

**Applicant:**

Windy Tanenbaum

**Owner:**

Windy Tanenbaum

**Subject Site:**

**Location:** 2619 Mayer Street, bounded by Mayer Street on the west, East Michigan Street to the south, East Crystal Lake Avenue to the north, and South Brown Avenue to the east.

**Parcel ID:** 01-23-29-5631-00-230

**Acres:** 0.32 parcel

**District:**

3 – Mayra Uribe

**Notices:**

Notices were mailed December 19, 2025 to 168 property owners.

**Summary of Request:**

As required by Orange County Charter Section 504 Exclusive Method of Voluntary Annexation, any voluntary annexation for property outside of a Joint Planning Area boundary must be approved by an affirmative vote of not less than a majority plus one vote of the entire membership of the Board of County Commissioners at a public hearing. This public hearing shall occur following the first reading by the annexing municipality. As required by Section 504, the annexing City must provide notice to the County ten (10) days prior to its first scheduled public hearing. The City of Orlando provided notice of the proposed annexation on June 3, 2025. Thereafter, a copy of the proposed annexation was distributed to County staff for review.

City of Orlando staff presented the applicant's request to annex a 0.32-acre site located at 2619 Mayer Street to the City's Municipal Planning Board on July 15, 2025. The site is improved with a single-family residence. Included as part of the request for annexation is a request to change the future land use map designation and zoning designation. The owner has requested the annexation for future development of duplexes. The property owner was able to use the City of Orlando Sewer Benefit Fee to abandon the septic tank system and connect to City sewer.

Section 504 also requires the annexing municipality to enter into an interlocal agreement with the County detailing the provision of essential public services, infrastructure maintenance, and future land use. Should the Board vote to approve the proposed annexation request, staff would request that the Board take action on the Interlocal Agreement for Annexation of 2619 Mayer Street between City of Orlando, Florida and Orange County, Florida.

The City Council held the first public hearing on December 8, 2025. The second public hearing is pending the outcome of the Board's decision. Should the Board vote to approve the request, a second public hearing would be scheduled by the City. As part of the second public hearing, the City Council would consider the annexation request along with the Interlocal Agreement. Should the Board vote to deny the request, the applicant has 30-days to appeal the decision.

This annexation request is less than five-acres and requires a 600' notification radius per Section 504.B, Orange County Charter. Notice of the proposed annexation and Orange County's public hearing was mailed on December 19, 2025, to 168 property owners. The \$104.16 cost was paid by the applicant prior to the public hearing.

---

### **Annexation Guidelines:**

#### **Issues for Consideration:**

Per Section 504 of the Orange County Charter:

- A voluntary annexation must be approved by an affirmative vote of not less than a majority plus one vote of the entire membership of the Board of County Commissioners at a public hearing.
- Approval or denial shall be at the sole and absolute discretion of the Board.
- The Board may consider:
  - consistency with the county comprehensive plan,
  - infrastructure impacts,
  - whether the annexation is compact, contiguous and will not result in the creation of enclaves,
  - whether an interlocal agreement has been proffered or executed, and
  - whether the property is located within or outside the urban service area.
- The annexing municipality shall provide notice to the county 10 days prior its first scheduled public hearing.
- The Board shall hear the annexation request following the first public hearing by the municipality.
- The annexing municipality shall enter into an interlocal agreement with the county detailing the provision of essential public services, infrastructure maintenance, and future land use.

---

### **Consistency with the Comprehensive Plan**

The subject site's existing Orange County Future Land Use designation is Low-Medium Density Residential (LMDR) and the zoning district is R-2 (Residential District). As shown on the future land use map at the end of the report, the surrounding Future Land Use designations include:

- North: Low-Medium Density (LMDR) (up to 10 dwelling unit/acre) (*County*)
- East: Residential Low Intensity (12 units/acre) (*City*)
- South: Mixed Use Corridor – Medium Intensity (*City*),  
Commercial (C) (*County*)
- West: Low-Medium Density Residential (LMDR) (up to 10 dwelling units/acre) (*County*),  
Residential Low Intensity (12 units/acre) (*City*),  
Mixed Use Corridor – Medium Intensity (up to 30 units/acre) (*City*)

The surrounding land uses are predominately residential, including single-family, duplexes, townhomes, and multi-family. Uses immediately surrounding the site include office related uses, neighborhood scale commercial, and restaurants to the south along East Michigan Street. Blankner K-8 is located one block (approximately 500 feet) to the west of the site. Boone High School is immediately north of Blankner K-8.

---

As part of the annexation, the applicant is requesting an amendment to the City's Growth Management Plan to change the Future Land Use designation and to rezone the property. The requested land use designation for the property is Residential Low Intensity. The City's FLU designation allows a maximum intensity of up to 12 dwelling units/acre, which is higher than the allowed 10 dwelling units/acre allowed in the County's Low-Medium Density FLU Designation. The requested zoning district is R-2A/T (Residential Two-Family District with Traditional Overlay).

The City of Orlando's Land Development Code identified the purpose of the R-2A zoning district as "intended to conserve the general character of established neighborhoods which are developed over time as a mixture of single family homes, duplexes and houses with garage apartments and accessory apartments. New development in this district is encouraged to maintain the prevailing bulk, height, setback and general design of the surrounding neighborhood."

The City of Orlando's Land Development Code identified the purpose of the T (Traditional City) overlay district as "intended to establish urban design standards to perpetuate the positive design elements and the residential and commercial development patterns found within the Traditional City. The Traditional City shall be defined by recognizable geographic boundaries of subdivisions platted prior to World War II in which there is a concentration of the positive design elements as defined in Urban Design Goal 1"

### **Infrastructure Impacts**

**Water and Wastewater** – The proposed annexation area is within the Orlando Utilities Commission water service area and the City of Orlando wastewater service area. The property owner was able to use the Sewer Benefit Fee to abandon their septic tank system and connect to City sewer.

**Solid Waste** – Currently the County does provide waste collection services to this property. The solid waste service would transfer from the County to the City beginning January 1, 2027. The reason for this is the County charges the fee for solid waste services on the property tax bill. An annexation must be approved by September 2025 for the service to transfer next year. The deadline was not met; therefore, service will transfer January 1, 2027.

**Transportation** – On July 21, 2009, the Board approved an Interlocal Agreement between Orange County and the City of Orlando regarding unexpired provisions of the terminated May 1994 Joint Planning Agreement. Paragraph 9 concerning "Use of Rights-of-Way continued to survive until December 31, 2025. This section requires where the lands on both sides of a County Road are in the City's jurisdiction or in the jurisdiction of the City and another municipality, the City shall simultaneously annex the adjacent road right-of-way and adjacent associated roadway retention areas, unless otherwise agreed by the parties. The section does not apply to the request as the property to the west and north are in unincorporated Orange County.

**Stormwater** – The County is divided into drainage basins, which are then modeled to determine drainage requirements for each area. The subject property is located within the St. John River Water Management District. The City's has adopted stormwater level of service standards that require new development to provide on-site stormwater retention and/or detention consistent with the requirements of the St. John River Water Management District. New development would be required to meet the stormwater level of service standard.

**Environmental Information** – The City includes the subject property within the Urbanized Disturbed Lands area and is developed with a single family residence. Therefore, an environmental assessment is not required.

**Orange County Sheriff** – The proposed annexation area is currently served by Orange County Sheriff Patrol Zone 41B. If the proposed annexation is approved, police services for the annexation area will be transferred to the City of Orlando.

**Fire Rescue** – The proposed annexation area is currently served by Orange County Fire Battalion 4 Rescue Station 50. If the proposed annexation is approved, the City of Orlando Fire Rescue would become the first responder for this property.

**Fiscal Impacts:** The assessed value for non-school millage of the subject property for 2024 is \$254,701 and for 2025 is \$280,171. Orange County will continue to receive the general millage from the property; however, the Fire Rescue/EMS and Sheriff taxes will no longer be assessed, resulting in an approximate annual loss to the County of \$1,352.72.

---

**Special Taxing Districts** – The subject site is subject to the solid waste collection assessment. As previously discussed, the County will continue to provide the service through December 31, 2026 with the service transferring January 1, 2027.

**Compact, Contiguous, and will not result in an Enclave**

---

Per Florida Statutes Section 171 and the Orange County Charter, a voluntary annexation must be compact, contiguous, and will not result in the creation of any enclaves.

The subject property is adjacent to property to the east that is within the City of Orlando. The surrounding properties to the north, south, and east are within unincorporated Orange County. If the annexation request were approved, they would not be completely surrounded by the City of Orlando.

**Summary of the Interlocal Agreement**

Per Section 504.B the annexing municipality shall enter into an interlocal agreement (ILA) with the County detailing the provision of essential public services, infrastructure maintenance, and future land use. The ILA will be considered as part of the Board hearing, and, if the annexation is approved, will be considered by the City of Orlando at the 2<sup>nd</sup> reading for the proposed annexation.

The ILA includes the following terms:

1. Provision of essential services including water service, wastewater service, fire rescue, police, and solid waste.
2. Adoption of a future land use designation upon annexation into the City of Orlando.

**Urban Service Area**

---

The subject property, 2619 Mayer Street, is located within the County's Urban Service Area Boundary.

**Action Requested**

---

To approve or deny the annexation request. If the Board votes to approve the annexation request, then staff requests approval and execution of the Interlocal Agreement for Annexation of 2619 Mayer Street between City of Orlando, Florida and Orange County, Florida.

The City of Orlando Staff Report and the Draft ILA are attached.

---

*Per Florida Statute, Section 171 and the Orange County Charter, a decision of the Board of County Commissioners may be appealed by a Party Affected to the circuit court within thirty (30) days of the public hearing. "Party affected" means any persons or firms owning property in, or residing in, either a municipality proposing annexation or contraction or owning property that is proposed for annexation to a municipality or any governmental unit with jurisdiction over such area.*

---

## ANNEXATION PETITION SUMMARY

## ANX-ORL-2173

---

<b>Municipality</b>	Orlando	<b>Intake Date</b>	6/3/2025
<b>Annexation Name</b>	Wendy Tanenbaum	<b>Status</b>	Proposed
<b>Annexation ID</b>	ANX-ORL-2173	<b>Type</b>	Voluntary
<b>Commissioner</b>	Mayra Uribe	<b>BCC District</b>	3
<b>Address</b>	2619 Mayer Street		
<b>Location</b>	East Crystal Lake Avenue to the north, South Brown Avenue to the east, East Michigan Street to the south, and Mayer Street to the west		
<b>Acreage</b>	0.32		
<b>Parcel ID</b>	01-23-29-5631-00-230		

---

<b>Urban Service Area</b>	Urban Service Area		
<b>County Future Land Use</b>	LMDR	<b>City Proposed FLU</b>	Residential Low Intensity
<b>County Zoning</b>	R-2	<b>City Proposed Zoning</b>	Mixed-Use Corridor
<b>Current Use</b>	Spa	<b>Proposed Use</b>	Spa
<b>Within JPA</b>	No	<b>Charter Section 504</b>	Yes
		<b>Preservation District</b>	No

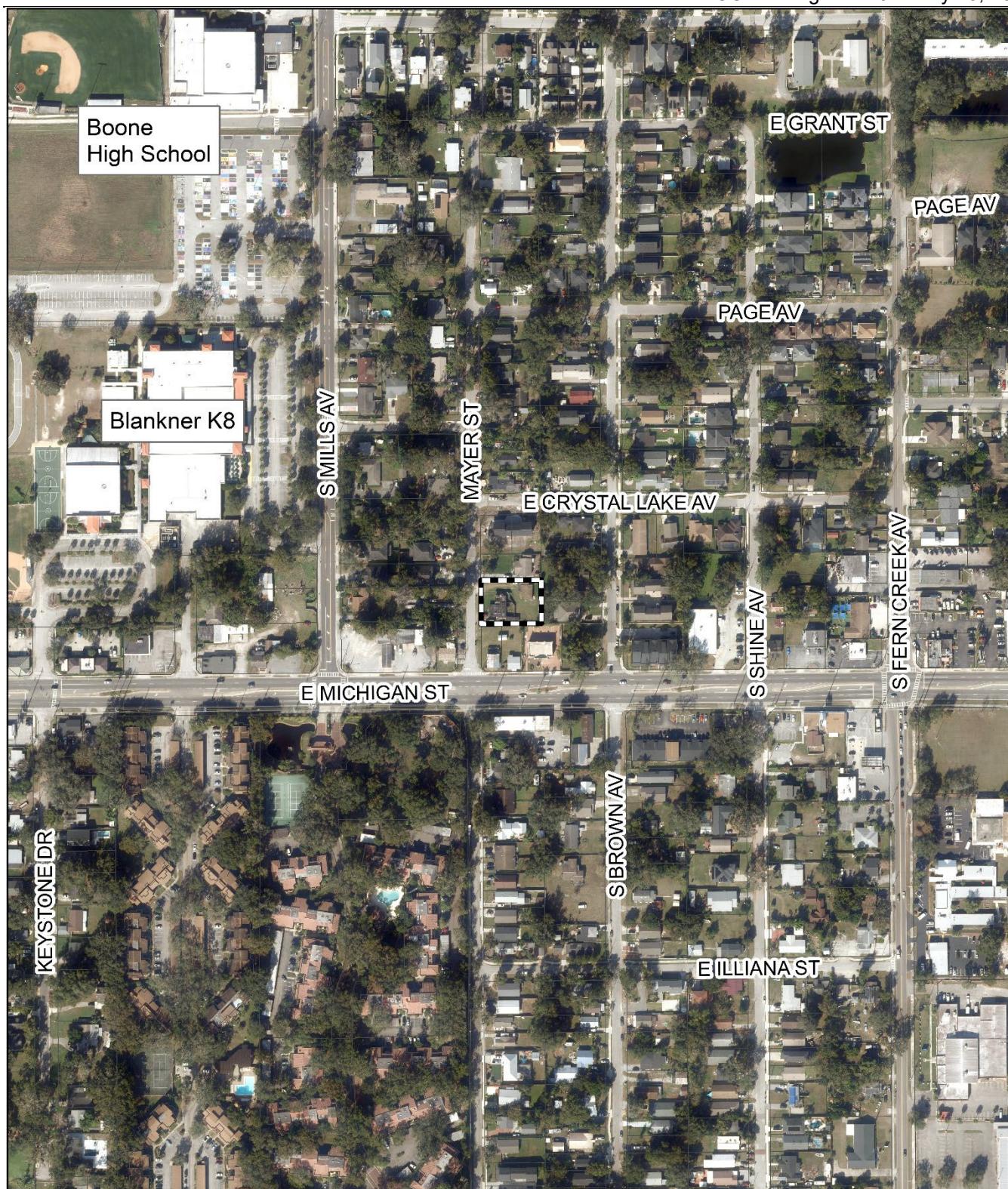
---

<b>Living Area (Sq. Ft.)</b>	1,739 sq. ft.	<b>Taxable Value</b>	\$254,701
<b>Water Service Provider</b>	OUC Commission	<b>Wastewater Service Provider</b>	Orlando
<b>Fire Battalion</b>	4	<b>Sheriff Patrol Zone</b>	41B

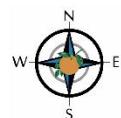
---

<b>First Reading</b>	December 8, 2025	<b>Second Reading</b>	TBD
<b>Effective Date</b>	TBD	<b>Ordinance Number</b>	2025-9

Exclusive Method Voluntary Annexation  
Annexation Analysis  
ANX-ORL-2173 – 2619 Mayer Street  
BCC Hearing Date: January 13, 2026



 **Subject Property**



0 250 500 Feet

ORANGE COUNTY FUTURE LAND USE



ORANGE COUNTY ZONING

