

CASE # SS-25-12-020

RZ-25-12-020

Commission District: #3

GENERAL INFORMATION

APPLICANT: Timothy E. O'Donnell

OWNER: Brentwood Land Properties III, LLC

HEARING TYPE: Planning and Zoning Commission / Local Planning Agency Recommendation

FLUM REQUEST: **Low-Medium Density Residential (LMDR) to Industrial (IND)**
(Request applicable to both properties)

REZONING REQUEST: **A-2 (Farmland Rural District) to I-1/I-5 Restricted (Industrial District - Light)**
(Request applicable only to the western 7851 Brentwood Drive parcel)

LOCATION: 6780 Narcoossee Road and 7851 Brentwood Drive; generally located north of Brentwood Drive, west of Narcoossee Road, and south of Market Place Drive

PARCEL ID NUMBERS: 23-23-30-0892-00-030 (7851 Brentwood Drive)
23-23-30-0892-00-010 (6780 Narcoossee Road)

SIZE / ACREAGE: 0.82 gross 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]. One hundred (100) notices were mailed to those property owners in the surrounding area.

COMMUNITY MEETING: An in-person community meeting was held on January 12, 2026, with no residents in attendance.

PROPOSED USE: I-1/I-5 uses including allowing the existing automotive business expansion with possible vehicular storage and additional structure in the future.

STAFF RECOMMENDATION

PLANNING

Future Land Use Map Amendment

Make a finding of inconsistency with the Comprehensive Plan and recommend DENIAL of the requested Industrial (IND) Future Land Use Map designation.

Rezoning

Make a finding of inconsistency with the Comprehensive Plan and recommend DENIAL of the requested I-1/I-5 (Industrial District) zoning classification.

Alternative Recommendation

Future Land Use Map Amendment

Make a finding of consistency with the Comprehensive Plan and recommend ADOPTION of the requested Industrial (IND) Future Land Use Map designation.

Rezoning

Make a finding of consistency with the Comprehensive Plan and recommend APPROVAL of I-1/I-5 Restricted (Industrial District) zoning classification, subject to the following restrictions:

1. The properties shall be aggregated; and
2. A landscaped buffer of at least 15 feet in width and 6 feet in height shall be installed along the southern property boundary adjacent to Brentwood Drive across from any parcels with residential zonings and shall follow the planting requirements of the Type C buffer in Orange County Code Section 24-5.

SUBJECT PROPERTY ANALYSIS

Overview

The applicant is seeking to change the Future Land Use Map (FLUM) designation of the 0.82-acre subject properties from Low-Medium Density Residential (LMDR) to Industrial (IND). In conjunction with this requested amendment, the applicant is proposing to rezone the property at 7851 Brentwood Drive from A-2 (Farmland Rural District) to I-1/I-5 (Industrial District - Light), to match the property at 6780 Narcoossee Road.

The western-most subject property at 7851 Brentwood Drive has been zoned A-2 since October 7, 1957. Most properties in the surrounding area received A-2 agricultural zoning when the County's Zoning Map was originally adopted in 1957. The neighboring property to the east at 6780 Narcoossee Road was rezoned to I-1/I-5 on June 19, 1986, and several nearby properties were similarly rezoned to industrial classifications during that period.

With the adoption of the Orange County Comprehensive Plan on July 1, 1991, both properties were assigned an LMDR FLUM designation, which permits up to 10 dwelling units per developable acre. This designation is inconsistent with both the existing A-2 and I-1/I-5 zoning districts. The requested Industrial FLU would correct the inconsistency for the eastern property at 6780 Narcoossee Road while also being consistent with the requested zoning for the western property at 7851 Brentwood Drive. The Industrial FLU restricts development to a 0.75 Floor Area Ratio.

The western property at 7851 Brentwood Drive is currently developed with a single-family residence served by a septic system. The properties going westward down Brentwood Drive are mostly single-family homes, including manufactured homes and vacant residential lots, and zoned either A-2, R-1 (Single-Family Dwelling District), or R-T-1 (Mobile Home Subdivision District).

Since there is a manufactured home immediately to the west, a Type B opaque landscape buffer will be required by Code Sec. 24-5 to separate the light industrial uses from the residential uses. This buffer must be at least twenty-five (25) feet in width and provide complete opacity from ground level to a minimum height of six (6) feet. The buffer may consist of a masonry wall, berm, planted and/or existing vegetation, or a combination of these elements, provided it maintains a completely opaque visual screen. At installation, the buffer must be at least four (4) feet in height and seventy (70) percent opaque, with the ability to achieve full height and opacity within three (3) years.

The eastern property at 6780 Narcoossee Road is currently occupied by a used automobile dealership and carries industrial zoning, consistent with most properties along this segment of Narcoossee Road. If the requested FLUM amendment and rezoning are approved, the property owner intends to expand the existing automotive business at a future date, potentially through the construction of an additional building and the expansion of vehicle storage areas.

Land Use Compatibility

The I-1/I-5 zoning and IND Future Land Use designation would allow for development that may be incompatible with the residential character of Brentwood Drive and may 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 located in Airport Noise Zone D and is subject to the Airport Noise Zoning Ordinance (Ord. 2000-07). However, airport noise requirements do not apply to

industrial uses. If the western property at Brentwood Drive were to remain residential, a single-family home would be permitted within Zone D. Single-family homes are prohibited in Zones A and B and discouraged in Zone C.

Code Enforcement

There are no open code enforcement cases.

Comprehensive Plan (CP) Consistency

The underlying CP Future Land Use Map (FLUM) designation of the subject properties is LMDR. The I-1/I-5 zoning that exists on 6780 Narcoossee Road and is proposed for 7851 Brentwood Drive is inconsistent with the LMDR FLUM designation, therefore a CP amendment is necessary. Staff views the proposed request as consistent with the following Comprehensive Plan provisions:

FLU1.4.17 states that the Future Land Use Map shall reflect a distribution of industrial areas throughout the Urban Service Area to reduce the journey to work, ensure efficient freight movement and operations, avoid large concentrations of freight traffic, provide adequate and sufficient locations for industrial uses – particularly in existing corridors and areas in proximity to Activity Centers – and provide a variety of locations with different transportation accessibility opportunities (such as arterials, limited-access highways, airports and railroad).

FLU1.4.20 states that Orange County aims to retain an adequate supply of industrial land use designations and freight-intensive land uses during the planning horizon, consistent with the findings of the County's most current Industrial Lands Analysis and the desire to maintain jobs to housing balance within the County. Industrial requests found to be consistent with the Comprehensive Plan in areas where there are industrial deficits should be supported, provided these locations are found to be compatible and services are available.

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.

Staff finds the proposed request's consistency with the following Comprehensive Plan provisions to be open to interpretation:

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.

FLU1.4.16 states that the Future Land Use Map shall reflect appropriate locations for industrial use. Potentially incompatible land use designations, such as residential or neighborhood commercial, shall not be established adjacent to industrial land use

designations. Proposed land use changes from industrial to residential or commercial shall be evaluated in the context of potential impacts to long-term viability of surrounding industrial uses and of freight transportation corridors included in the National Highway Freight Network or identified in state and regional freight plans, such as the Florida Department of Transportation's Freight Mobility and Trade Plan and the MetroPlan Orlando Regional Freight Study. Proposed industrial changes shall be evaluated relative to the need to maintain adequate industrial sites to serve the projected market demand, freight movement and efficiency, and corresponding needs for job creation and economic development.

FLU1.4.18 states that Orange County shall not approve industrial uses that produce or emit noises, significant vibrations or noxious/hazardous wastes/fumes resulting in adverse impacts to adjacent residential uses, unless such impacts are mitigated.

FLU1.4.19 states that Orange County may require appropriate design controls for each industrial district such as, but not limited to, building setbacks, lot size building coverage ratios, impervious surface limitations and landscaping provisions to ensure industrial districts are compatible with surrounding areas.

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.

SITE DATA

Existing Use	Single-Family Dwelling Unit and Used Automobile Sales
Adjacent Zoning	N: I-1/I-5 (Industrial District- Light) 1985 E: I-2/I-3 (Industrial District – General) 1985 W: A-2 (Farmland Rural District) 1957 S: I-1/I-5 (Industrial District- Light) 2023 & A-2 (Farmland Rural District) 1957
Adjacent Land Uses	N: Self-Storage E: Industrial Food Processing Facility W: Manufactured Home S: Vacant Industrial Buildings & Single-Family Residence

I-1/I-5 Development Standards

Floor Area Ratio:	≤0.75 (subject to the FLU designation)
Max. Height:	50 ft. (or 35 ft. within 100 ft. of a residential use or district)

Front Setback:	35 ft.
Rear Setback:	25 ft. (or 50 ft. when abutting residential districts)
Side Setback:	25 ft. (or 50 ft. when abutting residential districts)
Side Street Setback:	15 ft.

Intent, Purpose, and Uses

The intent and purposes of the I-1/I-5 industrial district are as follows:

- (1) To provide areas for light manufacturing and industry. It is intended that this district will provide low intensity industrial development which will have minimal impact on the surrounding areas.
- (2) To provide space for those industries which required locations accessible to major transportation facilities.
- (3) To establish and maintain standards which will protect adjacent residential and commercial developments.
- (4) To provide space for those industries and other uses of land which require a location in close proximity to airports.
- (5) To provide locations for those industries which employ the processing of bulk material and which require space for open storage of materials.
- (6) To allow industrial uses where proximity to residential or commercial districts makes it desirable to limit the manner and extent of industrial operations.
- (7) To establish and maintain standards which promote development of a wide variety of industrial and related activities.

Specific uses shall be identified by the letter "P" in the use table set forth in Section 38-77 of the Orange County Code. Permitted uses include, but are not limited to, religious institutions, warehouses, offices, contractors storage and offices, food processing and packaging; wood chipping, mulching, and composting; textile manufacturing; garment manufacturing; manufacturing of furniture and fixtures; manufacturing of medicinal chemicals and botanical products; manufacturing of commercial and industrial machinery motor vehicle assembly; boat manufacturing; aluminum recycling collection drop-off sites; community correction centers; juvenile correction homes; etc.

** 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.*

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 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.

Industrial Septic Variance - No OSDS construction permit shall be issued on property zoned or platted prior to July 5, 1989, per Chapter 37, Article XVII Individual On-site Sewage Disposal, Sec. 37-538(6) b. Contact DRC office at DRC_Help@ocfl.net or (407) 836-5600 for information on septic tank variances.

Demolition - Prior to demolition or construction activities associated with existing structures, provide a Notice of Asbestos Renovation or Demolition form to the Orange County Environmental Protection Division (EPD). For more information, or to determine if an exemption applies, contact the EPD Air Quality Management staff at 407-836-1400 or AsbestosInquiriesOrangeCounty@ocfl.net. Reference OC Code Chapter 15 Environmental Control, Article III Air Quality Control, Division 4 Asbestos requirements, Sec.108 Notification procedure and requirements, Subsection A(1).

Transportation / Access

The proposed development will result in an increase of 39 pm peak trips and therefore will impact the area roadways. Based on the Concurrency Management System (CMS) database dated 11/04/2025, all roadway segments within the project 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.

Final permitting of any development on this site will be subject to review and approval under 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 Policy Plan.

Schools

The applicant is proposing to utilize the property for commercial purposes. Orange County Public Schools (OCPS) did not comment on this case, as it does not involve an increase in residential units or density.

Parks and Recreation

Parks and Recreation review is not required for non-residential development.

Community Meeting Summary

A community meeting was held on January 12, 2026 at Vista Pointe Elementary School. The district commissioner was present but no residents attended.

Utilities Service Area (Availability of services may vary)

Water: Orange County Utilities

Wastewater: City of Orlando

Reclaim Water: Orange County Utilities

Detailed Utility Information:

This property is within City of Orlando Wastewater Service Area. There are no public sewer lines in the vicinity. Development will be reliant on septic.

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

Potable Water: Development within this property will be required to connect to Orange County Utilities Water 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 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 – June 18, 2026

Future Land Use Map Amendment

Make a finding of consistency with the Comprehensive Plan and recommend **ADOPTION** of the requested Industrial (IND) Future Land Use Map designation.

Rezoning

Make a finding of consistency with the Comprehensive Plan and recommend **APPROVAL** of the requested I-1/I-5 (Industrial District) zoning classification, subject to the following restrictions:

1. With the exception of access to the property, a landscape buffer of at least 15 feet in width and 6 feet in height shall be installed along the southern property boundary adjacent to Brentwood Drive across from any parcels with residential zonings and shall follow the planting requirements of the Type C buffer in Orange County Code Section 24-5.

PLANNING AND ZONING COMMISSION (PZC) PUBLIC HEARING SYNOPSIS

The staff report was presented to the Local Planning Agency with two options for recommendations: first, for a finding of inconsistency with the Comprehensive Plan and DENIAL of the requested zoning, and second for a finding of consistency with the Comprehensive Plan and APPROVAL of the requested zoning with three restrictions. A third restriction, not in the original staff report, was included in the presentation and read: "Vehicular access to Brentwood Drive shall be limited to the eastern half of the property."

The applicants did not agree with the primary staff recommendation nor with the restrictions in the alternative recommendation. They objected to the requirement that the parcels be aggregated, explaining that they maintained the properties separately and wished to preserve flexibility for future business decisions. The applicants argued that the surrounding area already contains substantial industrial and commercial activity and that their request would be compatible with existing development patterns. They described neighboring residential properties that contain commercial operations, including tow truck activity and vehicle storage. The applicants also noted that no nearby residents attended the community meeting or submitted complaints regarding their existing business operations.

Commissioner Evans observed that the aggregation and access restrictions conflicted with the applicant's desire to maintain separate development opportunities for the Brentwood property. Staff confirmed that the application had been reviewed as an expansion of the existing business because that was how the request had been characterized in the application. Staff acknowledged that some of the proposed conditions might not be appropriate due to this refining of the proposed use. She also expressed concern about extending industrial entitlements adjacent to residential properties, noting that determining an appropriate boundary between residential and industrial uses can be challenging, particularly in areas experiencing transition. At the same time, staff

noted that nearby properties had recently been acquired by industrial users and could potentially be the subject of future rezoning requests.

Commissioner Holt focused her questions on utility availability and environmental requirements, including potable water service, wastewater disposal, and compliance with septic tank requirements within the Lake Okeechobee Basin Management Action Plan area. The applicants acknowledged that future development would require connection to potable water service and compliance with enhanced septic requirements.

Commissioners also sought clarification regarding the anticipated use of the property if approved. Commissioner Gray asked a series of questions regarding ownership, tenancy, and future operations. The applicant confirmed that the existing automotive dealership is operated by a tenant and would continue operating as it does today. The applicant explained that the Brentwood property would likely operate under the applicant's dealer license and support vehicle export activities, including vehicle storage and customs-related operations associated with international automobile sales. The applicant emphasized that smaller industrial parcels are often more attainable for local entrepreneurs.

Commissioner Gray noted that the property sits between residential uses to the west and industrial uses to the east and north, making compatibility a relatively balanced consideration. However, he explained that the more difficult question was whether the request was consistent with the County's long-range planning objectives. He observed with favor that the proposed use did not appear likely to generate a measurable increase in traffic along Narcoossee Road.

Commissioners discussed how to proceed with the restrictions given the change in intended use of the property. Ultimately, Commissioner Gray moved to recommend adoption of the Future Land Use Map Amendment and approval of the rezoning request, retaining only the landscape buffer restriction with new language providing for access to the property. A second was offered, and the motion passed on a 4-1 vote.

Motion / Second

Eric Gray / Jorge Berrios Trinidad

Voting in Favor

Camille Evans, Eric Gray, Jorge Berrios Trinidad, David Boers

Voting in Opposition

Marjorie Holt

Absent

Michael Arrington, Giancarlo Rodriguez, George Wiggins, Eddie Fernandez

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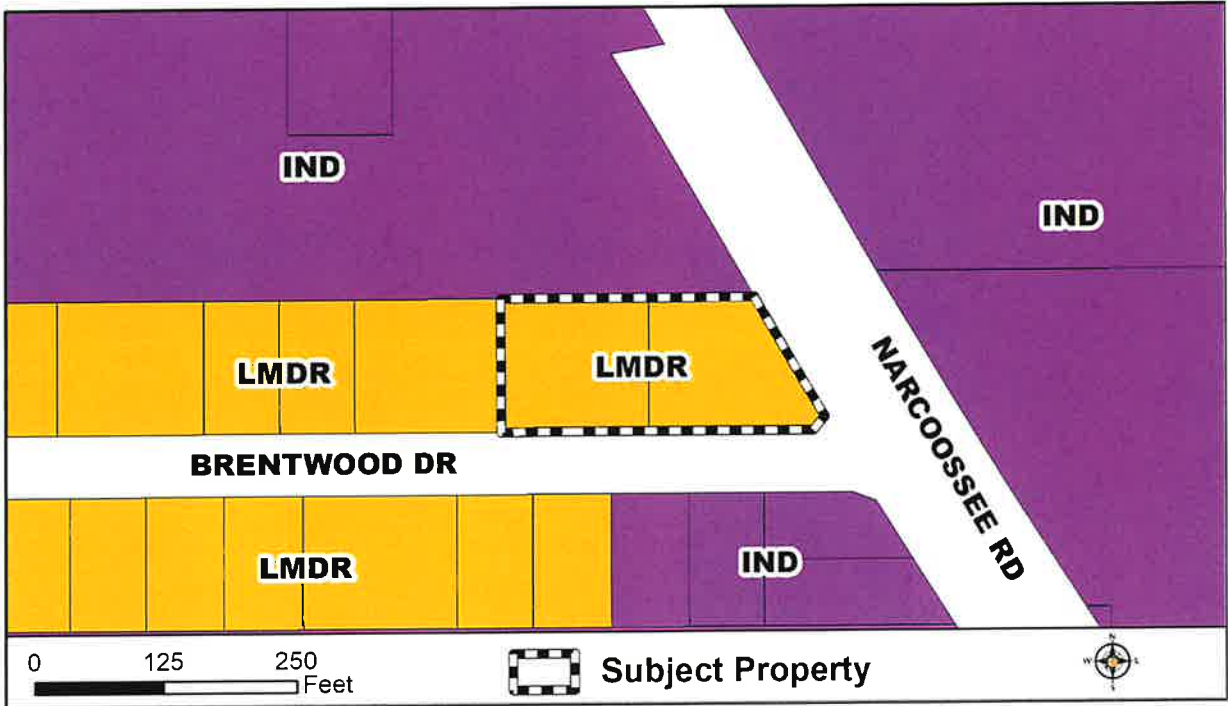


 Subject Property

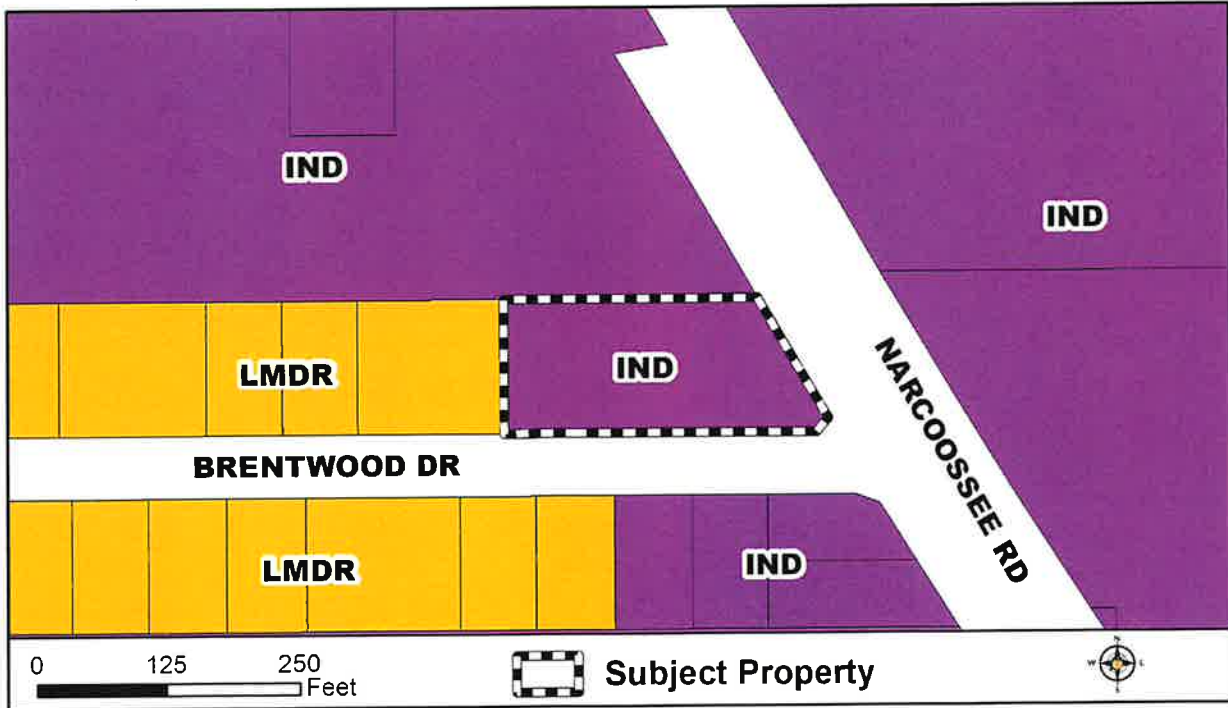


0 100 200 Feet

FUTURE LAND USE – CURRENT
Low-Medium Density Residential (LMDR)

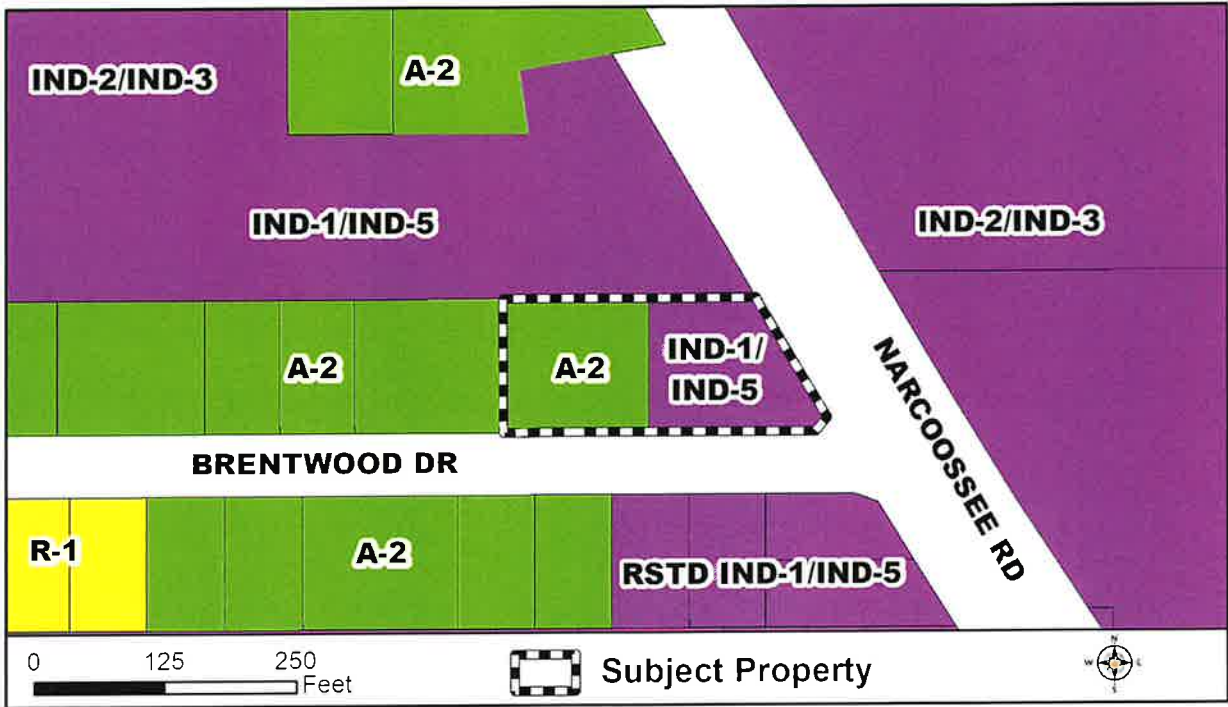


FUTURE LAND USE – PROPOSED
Industrial (IND)



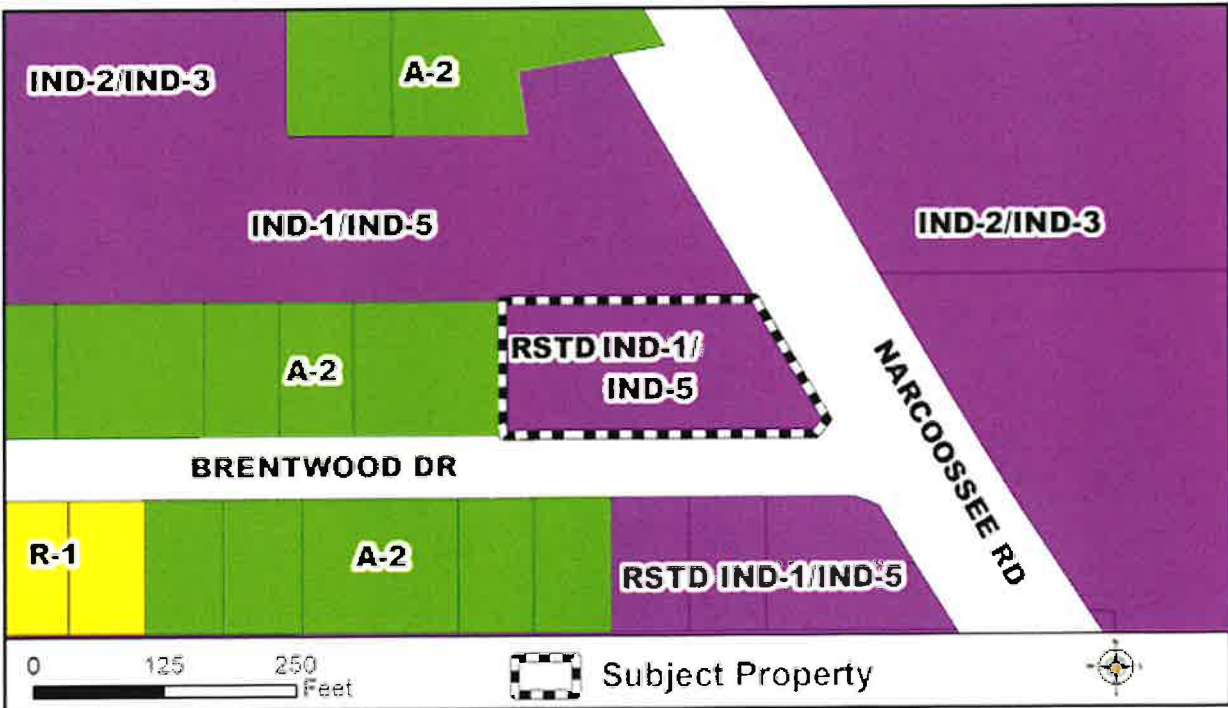
ZONING – CURRENT

A-2 (Farmland Rural District) & I-1/I-5 (Industrial District - Light)

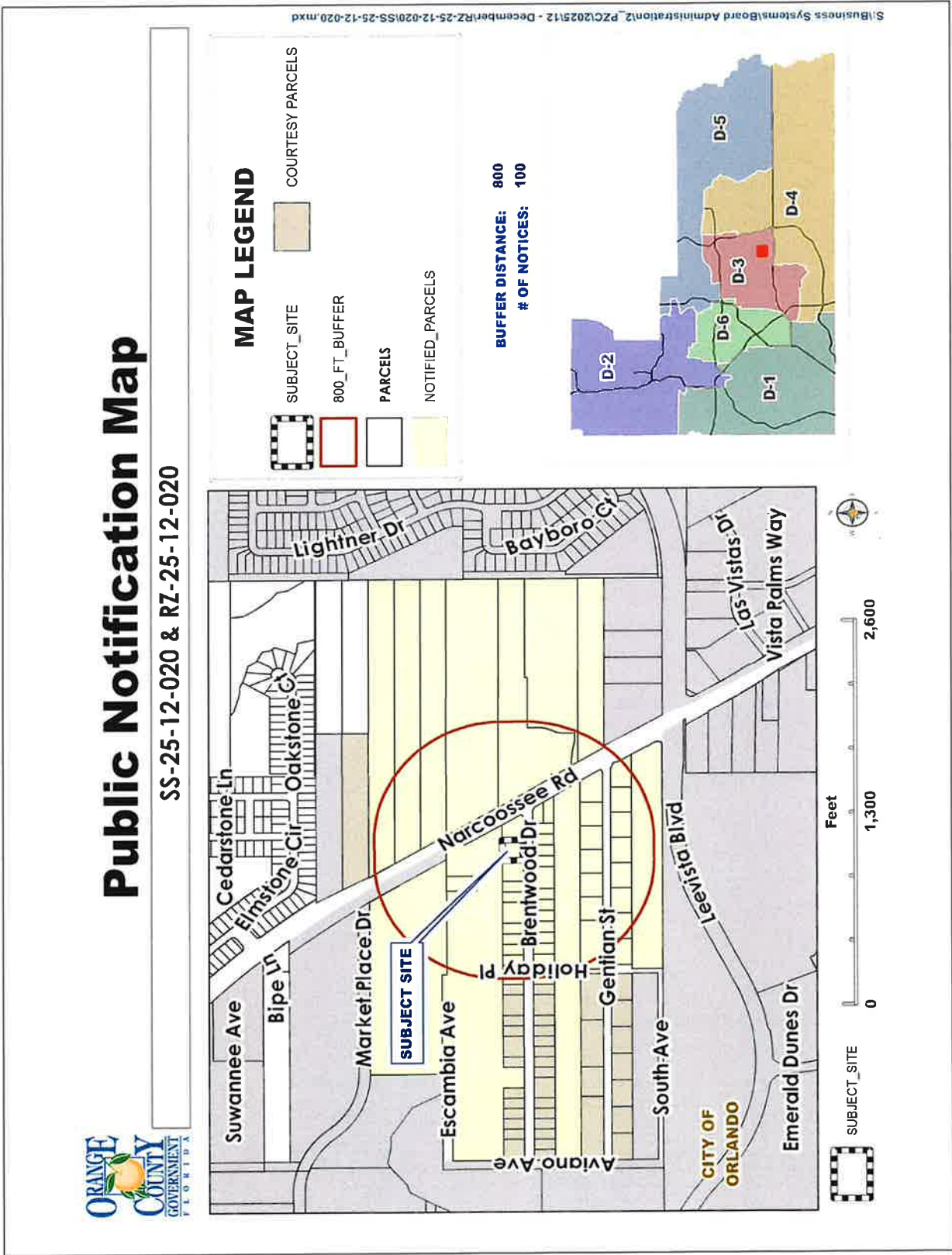


ZONING – PROPOSED

I-1/I-5 Restricted (Industrial District - Light)



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 August 4, 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 4TH DAY OF AUGUST, 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

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-25-12-020	Low-Medium Density Residential (LDR)	Industrial (IND)
*The Future Land Use Map (FLUM) shall not depict the above designation until such time as it becomes effective.		