

**CASE # SS-25-12-028
RZ-26-03-010**

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 (LMDR) to Commercial (C)**

ZONING REQUEST: **C-3 (Wholesale Commercial District) to C-2 Restricted (General Commercial District)**

LOCATION: 1600 Columbia Street, Generally located south 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 held Monday, March 2, 2026, at 6:00 p.m. in the Memorial Middle School media center, with no members of the public in attendance.

PROPOSED USE: Limited C-2 Uses

STAFF RECOMMENDATIONS

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-2 Restricted (General Commercial District) zoning classification, subject to the following three (3) restrictions:

1. Billboards and pole signs shall be prohibited.

2. Outdoor storage of equipment and/or overnight vehicles shall be screened from public rights-of-way with utilization of a 6 foot masonry wall and/or opaque 10 foot wide landscape buffer. This buffer must be four (4) feet high and seventy (70) percent opaque at planting and be capable of attaining full height and opacity within three (3) years.

3. The following uses shall be prohibited:
 - New and/or used automobile sales
 - Smoke shops
 - Vape shops
 - Tattoo and/or piercing studios
 - Check cashing establishments
 - Payday loan establishments
 - Car title loan establishments
 - Pawn shops
 - Day labor pools
 - Bars
 - Nightclubs
 - Adult entertainment.

OVERVIEW AND CASE HISTORY

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 (LMDR) 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 LMDR FLUM designation it received via the July 1, 1991, adoption of the Orange County Comprehensive Plan. At this time, the applicant is seeking to eliminate the inconsistency between the parcel's commercial zoning classification and residential FLUM designation to allow for the development and utilization of the site for commercial and/or office purposes.

The Local Planning Agency (LPA) previously considered the requested FLUM Amendment, without an accompanying rezoning application, at a December 18, 2025, adoption public hearing. During the hearing, staff presented their recommendation of "Do Not Adopt". Staff noted that while commercial and industrial uses are present in the surrounding area, the parcel lies at the entrance into a residential neighborhood. Staff stated that the utilization of the site for uses permitted in the C-3 zoning district (the most intense of the County's commercial districts), with no restrictions in place, could prove incompatible with and disruptive to neighboring residential development to the west and south. Staff informed the LPA that staff's recommendation of "Do Not Adopt" was issued due to the potential adverse impacts of unrestricted commercial development on a residential neighborhood comprised of single-family detached homes and low-intensity multi-family development. No members of the public appeared to speak in favor of or in opposition to the proposed amendment.

During their ensuing debate, those LPA Commissioners in support of staff's recommendation of "Do Not Adopt" emphasized the importance of protecting existing

residential neighborhoods, noting the subject property's location at the entrance into a residential neighborhood. They voiced their belief that the use of the property for unrestricted C-3 uses could prove incompatible with and disruptive to neighboring single-family and multi-family development.

Those opposed to staff's recommendation agreed with the applicant's position 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 expressed their belief that the approval of the Commercial FLUM designation would resolve the property's zoning/future land use inconsistency issue, would allow 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. After a lengthy debate, the LPA recommended "Do Not Adopt" by a vote of 4-2.

Following the LPA hearing, the applicant submitted an application to downzone the property from C-3 to C-2 Restricted (General Commercial District). If approved in conjunction with the requested FLUM amendment, uses would be limited to those permitted in the C-2 zoning district, with restrictions imposed prohibiting certain uses that could prove incompatible with the abutting residential neighborhood, as well as a restriction requiring outdoor storage of equipment or vehicles be screened from public rights-of-way.

During the January 27, 2026, Board of County Commissioners (BCC) hearing, the BCC voted 6-0 to remand the proposed FLUM Amendment to the LPA for concurrent consideration with a rezoning request.

SUBJECT PROPERTY ANALYSIS

Background and Location

The undeveloped subject property, Parcel 34-22-29-1382-01-010, is comprised of three platted lots (Lots 1, 2, and 3, Block A, less right-of-way) in the Clear Lake Gardens No. 3 subdivision, recorded in Book J, Page 128 of the Public Records of Orange County on November 24, 1924. As discussed above, the applicant is requesting to change the Future Land Use Map (FLUM) designation of the 0.45-acre site from Low-Medium Density Residential (LMDR) to Commercial (C) and to downzone the property from C-3 (Wholesale Commercial District) to C-2 Restricted (General Commercial District).

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 is characterized by 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.

It is staff's belief that the approval of the Commercial FLUM designation to allow for the subsequent development of the site for commercial and/or office purposes under the requested C-2 Restricted zoning classification is appropriate for the subject property, as such development would provide a transition between the industrial activity within the City of Orlando and the residential development to the west and south. To help further ensure compatibility with the established residential neighborhood, staff recommends the imposition of three restrictions listed under the staff recommendation of this report.

Comprehensive Plan (CP) Consistency

The requested Commercial FLUM designation and C-2 Restricted zoning classification appear to be **consistent** with the applicable Goals, Objectives, and Policies of the Comprehensive Plan. Approval of the two applications would allow for consideration of neighborhood- and community-scale commercial and office development with a maximum floor area ratio (FAR) of 1.5—up to 29,403 square feet of commercial space. Uses would be limited to those permitted in the C-2 zoning district, as established in Section 38-77, Use Table, of the Orange County Code, save for those prohibited uses listed in the three staff-recommended restrictions. Any project will be required to comply with the design and development standards of the C-2 district, including those pertaining to maximum building height, setbacks, landscaping and buffering, parking, lighting, and open space.

Staff views the subject property as an infill site within the County's Urban Service Area (USA). Staff finds this proposal consistent with **Future Land Use Element Goal FLU2**, which states that Orange County will encourage urban strategies such as infill development, coordinated land use and transportation planning, and mixed-use development, which promote efficient use of infrastructure, compact development, and an urban experience with a range of choices and living options. This request is also consistent with **Future Land Use Element Objective FLU2.1**, which establishes 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.

Development of the site for commercial and/or office purposes would use infrastructure that is already in place or planned for construction. Per Orange County Utilities (OCU), 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. OCU has communicated that development within this property will be required to connect to OCU's wastewater system, with the connection points to be assessed during Final Engineering/Construction Plan permitting. In addition, any new development would use the existing and planned transportation network, which serves pedestrians, transit riders, and automobile drivers.

Furthermore, staff finds the application consistent with **Future Land Use Element Policy FLU1.4.4**, which states that the disruption of residential areas by poorly located and designed commercial activities shall be avoided, and **Neighborhood Element Objective N1.1**, which mandates that Orange County shall ensure that future land use changes are compatible with or do not adversely impact existing or proposed neighborhoods.

Land Use Compatibility

The proposed Future Land Use Map Amendment and the intended future development of the subject site for commercial and/or office purposes under the requested C-2 Restricted zoning classification appear to be **compatible** with the development pattern of the surrounding area.

Future Land Use Element Objective FLU8.2 states that compatibility will be the fundamental consideration in all land use and zoning decisions, while **Policy FLU8.2.1** requires future land use changes to be compatible with the existing development and development trend in the area. However, as established in **Future Land Use Element Policy FLU8.2.11**, 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 of the Comprehensive Plan. As discussed earlier, the subject parcel is located in an area characterized by a mix of commercial, residential, industrial, and educational uses. It is staff's belief that the proposed utilization of a vacant parcel within the County's Urban Service Area for neighborhood- or community-serving commercial and/or office uses will contribute to the County's larger goals of promoting infill and compact urban form within the Urban Service Area and efficiently using existing infrastructure. Staff, therefore, recommends adoption of this requested amendment and approval of the concurrent rezoning application, subject to the three (3) above-listed restrictions.

Site Analysis

Rural Settlement: The subject property is not located in a Rural Settlement.

Joint Planning Area (JPA): The subject property is not located within 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.

Comprehensive Plan (CP) Consistency

Approval of the proposed future land use change to Commercial (C) would result in the attainment of consistency between the subject property's present residential FLUM designation and its commercial zoning classification and would allow for the development of the site for commercial and/or office purposes. Approval of the requested downzoning of the property from C-3 to C-2 Restricted would help further ensure compatibility between future non-residential activity on the subject site and the neighboring residential development to the west and south.

The request is consistent with the following Comprehensive Plan provisions:

Future Land Use Element

Goal FLU2 – URBAN STRATEGIES. Orange County will encourage urban strategies such as infill development, coordinated land use and transportation planning, and mixed-use development, which promote efficient use of infrastructure, compact development and an urban experience with a range of choices and living options.

OBJ FLU2.1 – INFILL. 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.

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.

FLU1.1.1 – Urban uses shall be concentrated within the Urban Service Area, except as specified for the Horizon West Village and Innovation Way Overlay (Scenario 5), Growth Centers, and to a limited extent, Rural Settlements.

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 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.

FLU8.2.11 – 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.

Neighborhood Element

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 Undeveloped 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 and Acme Commercial Park
(commercial/warehouse park)

E: Amazon warehouse/distribution center

W: Undeveloped land

S: Great Minds Academy (private school)

C-2 (General Commercial District) Development Standards*

Min. Lot Area: 8,000 sq. ft.

Max. Height: 50 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. (25 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 C-2 (General Commercial) zoning district is composed of certain lands and structures used to provide for the retailing of commodities and the furnishing of several major services, selected trade shops, and automotive repairs. This district will be encouraged at locations along minor arterial and major arterial roads where general commercial uses would be compatible with the surrounding neighborhood. Characteristically, this district occupies an area larger than that of the retail commercial district, serves a considerably greater population, and offers a wider range of services. This district will be promoted within the urban service area or in rural settlements where uses of this intensity are already established. The general commercial district should not be located adjacent to single-family residential zoning 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 mile 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, as development within this property is required to connect to Orange County Utilities' wastewater system.

Transportation / Access

The Applicant is requesting to change ~0.45 acre from Low-Medium Density Residential (LMDR) to Commercial (C). 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 at 1600 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 comment on this case.

Code Enforcement

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

Community Meeting Summary

A community meeting for the requested amendment and rezoning was held Monday, March 2, 2026, in the Memorial Middle School media center. District 6 Commissioner Michael Scott; attorney McGregor Love of Lowndes, Drosdick, Doster, Kantor & Reed; and Planning Division staff were present. The meeting began at 6:00 p.m. Although no members of the public attended the meeting, Planning Division staff provided an overview of the requested Future Land Use Map Amendment and the concurrent rezoning application. Discussion centered on the refinement of the three staff-recommended rezoning restrictions and the list of proposed prohibited land uses contained therein. The meeting concluded at 6:45 p.m.

Utility Service Area (availability of services may vary)

Water: Orlando Utilities Commission (OUC)

Wastewater: Orange County Utilities (OCU)

Reclaimed Water: City of Orlando

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 – March 19, 2026

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-2 Restricted (General 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 **APPROVAL** of the requested C-2 Restricted (General Commercial District) zoning subject to three restrictions listed in the staff report. The applicant was present and agreed with the staff recommendation.

Staff indicated that one comment was received in opposition with no stated reason. During public comment portion of the hearing, there were no members of the public present to speak on the request.

After discussion regarding the appropriateness of commercial uses at this location and the proposed use restrictions and buffering, Commissioner Holt made a motion, which was seconded by Commissioner Evans, to recommend that the Board of County Commissioners **DO NOT ADOPT** Amendment SS-25-12-028 and **DENY** rezoning RZ-26-03-010. The motion was approved 4-1.

Motion / Second

Marjorie Holt / Camille Evans

Voting in Favor

George Wiggins, Marjorie Holt, Camille Evans, and Jorge Berrios Trinidad

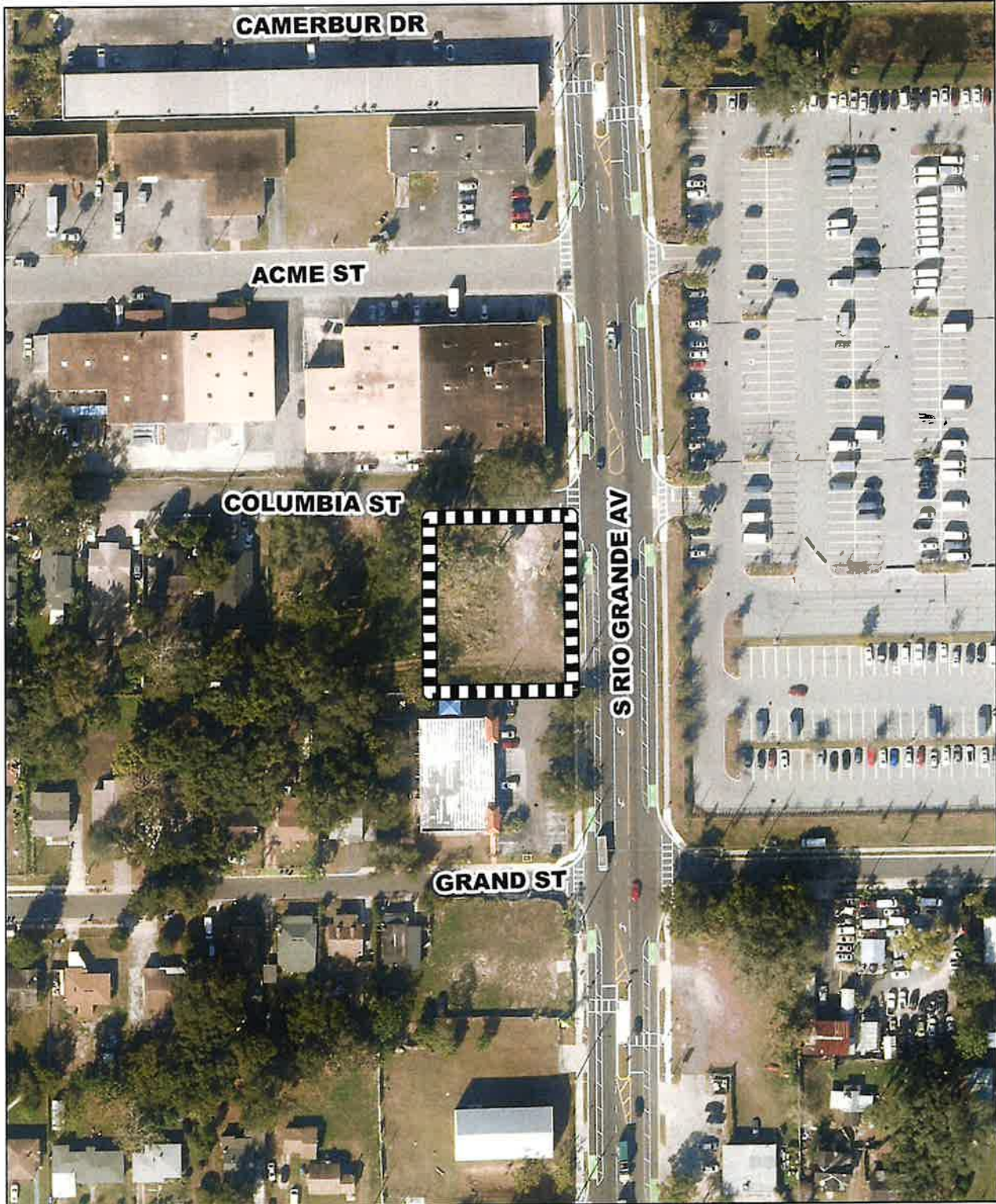
Voting in Opposition

Eric Gray

Absent

Michael Arrington, David Boers, Eddie Fernandez and Giancarlo Rodriguez


SS-25-12-028 and RZ-26-03-010



 Subject Property

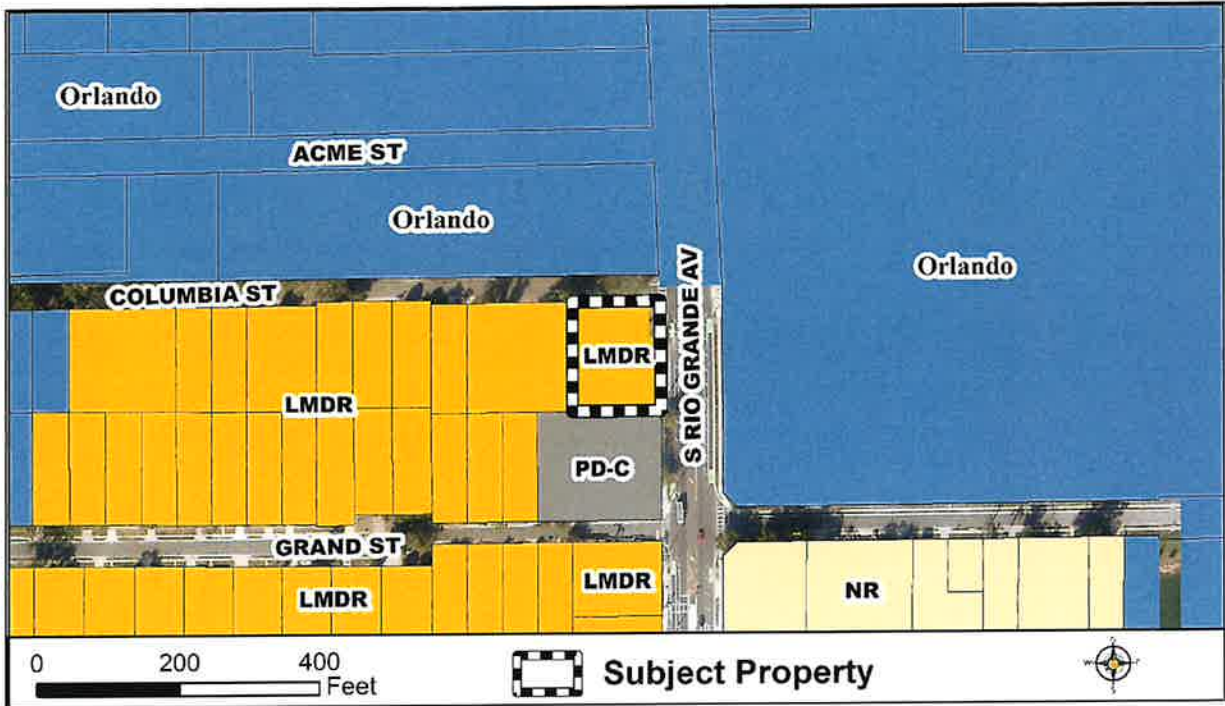


0 100 200 Feet



FUTURE LAND USE – CURRENT

Low-Medium Density Residential (LMDR)



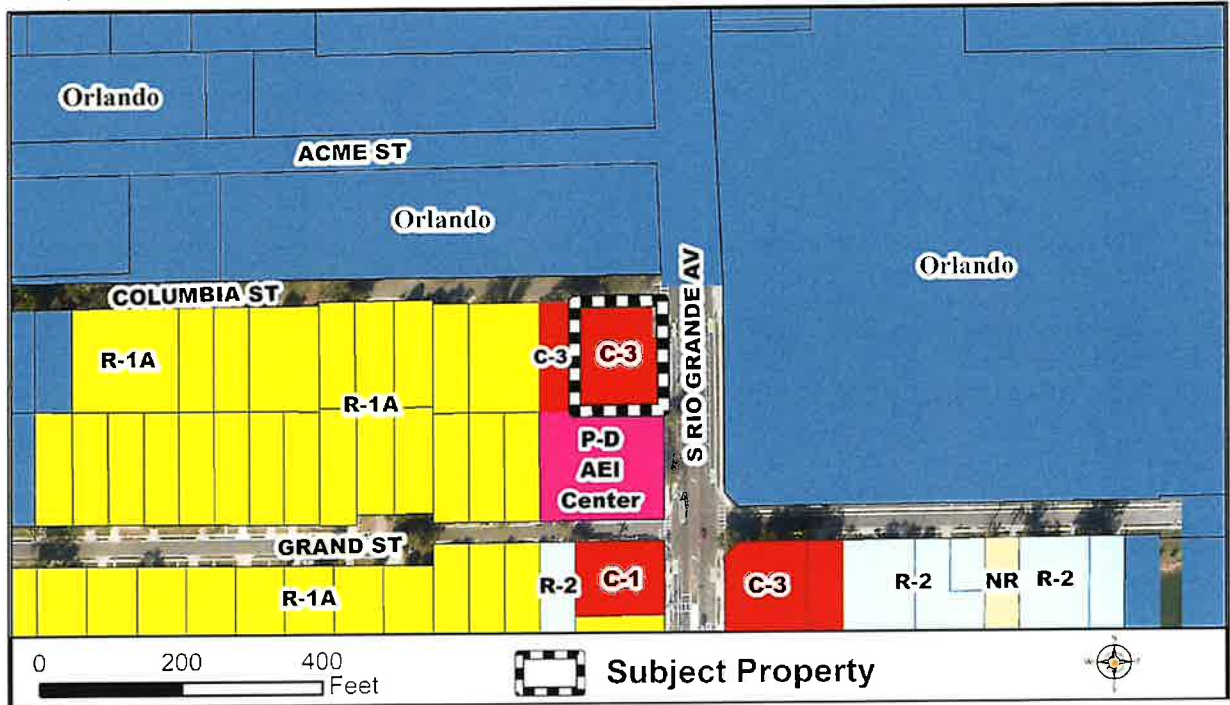
FUTURE LAND USE – PROPOSED

Commercial (C)



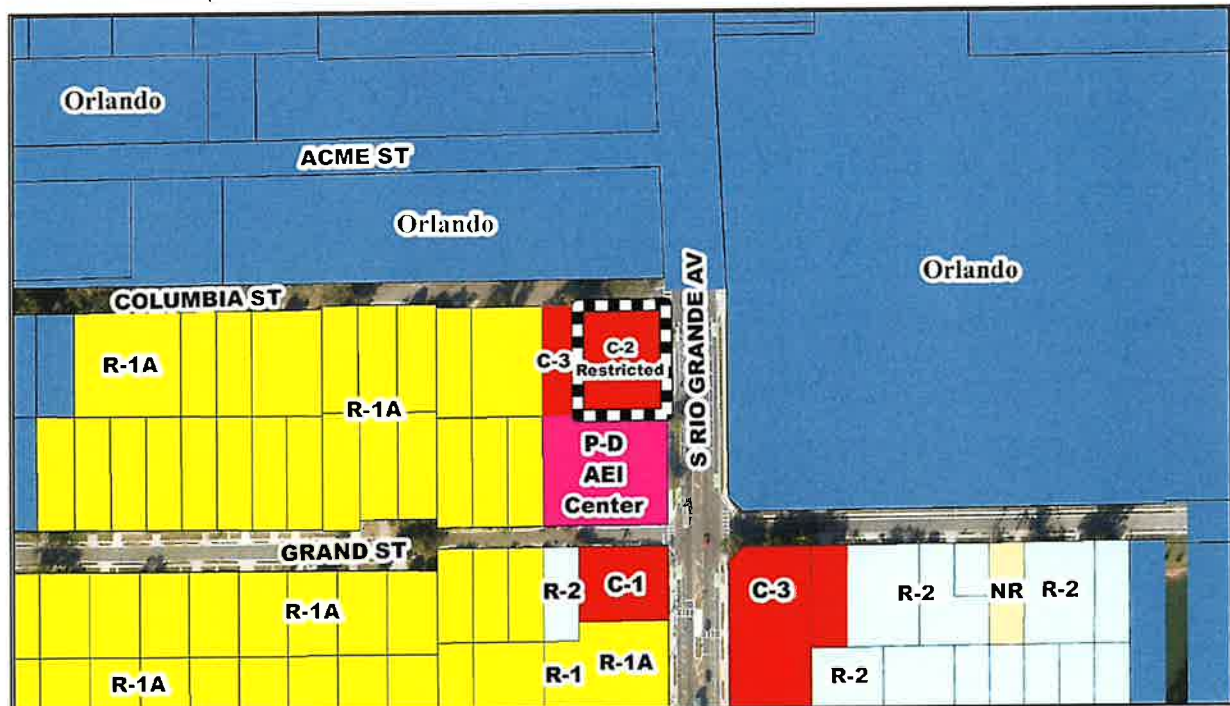
ZONING – CURRENT

C-3 (Wholesale Commercial District)

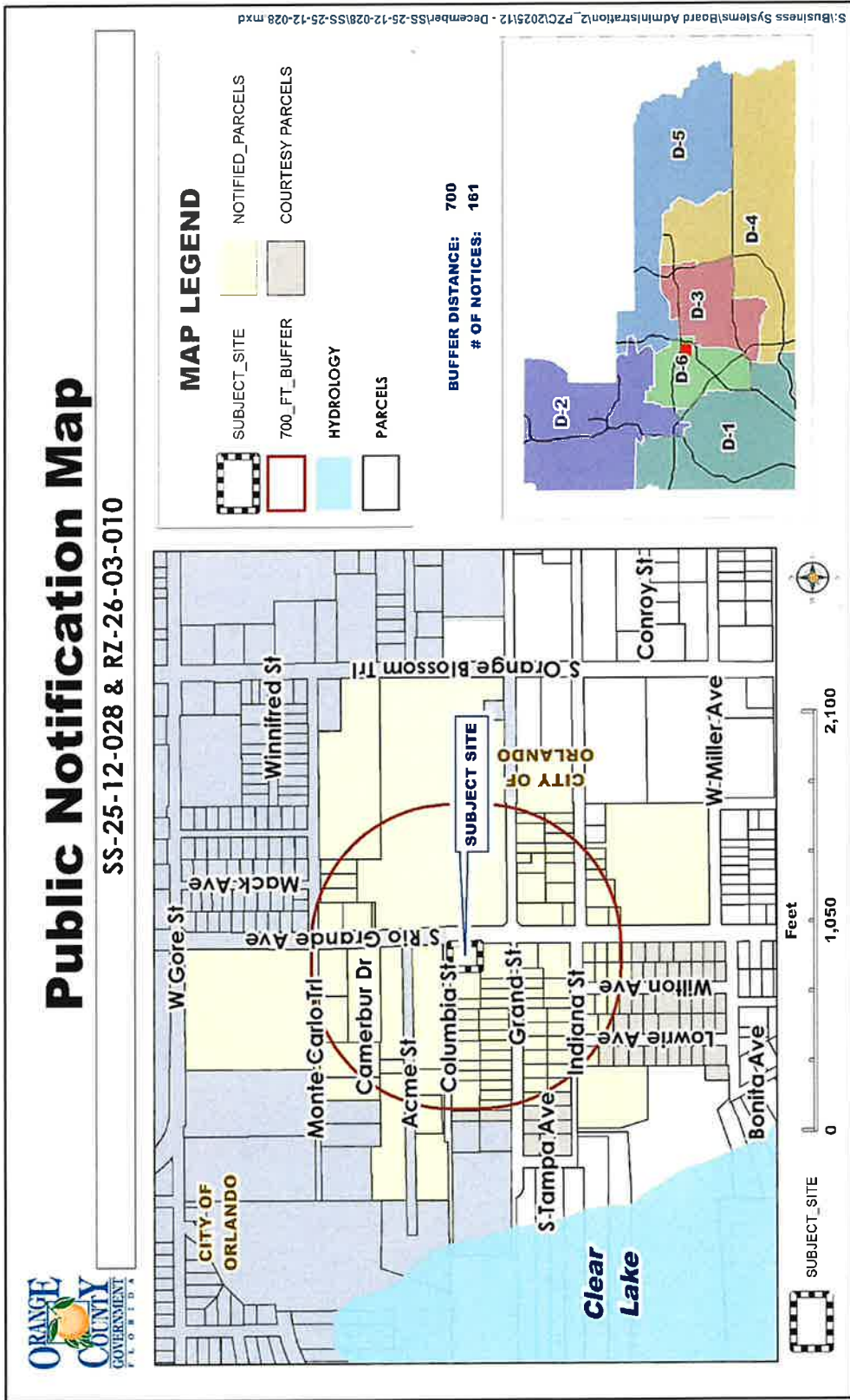


ZONING – PROPOSED

C-2 Restricted (General Commercial 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 May 5, 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 5TH DAY OF MAY, 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

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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.		

67