

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

CASE # SS-25-12-024

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: **Low Density Residential (LDR) to Medium Density Residential (MDR)**

ZONING REQUEST: *Not Applicable (R-3 zoning existing – no change proposed)*

LOCATION: 1709 Wakulla Way; generally located north of Wakulla Way, south of Michael Terrace, west of Rio Grande Ave., and east of Tampa Ave.

PARCEL ID NUMBER: 22-23-29-7268-25-009

SIZE / ACREAGE: 0.33 gross/net developable acre

PUBLIC NOTIFICATION: The notification area for this public hearing was 500 feet [Chapter 30-40(c)(3a) of the Orange County Code requires 300 feet]. Two hundred fifty-three (253) notices were mailed to those property owners in the surrounding area.

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

PROPOSED USE: Two (2) Single-Family Residential Homes

STAFF RECOMMENDATION

PLANNING

Future Land Use Map Amendment

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

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 designation of the 0.34-acre subject property from Low Density Residential (LDR) to Medium Density Residential (MDR), in order to allow for the construction of two (2) single-family residential dwelling unit.

The subject property is located on the north side of Wakulla Way, south of Michael Terrace, west of Rio Grande Ave., and east of Tampa Ave. Wakulla Way is a two-lane minor roadway.

A multiple-family apartment building, 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-3. A large vacant residentially-zoned property owned by First Baptist Church Mont Garizim Inc is located immediately west of the subject property with an LDR Future Land Use Map designation and is zoned R-3. Residential single-family homes are located directly across the street eastward to the southwest corner of S. Rio Grande Road and Wakulla Way. These properties also have an LDR FLUM designation and are zoned R-3. Church of God Seventh Day of Central Florida Inc. owns the vacant parcel situated southwest of the subject property, across Wakulla Way, with an LDR FLUM designation and R-3 zoning.

Existing FLUM Development Program

The current Future Land Use Map (FLUM) designation of the subject property is Low Density Residential (LDR), which allows for the consideration of single-family residential development at a maximum density of four (4) dwelling units per net acre. At present, the subject property's LDR FLUM designation and R-3 zoning are inconsistent, which precludes development.

Proposed FLUM Development Program

The requested Medium Density Residential (MDR) FLUM designation allows for the consideration of single- and multi-family residential development at a maximum density of twenty (20) dwelling units per net acre. The current R-3 zoning classification provides for the development of single- and multiple-family attached and 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 Medium Density Residential (MDR) Future Land Use Map designation and existing R-3 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 within an Overlay District.

Airport Noise Zone

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

Code Enforcement

No cases found.

Comprehensive Plan (CP) Consistency

The proposed Medium Density Residential (MDR) FLUM designation is consistent with the existing R-3 (Multiple-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.

FLU2.1 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 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-3 (Multiple-Family Dwelling District) (1970)
East	Low Density Residential (LDR)	R-3 (Multiple-Family Dwelling District) (1970)
West	Low Density Residential (LDR)	R-3 (Multiple-Family Dwelling District) (1970)
South	Low Density Residential (LDR)	R-3 (Multiple-Family Dwelling District) (1970)

Adjacent Land Uses N: Multi-Family Residential
 E: Single-Family Residential
 W: Vacant Residential (First Baptist Church Mont Garizim Inc)
 S: Single-Family Residential / Vacant Residential (Church of
 God Seventh Day of Central Florida Inc)

R-3 (Multiple-Family Dwelling District) Development Standards

One-Family Dwelling

Min. Lot Area:	4,500 sq. ft.
Min. Lot Width:	45 ft.
Max. Height:	35 ft.
Min. Living Area:	1,000 sq. ft.
Building Setbacks:	
<i>Front:</i>	20 ft.
<i>Rear:</i>	20 ft.

Side: 5 ft.
Side Street: 15 ft.

Two Dwelling Units

Min. Lot Area: 8,000 sq. ft. / 9,000 sq. ft.
Min. Lot Width: 80 ft. / 90 ft.
Max. Height: 35 ft.
Min. Living Area: 500 sq. ft. / 1,000 sq. ft.
Building Setbacks:
Front: 20 ft.
Rear: 25 ft.
Side: 5 ft.
Side Street: 15 ft.

Three Dwelling Units

Min. Lot Area: 11,250 sq. ft.
Min. Lot Width: 85 ft. (attached units only)
Max. Height: 35 ft.
Min. Living Area: 500 sq. ft. per dwelling unit
Building Setbacks:
Front: 20 ft.
Rear: 30 ft.
Side: 10 ft.
Side Street: 15 ft.

Four or More Dwelling Units

Min. Lot Area: 15,000 sq. ft.
Min. Lot Width: 85 ft.
Max. Height: 35 ft.
Min. Living Area: 500 sq. ft. per dwelling unit
Building Setbacks:
Front: 20 ft.
Rear: 30 ft.
Side: 10 ft. (30 ft. where adjacent to single-family)
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.*

Permitted Uses

The R-3 (Residential District) zoning district is composed of lands and structures used primarily for the construction of detached and attached single-family dwelling units, containing a maximum of four (4) units per building and associated residential uses.

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"/>	
Neighborhood	<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

Enhanced Septic/Sewer Requirement - This site is located within the Okeechobee 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.

Transportation / Access

The subject property is located at 1709 Wakulla Way. Analysis of the project trips from the currently approved under future land use versus the proposed use indicates that the proposed development will not increase the PM peak- hour trips and therefore will not impact the area roadways.

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

Two homes is de minimis.

Parks and Recreation

Parks and Recreation staff reviewed the request but 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 Medium Density Residential (MDR) Future Land Use Map designation.

LOCAL PLANNING 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 Medium Density Residential (MDR) Future Land Use Map designation. The applicant was present and agreed with the staff recommendation.

Staff indicated that no comments were received either in opposition or in support. Although one speaker was registered, the individual was not present when the floor was opened for public comment.

It was affirmed that the property would be subdivided into two lots to facilitate the development of two (2) single-family homes, and it was further confirmed that the development would be connected to existing water and sewer infrastructure. LPA Commissioners expressed support for the application, noting its focus on providing affordable housing. Commissioner Camille Evans highlighted the intentional effort to develop two (2) single-family homes and emphasized that Habitat for Humanity's work creates opportunities for families to establish stable homes, benefiting children and future generations. Commissioner Evans made a motion, which was seconded by Commissioner George Wiggins, to recommend that the Board of County Commissioners adopt Amendment SS-25-12-024. The motion was approved unanimously.

Motion / Second	<i>Camille Evans / George Wiggins</i>
Voting in Favor	<i>George Wiggins, Marjorie Holt, Camille Evans, Nelson Pena, David Boers, and Eric Gray</i>
Voting in Opposition	<i>None</i>
Absent	<i>Michael Arrington, Eddie Fernandez and Evelyn Cardenas</i>

SS-25-12-024



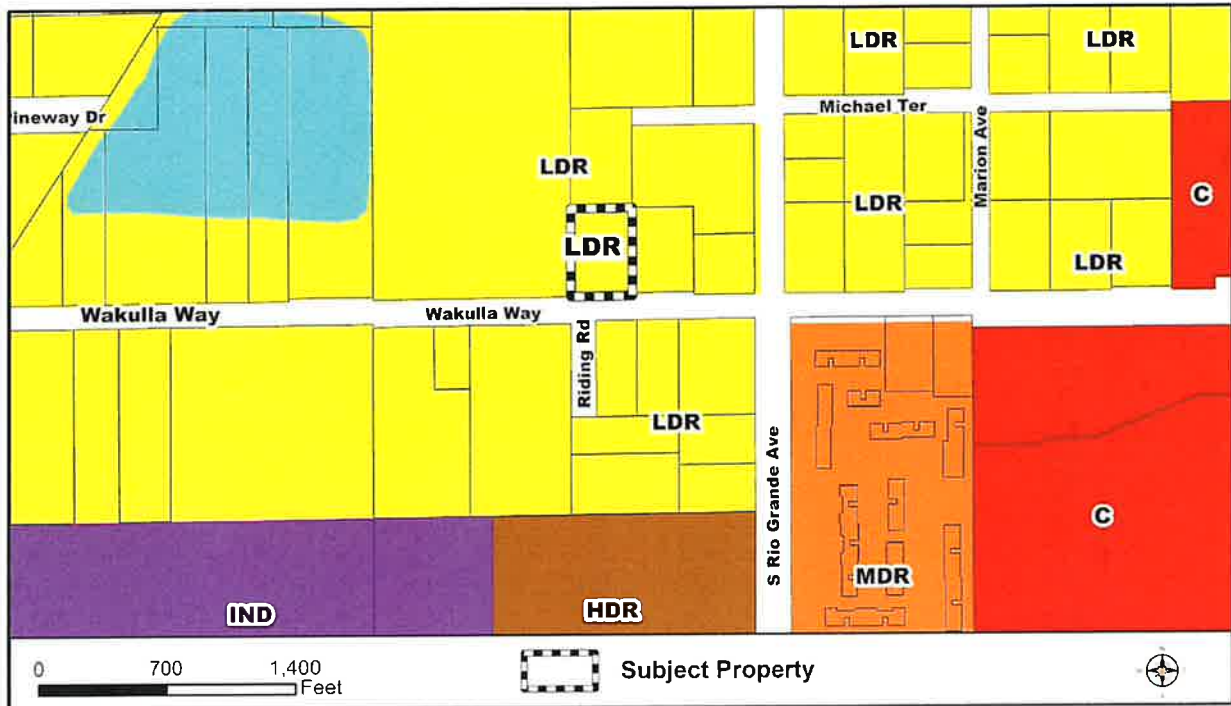
 Subject Property



0 295 590 Feet

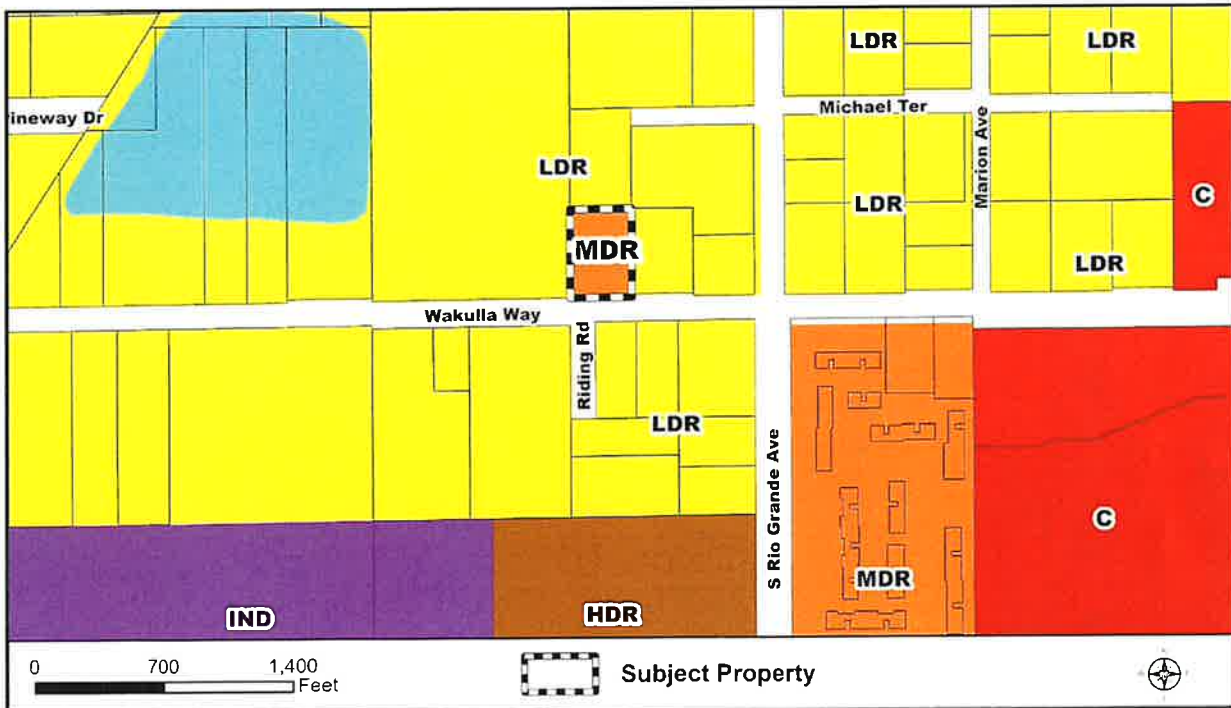
FUTURE LAND USE – CURRENT

Low Density Residential (LDR)



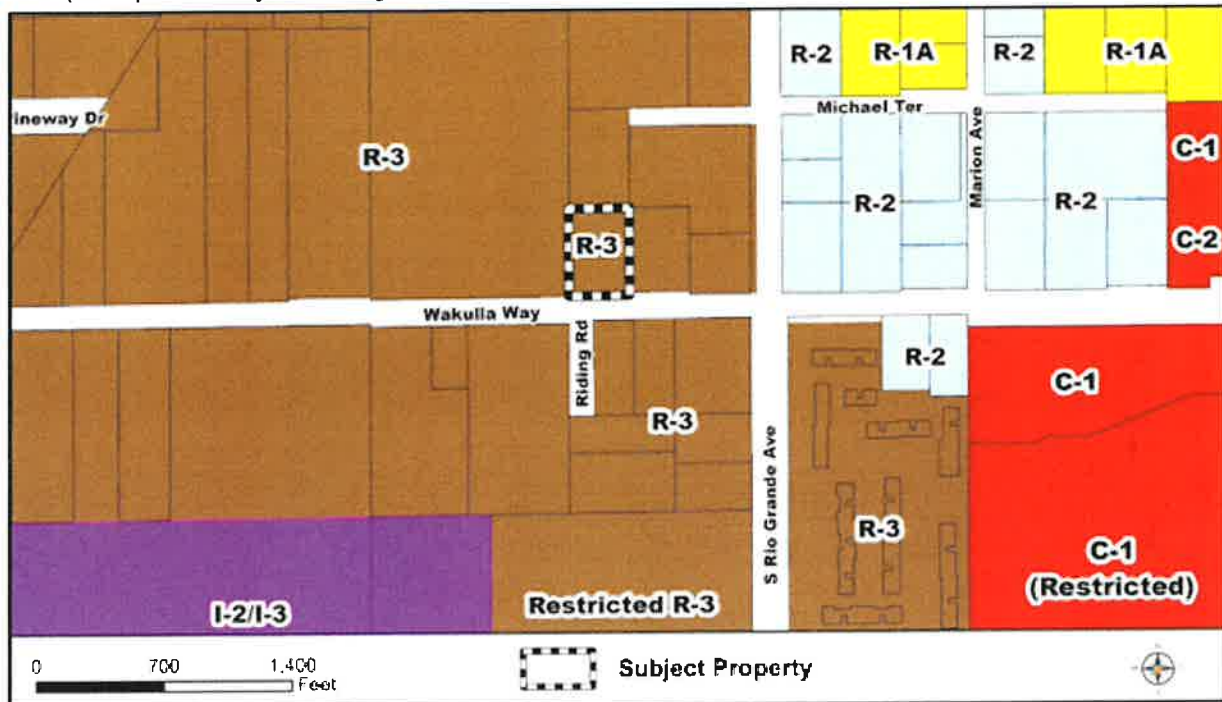
FUTURE LAND USE – PROPOSED

Medium Density Residential (MDR)

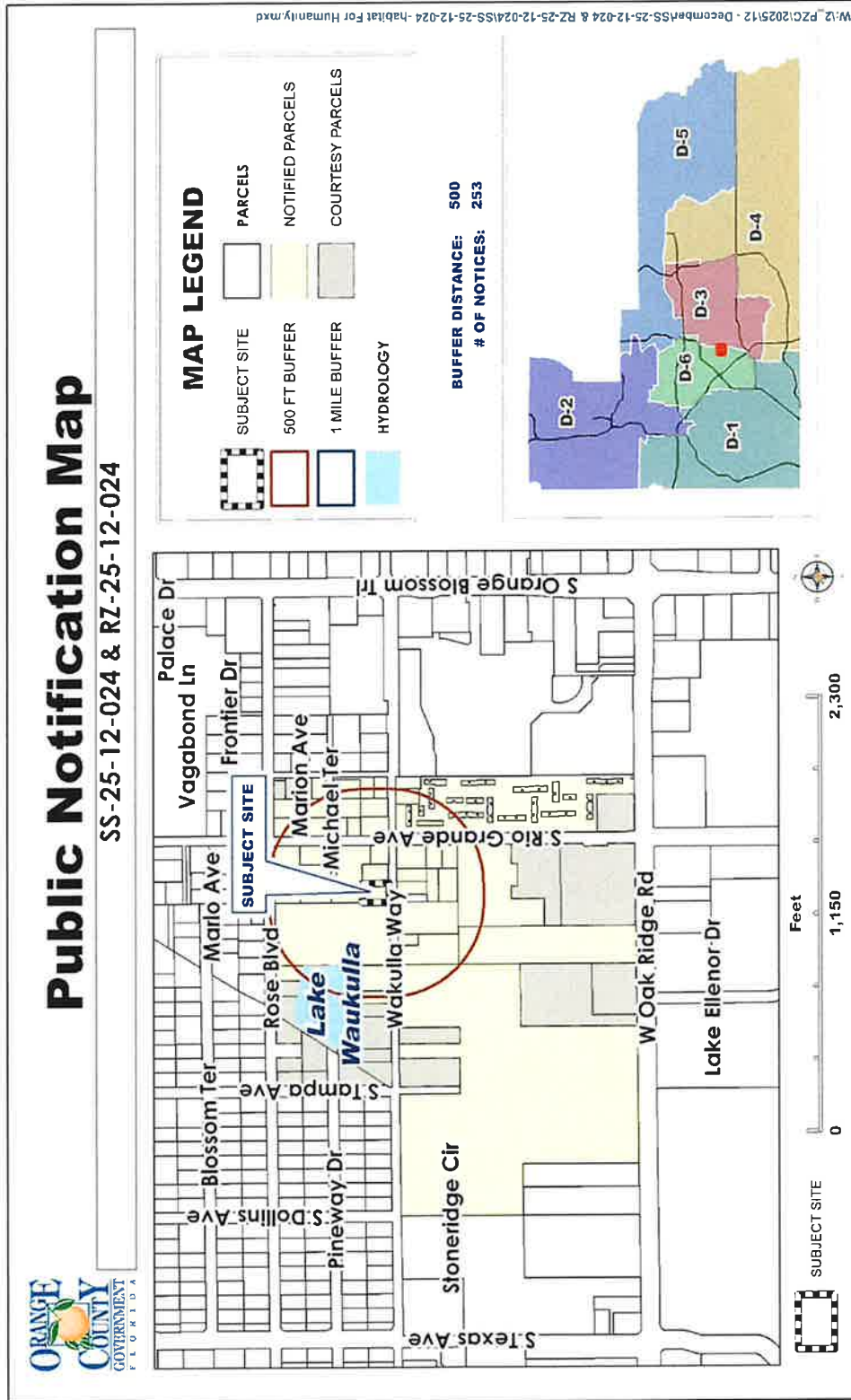


ZONING – CURRENT TO REMAIN

R-3 (Multiple-Family Dwelling District)



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
48
49
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

<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-25-12-024	Low Density Residential (LDR)	Medium Density Residential (MDR)
*The Future Land Use Map (FLUM) shall not depict the above designation until such time as it becomes effective.		