

**CASE # CDR-25-11-272**

Commission District: # 1

**GENERAL INFORMATION**

**APPLICANT** Tom Cavanaugh, PAC Land Development Corp.

**OWNER** JM Reserve LLC

**PROJECT NAME** Sand Lake Groves Planned Development (PD)

**PARCEL ID NUMBER(S)** 11-24-28-0000-00-027; 14-24-28-0000-00-011; 14-24-28-0000-00-015 (affected parcels)

**TRACT SIZE** 222.48 gross acres (PD area)  
53.13 net developable acres (affected area)

**LOCATION** South of Big Sand Lake / West side of Palm Parkway / North of Daryl Carter Parkway

**REQUEST** A PD substantial change to convert 359 Timeshare Units to 280 Multifamily Units, and to split Tract 400 into two parcels: Tract 400A (1,370 Timeshare Units) and Tract 400B (280 Multifamily Units).

The applicant is also requesting the following waiver from Code:

1. A waiver from Orange County Code Sec. 38-1300 to allow a maximum building height of 75 ft. for Tract 400B in lieu of 60 ft. for multi-family residential developments and associated accessory structures.

***Applicant Justification:*** Due to the restrictive setback requirements from Palm Parkway, wetland buffers and the need to obtain at least a 250 multi-family unit count for project feasibility, it is necessary to develop a 6-story structured parking garage with an amenity level to accompany the 5-story apartment building for tract 400B. Adding architectural elements (i.e. corner end towers and elevator shaft extensions) and rooftop amenities for residents, the anticipated height is expected to exceed 60 feet but be no more than 75 feet.

*Furthermore, the subject parcel is located in excess of 3,200 feet from the nearest Estates at Parkside subdivision and is surrounded by tracts designated for tourist commercial development with 150-foot maximum building heights. An increase of height from 60 feet to 75 feet is requested for the subject parcel for multi-family development to accommodate*

*various architectural elements that will be needed to enhance the aesthetics of the project along the corridor and to provide for an amenity deck.*

*Lastly, it's important to note that up to only approximately 6% of the building will have a height exceeding 60 feet and will be located on top of the proposed structured parking located in the center of the building. There are miscellaneous architectural elements located along the parapet line that will exceed the 60-foot height limit but these locations are minimal and sporadic, less than 25 linear feet along the building's parapet. When viewed from Palm Parkway, the portion of the building measuring up to 75 feet in height will not be visible due to line of site angles since it is located in the center of the building*

**PUBLIC NOTIFICATION** The notification area for this public hearing extended beyond 1200 feet. Chapter 30-40(c)(3)(a) of Orange County Code requires the owners of the property within three hundred (300) feet of the subject property to be notified at least 10 days prior to the date of the hearing. Thirty-nine (39) notices were mailed to those property owners in the mailing area.

## **IMPACT ANALYSIS**

### **Project Overview**

The subject property is located south of Big Sand Lake, west of Palm Parkway, and north of Daryl Carter Parkway. The property is designated Activity Center Mixed Use (ACMU) on the Future Land Use Map and is zoned PD. The PD contains 222.48 gross acres and was originally approved in 1998. The existing development program includes 1,231 convention center/hotel rooms, 650 hotel rooms, 1,729 timeshare units, 366,000 sq. feet of commercial retail uses, and 345 multi-family units. Tract 400, which is the affected area and contains 53.13 net developable acres, is currently allocated 1,729 timeshare units and 10,000 sq. feet of commercial uses. The property is currently vacant and is adjacent to apartment complexes to the northeast and southwest, as well as a school and miscellaneous commercial uses to the southwest.

Through this request, the applicant is seeking to convert 359 timeshare units to 280 multi-family residential units on Tract 400 using the approved conversion matrix. Tract 400 is also being split into two parcels, Tracts 400A and 400B. Tract 400A is designated 1,370 Timeshare Units which is the result of the 1,729 original timeshare units minus the 359 units being used for the trip conversion, while Tract 400B is designated 280 multifamily units. In addition, one waiver is requested for a maximum building height of 75 ft. for Parcel 400B in lieu of 60 ft. for multi-family residential developments and associated accessory structures.

### **Land Use Compatibility**

The proposed development program is compatible with existing development in the area and would not adversely affect any adjacent properties.

**Comprehensive Plan (CP) Consistency**

The subject property has a Future Land Use (FLUM) designation of Activity Center Mixed Use (ACMU) and is currently zoned Planned Development (PD) which is consistent with the FLUM designation. The request is consistent with the comprehensive plan.

**Overlay Ordinance**

The subject property is located within the Tourist Commercial Overlay District, which means that the site must comply with specialty zoning and signage requirements.

**Rural Settlement**

The subject property is not located within a Rural Settlement.

**Joint Planning Area (JPA)**

The subject property is not located within a JPA.

**Environmental**

Orange County Environmental Protection Division (EDP) staff have reviewed the proposed request and did not identify any issues or concerns.

**Transportation Planning**

Existing/Valid transportation capacity entitlements not found. Future development will require transportation capacity via a Capacity Encumbrance Letter (CEL) application. This development may be located near failing roadway(s) within Orange County. If so, this deficiency requires a Transportation Impact Analysis (TIA) submitted with the CEL application Submittal Package. Please refer to the Submittal Requirements on the CEL application for further information. The owner will have the option to remedy the deficiencies by entering into a Proportionate Share Agreement with Orange County (OC Code: Chapter 30, Sections 30-620 thru 30-624).

This project shall comply with the County's International Drive Activity Center Comprehensive Plan requirement for a 15-foot transit easement and a separate 20-foot landscape, pedestrian and utility easement needed for future roadway improvements. The easement areas required shall be shown on the plan as a revised plan and conveyed concurrently at time of platting or dedicated to the County via separate instrument prior to Development Plan Approval.

The project shall comply with the terms and conditions of that certain Activity Center Turkey Lake Road Agreement approved on September 24, 1996 and recorded at OR BK 5138 PG 1988, Public Records of Orange County, Florida, as may be amended.

Contact the FDOT regarding any information pertaining to the Beyond the I-4 ultimate project.

**Community Meeting Summary**

A community meeting was not required for this request.

**Schools**

Orange County Public Schools has reviewed this plan and did not identify any outstanding issues or concerns.

**Specific Project Expenditure Report and Relationship Disclosure Forms**

The original Specific Project Expenditure Report and Relationship Disclosure Form are currently on file with the Planning Division.

**ACTION REQUESTED**

**Development Review Committee (DRC) Recommendation – (February 25, 2026)**

**Make a finding of consistency with the Comprehensive Plan and approve the substantial change to the Sand Lake Groves PD dated "Received March 2, 2026", subject to the following conditions:**

1. Development shall conform to the Sand Lake Groves Planned Development (PD) dated "Received March 2, 2026," and shall comply with all applicable federal, state, and county laws, ordinances, and regulations, except to the extent that any applicable county laws, ordinances, or regulations are expressly waived or modified by any of these conditions. Accordingly, the PD may be developed in accordance with the uses, densities, and intensities described in such Land Use Plan, subject to those uses, densities, and intensities conforming with the restrictions and requirements found in the conditions of approval and complying with all applicable federal, state, and county laws, ordinances, and regulations, except to the extent that any applicable county laws, ordinances, or regulations are expressly waived or modified by any of these conditions. If the development is unable to achieve or obtain desired uses, densities, or intensities, the County is not under any obligation to grant any waivers or modifications to enable the developer to achieve or obtain those desired uses, densities, or intensities. In the event of a conflict or inconsistency between a condition of approval and the land use plan dated "Received March 2, 2026," the condition of approval shall control to the extent of such conflict or inconsistency.
  
2. This project shall comply with, adhere to, and not deviate from or otherwise conflict with any verbal or written promise or representation made by the applicant (or authorized agent) to the Board at the public hearing where this development received final approval, where such promise or representation, whether oral or written, was relied upon by the Board in approving the development, could have reasonably been expected to have been relied upon by the Board in approving the development, or could have reasonably induced or otherwise influenced the Board to approve the development. In the event any such promise or representation is not complied with or adhered to, or the project deviates from or otherwise conflicts with such promise or representation, the County may withhold (or postpone issuance of) development permits and / or postpone the recording of (or refuse to record) the plat for the project. For purposes of this condition, a "promise" or "representation" shall be deemed to have been made to the Board by the applicant (or authorized agent) if it was expressly made to the Board at a public hearing where the development was considered and approved.

3. Pursuant to Section 125.022, Florida Statutes, as may be amended, 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, or any other development order, 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.
4. Developer / Applicant has a continuing obligation and responsibility from the date of approval of this land use plan to promptly disclose to the County any changes in ownership, encumbrances, or other matters of record affecting the property that is subject to the plan, and to resolve any issues that may be identified by the County as a result of any such changes. Developer / Applicant acknowledges and understands that any such changes are solely the Developer's / Applicant's obligation and responsibility to disclose and resolve, and that the Developer's / Applicant's failure to disclose and resolve any such changes to the satisfaction of the County may result in the County not issuing (or delaying issuance of) development permits, not recording (or delaying recording of) a plat for the property, or both.
5. Property that is required to be dedicated or otherwise conveyed to Orange County (by plat or other means) shall be free and clear of all encumbrances, except as may be acceptable to County and consistent with the anticipated use. Owner / Developer shall provide, at no cost to County, any and all easements required for approval of a project or necessary for relocation of existing easements, including any existing facilities, and shall be responsible for the full costs of any such relocation prior to Orange County's acceptance of the conveyance. Any encumbrances that are discovered after approval of a PD Land Use Plan shall be the responsibility of Owner / Developer to release and relocate, at no cost to County, prior to County's acceptance of conveyance. As part of the review process for construction plan approval(s), any required off-site easements identified by County must be conveyed to County prior to any such approval, or at a later date as determined by County. Any failure to comply with this condition may result in the withholding of development permits and plat approval(s).
6. If applicable, an Acknowledgement of contiguous Sustainable Agricultural Land pursuant to Section 163.3163, Florida Statutes, as may be amended, must be executed and recorded in the Public Records of Orange County, Florida, prior to issuance of any permits associated with this plan and a copy of such Acknowledgment shall be submitted with all future permit applications for this project.
7. The developer shall obtain water, wastewater, and reclaimed water service from Orange County Utilities subject to County rate resolutions and ordinances.
8. All acreages identified as wetlands, surface waters and upland buffers are considered approximate until finalized by a Wetland Determination (WD) and/or

- a Natural Resource Impact Permit (NRIP). Approval of this plan does not authorize any direct or indirect wetland/surface water impacts.
9. Approval of this plan does not constitute approval of a permit for the construction of a boat ramp. Any person desiring to construct a boat ramp shall apply to the Orange County Environmental Protection Division as specified in Orange County Code Chapter 15 Environmental Control, Article XV Boat Ramps, prior to installation, for an Orange County Boat Ramp Facility Permit, as well as to any other Orange County Division(s) for any other applicable permits.
  10. Prior to mass grading, clearing, grubbing or construction, the applicant is hereby noticed that this site must comply with habitat protection regulations of the U.S. Fish and Wildlife Service (USFWS) and the Florida Fish and Wildlife Conservation Commission (FWC).
  11. Approval of this plan does not constitute approval of a permit for the construction of a boat dock, boardwalk, observation pier, fishing pier, community pier or other similar permanently fixed or floating structures. Any person desiring to construct any of these structures shall apply to the Orange County Environmental Protection Division, as specified in Orange County Code Chapter 15 Environmental Control, Article IX Dock Construction, prior to installation, for an Orange County Dock Construction Permit, as well as to any other Orange County Division(s) for any other applicable permits.
  12. No activity will be permitted on the site that may disturb, influence, or otherwise interfere with: areas of soil or groundwater contamination, or any remediation activities, or within the hydrological zone of influence of any contaminated area, unless prior approval has been obtained through the Florida Department of Environmental Protection (FDEP) and such approval has been provided to the Environmental Protection Division of Orange County. An owner/operator who exacerbates any existing contamination or does not properly dispose of any excavated contaminated media may become liable for some portion of the contamination pursuant to the provisions in section 376.308, F.S., as may be amended.
  13. The applicant / owner has an affirmative obligation to expressly notify potential purchasers, builders, and/or tenants of this development, through an appropriate mechanism, including a conspicuous note on the plat and/or a recorded restrictive covenant, as applicable, of the prior use of this property as agriculture.
  14. Unless a Natural Resource Impact Permit (NRIP) is approved by Orange County consistent with Orange County Code Chapter 15, Article X, "Wetland and Surface Water Protection", prior to Construction Plan approval, no wetland, surface water or buffer encroachments shall be permitted. Approval of this plan does not authorize any direct or indirect wetland and surface water impacts.
  15. Big Sand Lake has an established Municipal Service Taxing Unit (MSTU) for the purpose of funding lake management services. To the extent this project is part of the taxing district or benefits from Big Sand Lake this project shall be required to be a participant.

16. Big Sand Lake is designated an impaired water body, therefore, any portions of the project that will discharge into the surface water shall comply with the Impaired Waters Rule, Chapter 62-303 of the Florida Administrative Code.
17. Pole signs and new billboards shall be prohibited. All other signage shall comply with the approved master sign plan or Chapter 31.5 Tourist Commercial standards, where applicable and as may be amended.
18. Pursuant to Article XII, Chapter 30, Orange County Code, as may be amended, unless documentation to the County's satisfaction has been provided proving that a property is exempt or vested, each property must apply for and obtain concurrency. Unless required at a different time (by agreement, condition of approval, etc.), residential properties must obtain concurrency prior to approval of the plat; non-residential properties that are required to plat must obtain concurrency for any lot with an assigned use prior to approval of the plat (lots without an assigned use shall be labeled as "future development") and non-residential properties that are not required to plat must obtain concurrency prior to obtaining the first building permit. Concurrency may be obtained earlier than plat or building permit, but it is ultimately the responsibility of the applicant to obtain concurrency, including any proportionate share agreement, as applicable, in a timely fashion. Should an applicant wait to obtain concurrency until later in the development process, the County will not be responsible for any delays caused by the applicant's failure to obtain concurrency in a timely fashion.
19. Within multifamily tracts, short-term rental shall be prohibited. Length of stay shall be for a minimum of 180 consecutive days or greater.
20. All exterior facing facades of the structured parking, particularly those not screened by residential units and including those portions that project above the residential units, shall reflect the character, scale, massing, and materiality of the principal structures surrounding them. These facades shall be architecturally treated to complement the principal building, including but not limited to roof treatments, wall finishes and color palette.
21. A waiver from Orange County Code Section 38-1300 is granted to allow a maximum building height of 75 ft. for Tract 400B in lieu of 60 ft. for multi-family residential developments and associated accessory structures.
22. Except as amended, modified, and / or superseded, the following BCC Conditions of Approval, dated November 28, 2017, shall apply:
  - a. Prior to construction plan approval, hydraulic calculations shall be submitted to Orange County Utilities demonstrating that proposed and existing water, wastewater, and reclaimed water systems have been designed to support all development within the PD.
  - b. A current Phase One Environmental Site Assessment (ESA) and current title opinion shall be submitted to the County for review as part of any Preliminary Subdivision Plan (PSP) and / or Development Plan (DP)

- submittal and must be approved prior to Preliminary Subdivision Plan (PSP) and / or Development Plan (DP) approval for any streets and / or tracts anticipated to be dedicated to the County and / or to the perpetual use of the public.
- c. Unless otherwise allowed by County Code, the property shall be platted prior to the issuance of any vertical building permits.
  - d. A mandatory pre-application / sufficiency review meeting for the plat shall be required prior to plat submittal and concurrent with construction plan submittal. The applicant shall resolve, to the County's satisfaction, all items identified in the pre-application / sufficiency review meeting prior to formal submittal of the plat to the County.
  - e. Signalization, if warranted, shall be at developer's expense, for Tract 500B only.
  - f. The following two waivers from Orange County Code are granted for Tract 500B only:
    - 1. A waiver from Section 38-1287(4) to allow paving setbacks reduced to zero (0) feet, in lieu of 7.5 feet between internal parcels.
    - 2. A waiver from Section 38-1287(2) is requested to allow building setbacks reduced to zero (0) feet, in lieu of a 30-foot building setback between internal parcels.
15. Except as amended, modified, and / or superseded, the following BCC Conditions of Approval, dated July 31, 2012, shall apply:
- a. The use of motorized watercraft by new development (e.g. powerboats, jet skis, etc.) shall be prohibited on Big Sand Lake. Motorized vessels shall not be launched from this property.
  - b. Tree removal/Earthwork shall not occur unless and until construction plans for the first Preliminary Subdivision and/or Development Plan with a tree removal and mitigation plan have been approved by Orange County.
  - c. Developer shall comply with all provisions of the Capacity Enhancement Agreement entered into with the Orange County School Board as of May 31, 2012.
    - 1. Upon the County's receipt of written notice from Orange County Public Schools that the developer is in default or breach of the Capacity Enhancement Agreement, the County shall immediately cease issuing building permits for any residential units in excess of the 9 residential units allowed under the zoning existing prior to the approval of the PD zoning. The County shall again begin

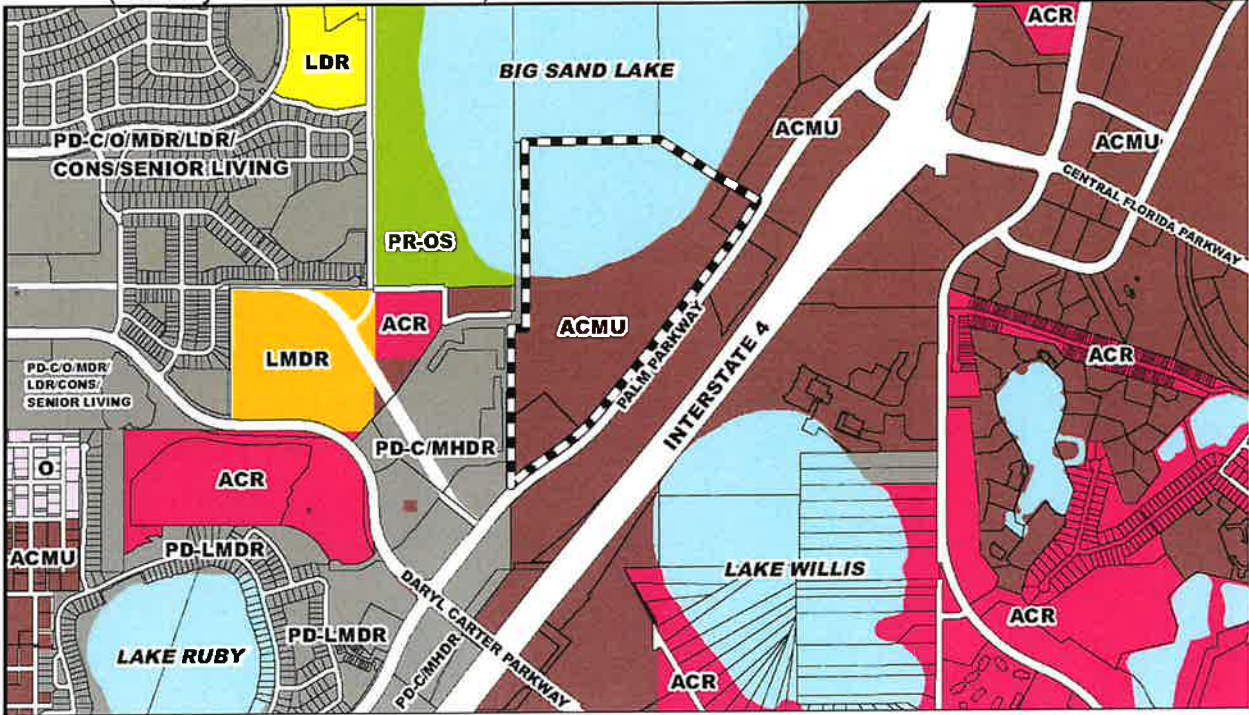
issuing building permits upon Orange County Public Schools' written notice to the County that the developer is no longer in breach or default of the Capacity Enhancement Agreement.

The developer and its successor(s) and/or assign(s) under the Capacity Enhancement Agreement, shall indemnify and hold the County harmless from any third party claims, suits, or actions arising as a result of the act of ceasing the County's issuance of residential building permits.

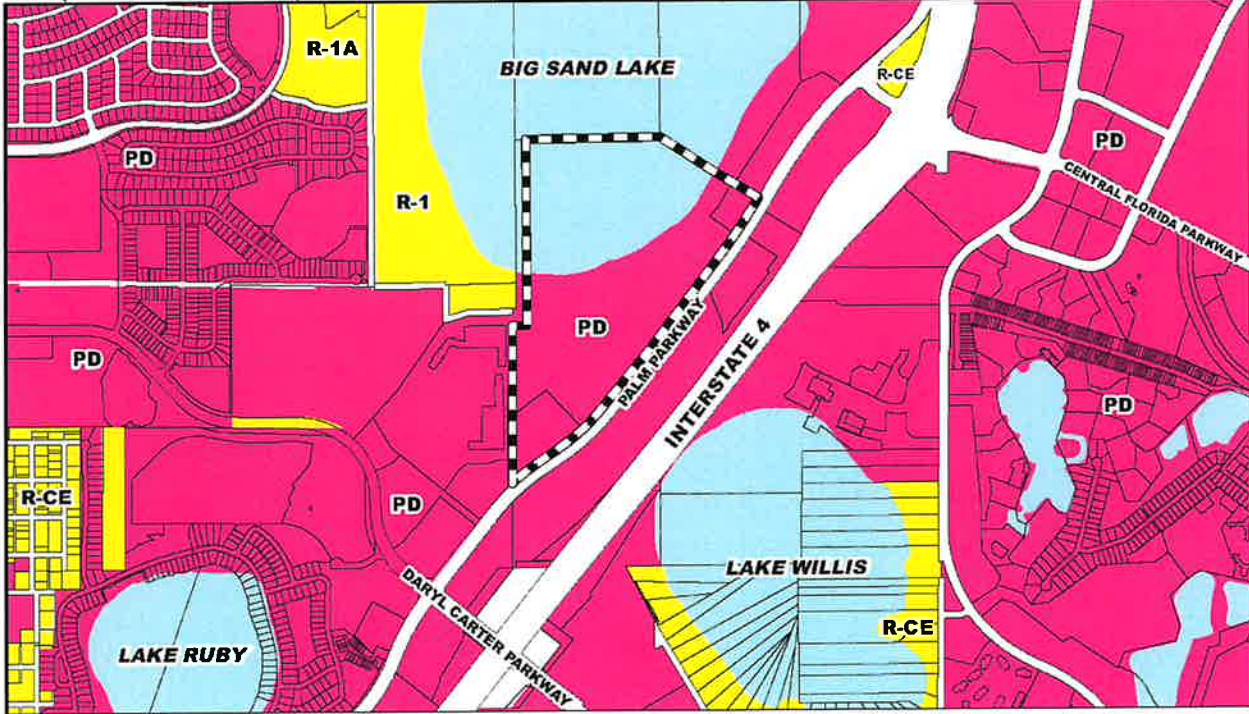
2. Developer, or its successor(s) and/or assign(s) under the Capacity Enhancement Agreement, agrees that it shall not claim in any future litigation that the County's enforcement of any of these conditions are illegal, improper, unconstitutional, or a violation of developer's rights. d) Orange County shall be held harmless by the developer and its successor(s) and/or assign(s) under the Capacity Enhancement Agreement, in any dispute between the developer and Orange County Public Schools over any interpretation or provision of the Capacity Enhancement Agreement. At the time of platting, documentation shall be provided from Orange County Public Schools that this project is in compliance with the Capacity Enhancement Agreement.
  - d. A waiver from Section 38-1258 (j) is granted to allow a minimum twenty (20) foot building separation for both two-story and three-story buildings, in lieu of a minimum thirty (30) foot building separation for two-story buildings and a minimum forty (40) foot building separation for three-story buildings within the multi-family portion of PD Tract 500.
  - e. A waiver from Section 38-1476 is granted to allow for a decreased parking ratio of 1.3 spaces per unit, in lieu of 1.5 spaces per unit, for one-bedroom units only within the multi-family portion of PD Tract 500.
16. Except as amended, modified, and / or superseded, the following BCC Conditions of Approval, dated October 6, 1998, shall apply:
  - a. Development shall comply with all provisions of the developer's agreement for the Activity Center Turkey Lake Road Extension.
  - b. The following International Drive strategic conditions shall apply:
    1. Permitted and prohibited uses shall be those specified in Policies 1.1.3 and 1.1.6 of the International Drive Activity Center Plan.
    2. The development guidelines of the International Drive Activity Center shall apply to the subject property if they are established prior to development plan submittal.
    3. The property owner shall be required to participate in an I-Drive Activity Center Property Owners' Association upon its creation.

4. Stormwater management facilities shall be designed as an aesthetic feature, except where determined by the County engineer to be technically unfeasible.
  5. The development plan shall provide for interconnection of adjacent developable parcels either by cross-access easement or public right-of-way. This shall include connection into and continuation of an area-wide transportation plan for the International Drive Activity Center.
  6. Electrical distribution lines shall be underground.
  7. Participation in shuttle service connecting area attractions, major transportation centers, and on-site development shall be provided.
- c. Orange County designates the property as a convention and resort hotel development pursuant to International Drive Comprehensive Policy Plan (CPP) Policy 1.1.10, and in consideration of this designation, this condition of zoning is placed on the property and shall run with the property as follows: Unless and until a hotel, hotels, or rooms on the property have been designated by the owner reserving to the Convention Center an option to book and/or reserve 54,750 Convention Center hotel room nights per year (determined by multiplying 150 rooms by 365 nights), the following restriction shall apply: After the construction of the first 900 hotel rooms, every subsequent hotel facility on the property shall reserve ten (10) percent of its room nights for Convention Center hotel room purposes with a right of first booking designated to the Convention Center. The Convention Center shall have the absolute right to exercise its option to book and/or reserve such designated Convention Center hotel room nights until 24 months prior to the room night date. If the room night (group room block) is not booked and/or reserved and the maximum group rate agreed to by the Convention Center or its designee by 24 months prior to the room night date, then the Convention Center's right to first booking is released and the hotel facility may rent or lease the room nights. Nothing herein shall prohibit an individual hotel or hotels from exceeding the ten (10) percent requirement.
- d. The agricultural use shall be permitted to continue until approval of construction plans; and further, and made a finding of consistency with the Comprehensive Policy Plan.

**FUTURE LAND USE**  
ACMU (Activity Center Mixed Use)



**ZONING**  
PD (Planned Development District)



# Sand Lake Groves PD (Cover Sheet)

Planner/Engineer  
 Joseph E. Kolb, Jr., PE  
 2285 Forest Street  
 Wilkensville, FL 34786  
 P-407.355.0946  
 C-321.377.7003

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100	PROPOSED GROUND

1. ALL CONSTRUCTION SHALL BE IN ACCORDANCE WITH THE LATEST EDITIONS OF THE FLORIDA BUILDING CODE (FBC) AND THE FLORIDA ELECTRICAL CODE (FEC).  
 2. ALL UTILITIES SHALL BE DEEPER THAN ANY EXISTING UTILITIES.  
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## Land Use Plan

Request for PD Rezoning Approval  
 Date Issued: October 2025  
 Latest Issue: January 2026

## Sandlake Groves PD

CDR 25 11 272

Orange County, FL

Parcel IDs # 11-24-28-0000-00-003; 004; 022; 024; 027; 028;  
 030; 031; 11-24-28-7793-01-000; 14-24-28-0000-00-011; 015; 026

Affected Parcels: 14-24-28-0000-00-011; 015;

11-24-28-0000-00-27

Approximate Gross Acreage=497.26 AC

Approximate Net Area=53.13 AC

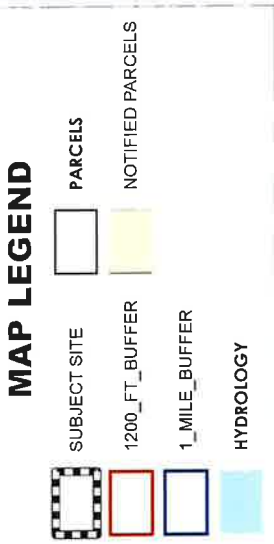




# Notification Map

## Public Notification Map

Sand Lake Groves PD\_CDR-25-11-272



BUFFER DISTANCE: 1200  
 # OF NOTICES: 39

