

**CASE # SS-26-02-039**

Commission District: #3

**GENERAL INFORMATION**

**APPLICANT:** Lonnie Caldwell, Caldwell Design Build, LLC

**OWNER:** KHJ Investments, LLC

**FLUM REQUEST:** **Low Density Residential (LDR) to  
Low-Medium Density Residential (LMDR)**

**LOCATION:** 6606 Winegard Road; generally located on the west side of Winegard Rd., south of W. Lancaster Rd., north of Orwell Ave., and east of Beret Dr.

**PARCEL ID NUMBER:** 26-23-29-0000-00-086

**SIZE / ACREAGE:** 0.83 gross/net 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]. Three hundred sixty-five (365) notices were mailed to those property owners in the surrounding area. This notification area was expanded from 132 notices to 365 notices after the community meeting at the request of Commissioner Mayra Uribe.

**COMMUNITY MEETING:** A community meeting was held on February 9, 2026, and is summarized further in this report.

**PROPOSED USE:** Eight (8) residential dwelling units

**STAFF RECOMMENDATION**

**PLANNING**

**Future Land Use Map Amendment**

**Make a finding of consistency with the Comprehensive Plan and recommend ADOPTION of the requested Low-Medium Density Residential (LMDR) Future Land Use Map designation.**

**SUBJECT PROPERTY ANALYSIS**

**Overview**

Through this request, the applicant is seeking to change the Future Land Use Map (FLUM) designation of the 0.83-acre subject property from Low Density Residential (LDR) to Low-Medium Density Residential (LMDR) to allow for the development of eight (8) residential dwelling units. The LMDR FLUM designation allows for the consideration of single- and

multi-family residential development at a maximum net density of ten (10) dwelling units per acre. The subject property is currently zoned R-2 (Residential District), rezoned from R-1 (Single-Family Dwelling District) on October 24, 1978. The applicant is not requesting a zoning change. The current R-2 zoning classification permits single-family residences, duplexes, triplexes, and quadplexes.

The subject property is located on the west side of Winegard Road, south of W. Lancaster Road, north of Orwell Avenue, and east of Beret Drive. Presently, a 1,500-square-foot single-family home, constructed in 1940, exists on the property. The applicant is now seeking to develop the subject property with R-2 uses. Specifically, the applicant's proposal entails the construction of up to eight (8) residential dwelling units. It is the owner's intent to demolish the existing single-family home if the FLUM Amendment application is approved.

The subject property is located in an area characterized by a mix of single-family and multi-family residential development and commercial, professional office, and institutional uses. An office building, located directly north of the subject site, has an Office (O) FLUM designation and is zoned P-O (Professional Office District). Several R-2-zoned parcels are located immediately south of the subject property and have corresponding LDR FLUM designations. These properties have been developed for a variety of uses, including single-family residences, a manufactured home, a warehouse, and a church (Kingdom Hall of Jehovah's Witnesses).

Single-family residences within the Sky Lake Unit Four 1<sup>st</sup> Addition Subdivision, located immediately west of the subject property, are zoned R-1 (Single-Family Dwelling District) and have LDR FLUM designations. Sky Lake Unit Eleven B Subdivision, a single-family residential subdivision, is located directly across the street on Winegard Road, east of the subject site. This subdivision is zoned R-1A (Single-Family Dwelling District) and has an LDR FLUM designation.

Multi-family dwelling units, Lancaster Villas East and Lancaster Villas West, are located along the south side of W. Lancaster Road, further north and west of the subject site. These two properties are zoned R-3 (Multiple-Family Dwelling District) and have corresponding Medium Density Residential (MDR) FLUM designations.

A retail commercial plaza (Lancaster Plaza), a church (La Luz Del Mundo Church), and an auto repair business (Lancaster Auto Care) are located further north of the subject site, at the southeast corner of W. Lancaster Road and Winegard Road. These properties have Commercial (C) FLUM designations and are zoned C-2 (General Commercial District). A retail convenience store (Citgo / Sun Food) and a retail commercial plaza (Lancaster Center-Shop & Go) are located at the southwest corner of W. Lancaster Road and Winegard Road. These properties have Commercial FLUM designations and are zoned C-1 (Retail Commercial District).

**Existing FLUM Development Program**

The existing Low Density Residential (LDR) Future Land Use Map designation and R-2 (Residential District) zoning classification are consistent with each other. Presently, a maximum of three (3) residential dwelling units could be built on the subject property.

**Proposed FLUM Development Program**

If approved, the requested Low-Medium Density Residential (LMDR) Future Land Use Map designation would allow for the development of up to eight (8) residential dwelling

units under the site's existing R-2 (Residential District) zoning classification. As stated previously, the applicant is proposing to construct eight (8) residential dwelling units.

**Land Use Compatibility**

The proposed Low-Medium Density Residential (LMDR) Future Land Use Map designation and the existing R-2 zoning classification would allow for development that is compatible with the character of the surrounding area and would not adversely impact adjacent properties.

**Site Analysis**

	Yes	No	Information
Rural Settlement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Joint Planning Area (JPA)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Overlay District Ordinance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Airport Noise Zone	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Code Enforcement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	No open cases.

**Comprehensive Plan (CP) Consistency**

The proposed Low-Medium Density (LMDR) Future Land Use Map (FLUM) designation is consistent with the existing R-2 (Residential District) zoning classification. The proposed request appears to be consistent with the following Comprehensive Plan provisions:

**FLU1.1.5** states that the County shall encourage mixed-use development, infill development and transit-oriented development to promote compact urban form and efficiently use land and infrastructure in the Urban Service Area.

**FLU1.4.1** states that Orange County shall promote a range of living environments and employment opportunities in order to achieve a stable and diversified population and community.

**FLU1.4.2** states that Orange County shall ensure that land use changes are compatible with and serve existing neighborhoods.

**OBJ FLU8.2** states that compatibility will continue to be the fundamental consideration in all land use and zoning decisions.

**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.

**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.

**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.

**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.

**N1.1** states that 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**                      Single-family residence

<b>Adjacent</b>	<b>FLUM</b>	<b>Zoning</b>
<b>North</b>	Office (O)	P-O (Professional Office District) (1975)
<b>East</b>	Low Density Residential (LDR)	R-1A (Single-Family Dwelling District) (1957)
<b>West</b>	Low Density Residential (LDR)	R-1 (Single-Family Dwelling District) (1958)
<b>South</b>	Low Density Residential (LDR)	R-2 (Residential District) (1978)

**Adjacent Land Uses**    N:    Office  
    E:    Single-family residences  
    W:    Single-family residences  
    S:    Single-family residence, manufactured home, warehouse,  
    and church

**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:  
     *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: 25 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 Lake Okeechobee Basin Management Action Plan (BMAP) Area, a Reasonable Assurance Plan (RAP) Area, or a 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 Section 381.0065(2)(a), Florida Statutes.

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 an enhanced nutrient-reducing OSTDS that achieves at least 65 percent overall nitrogen reduction is required. Please contact the Florida Department of Health (FDOH) for an individual determination and details of this enhanced OSTDS. Please contact the utility provider regarding options to connect to sewer.

*Proximity to FDEP Cleanup Site* – The subject property is proximate to the FDEP cleanup site associated with former Circle K #7098, located 90 feet north of the subject property. No activity will be permitted on the site that may disturb, influence, or otherwise interfere with areas of soil or groundwater contamination, 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, Florida Statutes.

#### **Transportation / Access**

The Applicant is requesting to change ~0.83 acres from Low Density Residential (LDR) to Low-Medium Density Residential (LMDR).

The subject property is located at 6606 Winegard Road. Analysis of the project trips expected to be generated under the currently-approved LDR Future Land Use Map designation versus those expected to be generated under the proposed LMDR designation indicates that the requested development will result in an increase of 9 pm peak trips and, therefore, will impact the area roadways. The subject property is located on Winegard Road. 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.

#### **Schools**

Orange County Public Schools (OCPS) reviewed Application OC-26-007 (6606 Winegard) and determined that school capacity is available. This determination letter expires August 8, 2026.

**Parks and Recreation**

Orange County Parks and Recreation has reviewed the request and did not identify any issues or concerns.

**Code Enforcement**

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

**Neighborhoods**

Information only: The subject parcel is located within the Pine Castle Safe Neighborhood. Neighborhood Services will inform the group of this request.

**Community Meeting Summary**

A community meeting was held on February 9, 2026, at Lancaster Elementary School, with two (2) residents in attendance. The applicant, Mr. Lonnie Caldwell, informed the residents that the property owner would like to build two four-unit buildings, for a total of eight (8) attached dwelling units. Mr. Caldwell stated the proposed dwelling units will be for rental units. The two residents spoke in opposition to the request. Concerns were expressed about the proposed use (townhomes), compatibility with the surrounding single-family homes, flooding, drainage, utilities, and stormwater management.

**Utility Service Area (availability of services may vary)**

Water: Orlando Utilities Commission (OUC)

Wastewater: Orange County Utilities (OCU)

Reclaimed Water: Orange County Utilities (OCU)

**Detailed Utility Information:**

This property is within the Orlando Utilities Commission's (OUC's) Water Service Area.

This property is within Orange County Utilities' (OCU's) Wastewater and Reclaimed Water Service Area. In accordance with Orange County Code Chapter 37, the following requirements shall apply:

Wastewater: 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.

Reclaimed water: There are no reclaimed water mains within the vicinity of this property. Reclaimed water is considered not available. Connection, therefore, 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 – February 19, 2026**

**Future Land Use Map Amendment**

**Make a finding of consistency with the Comprehensive Plan and recommend ADOPTION of the requested Low-Medium Density Residential (LMDR) Future Land Use Map designation.**

**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 ADOPTION of the requested Low-Medium Density Residential (LMDR) Future Land Use designation. The applicant was not present at the public hearing.

Staff indicated that one hundred thirty-two (132) notices were mailed to those property owners in the mailing area extending 500 feet of the surrounding property, and that Staff received one written commentary in opposition and no commentaries in favor. No members of the public appeared to speak in favor of in opposition to the requested amendment.

Several Commissioners had questions regarding the surrounding uses of the subject property, the type of proposed dwelling units, enhanced septic tanks, and the Lynx bus stops located along Winegard Road.

Several of the Commissioners stated that the proposed townhomes were a positive infill development that will offer more affordable housing units and also will have access to Lynx bus stops.

Commissioner Michael Arrington made a motion, seconded by Commissioner George Wiggins, to recommend to the Board of County Commissioners ADOPTION of Amendment SS-26-02-039. The motion carried on a 7-0 vote.

**Motion / Second**

*Michael Arrington / George Wiggins*

**Voting in Favor**

*George Wiggins, Eric Gray, Marjorie Holt, Camille Evans, Michael Arrington, Giancarlo Rodriguez, and Jorge L. Berrios Trinidad*

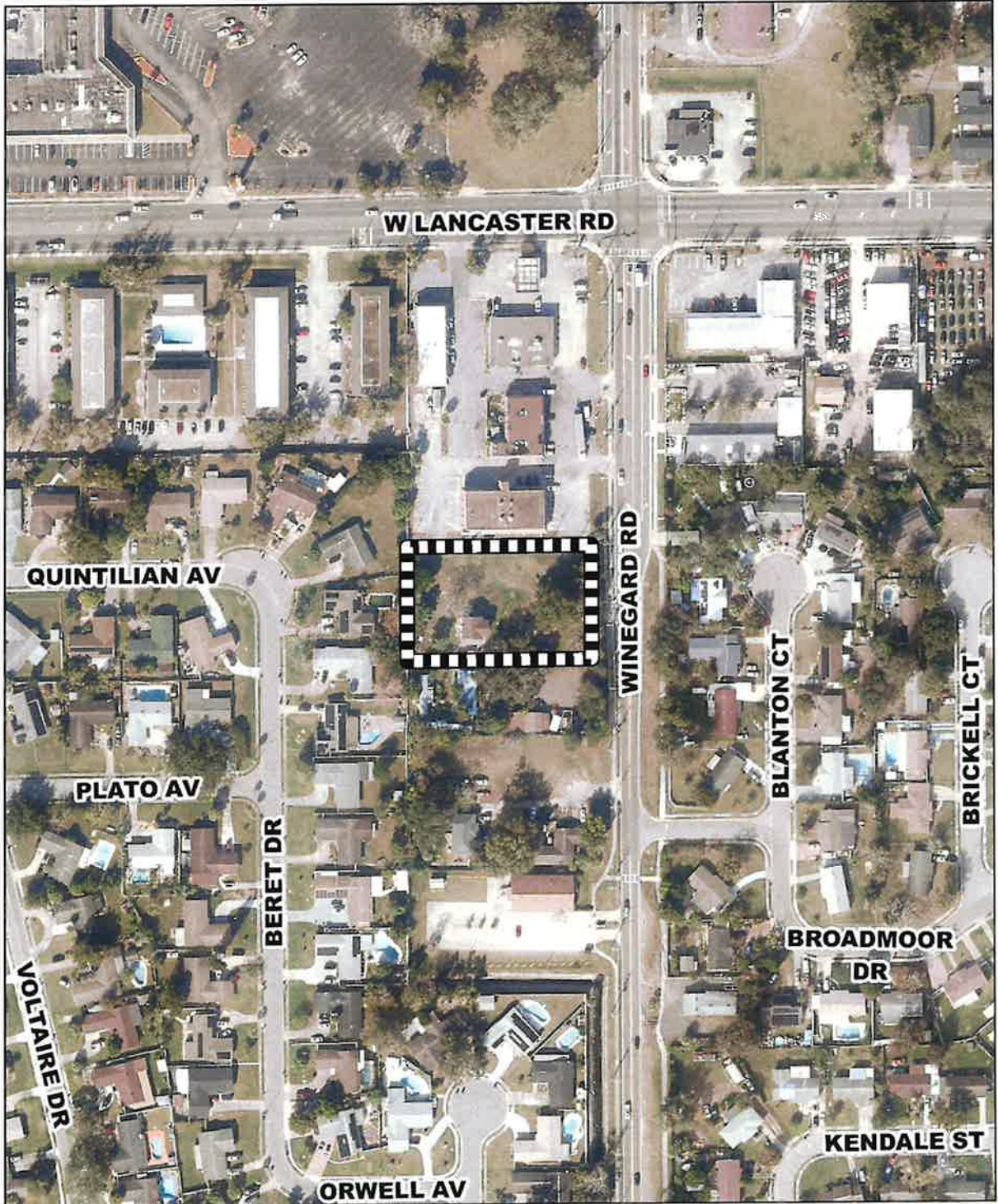
**Voting in Opposition**

*None*

**Absent**

*David Boers and Eddie Fernandez*

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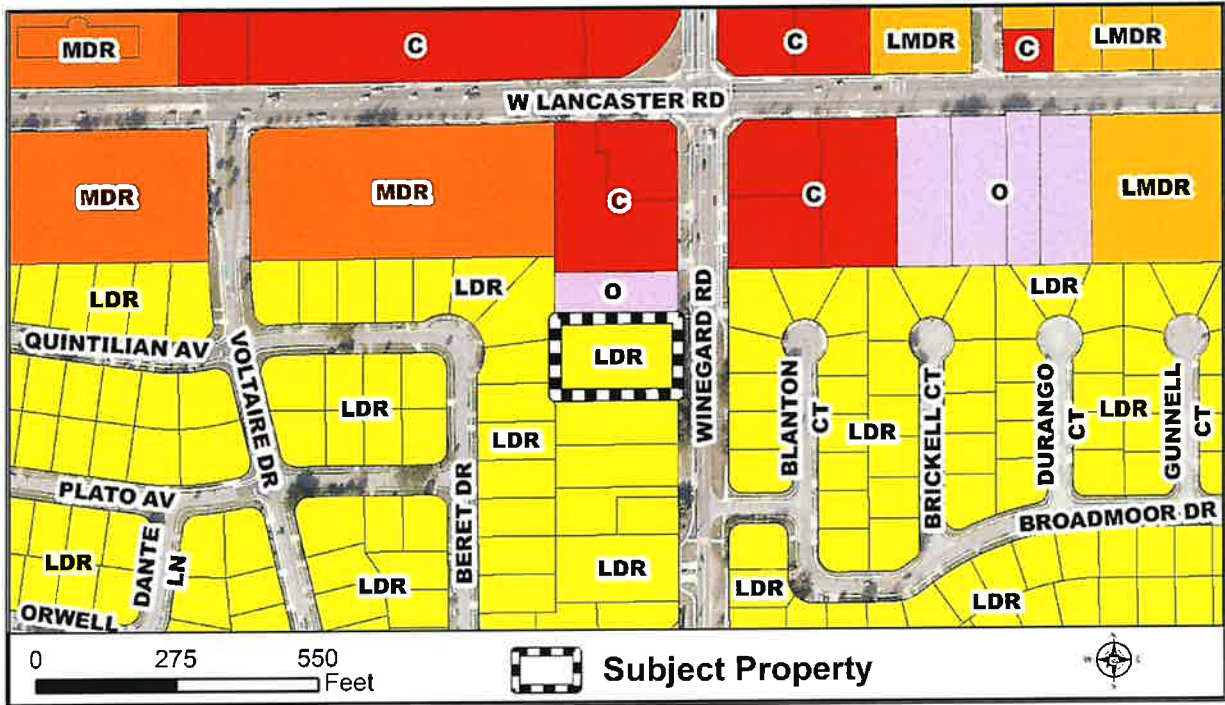
 Subject Property



0 150 300  
Feet

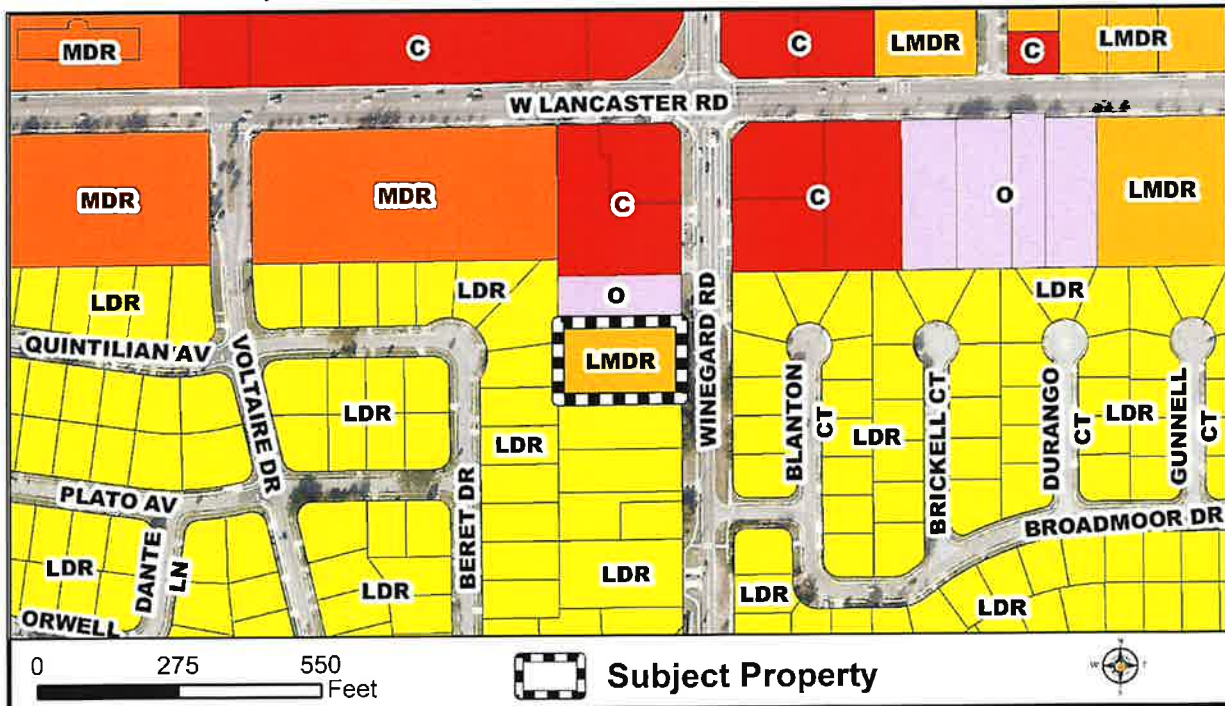
**FUTURE LAND USE – CURRENT**

Low Density Residential (LDR)

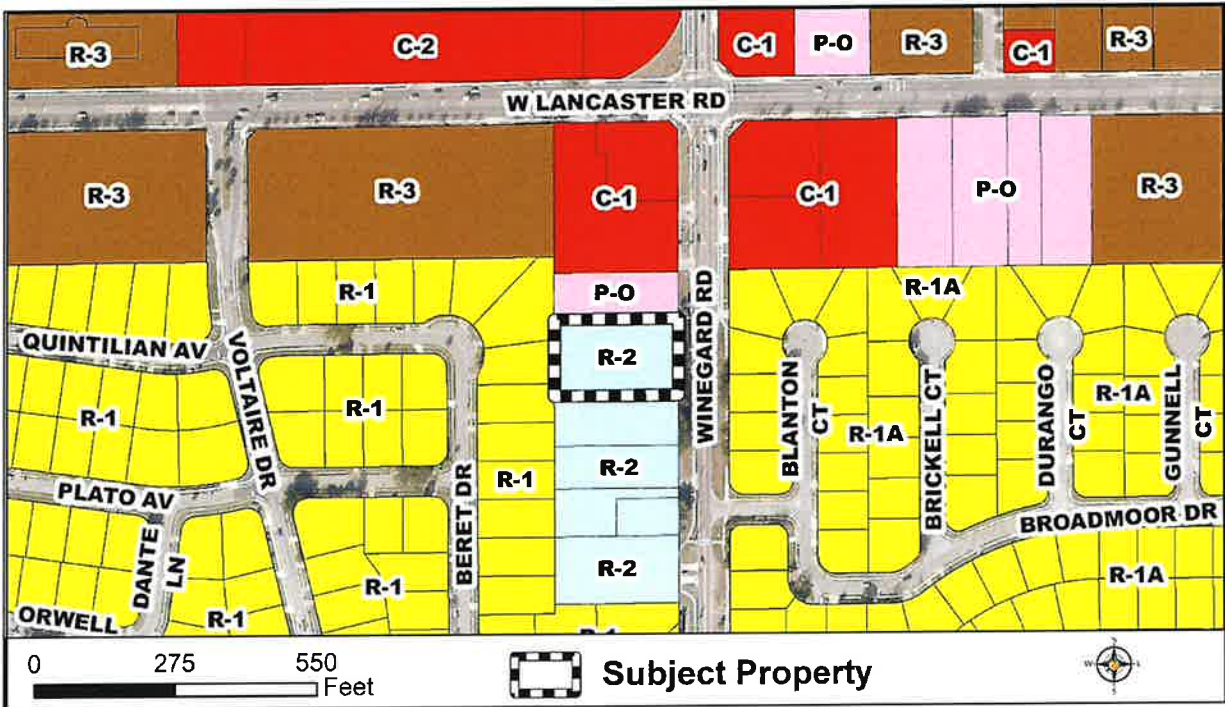


**FUTURE LAND USE – PROPOSED**

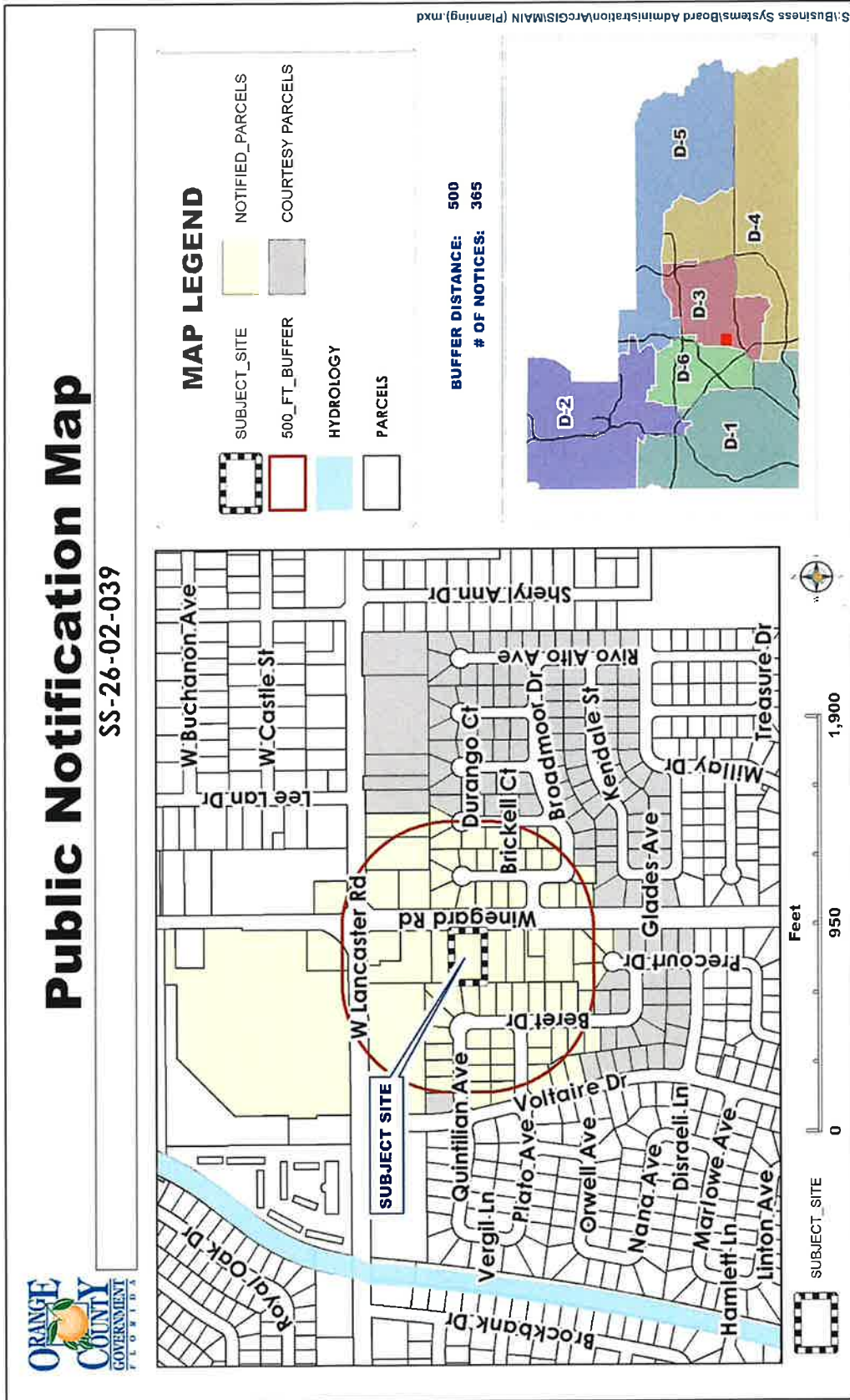
Low-Medium Density Residential (LMDR)



**ZONING – CURRENT (No change proposed)**  
R-2 (Residential 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 April 21, 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 21ST DAY OF APRIL, 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  
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**APPENDIX "A"**  
**FUTURE LAND USE MAP AMENDMENT**

<b><i>Appendix A*</i></b>		
<b><i>Privately Initiated Future Land Use Map Amendment</i></b>		
<b>Amendment Number</b>	<b>Future Land Use Map Designation FROM:</b>	<b>Future Land Use Map Designation TO:</b>
<b>SS-26-02-039</b>	<b>Low Density Residential (LDR)</b>	<b>Low-Medium Density Residential (LMDR)</b>
<b>*The Future Land Use Map (FLUM) shall not depict the above designation until such time as it becomes effective.</b>		

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