

**CASE # RZ-26-03-016**

Commission District: #5

**GENERAL INFORMATION**

**APPLICANT:** Sam J. Sebaali (Thomas and Hutton Engineering Co.)

**OWNER:** Rosebank Estate Development, LLC

**HEARING TYPE:** Planning and Zoning Commission Recommendation

**REQUEST:** **A-2** (Farmland Rural District) **to**  
**R-2 Restricted** (Residential District)

**LOCATION:** 7449 Restful Street; generally located north of Restful Street, south of University Boulevard, east of Wilde Avenue, and west of N. Goldenrod Road

**PARCEL ID NUMBER:** 11-22-30-0000-00-090

**SIZE / ACREAGE:** 0.66 acres

**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]. One hundred seventy-six (176) notices were mailed to those property owners in the surrounding area.

**COMMUNITY MEETING:** An in-person community meeting was held on March 11, 2026, and is summarized further in this report.

**PROPOSED USE:** One Single-Family Home (and an Accessory Dwelling Unit)\*

**STAFF RECOMMENDATION**

**PLANNING**

**Make a finding of consistency with the Comprehensive Plan and recommend APPROVAL of R-2 Restricted (Residential District) zoning, subject to the following restriction:**

- 1) Development shall be limited to one residential dwelling unit.\*

*\*Please note: The applicant's original request was for a duplex. After the PZC hearing on March 19<sup>th</sup>, the applicant reduced the request to one home with the intent to also construct an Accessory Dwelling Unit (ADU) which is allowed in all residential districts. The request and staff recommendation have been updated to reflect the amended request for one home.*

## **SUBJECT PROPERTY ANALYSIS**

### **Overview**

The subject property was zoned A-2 (Farmland Rural District) in 1957, prior to the adoption of the Orange County Comprehensive Plan. The parcel later received the Future Land Use Map designation of Medium Density Residential (MDR), which allows consideration of up to 20 dwelling units per acre. The current zoning of A-2 is inconsistent with the MDR FLU.

The applicant is requesting a rezoning to R-2 (Residential District) to correct the FLU inconsistency and build a single-family home with the intent to also construct an Accessory Dwelling Unit (ADU) which is allowed in all residential districts. The applicant's original request was to construct a duplex but due to community resident concerns, the applicant has reduced the request to one home and an ADU.

The property is currently vacant. The surrounding area consists of a mix of housing types and zoning districts, as well as commercial uses along N. Goldenrod Road and to the north along University Boulevard. The area has numerous apartment complexes and townhomes zoned R-3, including immediately to the north. Single-family homes on larger lots zoned A-2 and smaller lots zoned R-2 also populate the neighborhood.

The property is within the Winter Park utility service area. Connection to water and wastewater is required.

### **Land Use Compatibility**

The R-2 Restricted 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 open cases.

### **Comprehensive Plan (CP) Consistency**

The underlying CP Future Land Use Map (FLUM) designation of the subject property is Medium Density Residential (MDR). The proposed R-2 zoning is consistent with the MDR

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.

**FLU1.4.4** states that the disruption of residential areas by poorly located and designed commercial activities shall be avoided.

**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**

<b>Existing Use</b>	Vacant
<b>Adjacent Zoning</b>	N: P-D (Planned Development) 2004
	E: A-2 (Farmland Rural District) 1957
	W: A-2 (Farmland Rural District) 1957
	S: A-2 (Farmland Rural District) 1957

**Adjacent Land Uses**

- N: Target department store
- E: Single-family residence
- W: Vacant (pending approval for a single-family residence)
- S: Single-family residence

**R-2 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:  
Front: 20 ft.  
Rear: 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: 20 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.*

**Intent, Purpose, and 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**

Enhanced Septic/Sewer Requirement - This site is located within the Crane Strand Drain 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.

Habitat Protection - Development of the subject property shall comply with all state and federal regulations regarding wildlife and plants listed as imperiled species (endangered, threatened, or species of special concern). The applicant is responsible to determine the presence of these concerns and to verify and obtain, if necessary, any required habitat permitting of the U.S. Fish and Wildlife Service (USFWS) and the Florida Fish & Wildlife Conservation Commission (FWC).

**Transportation / Access**

The proposed development program of constructing one home has 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, an approved DeMinimis Application through the Concurrency Management office may be required. Please contact the Concurrency Management Office at [concurrency@ocfl.net](mailto:concurrency@ocfl.net) or 407-836-6110 for more information. Visit the webpage below regarding concurrency information and to obtain a DeMinimis application: <http://www.orangecountyfl.net/PlanningDevelopment/ConcurrencyManagement.aspx>

**Schools**

One homes is de minimis.

**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 March 11th at Glenridge Middle School to review the applicant's original request for a duplex. The overall sentiment was a dislike of duplexes and desire to keep the street as single-family residences. There were also concerns about rental properties being on the street and their unit size. The applicant was open to the proposed restriction, as well as a possible unit size restriction.

**Utilities Service Area (Availability of services may vary)**

Water: Winter Park  
Wastewater: Winter Park  
Reclaim Water: Orange County Utilities

**Detailed Utility Information:**

This property is within Winter Park Water and Wastewater Service Area. Connection to water and wastewater is required.

This property is within Orange County Utilities Reclaimed Water Service Areas. In accordance with Orange County Code Chapter 37:

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 – March 19, 2026**

**Make a finding of consistency with the Comprehensive Plan and recommend APPROVAL of R-2 Restricted (Residential District) zoning, subject to the following restriction:**

1. Development shall be limited to 2 dwelling units.\*

*\*Please note that at the time of the PZC hearing, the request was for a duplex. The applicant's request has been reduced to one home so the restriction proposed by staff has been updated to reflect a limitation of one home.*

**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 Restricted (Residential District) zoning to build a duplex. The applicant was present for the hearing and agreed with staff's recommendation and the restriction.

Staff indicated that one hundred and seventy-six (176) notices were sent to property owners in the neighborhood. A community meeting was held on Wednesday, March 11, 2026, with seven (7) members of the community in attendance. No one spoke during the public comment portion of the meeting.

The applicant gave a survey of the neighborhood's residential diversity and highlighted how their request for two units is significantly below the Future Land Use designation's allowed density. Commissioner Evans noted that there was a rezoning application heard last month on the neighboring parcels. Staff confirmed for Commissioner Wiggins that the lot could be split for two single-family homes under R-2 zoning, due to the 45-foot lot width minimum. Commissioners Wiggins and Holt encouraged the applicant to pursue two single-family homes instead of a duplex. Commissioner Holt also inquired about the stormwater drainage plans. There was some discussion of other possible restrictions, such as requiring single-family homes only or requiring a certain minimum unit size, which the applicant was receptive to. Commissioner Gray supported higher density in line with the Future Land Use designation due to the need for affordable housing and existing housing diversity in the area. Commissioner Evans supported maintaining Restful Street's current large-lot single-family residence style, while also voicing supporting for infill development and a potential flag lot arrangement.

Commissioner Wiggins made a motion for a finding of consistency with the Comprehensive Plan and recommending APPROVAL of the requested Restricted R-2 (Residential District) zoning, keeping the restriction in line with the staff recommendation. The motion was seconded by Commissioner Holt and passed on a 4-1 vote.

**Motion / Second**

*George Wiggins / Marjorie Holt*

**Voting in Favor**

*George Wiggins, Marjorie Holt, Eric Gray and Jorge Berrios Trinidad*

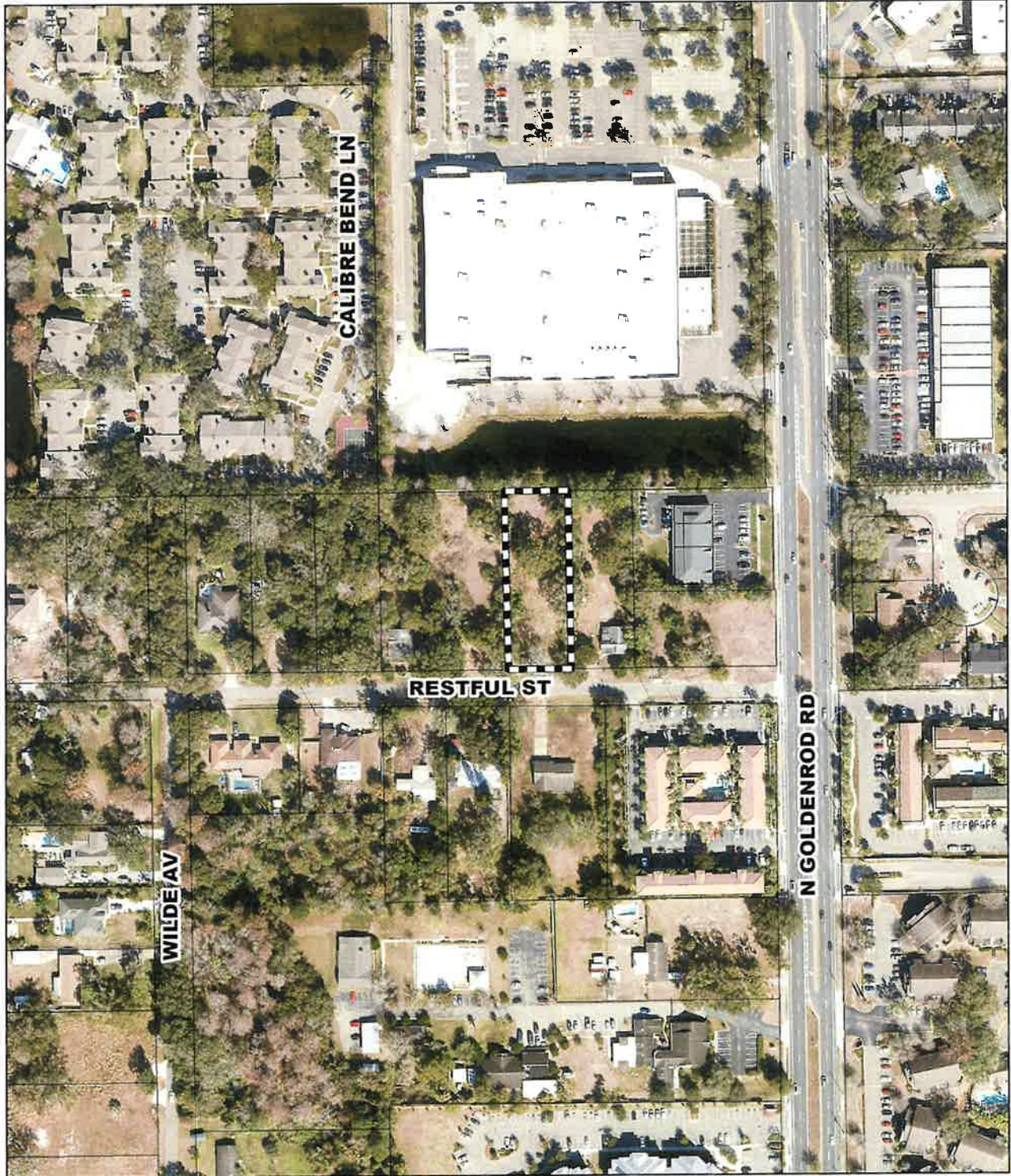
**Voting in Opposition**

*Camille Evans*

**Absent**

*Michael Arrington, David Boers, Eddie Fernandez and  
Giancarlo Rodriguez*


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 Subject Property

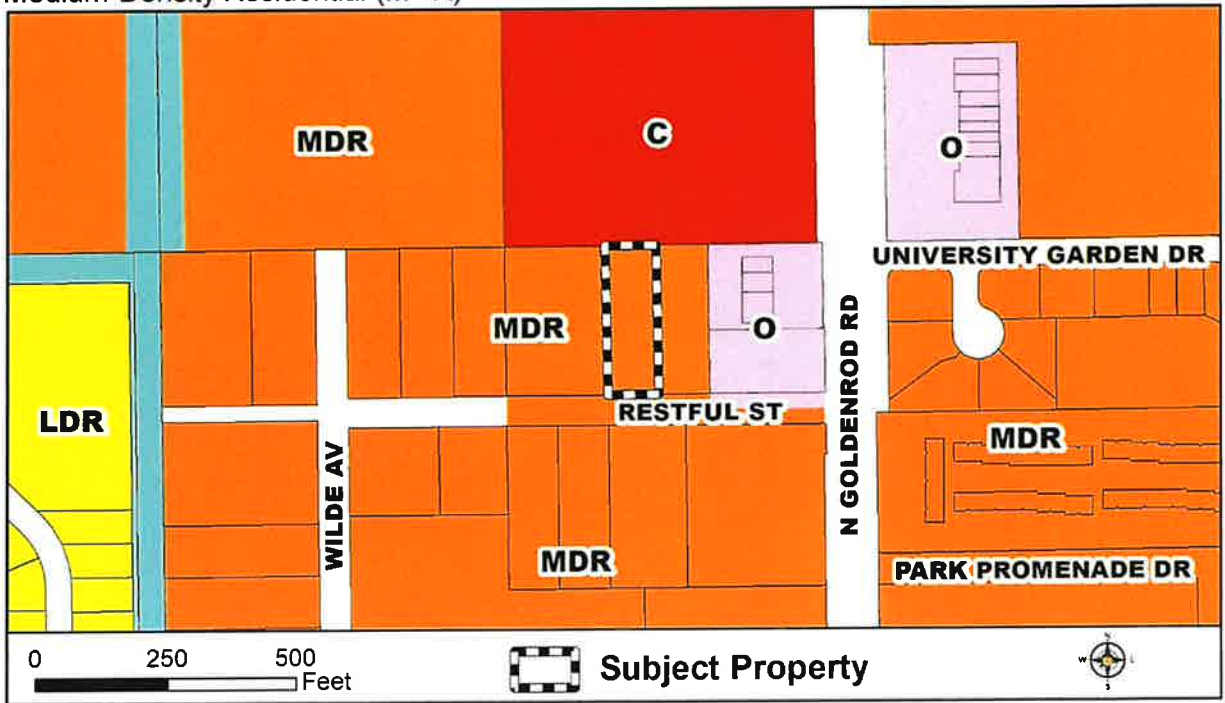


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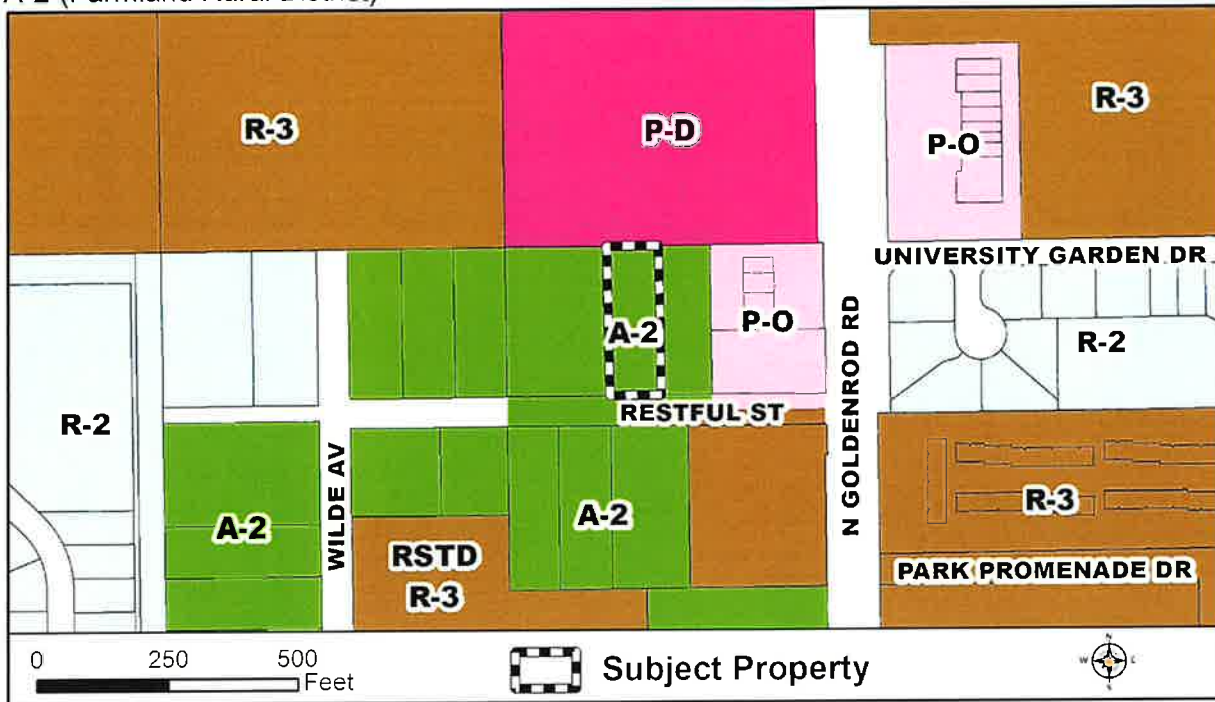
**FUTURE LAND USE – CURRENT**

Medium Density Residential (MDR)



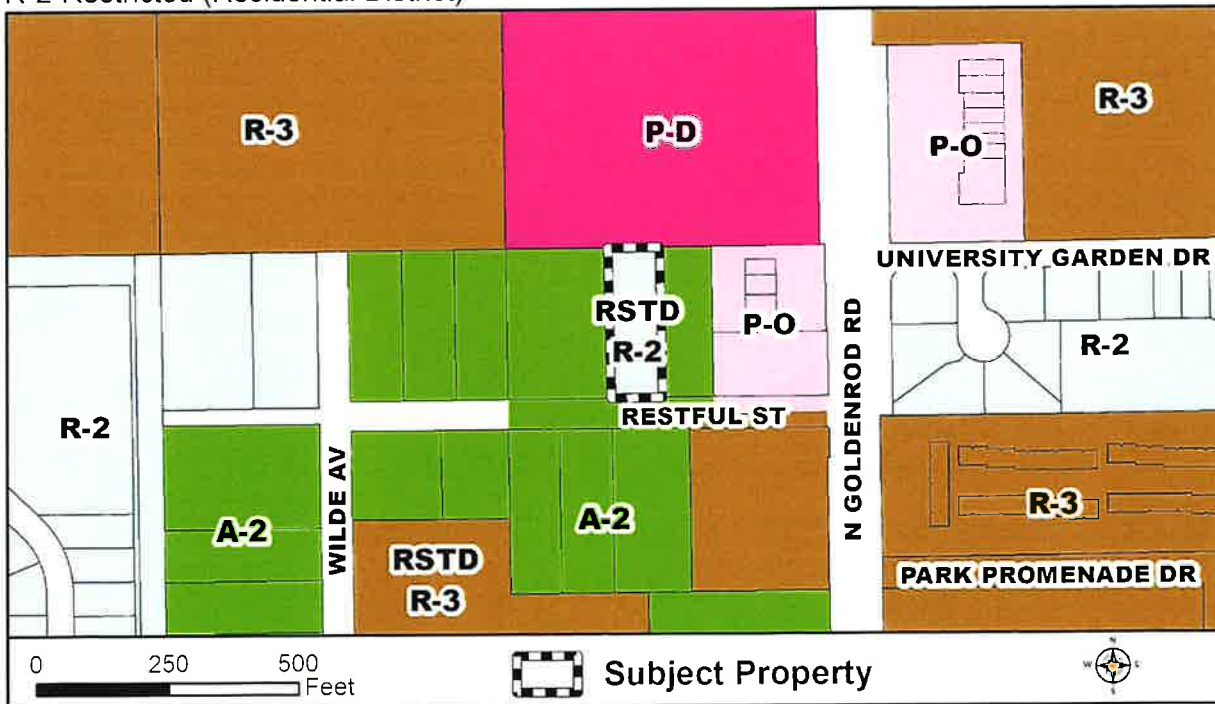
**ZONING – CURRENT**

A-2 (Farmland Rural District)



**ZONING – PROPOSED**

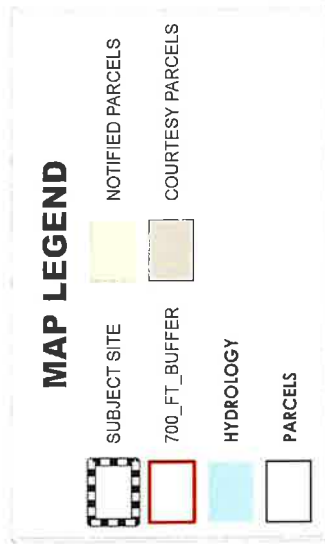
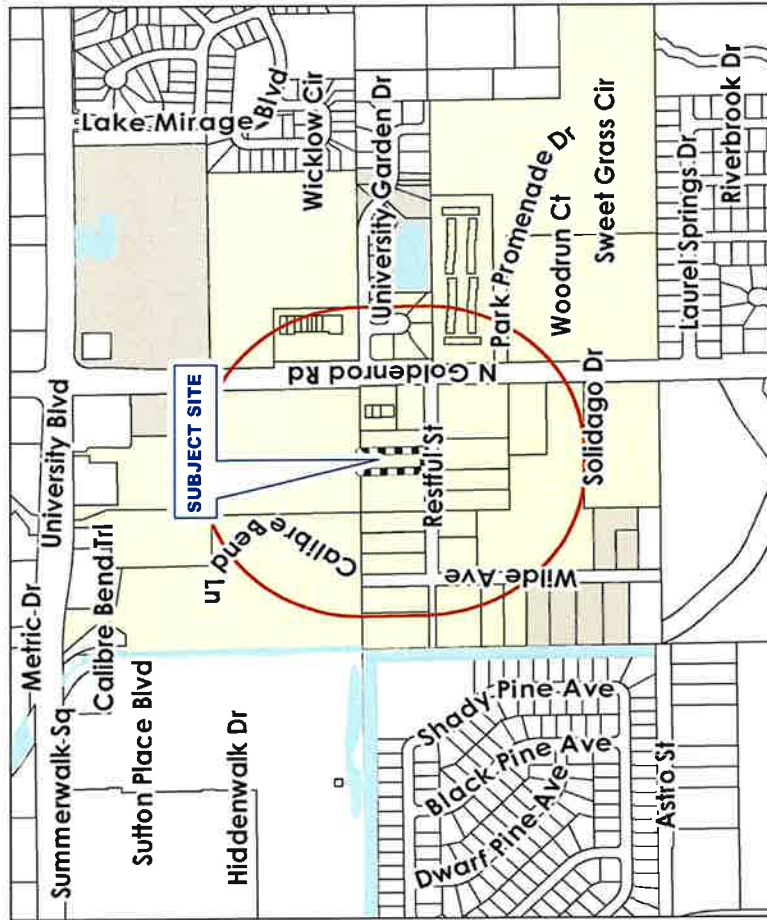
R-2 Restricted (Residential District)



**NOTIFICATION MAP**

**Public Notification Map**

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BUFFER DISTANCE: 700  
 # OF NOTICES: 176

