

Small-Scale Map Amendment and Rezoning Staff Report
Orange County Planning Division
BCC Hearing Date: January 27, 2026

CASE # SS-25-11-013

RZ-25-11-013

Commission District: #5

GENERAL INFORMATION

APPLICANT: Juan Manuel Vasquez

OWNER: Vasquez Homes, LLC

HEARING TYPE: Planning and Zoning Commission / Local Planning Agency

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

ZONING REQUEST: **R-1A (Single-Family Dwelling District) to C-1 Restricted (Retail Commercial District)**

LOCATION: 7501 Liverpool Blvd.; generally located at the northeast corner of N. Goldenrod Rd. and Liverpool Blvd.

PARCEL ID NUMBER: 14-22-30-0000-00-132

TRACT SIZE: 0.27 gross acre

PUBLIC NOTIFICATION: The notification area for this public hearing was 900 feet [Chapter 30-40(c)(3a) of the Orange County Code requires 300 feet]. Four hundred eighty-nine (489) notices were mailed to property owners and residents in the mailing area.

COMMUNITY MEETING: A community meeting was held on December 9, 2025, and is summarized further in this report.

PROPOSED USE: C-1 uses

STAFF RECOMMENDATION

PLANNING

Future Land Use Map Amendment

Make a finding of consistency with the Comprehensive Plan and recommend ADOPTION of the requested Commercial (C) Future Land Use Map designation.

Rezoning

Make a finding of consistency with the Comprehensive Plan and recommend APPROVAL of the requested C-1 Restricted (Retail Commercial District) zoning classification, subject to the following restrictions:

1. Billboards and pole signs shall be prohibited;
2. Bars and night clubs shall be prohibited;
3. Vape shops and smoke shops shall be prohibited;
4. Hours of operations shall be limited to 6:00am – 10:00pm; and
5. An eight (8) foot high masonry wall shall be installed along the eastern property line in addition to the Type C landscape buffer requirements.

SUBJECT PROPERTY ANALYSIS

Overview

Through this request, the applicant is seeking a Small-Scale Future Land Use Map Amendment to change the Future Land Use Map (FLUM) designation of the 0.27-acre subject property from Low Density Residential (LDR) to Commercial (C) and to rezone from R-1A (Single-Family Dwelling District) to C-1 Restricted (Retail Commercial District) to allow for the development of a proposed two-story, 3,294-square-foot commercial building for C-1 uses.

The subject property is undeveloped and is located at the northeast corner of N. Goldenrod Road and Liverpool Boulevard. Residential homes, located immediately east of the subject site, have LDR FLUM designations and are zoned R-1A and R-3 (Multiple-Family Dwelling District). A church, Iglesia De Dios Pentecostal, M I, is located directly north of the subject property, has an LDR FLUM designation, and is zoned R-3. A surface parking lot, located directly across the street at the southeast corner of N. Goldenrod Road and Liverpool Boulevard, south of the subject property, has a Commercial FLUM designation and is zoned C-1. A vacant residentially-zoned parcel is located across the street on N. Goldenrod Road, west of the subject site, has a Low-Medium Density Residential (LMDR) FLUM designation and is zoned R-2 (Residential District) Restricted.

An Orange County Wetland Determination, CAD-22-06-132, was approved by the Environmental Protection Division (EPD) on September 22, 2022, for the subject property. The Wetland Determination identified 0.20 acres of upland and 0.07 acres of Class III wetlands. The wetland determination expires on September 22, 2027.

An Orange County Natural Resource Impact Permit (NRIP) NGP-25-03-009 was approved on August 8, 2025, for 0.07 acres of wetlands/surface waters impacts for the subject property. Any future development within this site will comply with all related permit conditions of approval. A modification to the Conservation Area Impact (CAI) permit will be required if there are changes to the plan that was originally approved in the permit. The NRIP expires on August 8, 2030.

Existing FLUM Development Program

The existing Low Density Residential Future Land Use Map designation and R-1A (Single-Family Dwelling District) zoning classification are consistent with each other. One detached single-family home would be allowed to be built on the subject property.

Proposed FLUM Development Program

If approved, the requested Commercial (C) Future Land Use Map designation and C-1 Restricted (Retail Commercial District) zoning classification will allow the applicant to develop up to 17,641 square feet of commercial uses at a maximum build-out of 1.5 Floor Area Ratio (FAR) based on 0.27 gross acre. The applicant is proposing to construct a two-story, 3,294-square-foot commercial building for C-1 uses.

Land Use Compatibility

The requested Commercial Future Land Use Map designation and C-1 zoning would allow for development that is compatible with the character of the surrounding area and would not adversely impact adjacent properties.

Site Analysis

	Yes	No	Information
Rural Settlement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Joint Planning Area (JPA)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Overlay District Ordinance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Airport Noise Zone	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Code Enforcement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	No cases were found.

Comprehensive Plan (CP) Consistency

As mentioned previously, the proposed C-1 Zoning classification is consistent with the proposed Commercial (C) Future Land Use Map designation. The request is 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.

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

FLU1.4.3 states that the location of commercial development shall be concentrated at major intersections and within Activity Centers and neighborhood activity nodes within the Urban Service Area.

FLU1.4.4 states that the disruption of residential areas by poorly located and designed commercial activities shall be avoided. Primary access to single-family residential development through a multi-family development shall be avoided.

OBJ FLU2.1 – INFILL. States that Orange County shall promote and encourage infill development through incentives identified in the Land Development Code for relatively small vacant and underutilized parcels within the County's established core areas in the Urban Service Area.

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 trends 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.

FLU8.2.10 states that to ensure land use compatibility with nearby residential zoned areas and protection of the residential character of those areas, office and commercial uses within residential neighborhoods shall be subject to strict performance standards, including but not limited to the following:

- A. Building height restrictions;
- B. Requirements for architectural design compatible with the residential units nearby;
- C. Floor area ratio (FAR) limitations;
- D. Lighting type and location requirements;
- E. Tree protection and landscaping requirements including those for infill development; and
- F. Parking design.

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.

OBJ 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

Adjacent	FLUM	Zoning
North	Low Density Residential (LDR) (1991)	R-3 (Multiple-Family Dwelling District) (4/16/1984)
South	Commercial (C) (1991)	C-1 (Retail Commercial District) (10/7/1957)
East	Low Density Residential (LDR) (1991)	R-1A (Single-Family Dwelling District) (9/16/2004)
West	Low-Medium Density Residential (LMDR) (1991)	R-2 Restricted (Residential District) (7/18/1985)

Adjacent Land Uses	N: Church
	E: Single-family residences
	W: Vacant residential
	S: Surface parking lot

C-1 (Retail Commercial District) Development Standards*

Min. Lot Area:	6,000 sq. ft.
Max. Height:	50 ft. (35 ft. within 100 ft. of all residential districts)
Min. Floor Area:	500 sq. ft.
Building Setbacks:	
Front:	25 ft.
Rear:	20 ft.
Side:	0 ft. (15 ft. when abutting residential district)
Side Street:	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.

Intent, Purpose, and Uses

The intent and purpose of this C-1 (Retail Commercial District) are as follows: This district is composed of lands and structures used primarily for the furnishing of selected commodities and services at retail. This district is encouraged:

- (1) At intersections of collectors and/or arterials;
- (2) Where it will not direct commercial traffic through residential districts;
- (3) Where adequate public facilities and services are available, as defined in the

comprehensive plan;

- (4) Where compatible with adjacent areas or where buffers can be provided to ensure compatibility; and
- (5) To a limited extent in Rural Settlements throughout the County to meet the needs of an identified community, or in Growth Centers as defined in the comprehensive plan.

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

	Yes	No	Information
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"/>	
Sheriff's Department	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Fire Rescue	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

Environmental Comments:

Wetland Determination (WD) Complete - An Orange County Wetland Determination CAD-22-06-132 was completed with a certified survey of the wetland boundary approved by the Environmental Protection Division (EPD) on 09/22/2022. The WD identified 0.07 acres of Class III wetlands within the subject property boundaries.

Natural Resource Impact Permit (NRIP) Approved - An Orange County Natural Resource Impact Permit (NRIP) NGP-25-03-009 was approved on 08/08/2025 for 0.07 acres of wetlands/surface waters impacts. Any future development within this site will comply with all related permit conditions of approval. A modification to the Conservation Area Impact (CAI) permit will be required if there are changes to the plan that was originally approved in the permit. Contact Wetland.Permitting@ocfl.net.

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 Comments:

The Applicant is requesting to change 0.27 acre from Low Density Residential (LDR) to Commercial (C) and rezone from R-1A (Single-Family Dwelling District) to C-1(Retail Commercial District).

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 an increase of 20 pm peak trips and therefore will impact the area roadways. The subject property is located on Liverpool Boulevard. Based on the Concurrency Management System (CMS) database dated 10/02/2025, Colonial Drive from Semoran Boulevard to Goldenrod Road currently operates at Level of Service F and capacity is not available to be encumbered. All other roadway segments within the project impact area operate at acceptable levels of service. 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.

Community Meeting Summary

A community meeting was held on December 9, 2025, at Cheney Elementary School, with approximately 5 residents in attendance. The property owner located immediately east of the subject property expressed concerns about drainage, flooding, and landscape buffering. Other concerns were expressed about the proposed uses, hours of operation, building aesthetics, lighting, and access to the property.

Utilities

Water: Winter Park Water Service Area

Wastewater: Winter Park Wastewater Service Area

Reclaimed Water: Orange County Utilities

Detailed Utility Information:

This property is within the Winter Park Water and Wastewater Service Areas.

City of Winter Park Utilities Review Comments: Water and wastewater service is accessible.

This property is within Orange County Utilities Reclaimed Water Service Area. In accordance with Orange County Code Chapter 37:

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

Planning and Zoning Commission (PZC) Recommendation – (December 18, 2025)

Future Land Use Map Amendment

Make a finding of inconsistency with the Comprehensive Plan and recommend DO NOT ADOPT the requested Commercial (C) Future Land Use Map designation.

Rezoning

Make a finding of inconsistency with the Comprehensive Plan and recommend DENIAL of the requested C-1 Restricted (Retail Commercial District) zoning.

PLANNING AND ZONING COMMISSION (PZC) PUBLIC HEARING SYNOPSIS

The staff report was presented to the PZC/LPA with the recommendation that they make a finding of consistency with the Comprehensive Plan and recommend **ADOPTION** of the requested Commercial (C) Future Land Use Map designation and recommend **APPROVAL** of the requested C-1 Restricted (Retail Commercial District) zoning, subject to five (5) restrictions. The applicant was present and agreed with the staff recommendation.

Staff indicated that four hundred eighty-nine (489) notices were mailed to those property owners in the mailing area extending 900 feet of the surrounding property, and that staff received one comment in opposition and 0 commentaries in favor. During public comments, one member of the public spoke, the property owner located immediately east of the subject property. The property owner's concerns focused mainly on drainage and flooding that may occur on his property if the proposed requests are approved. The applicant, Mr. Juan Vasquez, stated that he will design the stormwater retention area for the subject property so that all stormwater retention is retained onsite. He also stated that the proposed uses for the subject site will be C-1 uses except for the restricted uses listed in the staff report. For the access issue, Mr. Vasquez stated that his preferred access would be along N. Goldenrod

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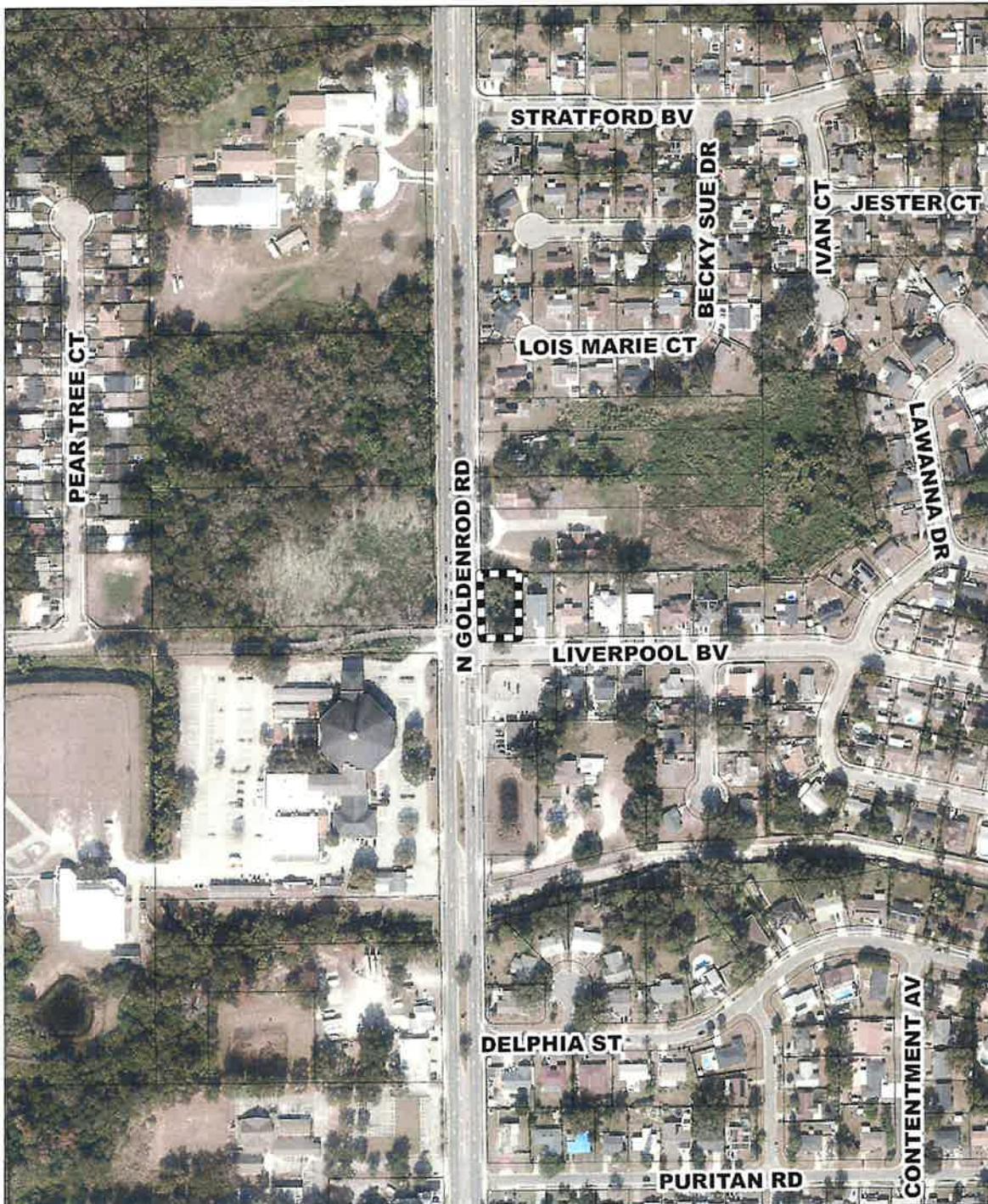
Road, pending Florida Department of Transportation (FDOT) approval, not along Liverpool Boulevard.

After the PZC discussed the drainage, flooding, uses, parking, access issues, a motion was made by Commissioner Marjorie Holt and seconded by Commissioner Camille Evans to recommend to the Board of County Commissioners **DO NOT ADOPT** Amendment SS-25-11-013 and **DENY** Rezoning Case RZ-25-11-013. The motion carried on a 4-2 vote.

Future Land Use Map Amendment and Rezoning

Motion / Second	<i>Marjorie Holt / Camille Evans</i>
Voting in Favor	<i>George Wiggins, Marjorie Holt, Camille Evans, and Nelson Pena</i>
Voting in Opposition	<i>David Boers and Eric Gray</i>
Absent	<i>Michael Arrington, Eddie Fernandez and Evelyn Cardenas</i>

SS-25-11-013 & RZ-25-11-013



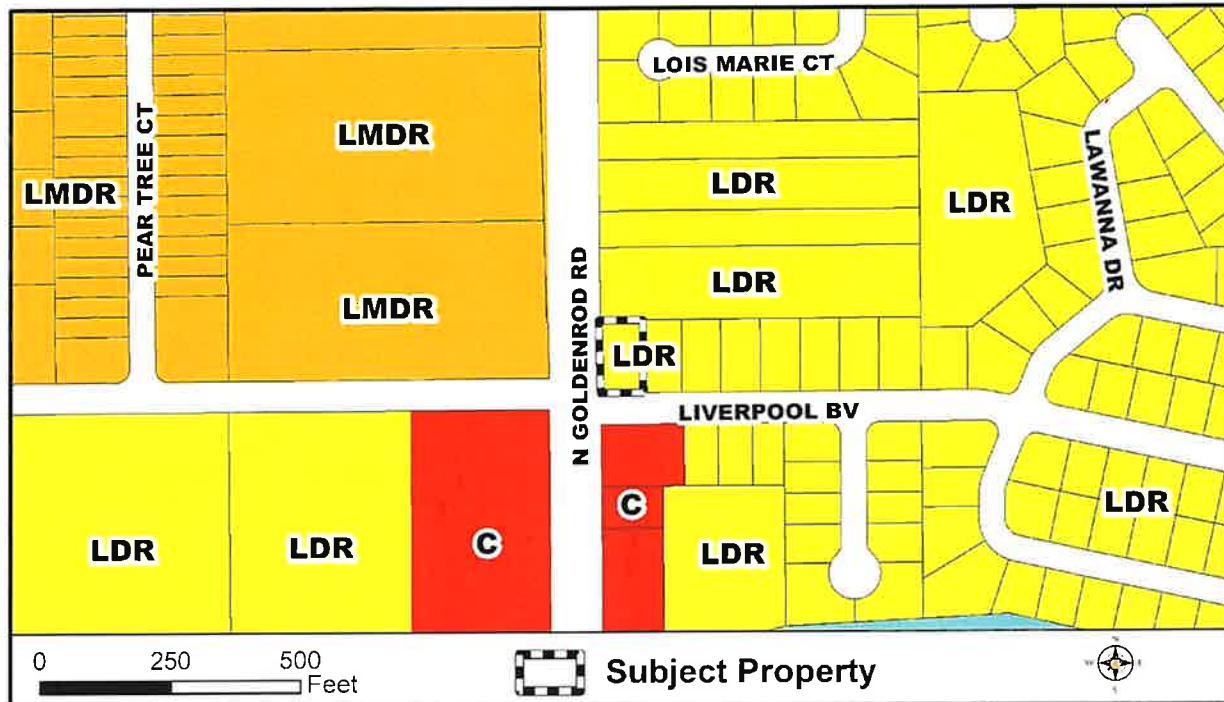
 Subject Property



0 250 500 Feet

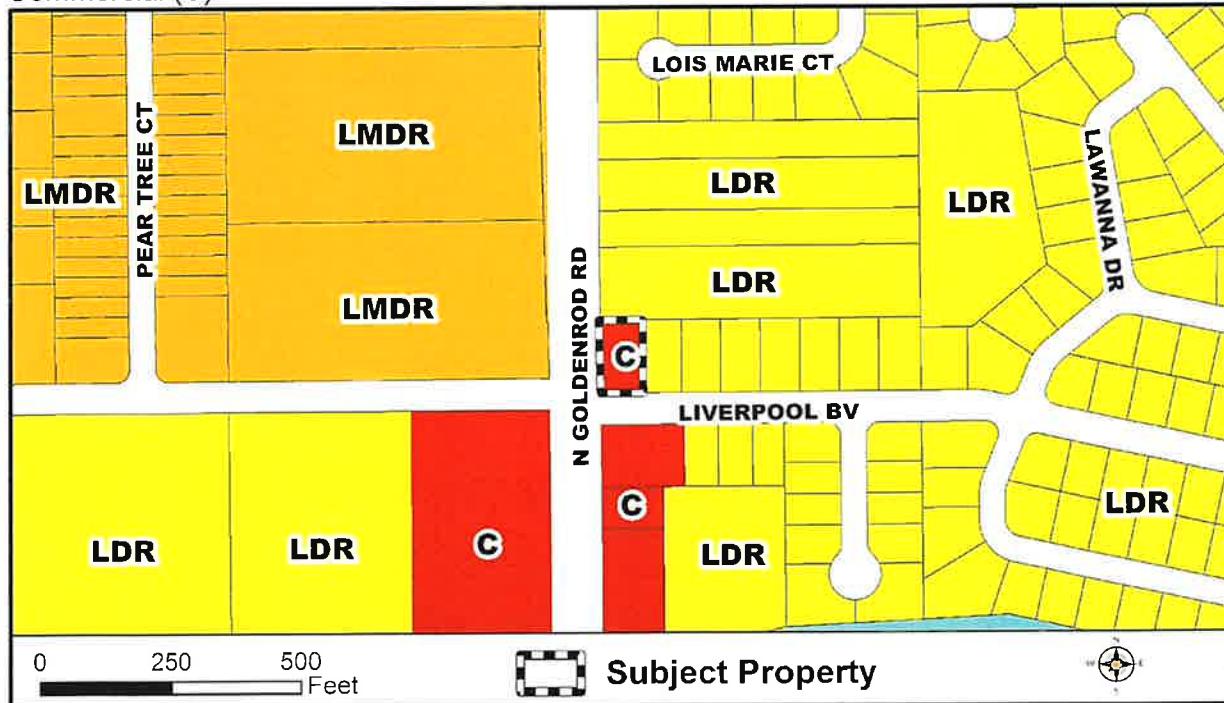
FUTURE LAND USE – CURRENT

Low Density Residential (LDR)



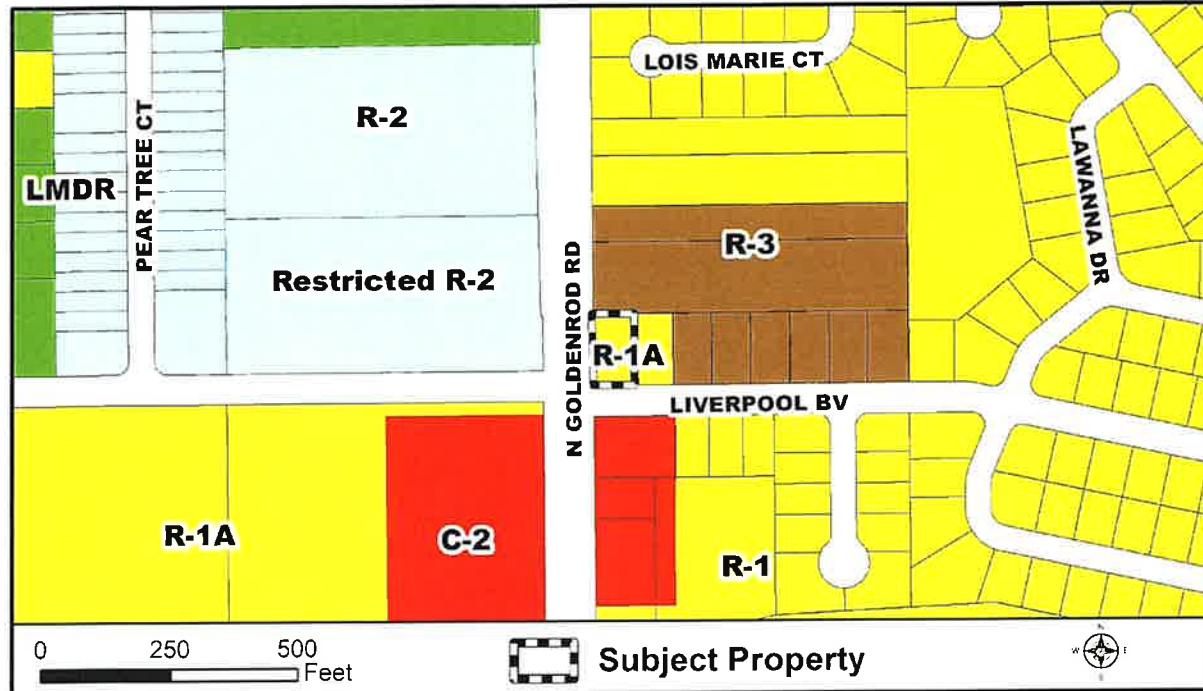
FUTURE LAND USE - PROPOSED

Commercial (C)



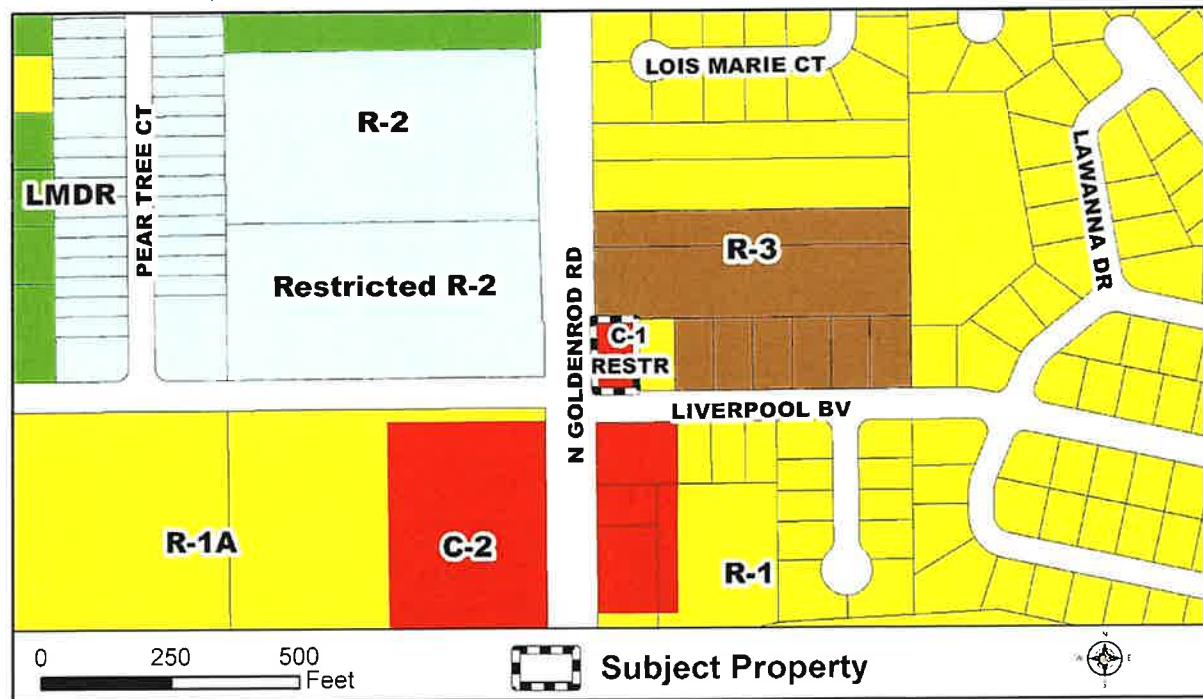
ZONING – CURRENT

R-1A (Single-Family Dwelling District)



ZONING – PROPOSED

C-1 Restricted (Retail Commercial District)

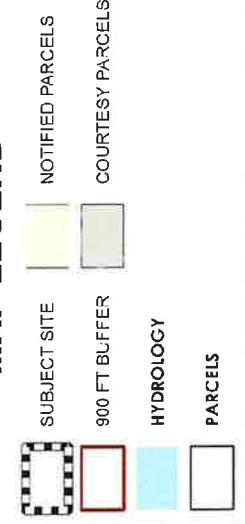


Public Notification Map

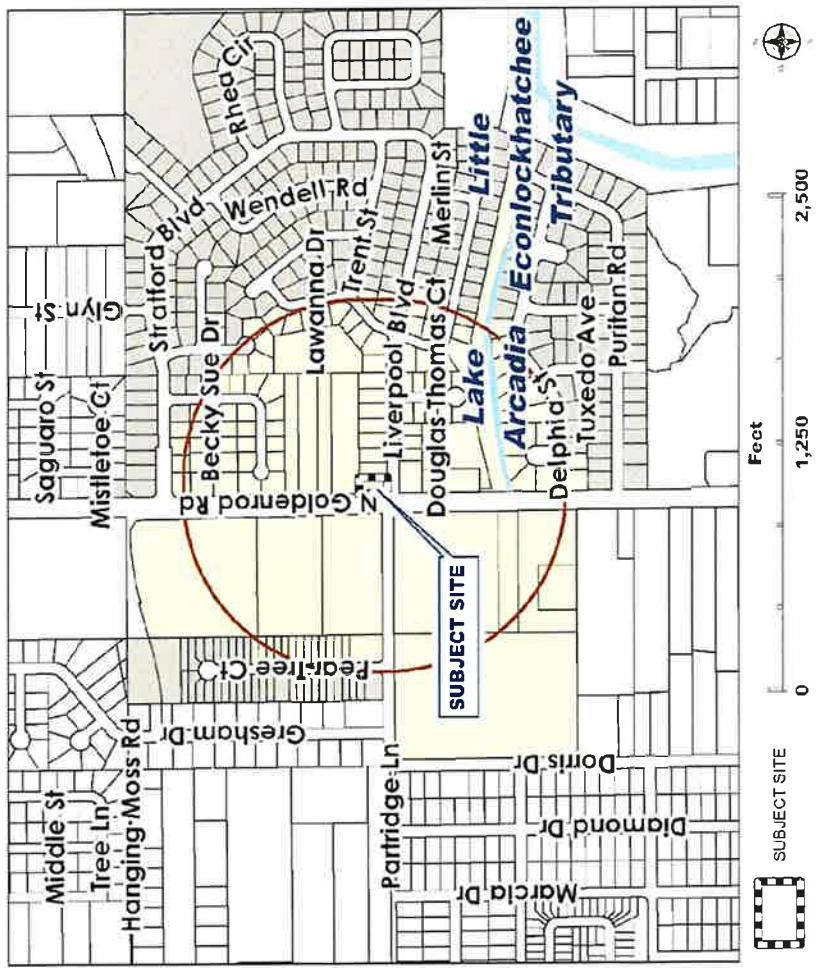
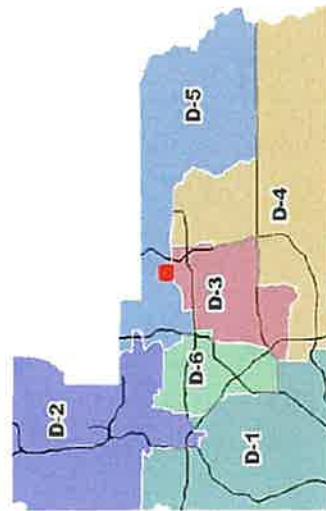
SS-25-11-013 & RZ-25-11-013



MAP LEGEND



BUFFER DISTANCE: 900
OF NOTICES: 489



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

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**

<i>Appendix A*</i>		
<i>Privately Initiated Future Land Use Map Amendment</i>		
Amendment Number	Future Land Use Map Designation FROM:	Future Land Use Map Designation TO:
SS-25-11-013	Low Density Residential (LDR)	Commercial (C)
*The Future Land Use Map (FLUM) shall not depict the above designation until such time as it becomes effective.		