

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

CASE # SS-25-12-028

Commission District: #6

GENERAL INFORMATION

APPLICANT: Rebecca Wilson, Lowndes, Drosdick, Doster, Kantor & Reed, P.A.

OWNER: 1600 Columbia St., LLC

FLUM REQUEST: **Low-Medium Density Residential (LMR) to Commercial (C)**

ZONING REQUEST: *Not Applicable (C-3 zoning existing; no change requested)*

LOCATION: 1600 Columbia Street; generally located north of Columbia Street, west of S. Rio Grande Avenue, and north of Grand Street

PARCEL ID NUMBER: 34-22-29-1382-01-010

SIZE / ACREAGE: 0.45 gross/net acre

PUBLIC NOTIFICATION: The notification area for this public hearing was 700 feet [Chapter 30-40(c)(3a) of the Orange County Code requires 300 feet]. One hundred sixty-one (161) notices were mailed to those property owners in the surrounding area.

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

PROPOSED USE: C-3 (Wholesale Commercial District) uses (existing zoning district uses)

STAFF RECOMMENDATION

PLANNING

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.

SUBJECT PROPERTY ANALYSIS

Overview

The applicant, Rebecca Wilson, is requesting to change the Future Land Use Map (FLUM) designation of the 0.45-acre subject property, presently undeveloped, from Low-Medium Density Residential (LMR) to Commercial (C). Since September 23, 1985, the site has possessed a zoning classification of C-3 (Wholesale Commercial District)—a category that is inconsistent with the LMR FLUM designation it received via the July 1, 1991, adoption

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of the Orange County Comprehensive Plan. At this time, the applicant is seeking to eliminate the inconsistency between the parcel's zoning classification and FLUM designation to allow for the development and utilization of the site for commercial and/or office purposes.

As shown on the aerial map, the subject site is located at the entrance into a residential area accessed via S Rio Grande Avenue. This residential area is comprised of the block bounded by Columbia Street to the north, S Rio Grande to the east, Grand Street to the south, and Clear Lake to the west. The block primarily consists of single-family detached homes, with some low-intensity multi-family development, the Clear Lake Apartments, situated at the western end of the block, within the City of Orlando. The block's sole non-residential use, the Great Minds Academy private school and childcare facility, lies immediately south of the subject property.

The surrounding area can otherwise be described as a mix of light industrial, commercial, residential, and educational uses. The subject parcel is situated at the intersection of S Rio Grande Avenue, a major collector, and a segment of Columbia Street classified as a local road. The site is bounded to the north by an I-G (General Industrial)-zoned Napa Auto Parts warehouse, a tenant of the Acme Commercial Park, a commercial/warehouse park within the City of Orlando. A 167,620-square-foot Amazon warehouse/distribution center, also within the City of Orlando and zoned I-G, lies directly opposite the subject property, on the east side of S Rio Grande Avenue. The aforementioned Great Minds Academy to the south operates within the AEI Center Planned Development (PD), with a County FLUM designation of Planned Development-Commercial (PD-C) and entitlements for up to 6,000 square feet of C-1 (Retail Commercial District) uses.

Staff is recommending denial of this requested amendment due to the location of the subject parcel at the entrance into a residential neighborhood. Although the neighboring uses on the north side of Columbia Street, within the Acme Commercial Park, are general industrial in character, access to those uses is achieved via a separate street to the north, Acme Street, that exclusively serves the tenants of the park. The abutting segment of Columbia Street is best described as a residential street and is a clear dividing line between the predominantly industrial and commercial uses to the north and the chiefly residential uses to the south. Changing the FLUM designation of the subject property to Commercial would allow unrestricted C-3 uses, in accordance with its existing zoning classification, which could prove incompatible with the residential character of the block within which it is situated.

Land Use Compatibility

The proposed Future Land Use Map Amendment and the intended future development of the subject site for unrestricted C-3 uses would be incompatible with the neighboring single-family homes along Columbia Street to the west, as well as those along Grand Street to the south.

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 open cases.

Comprehensive Plan (CP) Consistency

The underlying Future Land Use Map (FLUM) designation of the subject property is Low-Medium Density Residential (LMDR). The proposed Commercial (C) FLUM designation would correct the inconsistency with the existing C-3 zoning classification. However, due to the context of the site within a block consisting primarily of single-family residential uses and low-intensity multi-family development and otherwise a C-1 use to the south, the proposed Commercial FLU is incompatible and inconsistent with the Comprehensive Plan.

OBJ FLU8.2 – Compatibility will continue to be the fundamental consideration in all land use and zoning decisions. For purposes of this objective, the following policies shall guide regulatory decisions that involve differing land uses.

FLU1.4.4 – 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.

FLU8.2.1 – Future land use changes shall be required to be compatible with the 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.

OBJ N1.1 – 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 land
Adjacent	FLUM	Zoning
North	Industrial (Orlando)	I-G (General Industrial)
East	Industrial (Orlando)	I-G (General Industrial)
West	Low-Medium Density Residential (LMDR)	C-3 (Wholesale Commercial District) (1985)
South	Planned Development-Commercial (PD-C)	PD (Planned Development District) (AEI Center PD/LUP) (2007)

Adjacent Land Uses	N: Napa Auto Parts (Acme Commercial Park tenant)
	E: Amazon warehouse/distribution center
	W: Undeveloped land

S: Great Minds Academy (private school and childcare facility)

C-3 (Wholesale Commercial District) Development Standards*

Min. Lot Area:	12,000 sq. ft.
Max. Height:	75 ft. (35 ft. within 100 ft. of any residential use or district)
Min. Floor Area:	500 sq. ft.
Building Setbacks:	
Front:	25 ft.
Rear:	15 ft. (30 ft. when abutting residential district)
Side:	5 ft. (25 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 the C-3 (Wholesale Commercial District) district is to implement and be consistent with the commercial land use designation of the future land use map. The C-3 district is composed of land and structures where more intense commercial activity is located. This district must be located away from residential districts because it allows uses that are not compatible with residential districts.

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****Environmental**

Solid Waste Management Facility Proximity - This site could be adversely impacted by existing solid waste management activities from the Orlando Street and Drainage Bureau located 0.36 miles to the northeast. Potential odor and noise disturbance to residents should be considered during design. Prospective property owners should be notified of this proximity. Please refer to Solid Waste Element Policy SW1.7.4 of the Orange County Comprehensive Plan.

Enhanced Septic Requirement Not Applicable - This site is located within the Lake Okeechobee Basin Management Action Plan (BMAP) Area. Installation of an enhanced nutrient-reducing onsite sewage treatment and disposal system (OSTDS) is not applicable to this request since development within this property is required to connect to Orange County Utilities' wastewater system.

Transportation / Access

The Applicant is requesting to change ~0.45 acres from Low-Medium Density Residential (LMDR) to Commercial (C). The subject property is located at 1600 Columbia Street. Analysis of the project trips under the currently-approved LMDR

Future Land Use Map (FLUM) designation versus the proposed Commercial FLUM designation indicates that the proposed development will result in an increase of 95 pm peak trips and, therefore, will impact the area roadways. The subject property is located on Columbia Street. Based on the Concurrency Management System (CMS) database dated December 10, 2025, all roadway segments within the project's 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 application for review and comment. Final permitting of any development on this site will be subject to review and approval under the 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 Plan.

Schools

Per Orange County Public Schools (OCPS), a School Capacity Determination is not required for this proposed amendment.

Parks and Recreation

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

Code Enforcement

No active violations or open incidents are associated with this property.

Community Meeting Summary

A community meeting was not required for this request.

Utility Service Area (availability of services may vary)

Water: Orlando Utilities Commission (OUC)

Wastewater: Orange County

Reclaimed Water: Orange County Utilities (OCU)

Detailed Utility Information:

The subject property lies within the Orlando Utilities Commission's (OUC's) potable water service area, Orange County Utilities' (OCU's) wastewater service area, and the City of Orlando's reclaimed water service area. Potable water from OUC is available to serve the property. Per OCU, development within this property will be required to connect to OCU's wastewater system. The connection points will be assessed during Final Engineering/Construction Plan permitting.

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

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

PLANNING AND ZONING COMMISSION (PZC) PUBLIC HEARING SYNOPSIS

Case Planner Jennifer DuBois presented the staff report to the Local Planning Agency (LPA) with the recommendation that they make a finding of **inconsistency** with the Comprehensive Plan and recommend to the Board of County Commissioners **DO NOT ADOPT** Amendment SS-25-12-028. Ms. DuBois informed the LPA that 161 public hearing notices were mailed to those property owners within 700 feet of the subject property, with one written response opposing the proposed amendment received by staff.

The applicant, Rebecca Wilson, was present and voiced her opposition to the staff recommendation and presented information in support of the request. During public comment, no members of the public appeared to speak in favor of or in opposition to the request.

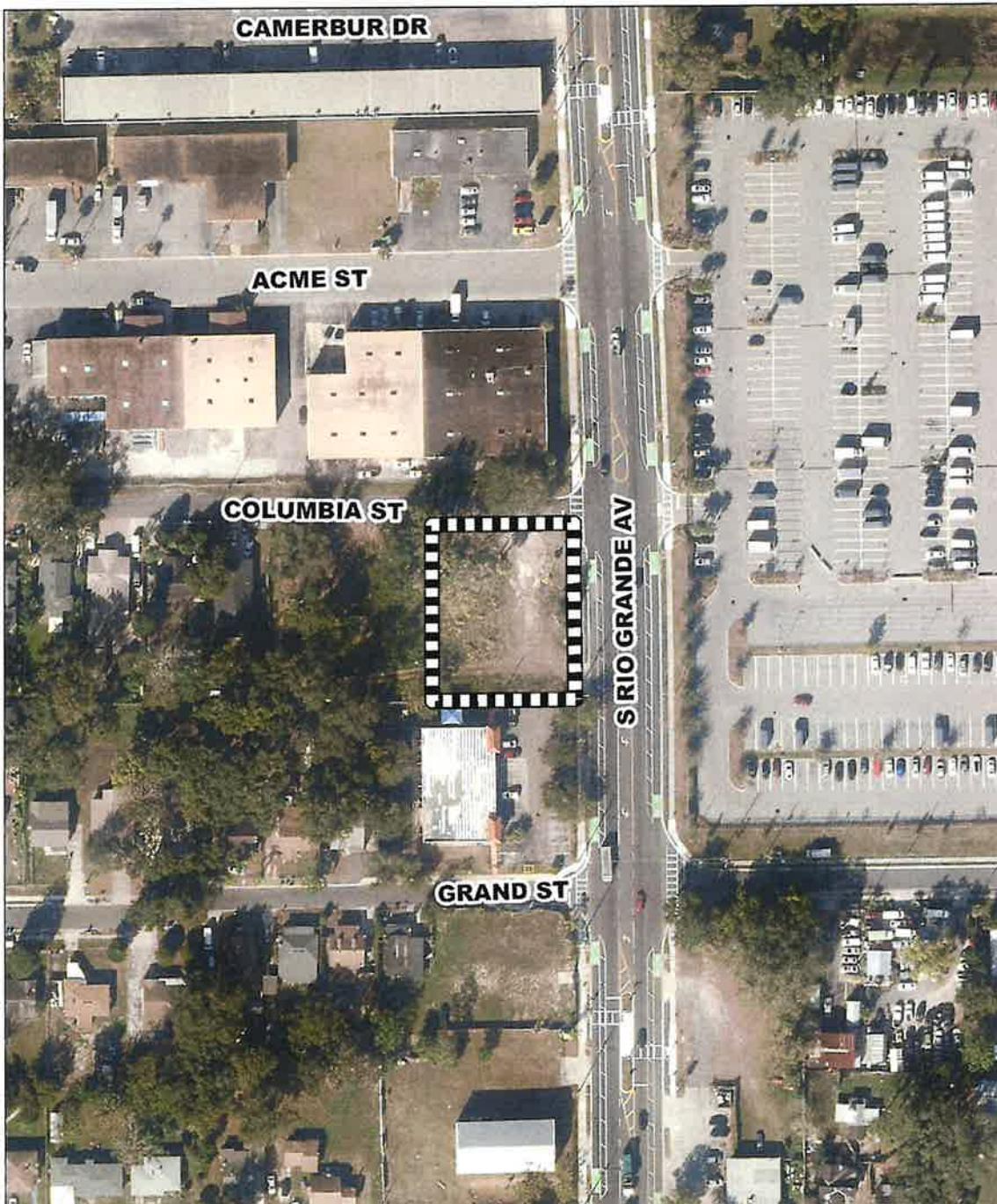
The ensuing debate among the Commissioners centered on the subject property's appropriateness for commercial development. Commissioners in support of staff's recommendation of "do not adopt" emphasized the importance of protecting existing residential neighborhoods, noting that the utilization of the property for unrestricted C-3 uses could prove incompatible with and disruptive to neighboring single-family and multi-family development, particularly along Columbia Street and Grand Street.

Those Commissioners opposed to staff's recommendation of "do not adopt" agreed with the applicant's assertion that the subject property is poorly situated for residential use, noting the site's adjacency to S. Rio Grande Avenue, a major collector roadway, and its proximity to industrial development that—in their opinion—is not aesthetically pleasing. They voiced their belief that the approval of the requested Commercial FLUM designation would resolve the parcel's zoning/future land use inconsistency issue, would allow for the development of the site for commercial and/or office uses that are better suited to the property's location, and would provide additional job opportunities within an existing employment center.

Commissioner Evans made a motion of inconsistency with the Comprehensive Plan, seconded by Commissioner Gray, and recommend to the Board of County Commissioners **DO NOT ADOPT** Amendment SS-25-12-028. The motion carried by a vote of 4-2.

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

SS-25-12-028



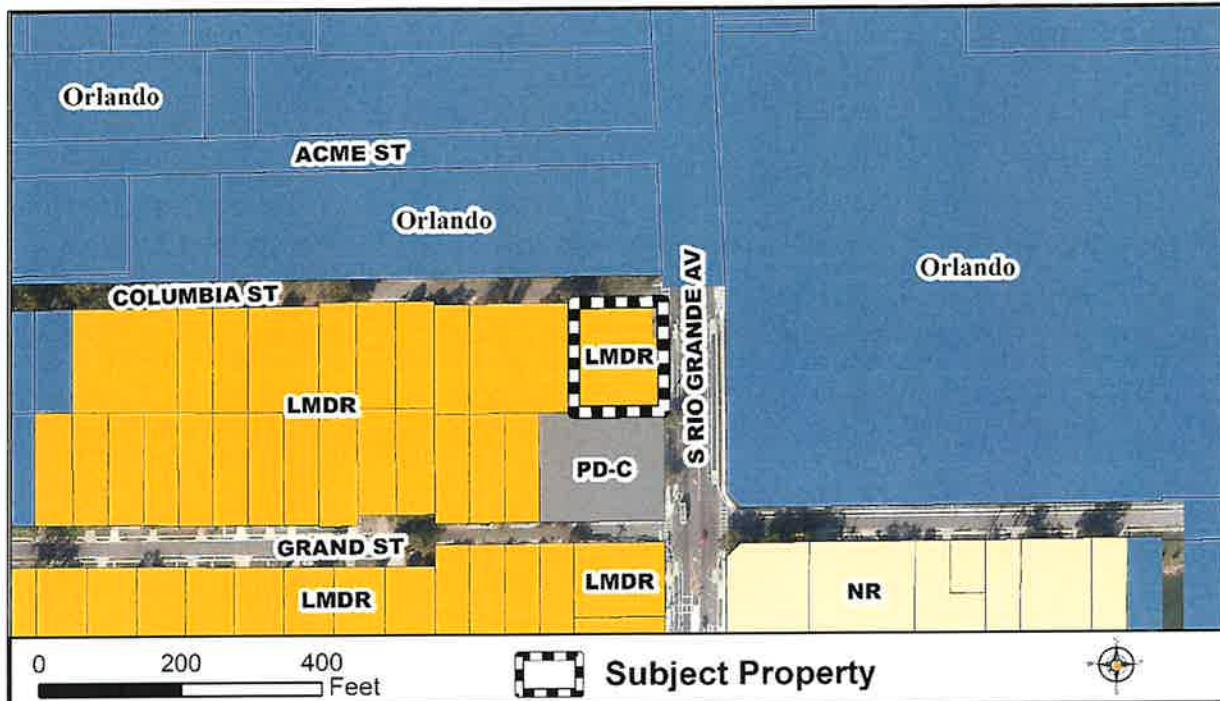
 Subject Property



0 100 200 Feet

FUTURE LAND USE – CURRENT

Low-Medium Density Residential (LMDR)



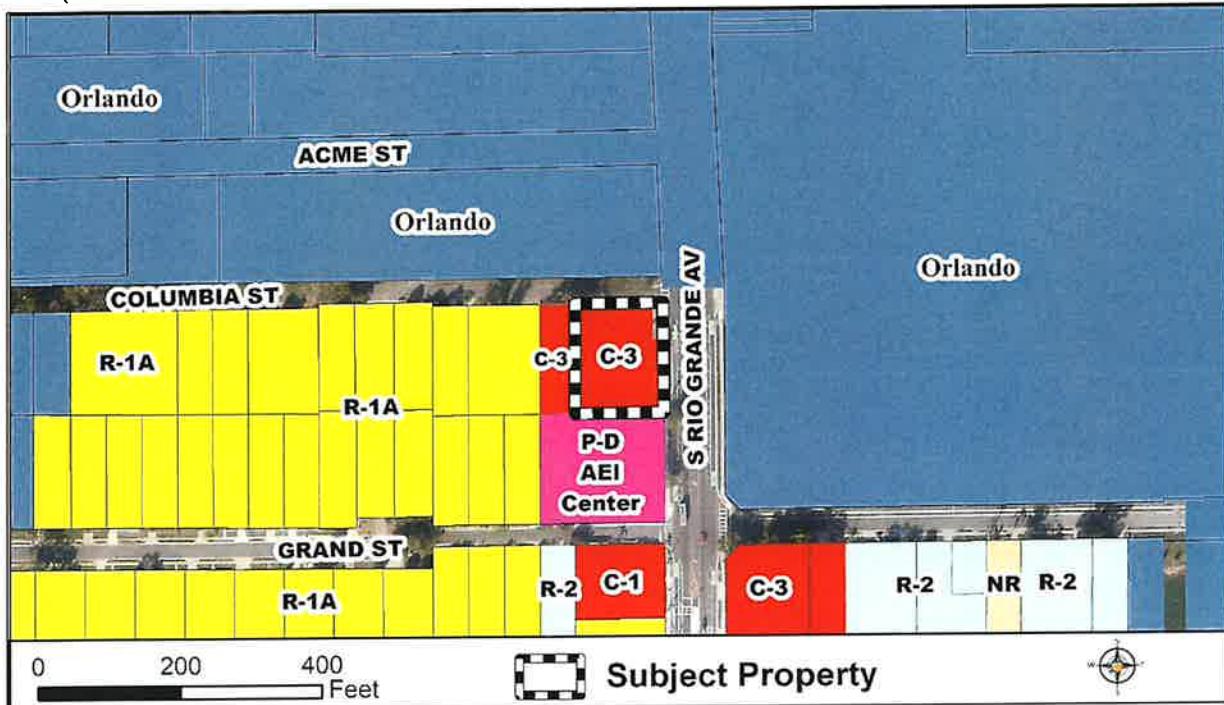
FUTURE LAND USE – PROPOSED

Commercial (C)



ZONING – CURRENT (No change proposed)

C-3 (Wholesale Commercial District)

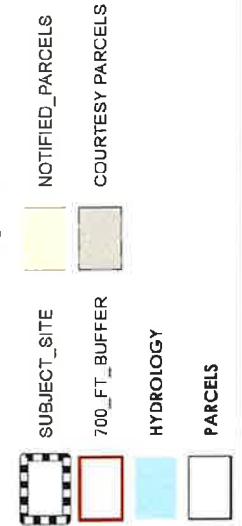


Public Notification Map

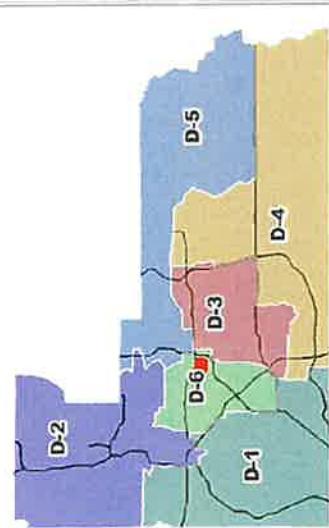
SS-12-028



MAP LEGEND



BUFFER DISTANCE: 700
OF NOTICES: 161



SS-12-028.mxd

NOTIFICATION MAP

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

62

63

64

65

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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-25-12-028	Low-Medium Density Residential (LMDR)	Commercial (C)
*The Future Land Use Map (FLUM) shall not depict the above designation until such time as it becomes effective.		

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