detached dwelling units. Presently, the property is vacant. The applicant is seeking to develop the subject property with an affordable single-family residence if the FLUM Amendment and request is approved.

#### **Land Use Compatibility**

The Low Density Residential (LDR) Future Land Use and existing R-1A zoning would allow for development that is compatible with the character of the surrounding area and would not adversely impact adjacent properties.

#### **Site Analysis**

##### **Rural Settlement**

The subject property is not located within a Rural Settlement.

##### **Joint Planning Area (JPA)**

The subject property is not located in a JPA.

##### **Overlay District Ordinance**

The subject property is not located in an overlay district

##### **Airport Noise Zone**

The subject property is not located in an Airport Noise Zone.

**Code Enforcement**

No cases found.

**Other**

The subject property is located within the Wekiva Study Area.

**Comprehensive Plan (CP) Consistency**

The proposed Low Density Residential (LDR) FLUM designation is consistent with the existing R-1A (Single-family dwelling district) zoning classification. The proposed request appears to be consistent with the following Comprehensive Plan provisions:

**FLU1.1.5** states that the County shall encourage mixed-use development, infill development and transit oriented development to promote compact urban form and efficiently use land and infrastructure in the Urban Service Area.

**FLU1.4.1** states that Orange County shall promote a range of living environments and employment opportunities in order to achieve a stable and diversified population and community.

**FLU1.4.2** states that Orange County shall ensure that land uses changes are compatible with and serve existing neighborhoods.

**FLU8.1.1** states that the zoning and future land use correlation shall be used to determine consistency with the Future Land Use Map. Land use compatibility, the location, availability and capacity of services and facilities, market demand, and environmental features shall also be used in determining which specific zoning district is most appropriate. Density is restricted to the maximum and minimum allowed by the Future Land Use Map designation regardless of zoning.

**OBJ FLU8.2** states that compatibility will continue to be the fundamental consideration in all land use and zoning decisions.

**FLU8.2.1** states that land use changes shall be required to be compatible with existing development and development trend in the area. Performance restrictions and/or conditions may be placed on property through the appropriate development order to ensure compatibility. No restrictions or conditions shall be placed on a Future Land Use Map change.

**FLU8.2.2** states that continuous stretches of similar housing types and density of units shall be avoided. A diverse mix of uses and housing types shall be promoted.

**H1.3.8** states that in order to stabilize and improve existing neighborhoods, Orange County shall continue to support compatible infill development in existing neighborhoods where infrastructure already exists.

**FLU8.2.11** states that compatibility may not necessarily be determined to be a land use that is identical to those uses that surround it. Other factors may be considered, such as the design attributes of the project, its urban form, the physical integration of a project and its function in the broader community, as well its contribution toward the Goals and

Objectives in the CP. The CP shall specifically allow for such a balance of considerations to occur.

**N1.1** states that Orange County shall ensure that future land use changes are compatible with or do not adversely impact existing or proposed neighborhoods.

## SITE DATA

**Existing Use**      **Vacant (Residential)**

Adjacent	FLUM	Zoning
North	Low Density Residential (LDR)	R-1A (Single-Family Dwelling District) (1957)
East	Commercial (C)	R-1A (Single-Family Dwelling District) (1957)
West	City of Orlando	City of Orlando
South	City of Orlando	City of Orlando

<b>Adjacent Land Uses</b>	N: Single-Family Residential
	E: Single-Family Residential
	W: Multiple-Family Residential (City of Orlando)
	S: Multiple-Family Residential (City of Orlando)

R-1A Development Standards

### *One-Family Dwelling*

Min. Lot Area:	7,500 sq. ft.
Min. Lot Width:	75 ft.
Max. Height:	35 ft.
Min. Living Area:	1,200 sq. ft.
<b>Building Setbacks:</b>	
<i>Front:</i>	25 ft.
<i>Rear:</i>	30 ft.
<i>Side:</i>	6 ft.
<i>Side Street:</i>	15 ft.

\* These regulations may not reflect the actual requirements for all situations; see the Orange County Zoning Code for actual regulations for site requirements for this zoning district.

### Permitted Uses

The R-1A (Single-Family Residential District) zoning district is composed of residential areas with large lots and low population densities. Certain structures and uses required to serve educational, religious, utilities and non-commercial recreational needs of such areas are permitted within the districts as special exceptions. Permitted development of lands and structures is used primarily for the construction of detached single-family dwelling units

Specific uses shall be identified by the letter "P" in the use table set forth in Section 38-77 of the Orange County Code.

## **SPECIAL INFORMATION**

### **Staff Comments**

	<b>Yes</b>	<b>No</b>	<b>Information</b>
Environmental	<input checked="" type="checkbox"/>	<input type="checkbox"/>	See comments below table.
Transportation / Access	<input checked="" type="checkbox"/>	<input type="checkbox"/>	See comments below table.
Schools	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Parks and Recreation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Neighborhoods	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Sheriff's Department	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Fire Rescue	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

### **Environmental**

Wekiva Study Area - This site is located within the Wekiva Study Area, as established by the Wekiva Parkway and Protection Act, Section 369.316 F.S. Additional environmental regulations apply, but are not limited to: septic tank criteria, open space, stormwater treatment and wetlands/surface waters, and upland buffer widths. Reference OC Code Chapter 15 Environmental Control, Article XIII Wekiva River Protection.

Enhanced Septic/Sewer Requirement - This site is located within the Wekiva River/Rock Springs Run Basin Management Action Plan (BMAP) Area, a Reasonable Assurance Plan (RAP) Area, or a Pollution Reduction Plan (PRP) Area and must comply with the applicable requirements of Section 373.811 and Section 403.067, Florida Statutes, as amended;

Within a BMAP Area, a RAP Area, or a PRP Area, the installation of new onsite sewage treatment and disposal systems (OSTDS) is prohibited where connection to a central wastewater system is available as defined in s. 381.0065(2)(a).

On lots of one acre or less within a BMAP Area, a RAP Area, or a PRP Area where a central wastewater system is not available, the installation of enhanced nutrient-reducing OSTDS that achieve at least 65 percent overall nitrogen reduction is required.

Contact the Florida Department of Health (FDOH) for individual determination and details of this enhanced OSTDS. Contact the utility provider regarding options to connect to sewer.

Habitat Protection - Development of the subject property shall comply with all state and federal regulations regarding wildlife and plants listed as imperiled species (endangered,

threatened, or species of special concern). The applicant is responsible to determine the presence of these concerns and to verify and obtain, if necessary, any required habitat permitting of the U.S. Fish and Wildlife Service (USFWS) and the Florida Fish & Wildlife Conservation Commission (FWC).

#### **Transportation / Access**

The Applicant is requesting to change ~0.34 acres from Commercial (C) to Low Density Residential (LDR).

Analysis of the project trips from the currently approved under future land use versus the proposed use indicates that the proposed development will result in a decrease of 82 pm peak trips and therefore will not impact the area roadways. The subject property is located on La Grange Avenue. Based on the Concurrency Management System (CMS) database dated 10/02/2025, all roadway segments within the project impact area currently operate at an acceptable Level of Service and capacity is available to be encumbered. This information is dated and is subject to change.

#### **Roadway Capacity Analysis**

A Traffic Study was not submitted with the case for review and comment. Final permitting of any development on this site will be subject to review and approval under capacity constraints of the County's Transportation Concurrency Management System. Such approval will not exclude the possibility of a proportionate share payment to mitigate any transportation deficiencies. Finally, to ensure that there are no revisions to the proposed development beyond the analyzed use, the land use will be noted on the County's Future Land Use Map or as a text amendment to the Comprehensive Policy Plan.

#### **Schools**

One home is de minimis.

#### **Parks and Recreation**

Parks and Recreation reviewed the request and did not identify any issues or concerns.

#### **Community Meeting Summary**

A community meeting was not required for this request.

#### **Utilities Service Area (Availability of services may vary)**

Water: OUC

Wastewater: Orange County Utilities

Reclaim Water: Orange County Utilities

#### **Detailed Utility Information:**

This property is within Orlando Utilities Commission Water Service Area.

This property is within Orange County Utilities Wastewater, and Reclaimed Water Service Areas. In accordance with Orange County Code Chapter 37:

**Wastewater:** Development within this property will be required to connect to Orange County Utilities wastewater system. The connection points will be assessed during Final Engineering/Construction Plan permitting.

**Reclaimed water:** There are no reclaimed water mains within the vicinity of this property. Reclaimed water is considered not available. Connection is not required.

**State of Florida Notice**

Pursuant to Section 125.022, Florida Statutes, issuance of this development permit by the County does not in any way create any rights on the part of the applicant to obtain a permit from a state or federal agency and does not create any liability on the part of the County for issuance of the permit if the applicant fails to obtain requisite approvals or fulfill the obligations imposed by a state or federal agency or undertakes actions that result in a violation of state or federal law. Pursuant to Section 125.022, the applicant shall obtain all other applicable state or federal permits before commencement of development.

**Specific Project Expenditure Report and Relationship Disclosure Form**

The original Specific Project Expenditure Report and Relationship Disclosure Form are currently on file with the Planning Division.

**ACTION REQUESTED**

Local Planning Agency (LPA) Recommendation – December 18, 2025

**Future Land Use Map Amendment**

**Make a finding of consistency with the Comprehensive Plan and recommend ADOPTION of the requested Low Density Residential (LDR) Future Land Use Map designation.**

**LOCAL PLANING AGENCY (LPA) PUBLIC HEARING SYNOPSIS**

The staff report was presented to the LPA with the recommendation that they make a finding of consistency with the Comprehensive Plan and recommend **ADOPTION** of the requested Low Density Residential (LDR) Future Land Use Map designation. The applicant was present and agreed with the staff recommendation.

Staff indicated notices were mailed to those property owners in the mailing area extending 500 feet of the surrounding property, and that staff received 0 comments in opposition or in favor. No members of the public spoke during public comments.

The LPA Commissioners commended the work Habitat for Humanity has undertaken in both construction and advocacy for affordable housing. Commissioner Eric Gray noted that the disparity between homeownership and rental rates in the Orlando metropolitan area exceeds national averages. He further emphasized that nearly 62% of renters spend more than one-third of their income on housing, underscoring the importance of Habitat for Humanity's efforts. Commissioner Camille Evans observed that the proposed development could serve as a precedent for the construction of single-family homes adjacent to commercially zoned districts. Commissioner Evans made a motion, which was seconded by Commissioner Eric Gray, to recommend that the Board of County Commissioners Adopt Amendment SS-25-12-021. The motion was approved unanimously.

**Motion / Second**

*Camille Evans / Eric Gray*

**Voting in Favor**

*George Wiggins, Marjorie Holt, Camille Evans, Nelson Pena, David Boers, and Eric Gray*

**Voting in Opposition**

*None*

**Absent**

*Michael Arrington, Eddie Fernandez and Evelyn Cardenas*

SS-25-12-021



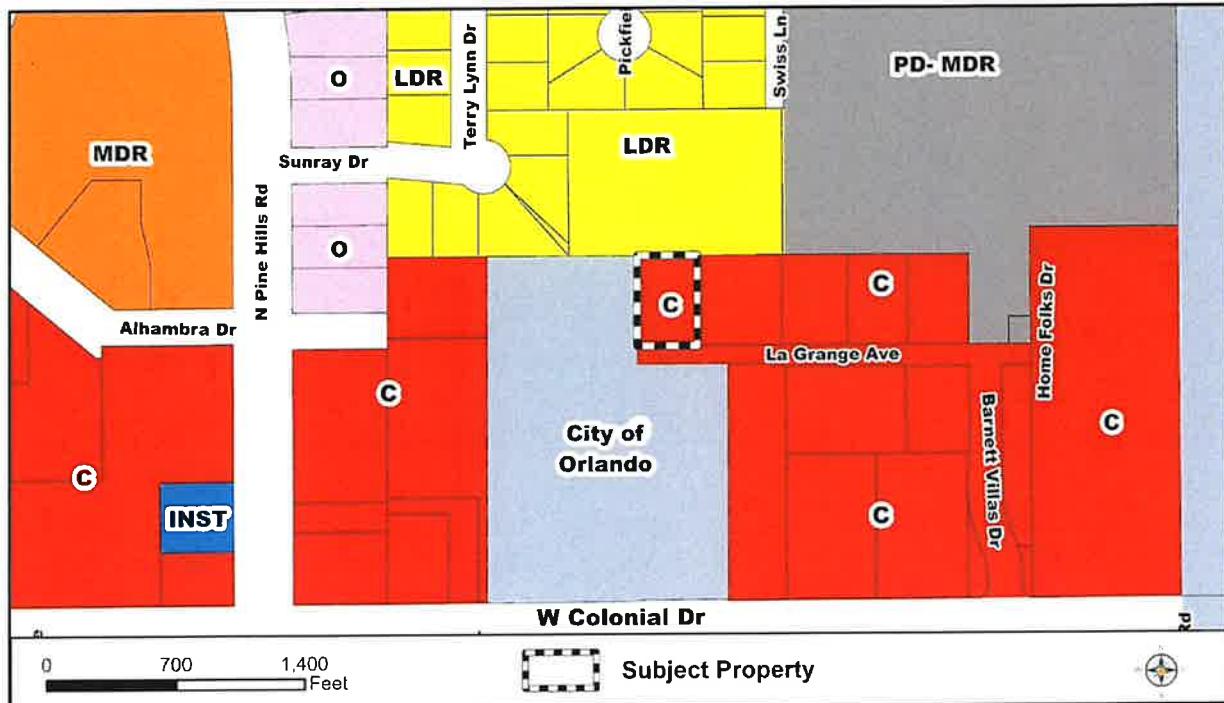
 Subject Property



0 440 880 Feet

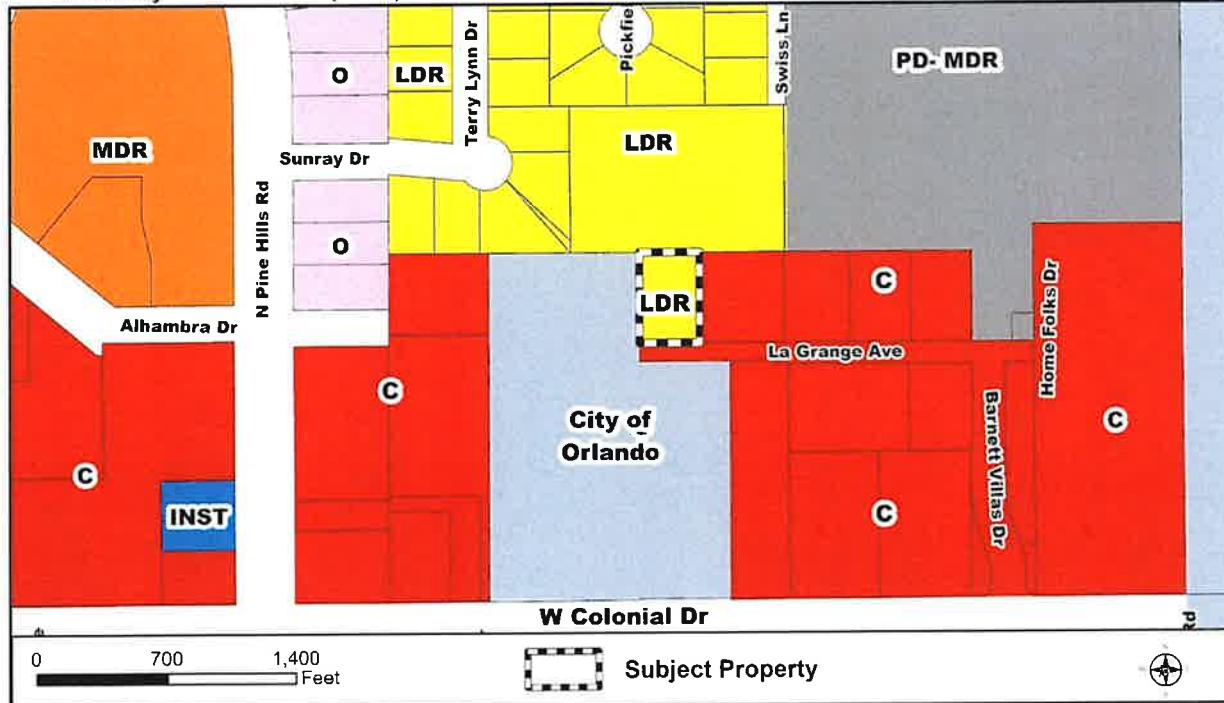
### FUTURE LAND USE – CURRENT

Commercial (C)



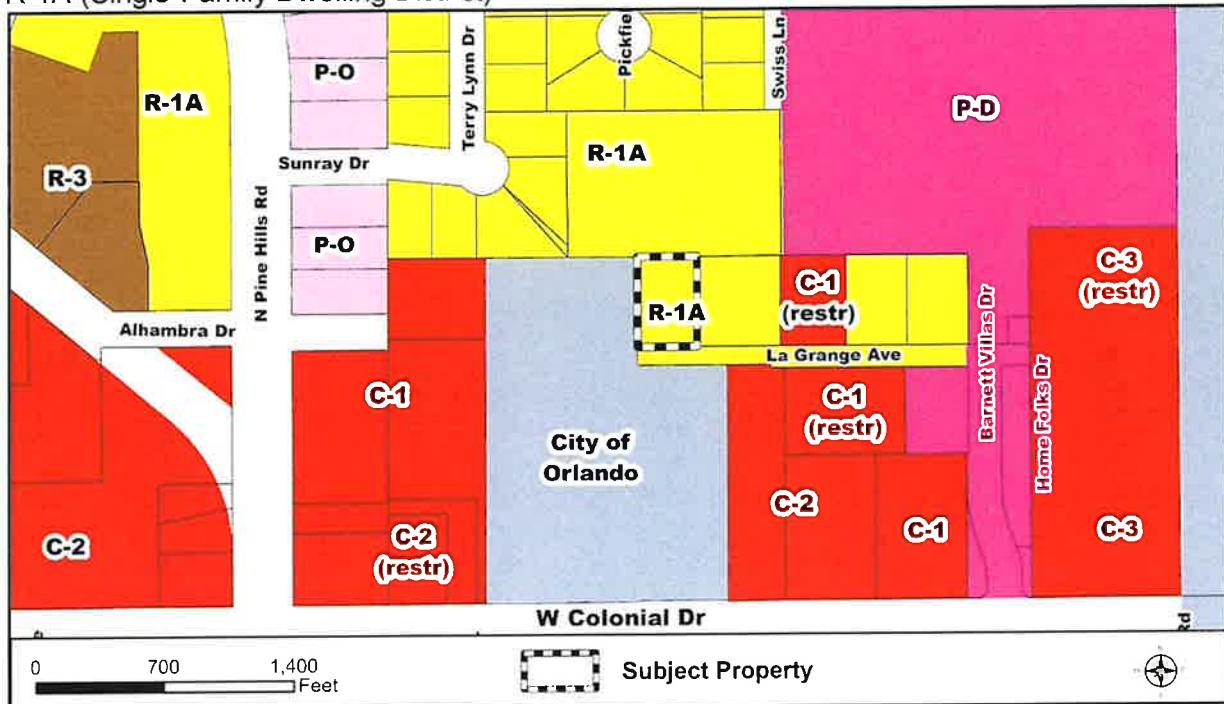
### FUTURE LAND USE – PROPOSED

Low Density Residential (LDR)



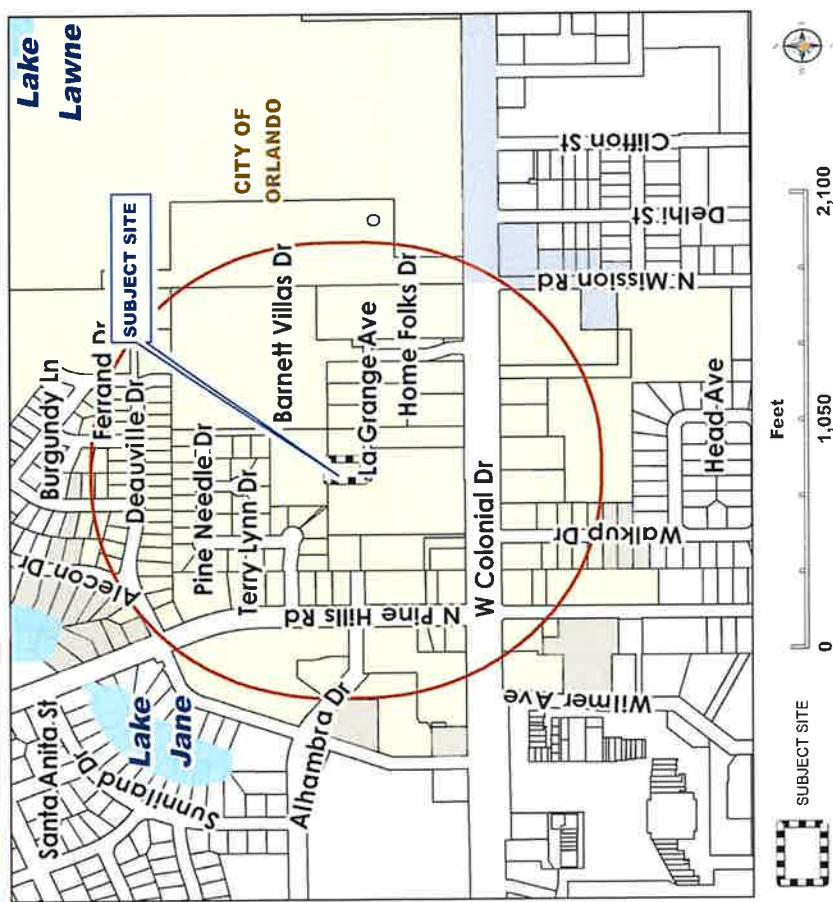
**ZONING – CURRENT (No change proposed)**

R-1A (Single-Family Dwelling District)

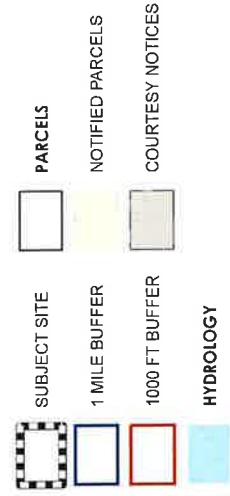


# Public Notification Map

SS-25-12-021 & RZ-25-12-021

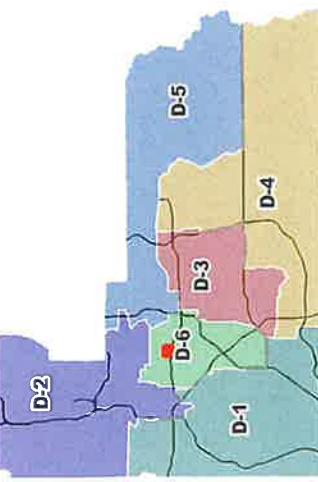


## MAP LEGEND



## NOTIFICATION MAP

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**ORDINANCE NO. 2026-\_\_\_\_\_**

**AN ORDINANCE PERTAINING TO COMPREHENSIVE PLANNING IN ORANGE COUNTY, FLORIDA; AMENDING THE ORANGE COUNTY COMPREHENSIVE PLAN, COMMONLY KNOWN AS THE “2010-2030 COMPREHENSIVE PLAN,” AS AMENDED, BY ADOPTING A SMALL SCALE DEVELOPMENT AMENDMENT PURSUANT TO SECTION 163.3187, FLORIDA STATUTES; AND PROVIDING AN EFFECTIVE DATE.**

**BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF**

**ORANGE COUNTY:**

***Section 1. Legislative Findings, Purpose, and Intent.***

a. Part II of Chapter 163, Florida Statutes, sets forth procedures and requirements for a local government in the State of Florida to adopt a comprehensive plan and amendments to a comprehensive plan;

b. Orange County has complied with the applicable procedures and requirements of Part II of Chapter 163, Florida Statutes, for amending Orange County’s 2010-2030 Comprehensive Plan; and

c. On January 27, 2026, the Board of County Commissioners held a public hearing on the adoption of the proposed amendment to the Comprehensive Plan, as described in this ordinance, and decided to adopt it.

***Section 2. Authority.*** This ordinance is adopted in compliance with and pursuant to Part II of Chapter 163, Florida Statutes.

***Section 3. Amendment to Future Land Use Map.*** The Comprehensive Plan is hereby amended by amending the Future Land Use Map designation as described at **Appendix “A,”**

31 attached hereto and incorporated herein.

32

\* \* \*

33 ***Section 4. Effective Dates for Ordinance and Amendment.***

34 (a) This ordinance shall become effective as provided by general law.

35 (b) Pursuant to Section 163.3187(5)(c), Florida Statutes, the small scale development  
36 amendment adopted in this ordinance may not become effective until 31 days after adoption.  
37 However, if an amendment is challenged within 30 days after adoption, the amendment that is  
38 challenged may not become effective until the Department of Commerce or the Administration  
39 Commission issues a final order determining that the adopted amendment is in compliance.

40 (c) In accordance with Section 163.3184(12), Florida Statutes, any concurrent zoning  
41 changes approved by the Board are contingent upon the related Comprehensive Plan amendment  
42 becoming effective. Aside from any such concurrent zoning changes, no development orders,  
43 development permits, or land uses dependent on this amendment may be issued or commence  
44 before the amendment has become effective.

45 ADOPTED THIS 27TH DAY OF JANUARY, 2026.

46 **ORANGE COUNTY, FLORIDA**  
47 By: Board of County Commissioners

50  
51 By: \_\_\_\_\_  
52 Jerry L. Demings  
53 Orange County Mayor

54  
55 ATTEST: Phil Diamond, CPA, County Comptroller  
56 As Clerk to the Board of County Commissioners

57  
58  
59  
60 By: \_\_\_\_\_  
61 Deputy Clerk

## APPENDIX "A"

### FUTURE LAND USE MAP AMENDMENT

<b><i>Appendix A*</i></b>		
<b><i>Privately Initiated Future Land Use Map Amendment</i></b>		
Amendment Number	Future Land Use Map Designation FROM:	Future Land Use Map Designation TO:
SS-25-12-021	Commercial (C)	Low Density Residential (LDR)
<b>*The Future Land Use Map (FLUM) shall not depict the above designation until such time as it becomes effective.</b>		