

CASE # RZ-25-10-009

Commission District: #3

GENERAL INFORMATION

APPLICANT: Angelina Lomova Bellew

OWNER: Angelina Lomova Bellew

HEARING TYPE: Planning and Zoning Commission Recommendation

REQUEST: **R-1A** (Single-Family Dwelling District) **to**
R-2 (Residential District)

LOCATION: 750 28th St; generally located south of 28th St., east of Lee St.
and north of 29th St.

PARCEL ID NUMBER: 03-23-29-0180-69-111

SIZE / ACREAGE: 0.25-gross 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]. Ninety-five (95) notices were mailed to those property owners in the surrounding area.

COMMUNITY MEETING: An in-person community meeting was held on November 03, 2025, and is summarized further in this report.

PROPOSED USE: To convert the existing home addition to a 2nd residential unit (Duplex)

STAFF RECOMMENDATION

PLANNING

Make a finding of consistency with the Comprehensive Plan and recommend Approval of the requested R-2 (Residential District) zoning.

SUBJECT PROPERTY ANALYSIS

Overview

The subject property was originally platted as Lots 11 and 12 of the Angebilt Addition, each measuring 50 feet in width. The two lots were subsequently reconfigured into a single parcel. The Angebilt Addition plat was recorded in 1923, and the property was zoned R-1A (Single-Family Dwelling District) in 1957, prior to the adoption of the Orange County Comprehensive Plan. The current R-1A zoning district is consistent with the Future Land Use Map (FLUM) designation of Low-Medium Density Residential (LMDR). The R-1A

district is primarily intended for single-family residential development, with a minimum required lot width of 75 feet and a minimum lot area of 7,500 square feet.

The property is currently developed with a single-family residence constructed in 2003. In 2005, a two-story addition totaling approximately 1,587 square feet was constructed. The applicant is requesting a rezoning from R-1A (Single-Family Dwelling District) to R-2 (Residential District) to allow the conversion of the existing addition into a second residential unit, thereby creating a duplex on the 0.25-acre parcel. The total lot area is 10,826 square feet with a lot width of 83.33 feet. The LMDR Future Land Use designation allows a residential density of up to 10 dwelling units per acre; therefore, the site can adequately accommodate the proposed duplex.

The surrounding area consists of a mix of detached and attached single-family homes, as well as community residential facilities. The Orlando Health and Rehabilitation Center is located nearby at the intersection of Lee Street and 28th Street. Several properties in the vicinity that are zoned R-1A have been converted to contain multiple residential units, including those located at 909 29th Street and 801 29th Street. Additionally, a two-unit residential structure located at 750 29th Street is zoned R-1AA. The prevalence of attached and multi-unit dwellings in the surrounding neighborhood demonstrates a gradual transition toward increased residential density. The proposed duplex use is consistent with this existing development pattern and would have been permitted by right under the adopted Orange Code.

The subject property is located within the City of Orlando Wastewater Service Area; however, wastewater service is currently not available. The property is served by an on-site septic system. A new septic system was installed in 2021 to support the 1,587-square-foot addition, which is proposed to be converted into the second residential unit. No additional site improvements or new construction are proposed in future.

Land Use Compatibility

The R-2 (Residential District) 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 in 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 underlying CP Future Land Use Map (FLUM) designation of the subject property is Low-Medium Density Residential (LMDR) which allows consideration up to ten (10) units per net developable acre. The proposed R-2 (Residential District) zoning is consistent with the LMDR FLUM designation, therefore a CP amendment is not necessary. The proposed request is consistent with the following Comprehensive Plan provisions:

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.

SITE DATA

Existing Use	Single-family home
Adjacent Zoning	N: R-1A (Single-Family Dwelling District) (1957)
	E: R-1A (Single-Family Dwelling District) (1957)
	W: R-1A (Single-Family Dwelling District) (1957)

	S:	R-1 Restricted (Single-Family Dwelling District) (2020)
Adjacent Land Uses	N:	Single-Family Residential
	E:	Single-Family Residential
	W:	Single-Family Residential
	S:	Single-Family Residential

R-2 (Residential 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.
<i>Side:</i>	5 ft.
<i>Side Street:</i>	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:	
<i>Front:</i>	20 ft.
<i>Rear:</i>	20 ft.
<i>Side:</i>	5 ft.
<i>Side Street:</i>	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:	
<i>Front:</i>	20 ft.
<i>Rear:</i>	30 ft.
<i>Side:</i>	10 ft.
<i>Side Street:</i>	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:	
<i>Front:</i>	20 ft.
<i>Rear:</i>	30 ft.
<i>Side:</i>	10 ft. (30 ft. where adjacent to single-family)
<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-2 (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

Environmental

Demolition - Prior to demolition or construction activities associated with existing structures, provide a Notice of Asbestos Renovation or Demolition form to the Orange County Environmental Protection Division (EPD). For more information, or to determine if an exemption applies, contact the EPD Air Quality Management staff at 407-836-1400 or AsbestosInquiriesOrangeCounty@ocfl.net. Reference OC Code Chapter 15 Environmental Control, Article III Air Quality Control, Division 4 Asbestos requirements, Sec.108 Notification procedure and requirements, Subsection A(1).

Transportation / Access

The proposed use to convert existing ADU (attached) to a duplex is a de minimis impact on the roadways. For the purposes of transportation analysis, a project is considered de minimis if its impacts are less than a total p.m. peak of five (5) hour trips on the roadways within the area of influence. Prior to any building permit approval, a Concurrency Application through the Concurrency Management office may be required. Please contact the Concurrency Management Office at concurrency@ocfl.net or 407-836-6110 for more information.

Schools

An additional home is considered a de minimis change.

Parks and Recreation

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

Community Meeting Summary

A community meeting was held on November 3, 2025 at 6p.m. at Pineloch Elementary School with attendance of 5 residents. The applicant made a presentation that included a neighborhood map and photographs of existing multi-unit residences in the vicinity. The applicant also indicated that a new septic system was installed in 2019 to accommodate the proposed conversion to a duplex. Residents acknowledging the ongoing transition of the neighborhood to multi-unit housing and expressing support for this housing type as a needed addition to the area.

Utilities Service Area (Availability of services may vary)

Water: OUC
Wastewater: City of Orlando
Reclaim Water: Orange County Utilities

Detailed Utility Information:

This property is within Orlando Utilities Commission Water Service Area.

This property is within City of Orlando Wastewater Water Service Area and connection is considered unavailable.

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 – November 20, 2025

Make a finding of consistency with the Comprehensive Plan and recommend Approval of the requested R-2 (Residential District) zoning.

PLANNING AND ZONING COMMISSION (PZC) PUBLIC HEARING SYNOPSIS

The staff report was presented to the PZC with the recommendation that they make a finding of consistency with the Comprehensive Plan and recommend Approval of the requested R-2 (Residential District) zoning. The applicant was present for the hearing, agreed with staff's recommendation and presented to the board. Three speakers were present from public, however only one provided a public comment in support of the project.

Staff indicated that ninety-five (95) notices were sent to property owners and residents within the 500 feet surrounding the property, and that staff had received four (4) responses in support of the rezoning, noting that the neighborhood already contains multi-unit residences and continues to evolve. It was noted that the neighborhood needs more affordable housing and that allowing two-unit and multi-unit homes supports this need. Residents appreciate that the applicant is pursuing the correct legal process as the neighborhood continues to transition. Two (2) responses were submitted in opposition of the request saying that there are no duplexes on 28th St, citing concerns about potential impacts on property values and questioning the need for this use in the community.

A discussion followed with questions about the proposed duplex conversion, including parking, the existing addition and its permits, compatibility with the surrounding area, and the septic system specifically noting that a new septic tank was installed in 2019. Commissioner Pena also asked the applicant about advanced septic system and clarified the distinction. Commissioner Gray moved to recommend approval of the requested R-2 (Residential District) zoning, and Commissioner Wiggins seconded the motion. The motion passed unanimously, 6–0.

Motion / Second

Eric Gray / George Wiggins

Voting in Favor

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

Voting in Opposition

None

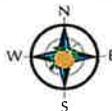
Absent

Evelyn Cardenas, Eddie Fernandez and Michael Arrington

RZ-25-10-009

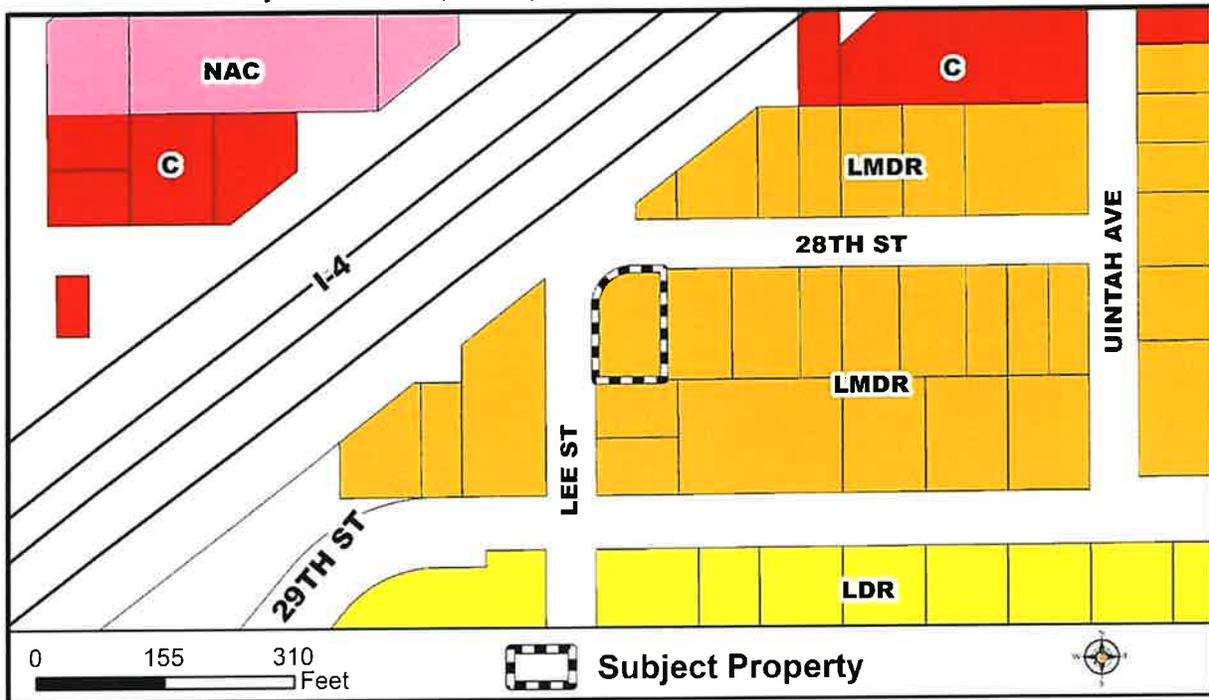


 Subject Property



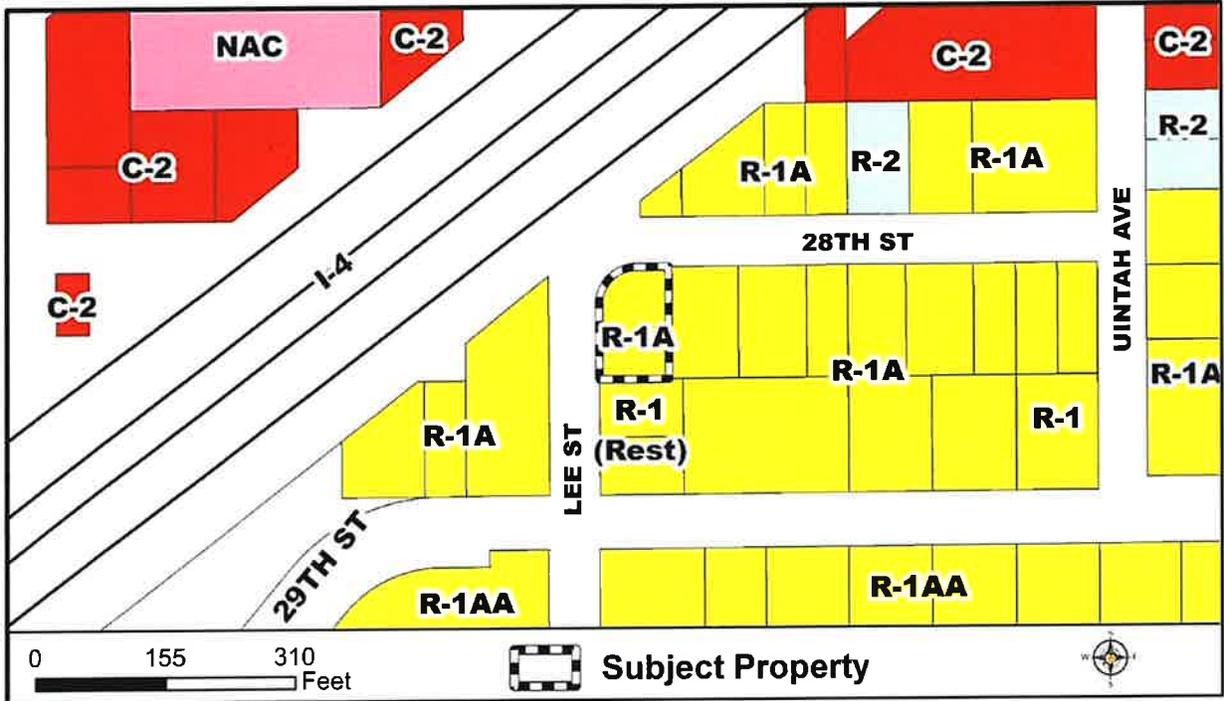
0 95 190 Feet

FUTURE LAND USE – CURRENT
Low-Medium Density Residential (LMDR)



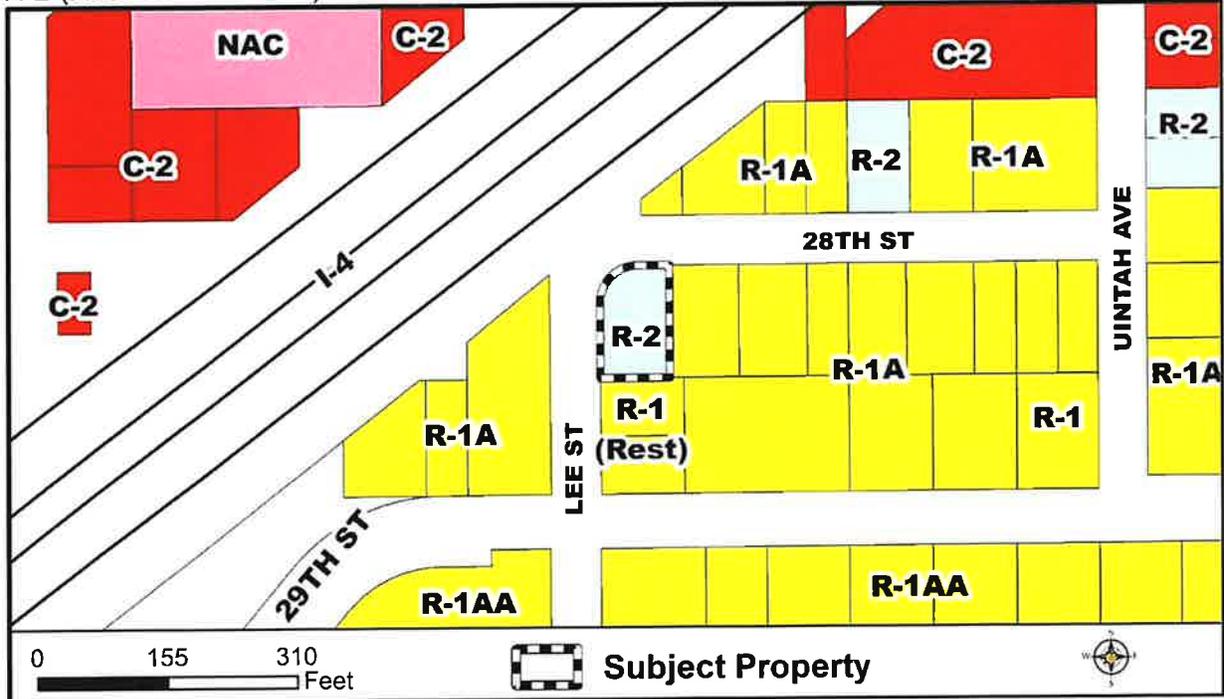
ZONING – CURRENT

R-1A (Single-Family Dwelling District)



ZONING – PROPOSED

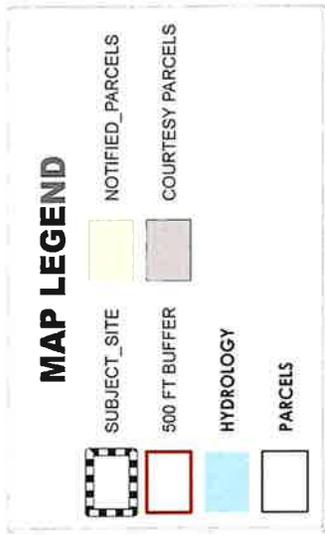
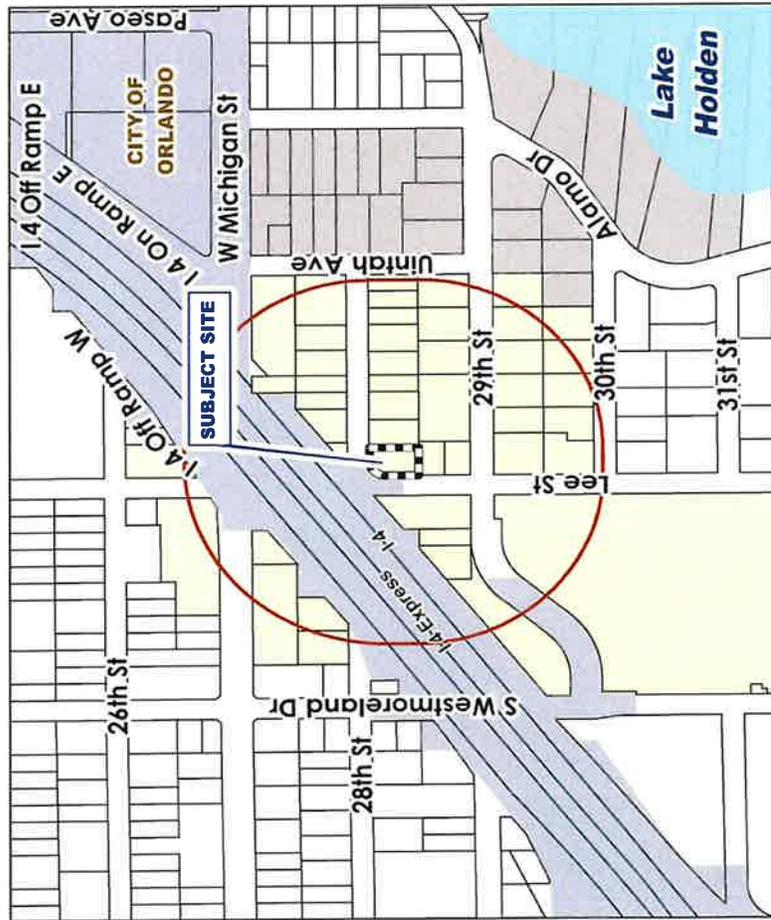
R-2 (Residential District)



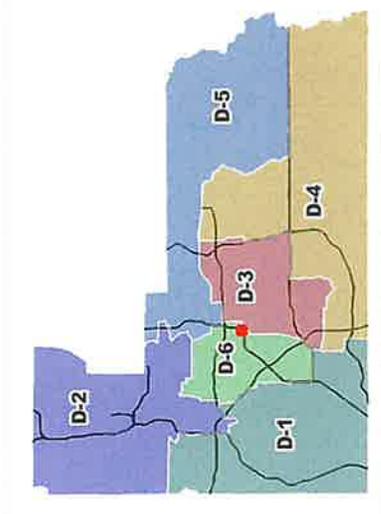
NOTIFICATION MAP

Public Notification Map

RZ-25-10-009



BUFFER DISTANCE: 500
OF NOTICES: 95



S:\Business\SystemBoard Administration\2_PZC\2025\11 - November\RZ-25-10-009\RZ-25-10-009.mxd