



ORANGE COUNTY

PLANNING DIVISION

2024-2-B-CP-3

REGULAR CYCLE STAFF- INITIATED TEXT AND MAP AMENDMENT

2010 - 2030 COMPREHENSIVE PLAN

BOARD OF COUNTY COMMISSIONERS

**APRIL 22, 2025
ADOPTION PUBLIC HEARING**

PREPARED BY:
ORANGE COUNTY PLANNING, ENVIRONMENTAL
AND DEVELOPMENT SERVICES

PLANNING DIVISION
COMPREHENSIVE PLANNING SECTION






Interoffice Memorandum

DATE: April 10, 2025

TO: Mayor Jerry L. Demings
-AND-
County Commissioners

FROM: Tanya Wilson, AICP, Director
Planning, Environmental, and Development Services
Department 

CONTACT PERSON: **James Resta, AICP, Chief Planner**
407-836-5624

SUBJECT: Adoption Public Hearing – April 22, 2025, Regular Cycle Staff-Initiated Text and Map Amendment 2024-2-B-CP-3, Rural Boundary/Rural Area Countywide

The proposed Rural Boundary Amendment satisfies Section 506 of the Orange County Charter as initiated by approval of Amendment 9 during the November 5, 2024 elections. As such, 2024-2 Regular Cycle Staff-Initiated Text and Map Amendment 2024-2-B-CP-3 is scheduled for a Board of County Commissioners (Board) adoption public hearing on April 22, 2025. 2024-2-B-CP-3 establishes a rural area and boundary on unincorporated lands located outside the County's Urban Service Area with certain exceptions to exclude Joint Planning Areas and Growth Centers. It also establishes restrictions for proposals that seek to increase the density and intensity in said areas.

The above-referenced 2024-2 Regular Cycle Amendment is a staff-initiated text and map amendment to the Future Land Use Element and Future Land Use Map Series of the Comprehensive Plan, amending policies to reflect the adoption of Section 506. – Rural Boundary and Rural Area, of the Orange County Charter establishing the Rural Boundary / Rural Area and adopting Map 5b, to the Future Land Use Map Series.

The amendment request was heard by the Planning and Zoning Commission (PZC)/Local Planning Agency (LPA) at a transmittal public hearing on January 16, 2025, where the request was unanimously recommended for approval after several statements in support of the Amendment. On February 11, 2025 the Board voted unanimously to transmit Amendment 2024-2-B-CP-3. On March 17, 2025 Staff received a letter from Florida Commerce stating that State review was complete with no agency comments. Amendment 2024-2-B-CP-3 returned to PZC/LPA on March 20, 2025 and with a unanimous vote to recommend adoption.

Following Board adoption of the proposed amendment, the effective date of the accompanying ordinance will be May 22, 2025

Any questions concerning this document should be directed to Alberto A. Vargas, Manager, Planning Division, at (407) 836-5802 or Alberto.Vargas@ocfl.net or James Resta, AICP, Chief Planner at (407) 836-5624 or James.Resta@ocfl.net.

**ACTION REQUESTED: ADOPT Staff-Initiated Text and Map Amendment
2024-2-B-CP-3 Countywide.**

AAV/JHS/sw

c: Jon V. Weiss, P.E., Deputy County Administrator
Georgiana Holmes, Deputy County Attorney
Whitney Evers, Senior Assistant County Attorney
Tanya Wilson, AICP, Director, Planning, Environmental, and Development Services
Jason Sorensen, AICP, Chief Planner, Planning Division
Jim Resta, AICP, Chief Planner, Planning Division
Olan D. Hill, AICP, Assistant Manager, Planning Division
Nicolas Thalmueller, AICP, Planning Administrator, Planning Division
Read File

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2024-2-B-CP-3 Regular Cycle Comprehensive Plan Amendment							
Staff-Initiated Comprehensive Text and Map Amendment							
Amendment Number	Sponsor	Description of Proposed Changes to the 2010-2030 Comprehensive Plan (CP)	Project Planner	Rezoners	Staff Rec	LPA Rec	
2024-2-B-CP-3 (Rural Boundary and Rural Area)	Planning Division	Text and map amendments to the Future Land Use Element and Future Land Use Map Series of the Comprehensive Plan, amending policies to reflect the adoption of Section 506. – Rural Boundary and Rural Area, of the Orange County Charter establishing the Rural Boundary and Rural Area and adopting Map 5b, to the Future Land Use Map Series.	Maria Cahill	N/A	Adopt	Adopt (8-0)	

ABBREVIATIONS INDEX:

ABBREVIATIONS INDEX: CP-Comprehensive Plan; FLUM-Future Land Use Map; FLUE-Future Land Use Element; GOPS-Goals, Objectives, and Policies; OBJ-Objective

2024 SECOND REGULAR CYCLE STAFF-INITIATED TEXT AMENDMENT AMENDMENT TO THE 2010-2030 COMPREHENSIVE PLAN BOARD OF COUNTY COMMISSIONERS ADOPTION BOOK

INTRODUCTION

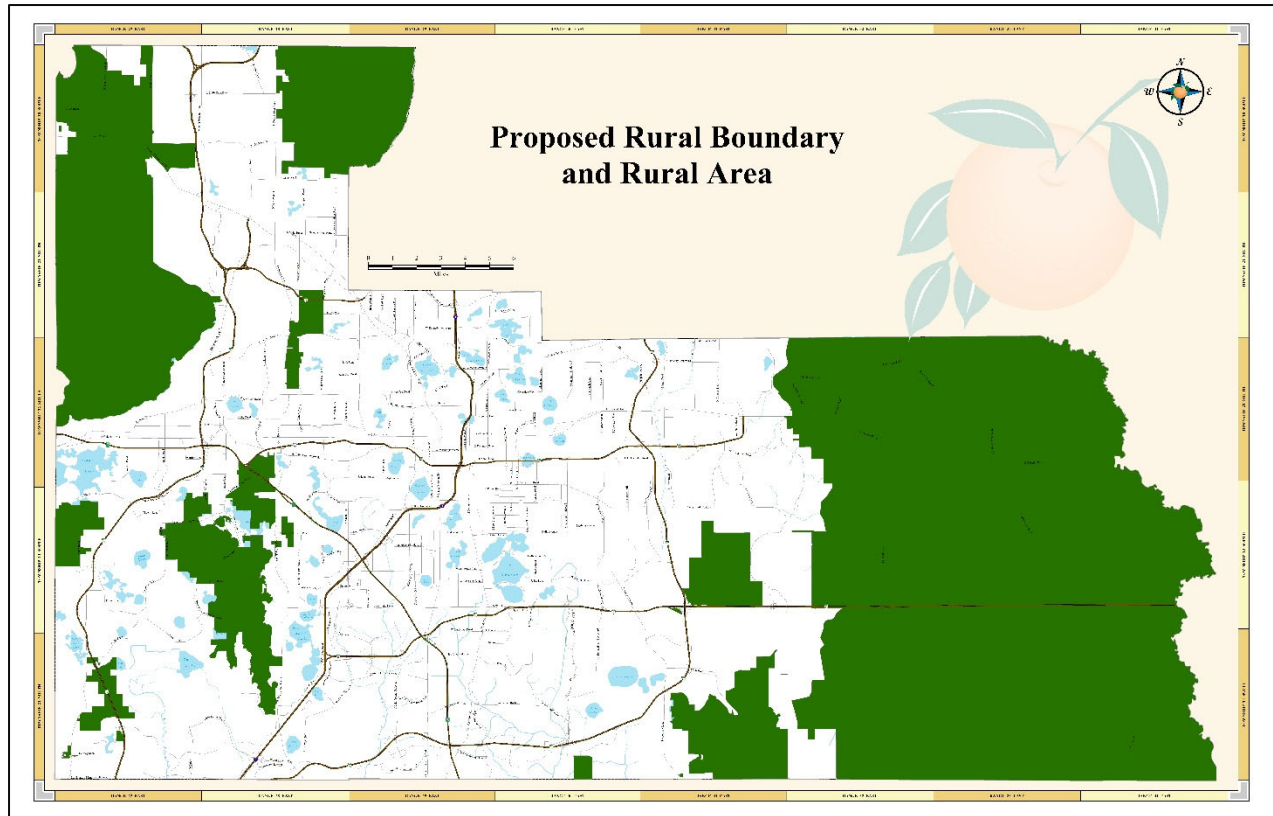
This is the Board of County Commissioners (Board) adoption public hearing staff report for the Second Regular Cycle State Expedited Review Amendment 2024-1-B-CP-3 to the Future Land Use Map (FLUM) and Comprehensive Plan (CP). The adoption public hearing for this amendment was conducted before the Planning and Zoning Commission (PZC)/Local Planning Agency (LPA) on March 20, 2025, and will go before the BCC for an adoption public hearing on April 22, 2025.

The 2024-2 Regular Cycle Staff-Initiated Text and Map Amendment scheduled for the Board consideration on April 22, 2025, was heard by the PZC/LPA at a transmittal public hearing on January 16, 2025, and by the Board at a transmittal public hearing on February 11, 2025.

The 2024-2 **Regular Cycle–State-Expedited** Review Amendment scheduled for consideration on April 22 is a staff-initiated text and map amendment to the Future Land Use Element and Future Land Use Map Series of the Comprehensive Plan, amending policies to reflect the adoption of Section 506. – Rural Boundary and Rural Area, of the Orange County Charter establishing the Rural Boundary and Rural Area and adopting Map 5b, to the Future Land Use Map Series.

The 2024-2 **Regular Cycle State-Expedited** Review Amendment was reviewed by the Florida Department of Commerce (Department), as well as other state and regional agencies. On March 14, 2025, the Department issued a comment letter, which did not contain any concerns about the amendment undergoing the State-Expedited Review process. Pursuant to 163.3184, F.S., the proposed amendment must be adopted within 180 days of the comment letter. The Regular Cycle Amendment undergoing the State-Expedited Review process will become effective 31 days after the Department notifies the County that the plan amendment package is complete. This amendment is expected to become effective in June 2025, provided no challenges are brought forth for the amendment.

Any questions concerning this document should be directed to Alberto A. Vargas, MArch., Manager, Planning Division, at (407) 836-5802 or Alberto.Vargas@ocfl.net, or Jason Sorensen, AICP, Chief Planner, at (407) 836-5602 or Jason.Sorensen@ocfl.net.



The following meetings and hearings have been held:			Project Information
Report/Public Hearing	Outcome		<p>Title: Staff-Initiated Text and Map Amendment 2024-2-B-CP-3, Rural Boundary and Rural Area</p> <p>Division: Planning</p> <p>Request: This proposed amendment formally establishes a Rural Boundary for the Charter-designated Rural Area which consists of a portion of the County's Rural Service Area. More specifically, the amendment creates new Map 5b of the Future Land Use Map Series ("Rural Boundary and Rural Area") and modifies and establishes related policies in the Future Land Use Element. Affected policies include Objective FLU6.1; proposed Policy FLU6.1.1.1 that defines the "Rural Area" and introduces Map 5b along with a majority-plus-one Board approval process for Rural Area amendments; and existing Policy FLU8.8.1 by adding new section "D." addressing the requirement for a majority-plus-one Board approval of any amendments that increase allowable density or intensity of uses, or that remove lands from the Rural Area.</p>
✓	Orange County 2024 Charter Review Commission - multiple public hearings and meetings	Resolution No.2024-M-25 directed the Rural Boundary and Rural Area Referendum to be placed on the November 5, 2024, ballot. Charter Amendment 9 was approved by the voters of Orange County on November 5, 2024, and was certified by the Canvassing Board on November 15, 2024.	
✓	Staff Report	Recommend Transmittal	
✓	LPA Transmittal	January 16, 2025 Recommend Transmittal (6-0)	

✓	BCC Transmittal	February 11, 2025 Transmit (6-0)	Revision: Future Land Use Element Objective FLU6.1 and Policy FLU8.8.1 (the addition of new section "D."). Addition: Proposed Policy FLU6.1.1.1 and proposed Map 5b of the Future Land Use Map Series, Rural Boundary and Rural Area.
✓	State Comments	March 14, 2025 Staff received no state comments on the proposed amendment.	
✓	LPA Adoption	March 20, 2025 Recommend Adoption (8-0)	
	BCC Adoption	April 22, 2025	

STAFF RECOMMENDATION

Staff recommends that the Board of County Commissioners make a finding of consistency with the Comprehensive Plan, determine that the proposed amendment is in compliance, and **ADOPT** Staff-Initiated Text and Map Amendment 2024-2-B-CP-3 related to the designation of a Rural Boundary for the Charter-designated Rural Area.

LOCAL PLANNING AGENCY RECOMMENDATION AND BOARD OF COUNTY COMMISSIONERS ACTION

On January 16, 2025, the Local Planning Agency recommended Transmittal of **Amendment 2024-2-B-CP-3**. On February 11, 2025, after public input and discussion, the Board of County Commissioners agreed with the LPA recommendation and found that **Amendment 2024-2-B-CP-3** establishing a Rural Boundary for the Charter-designated Rural Area is sufficiently complete, has the potential to be found in compliance and **TRANSMITTED** Amendment 2024-2-B-CP-3 for state and regional agency review.

In their comment letter dated March 14, 2025, the Florida Department of Commerce stated that it had no comments on the proposed amendment. **Amendment 2024-2-B-CP-3** returned for its adoption public hearing before the LPA on March 20, 2025. After public input and discussion, the LPA recommended **ADOPTION** of the proposed amendment. **Amendment 2024-2-B-CP-3** is scheduled for its adoption public hearing before the BCC on April 22, 2025.

ANALYSIS

1. Background

Orange County voters adopted the charter form of government in 1986. Every four years, a new charter review is conducted by the Charter Review Commission (CRC) appointed by the Board of County Commissioners (BCC). The CRC provides recommended changes to the charter, while the Board of County Commissioners ultimately determines when charter amendments are placed on a general election ballot.

The 2024 CRC conducted a comprehensive review of the Charter and had chosen to place eight proposed Charter amendments on the ballot for consideration by Orange County voters. The 2024 CRC reached this decision after holding numerous public hearings and after receiving testimony from County officials, staff, constitutional officers, representatives of community organizations, members of the public, and other interested parties. The 2024 CRC Final Report contained a summary of the approach followed and actions taken by the 2024 CRC, and the text of the eight proposed Charter amendments to be placed on the ballot in the November 2024 general election.

Two additional Charter amendments, the first related to the establishment of a Rural Boundary and Rural Area (Charter Amendment 9) and the second related to Voluntary Municipal Annexations in Rural Areas (Charter Amendment 10), were also placed on the November 5, 2024, General Election referendum after approval of **Ordinance No. 2024-17** (Charter Amendment 9) and **Ordinance No. 2024-23** (Charter Amendment 10) by the Board of County Commissioners.

Overview of Revised Charter Amendment establishing a Rural Boundary

The approved Rural Boundary Charter Amendment establishes a Rural Area, which consists of unincorporated lands located outside the Urban Service Area, municipal joint planning areas, Growth Centers, the Innovation Way Overlay, Horizon West Villages, and the Boggy Creek Urban Service Area (USA) Expansion Area on the effective date. The Amendment provides that within the Rural Area, County comprehensive plan amendments increasing density or intensity, and ordinances removing lands from the Charter-designated Rural Area, must be approved by majority-plus-one of the entire Board of County Commissioners.

In contrast to an initial Rural Area/Rural Boundary charter amendment draft, the approved charter amendment does not preempt municipal authority to regulate land use if a municipality annexes property within the Rural Area, in contrast to provisions in the Seminole County and Alachua County Charters upon which the Committee's original proposal was based. The approved amendment maintains similarity with provisions of the Sarasota County Charter, which imposes supermajority voting requirements to increase density or intensity in specified geographic areas. In further contrast to the original Rural Boundary Amendment proposal, the approved amendment's definition of the Rural Area excludes all municipal joint planning areas, and the "Growth Centers," "Innovation Way Overlay," and "Horizon West Villages" specified in the County's Comprehensive Plan. All areas excluded from the proposed Rural Area are depicted on a GIS map created by County Planning Division staff, attached as **Exhibit "C"**. Finally, the approved charter amendment establishes a majority-plus-one (5 out of 7 Commissioners) Board approval process for any related changes to the approved Rural Area.

Overview of Board of County Commissioners Action

At the July 30, 2024, Meeting of the Board of County Commissioners, the Board voted unanimously in favor of the ballot measures for the voters of the County to weigh in on the Rural Boundary Charter Amendment 9 and approved **Ordinance No. 2024-17**. The ordinance made two changes to the initially-drafted Rural Area Ballot language. This consisted of adding the “Boggy Creek Urban Service Area (USA) Expansion Area” to a list of other areas that are excluded from the Rural Area and clarifying that the effective date of the Charter amendment would be the date the Canvassing Board certifies the election results. Therefore, the effective date of Charter Amendment 9 is November 15, 2024—the date the Canvassing Board certified the election results. A copy of the approved **Ordinance No. 2024-17** and subsequent **Resolution No. 2024-M-25**, approved by the Board of County Commissioners on August 27, 2024, related to the Rural Boundary Referendum are attached as **Exhibit “A”** and **Exhibit “B”**, respectively,

2. Amendment Analysis

Section 506 of the Orange County Charter establishes a Rural Area and Rural Boundary consisting of all lands lying within unincorporated Orange County as of the effective date of the Ordinance that are located outside municipal joint planning areas adopted by joint planning agreement or interlocal agreement and located outside the following areas specified in the Orange County Comprehensive Plan: the Urban Service Area, Growth Centers, the Innovation Way Overlay, Horizon West Villages, and the Boggy Creek Urban Service Area (USA) Expansion Area.

After the effective date of Section 506 of the Orange County Charter, any ordinance amending the Orange County Comprehensive Plan increasing the allowable density or intensity within the Charter-designated Rural Area or ordinance removing lands from the Charter-designated Rural Area may only be approved by an affirmative vote of not less than a majority-plus-one vote of the entire membership of the Orange County Board of County Commissioners (5 out of 7 Commissioners).

The proposed amendment formally establishes a Rural Area and Boundary for a portion of the County’s Rural Service Area. More specifically, the amendment creates new Map 5b of the Future Land Use Map Series (“Rural Boundary and Rural Area”) and modifies/establishes related policies in the Future Land Use Element. Affected policies include Objective FLU6.1; proposed Policy FLU6.1.1.1 that defines the “Rural Area” and introduces Map 5b, along with a majority-plus-one Board approval process for Rural Area amendments; and existing Policy FLU8.8.1 which has been modified by adding new section “D.” addressing the requirement for a majority-plus-one Board approval of any amendments that increase allowable density or intensity of uses, or that remove lands from the Rural Area.

3. Amendments to establish the Rural Boundary

Listed below are the revised objective and corresponding policies proposed through this amendment and the addition of proposed Map 5b of the Future Land Use Map Series, Rural Boundary and Rural Area, to establish the Charter-designated Rural Area, as delineated by the Rural Boundary.

Affected language is shown in underline/~~strikethrough~~ format, with asterisks (***) representing breaks between unchanged policies.

OBJ FLU6.1 **RURAL SERVICE AREA.** Orange County shall designate that portion of the County outside the Urban Service Area as the Rural Service Area, which includes the Charter-designated Rural Area as delineated by Map 5b of the Future Land Use Map Series, Rural Boundary and Rural Area. The intended rural character and assets of the Rural Service Area shall be promoted through the following policies. (Obj. 2.3)

New Future Land Use Element Policy FLU6.1.1.1

FLU6.1.1.1 Map 5b of the Future Land Use Map Series, “Rural Boundary and Rural Area”, is hereby adopted to delineate a portion of the Rural Service Area as the Charter-designated Rural Area. The Rural Area, as delineated by Map 5b, encompasses approximately 345,000 acres and includes unincorporated lands located outside the County's Urban Service Area, municipal joint planning areas, Growth Centers, the Innovation Way Overlay, Horizon West Villages, and the Boggy Creek Expansion Area. Comprehensive plan amendments increasing density or intensity or removing the property from the Rural Area shall require a majority-plus-one vote of the entire membership of the Orange County Board of County Commissioners.

Policy FLU8.8.1 (addition of new section D.)

FLU8.8.1 Amendments to the Comprehensive Plan Goals, Objectives, and Policies and large scale Future Land Use Map (FLUM) amendments shall be considered no more than two times a year, unless the amendment is a staff-initiated Future Land Use Map or text amendment, or a privately-initiated Future Land Use amendment continued to a date certain at the request of the Board of County Commissioners. Nothing in this policy shall preclude the more frequent consideration of amendments to the Future Land Use Map in association with Developments of Regional Impact, Florida Quality Developments, or small-scale development activities. The County may require DRIs to be submitted concurrently with Future Land Use Map Amendment requests.

D. As provided by the Orange County Charter, Section 506, Comprehensive Plan amendments increasing the density or intensity of use within the Charter-designated Rural Area as delineated by Map 5b of the Future Land Use Map Series, Rural Boundary and Rural Area, and ordinances removing the property from the Charter-designated Rural Area shall require a majority-plus-one vote of the entire membership of the Orange County Board of County Commissioners.

Map 5b, Rural Boundary and Rural Area (or Charter-designated Rural Area)

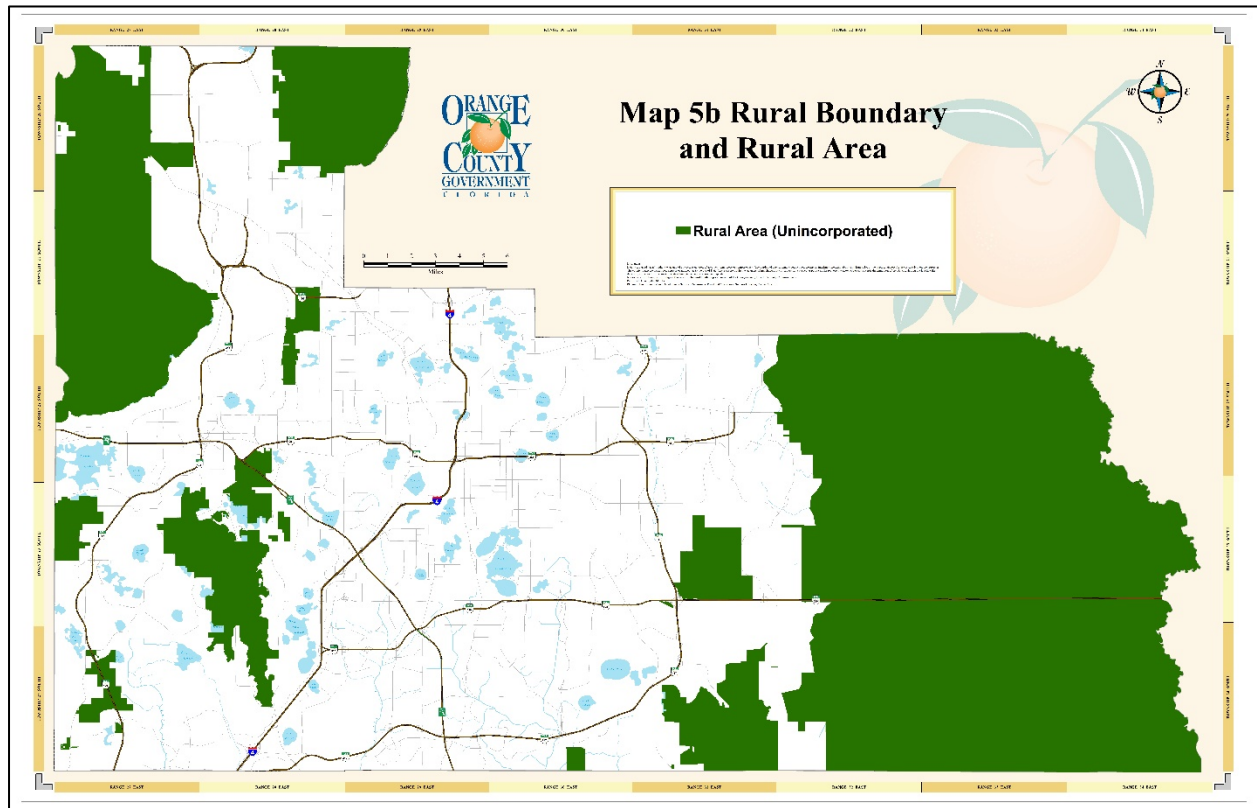


Exhibit "A" – Ordinance No. 2024-17 (Page 1 of 4)

APPROVED BY ORANGE
COUNTY BOARD OF COUNTY
COMMISSIONERS

BCC Mtg. Date: July 30, 2024

Effective Date: August 12, 2024; except
Section 1 which shall take effect only
if and when approved by a majority of
the voters voting in the referendum
called by the Board of County
Commissioners of Orange County,
Florida in Section 2 to be held on
November 5, 2024

ORDINANCE NO. 2024-17

AN ORDINANCE OF THE BOARD OF COUNTY COMMISSIONERS OF ORANGE COUNTY, FLORIDA SUBMITTING TO REFERENDUM A PROPOSED AMENDMENT TO THE CHARTER OF ORANGE COUNTY, FLORIDA; PROVIDING FOR THE ESTABLISHMENT OF A RURAL BOUNDARY AND RURAL AREA; PROVIDING FOR VOTING REQUIREMENTS; CALLING A REFERENDUM ON THE PROPOSED CHARTER AMENDMENT; PROVIDING THE BALLOT TITLE AND BALLOT SUMMARY FOR THE REFERENDUM; CONDITIONING THE EFFECTIVENESS OF THE CHARTER AMENDMENT ON VOTER APPROVAL AT THE REFERENDUM; PROVIDING FOR OTHER RELATED MATTERS; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR EFFECTIVE DATES.

BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF ORANGE COUNTY, FLORIDA:

Section 1. Charter Amendment. Section 506 of the Orange County Charter is created to read:

Sec. 506. – Rural Boundary and Rural Area.

A. Establishment of Rural Area and Rural Boundary. There is hereby established a Rural Area initially consisting of all lands lying in the unincorporated County as of the effective date of this section that are located outside of the following areas as of the effective date of this section: (1) the Urban Service Area specified in the Orange County comprehensive plan; (2) municipal joint planning areas adopted by joint planning agreement or interlocal agreement; (3) Growth Centers specified in the Orange County comprehensive plan; (4) the Innovation Way Overlay specified in the Orange County comprehensive plan; (5) the Horizon West Villages specified in the Orange County comprehensive plan; and (6) the Boggy Creek Expansion Area specified in the Orange County comprehensive plan. There is hereby established a Rural Boundary, consisting

Exhibit "A" – Ordinance No. 2024-17 (Page 2 of 4)

of the boundary lines of the Rural Area as more delineated on that certain map titled Rural Boundary and dated July 30, 2024.

B. *Legal Effect of Rural Area.*

(1) After the effective date of this section, any ordinance amending the Orange County comprehensive plan that increases the allowable density or intensity within the Rural Area or any portion thereof, may be approved only by an affirmative vote of not less than a majority plus one vote of the entire membership of the board.

(2) After the effective date of this section, the board of county commissioners may remove lands from the Rural Area only by ordinance approved by an affirmative vote of not less than a majority plus one vote of the entire membership of the board.

C. *This charter amendment shall become effective upon the date of canvassing board certification of approval by a vote of the electors of Orange County.*

Section 2. *Referendum Called.* A referendum election is hereby called and ordered to be held in Orange County at the time of the next general election on November 5, 2024, to determine whether the Rural Area and Rural Boundary charter amendment is approved by the voters.

Section 3. *Notice of Referendum.* Pursuant to Section 100.342, Florida Statutes, a Notice of Referendum shall be published twice in the *Orlando Sentinel*, a newspaper of general circulation in the County. The publications shall occur once in the fifth week and once in the third week prior to the week which includes November 5, 2024, and contain a link to the map of the proposed Rural Boundary.

Exhibit “A” – Ordinance No. 2024-17 (Page 3 of 4)

Section 4. Official Ballot. Ballots to be used in the referendum shall contain a statement of the description of the proposed issue in substantially the following form:

Orange County Charter Amendment
Establishing Rural Boundary
and Rural Area (“Area”)

Establishing a Rural Area (unincorporated lands located outside the County’s Urban Service Area, municipal joint planning areas, Growth Centers, Innovation Way Overlay, Horizon West Villages, and Boggy Creek Expansion Area on the effective date) where County comprehensive plan amendments increasing density or intensity, and ordinances removing lands from the Rural Area, must be approved by a majority-plus-one vote of the entire membership of the County Commission.

☐ Yes
☐ No

Section 5. Spanish Translation. The above ballot question shall additionally appear on the ballot in Spanish and the County Attorney and Supervisor of Elections are requested to authorize, and directed to prepare, an accurate Spanish translation to be included on the ballot.

Section 6. Payment of Referendum Expenses. The Board authorizes the payment of lawful expenses associated with conducting the referendum, as well as the cost of providing information as permitted by Section 106.113, Florida Statutes. The Orange County Comptroller is hereby authorized and directed to disburse the funds necessary to pay such expenses.

Section 7. Severability. If any section, subsection, sentence, clause, or provision of this ordinance or the application thereof to any person or circumstance is held invalid for any reason, the invalidity shall not affect any other provision or application of this ordinance, and to this end the provisions of this ordinance are declared severable.

Exhibit "A" – Ordinance No. 2024-17 (Page 4 of 4)

Section 8. Effective Date. This ordinance shall take effect pursuant to general law. However, Section 1 of this ordinance, Charter Amendment, shall take effect only if and when approved by a majority of the voters voting in the referendum called by the Board of County Commissioners of Orange County, Florida in Section 2 of this ordinance.

ADOPTED THIS 30 DAY OF July, 2024.



ORANGE COUNTY, FLORIDA
By: Board of County Commissioners

By: *Jerry L. Demings*
for Jerry L. Demings
Orange County Mayor

ATTEST: Phil Diamond, CPA, County Comptroller
As Clerk of the Board of County Commissioners

By: *Jennifer Ann - Lewis*
Deputy Clerk

Exhibit “B” – Resolution No. 24-M-25 (Page 1 of 4)

APPROVED BY ORANGE
COUNTY BOARD OF COUNTY
COMMISSIONERS

BCC Mtg. Date: August 27, 2024

RESOLUTION

of the
ORANGE COUNTY BOARD OF COUNTY COMMISSIONERS
regarding

**SUBMITTING TO REFERENDUM A PROPOSED
AMENDMENT TO THE CHARTER OF ORANGE COUNTY,
FLORIDA; PROVIDING FOR THE ESTABLISHMENT OF A
RURAL BOUNDARY AND RURAL AREA; PROVIDING FOR
VOTING REQUIREMENTS; CALLING A REFERENDUM ON
THE PROPOSED CHARTER AMENDMENT; PROVIDING THE
BALLOT TITLE AND BALLOT SUMMARY FOR THE
REFERENDUM; CONDITIONING THE EFFECTIVENESS OF
THE CHARTER AMENDMENT ON VOTER APPROVAL AT
THE REFERENDUM; PROVIDING FOR OTHER RELATED
MATTERS; PROVIDING FOR SEVERABILITY; AND
PROVIDING FOR EFFECTIVE DATES.**

Resolution No. 2024-M- 25

NOW THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY
COMMISSIONERS OF ORANGE COUNTY:

Section 1. Charter Amendment. Section 506 of the Orange County Charter is created
to read:

Sec. 506. Rural Boundary and Rural Area

A. Establishment of Rural Area and Rural Boundary.
There is hereby established a Rural Area initially consisting of all
lands lying in the unincorporated County as of the effective date of
this section that are located outside of the following areas as of the
effective date of this section: (1) the Urban Service Area specified
in the Orange County comprehensive plan; (2) municipal joint

Exhibit “B” – Resolution No. 24-M-25 (Page 2 of 4)

planning areas adopted by joint planning agreement or interlocal agreement; (3) Growth Centers specified in the Orange County comprehensive plan; (4) the Innovation Way Overlay specified in the Orange County comprehensive plan; (5) the Horizon West Villages specified in the Orange County comprehensive plan; and (6) the Boggy Creek Expansion Area specified in the Orange County comprehensive plan. There is hereby established a Rural Boundary, consisting of the boundary lines of the Rural Area as more delineated on that certain map titled Rural Boundary and dated July 30, 2024.

B. Legal Effect of Rural Area.

(1) After the effective date of this section, any ordinance amending the Orange County comprehensive plan that increases the allowable density or intensity within the Rural Area or any portion thereof, may be approved only by an affirmative vote of not less than a majority plus one vote of the entire membership of the board.

(2) After the effective date of this section, the board of county commissioners may remove lands from the Rural Area only by ordinance approved by an affirmative vote of not less than a majority plus one vote of the entire membership of the board.

C. This charter amendment shall become effective upon the date of canvassing board certification of approval by a vote of the electors of Orange County.

Section 2. Referendum Called. A referendum election is hereby called and ordered to be held in Orange County at the time of the next general election on November 5, 2024, to determine whether the Rural Area and Rural Boundary charter amendment is approved by the voters.

Section 3. Notice of Referendum. Pursuant to Section 100.342, Florida Statutes, a Notice of Referendum shall be published twice in the *Orlando Sentinel*, a newspaper of general circulation in the County. The publications shall occur once in the fifth week and once in the third

Exhibit “B” – Resolution No. 24-M-25 (Page 3 of 4)

week prior to the week which includes November 5, 2024, and contain a link to the map of the proposed Rural Boundary.

Section 4. Official Ballot. Ballots to be used in the referendum shall contain a statement of the description of the proposed issue in substantially the following form:

Orange County Charter Amendment
Establishing Rural Boundary
and Rural Area (“Area”)

Establishing a Rural Area (unincorporated lands located outside the County’s Urban Service Area, municipal joint planning areas, Growth Centers, Innovation Way Overlay, Horizon West Villages, and Boggy Creek Expansion Area on the effective date) where County comprehensive plan amendments increasing density or intensity, and ordinances removing lands from the Rural Area, must be approved by a majority-plus-one vote of the entire membership of the County Commission.

☐ Yes
☐ No

Section 5. Spanish Translation. The above ballot question shall additionally appear on the ballot in Spanish and the County Attorney and Supervisor of Elections are requested to authorize, and directed to prepare, an accurate Spanish translation to be included on the ballot.

Section 6. Payment of Referendum Expenses. The Board authorizes the payment of lawful expenses associated with conducting the referendum, as well as the cost of providing information as permitted by Section 106.113, Florida Statutes. The Orange County Comptroller is hereby authorized and directed to disburse the funds necessary to pay such expenses.

Section 7. Severability. If any section, subsection, sentence, clause, or provision of this resolution or the application thereof to any person or circumstance is held invalid for any

Exhibit "B" – Resolution No. 24-M-25 (Page 4 of 4)

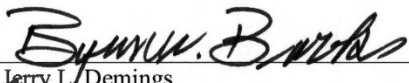
reason, the invalidity shall not affect any other provision or application of this resolution, and to this end the provisions of this resolution are declared severable.

Section 8. Effective Date. This resolution shall take effect immediately. However, Section 1 of this resolution, Charter Amendment, shall take effect only if and when approved by a majority of the voters voting in the referendum called by the Board of County Commissioners of Orange County, Florida in Section 2 of this resolution.

ADOPTED THIS 27th DAY OF August, 2024.



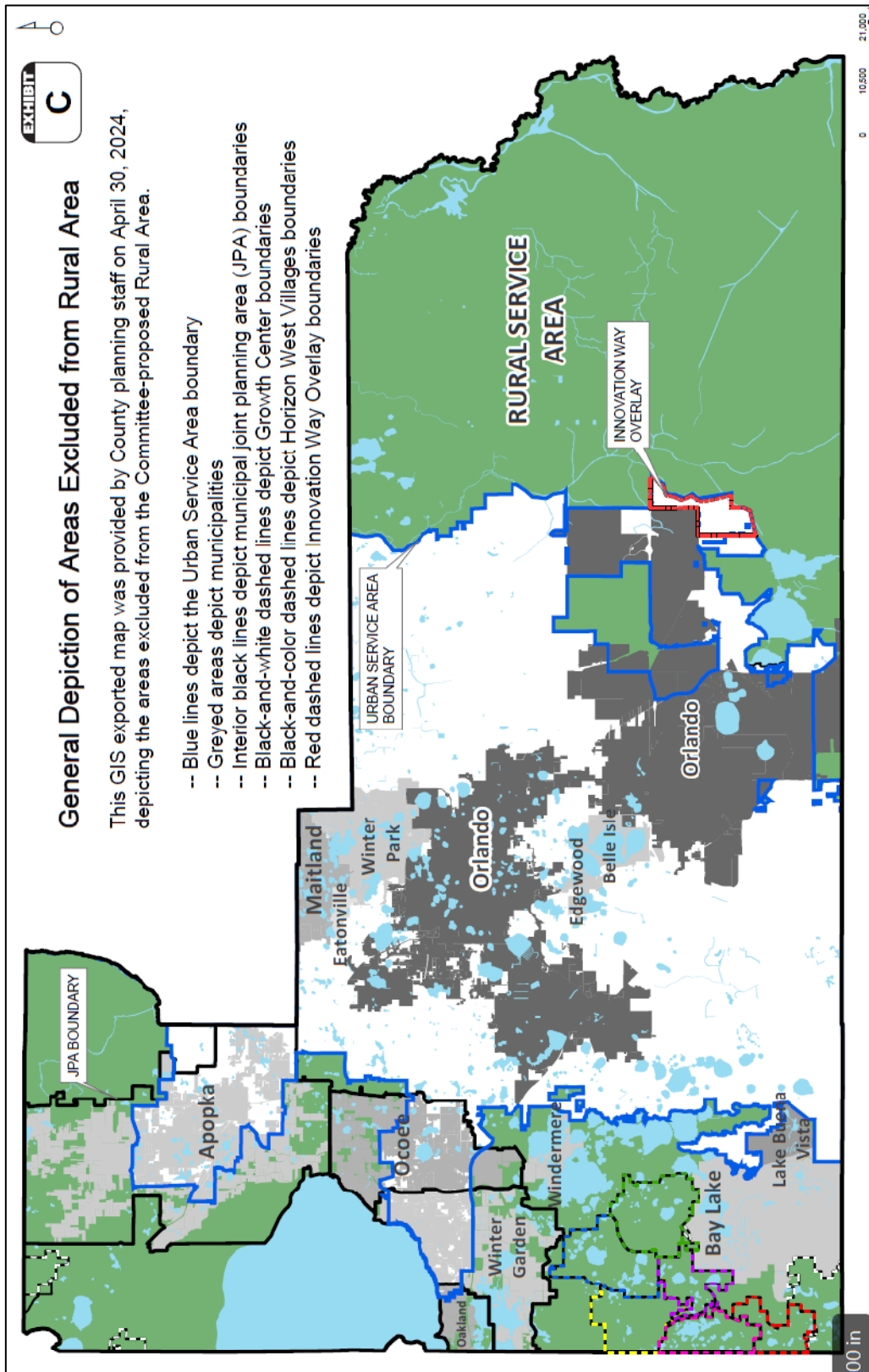
ORANGE COUNTY, FLORIDA
By: Board of County Commissioners

By: 
Jerry L. Demings
Orange County Mayor

ATTEST: Phil Diamond, CPA, County Comptroller
As Clerk of the Board of County Commissioners

By: 
Deputy Clerk

Exhibit "C" – General Depiction of Areas Excluded from Rural Area



**PLANNING AND ZONING COMMISSION (PZC)/LOCAL PLANNING AGENCY (LPA) PUBLIC HEARING
SYNOPSIS (January 16, 2025)**

Staff presented the staff-initiated **Amendment 2024-2-B-CP-3** related to the designation of a Rural Boundary for the Charter-designated Rural Area with the recommendation of **TRANSMITTAL**. Following the staff presentation, one member of the public spoke in support of the amendment. The Local Planning Agency found that the amendment sufficiently complete, has the potential to be found in compliance and recommended to the Board of County Commissioners **TRANSMITTAL** for state and regional agency review.

Motion / Second	<i>Eric Gray / Michael Arrington</i>
Voting in Favor	<i>Camille Evans, George Wiggins, Nelson Pena, Michael Arrington, David Boers, and Eric Gray</i>
Voting in Opposition	<i>None</i>
Absent	<i>Evelyn Cardenas and Eddie Fernandez</i>

BOARD OF COUNTY COMMISSIONERS TRANSMITTAL PUBLIC HEARING SYNOPSIS (February 11, 2025)

Amendment 2024-2-B-CP-3 related to the designation of a Rural Boundary for the Charter-designated Rural Area was presented to the Board of County Commissioners on February 11, 2025, with the LPA and staff recommendation of **TRANSMITTAL**. Following the staff presentation, six (6) members of the public spoke in support of the Rural Boundary for the Charter-designated Rural Area. After discussion, the BCC found the amendment sufficiently complete, has the potential to be found in compliance, and a motion was made by Commissioner Gomez Cordero and seconded by Commissioner Uribe to transmit **Amendment 2024-2-B-CP-3** for state and regional agency review.

The motion carried 6-0 to **TRANSMIT** Amendment 2024-2-B-CP-3.

Motion/Second *Commissioner Gomez Cordero / Commissioner Uribe*

Voting in Favor *Mayor Demings, Commissioner Wilson, Commissioner Uribe, Commissioner Gomez Cordero, Commissioner Semrad, Commissioner Scott*

Voting in Opposition *None*

Absent *Commissioner Moore*

PLANNING AND ZONING COMMISSION (PZC)/LOCAL PLANNING AGENCY (LPA) ADOPTION PUBLIC HEARING SYNOPSIS (March 20, 2025)

Chief Planner Jim Resta provided an overview of staff-initiated **Amendment 2024-2-B-CP-3**, formally establishing a Rural Boundary for the Charter-designated Rural Area, encompassing approximately 345,509 acres of the County's Rural Service Area. More specifically, the amendment creates new Map 5b of the Future Land Use Map Series ("Rural Boundary and Rural Area") and modifies and establishes related policies in the Future Land Use Element. Mr. Resta presented staff's recommendation that the LPA make a finding of **consistency** with the Comprehensive Plan and recommend **ADOPTION** of the proposed amendment. One member of the public spoke in support of the proposed amendment.

In response to Commissioner Gray, Mr. Resta stated that the comment letter issued by the Florida Department of Commerce, dated March 14, 2025, and distributed to the Commissioners prior to the public hearing, was received by staff following the publication of the LPA Adoption staff report. Mr. Resta noted that the Department of Commerce had no comments on the proposed amendment.

Commissioner Holt made a motion, seconded by Commissioner Wiggins, to recommend to the Board of County Commissioners **ADOPTION** of Amendment 2024-2-B-CP-3. The motion carried by a vote of 8-0, with Commissioners Arrington, Cardenas, Evans, Fernandez, Gray, Holt, Pena, and Wiggins voting in favor of adoption.

Motion / Second

Marjorie Holt / George Wiggins

Voting in Favor

Evelyn Cardenas, Eddie Fernandez, Eric Gray, Marjorie Holt, Nelson Pena, and George Wiggins

Voting in Opposition

None

Absent

David Boers

ORDINANCE NO. 2025-_____

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
AN AMENDMENT PURSUANT TO SECTION 163.3184(3),
FLORIDA STATUTES, FOR THE 2024 CALENDAR YEAR
(SECOND CYCLE); 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 22, 2025, 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 the Future Land Use Map Series. The Comprehensive Plan
is hereby amended by adding Map 5b to the Future Land Use Map Series, as illustrated at

Appendix “A,” attached hereto and incorporated herein.

Section 4. Amendments to the Text of the Future Land Use Element. The Comprehensive Plan is hereby further amended by amending the text of the Future Land Use Element to read as follows, with underlines showing new numbers and words, and strike-throughs indicating repealed numbers and words. (Words, numbers, and letters within brackets identify the amendment number and editorial notes, and shall not be codified.)

* * *

[Amendment 2024-2-B-CP-3:]

OBJ FLU6.1 RURAL SERVICE AREA. Orange County shall designate that portion of the County outside the Urban Service Area as the Rural Service Area, which includes the Charter-designated Rural Area as delineated by Map 5b of the Future Land Use Map Series, Rural Boundary and Rural Area. The intended rural character and assets of the Rural Service Area shall be promoted through the following policies.

* * *

FLU6.1.1.1 Map 5b of the Future Land Use Map Series, “Rural Boundary and Rural Area”, is hereby adopted to delineate a portion of the Rural Service Area as the Charter-designated Rural Area. The Rural Area, as delineated by Map 5b, encompasses approximately 345,000 acres and includes unincorporated lands located outside the County's Urban Service Area, municipal joint planning areas, Growth Centers, the Innovation Way Overlay, Horizon West Villages, and the Boggy Creek Expansion Area. Comprehensive plan amendments increasing density or intensity or removing the property from the Rural Area shall require a majority-plus-one vote of the entire membership of the Orange County Board of County Commissioners.

* * *

FLU8.8.1 Amendments to the Comprehensive Plan Goals, Objectives, and Policies and large scale Future Land Use Map (FLUM) amendments shall be considered no more than two times a year, unless the amendment is a staff-initiated Future Land Use Map or text amendment, or a privately-initiated Future Land Use amendment continued to a date certain at the request of the Board of County Commissioners. Nothing in this policy shall preclude the more frequent consideration of amendments to the Future Land Use Map in association with Developments of Regional Impact, Florida Quality Developments, or small-scale development activities. The County may require DRIs to be submitted concurrently with Future Land Use Map Amendment requests.

69 * * *

70 D. As provided by the Orange County Charter, Section 506,
71 Comprehensive Plan amendments increasing the density or intensity
72 of use within the Charter-designated Rural Area as delineated by
73 Map 5b of the Future Land Use Map Series, Rural Boundary and
74 Rural Area, and ordinances removing the property from the Charter-
75 designated Rural Area shall require a majority-plus-one vote of the
76 entire membership of the Orange County Board of County
77 Commissioners.

78 * * *

79 ***Section 5. Effective Dates for Ordinance and Amendment.***

80 (a) This ordinance shall become effective as provided by general law.

81 (b) In accordance with Section 163.3184(3)(c)4., Florida Statutes, no plan amendment
82 adopted under this ordinance becomes effective until 31 days after the Department of Commerce
83 (DOC) notifies the County that the plan amendment package is complete. However, if an
84 amendment is timely challenged, the amendment shall not become effective until the DOC or the
85 Administration Commission issues a final order determining the challenged amendment to be in
86 compliance.

87 (c) No development orders, development permits, or land uses dependent on this
88 amendment may be issued or commence before the amendment has become effective.

89 ADOPTED THIS 22nd DAY OF APRIL, 2025.

90

91 **ORANGE COUNTY, FLORIDA**
92 By: Board of County Commissioners

93

94

95

96 By: _____

97 Jerry L. Demings

98 Orange County Mayor

99

100 ATTEST: Phil Diamond, CPA, County Comptroller

101 As Clerk to the Board of County Commissioners

102

103

104

105 By: _____

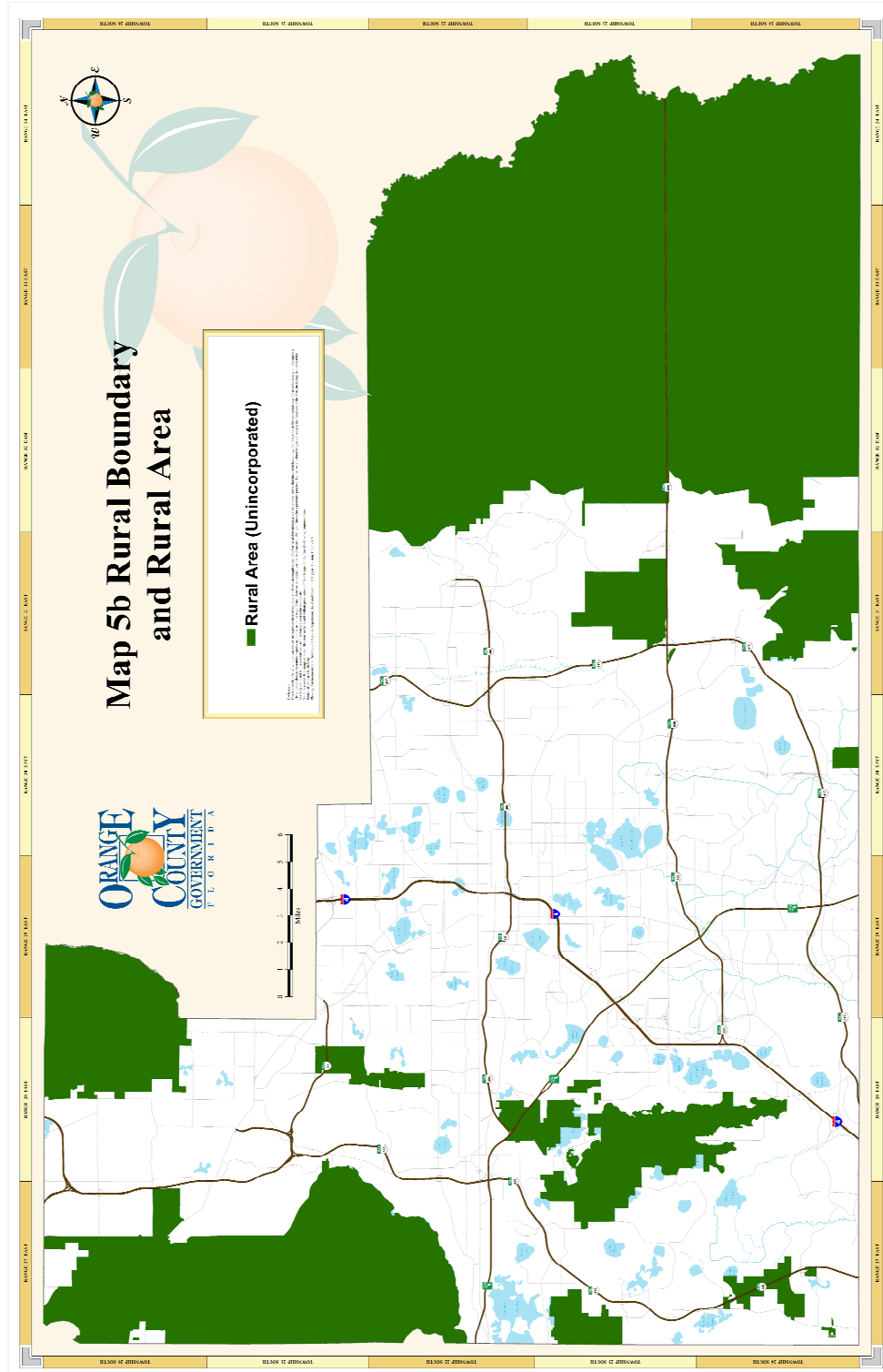
106 Deputy Clerk

107

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110
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112

APPENDIX “A”

MAP 5b OF THE FUTURE LAND USE MAP SERIES RURAL BOUNDARY AND RURAL AREA



From: [Resta, James H](#)
To: [Watson, Sue](#)
Subject: FW: Orange County proposed comprehensive plan amendment 25-01ESR
Date: Thursday, March 6, 2025 3:01:58 PM
Attachments: [image001.png](#)

FYI – please see below.

Jim Resta, AICP | Chief Planner

Orange County Planning Division
Comprehensive Planning Section
201 S. Rosalind Ave. Orlando, FL 32801
407.836.5624

From: Steve Fitzgibbons <SFitzgibbons@sjrwmd.com>
Sent: Thursday, March 6, 2025 2:57 PM
To: Vargas, Alberto A <Alberto.Vargas@ocfl.net>; Resta, James H <James.Resta@ocfl.net>
Cc: DCPexter@commerce.fl.gov
Subject: Orange County proposed comprehensive plan amendment 25-01ESR

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Mr. Vargas,

St. Johns River Water Management District (SJRWMD) staff have reviewed Orange County proposed comprehensive plan amendment 25-01ESR in accordance with the provisions of Chapter 163, Florida Statutes (F.S.). Based upon review of the submitted materials, SJRWMD staff have no comments on the proposed amendment. Please note that Orange County is within the boundaries of both the SJRWMD and South Florida Water Management District. The South Florida Water Management District will provide their comments in a separate response.

If you have any questions or need additional information, please contact me.

Sincerely,
Steve Fitzgibbons

Steven Fitzgibbons, AICP
Intergovernmental Planner
St. Johns River Water Management District
7775 Baymeadows Way, Suite 102
Jacksonville, FL 32256
Office (386) 312-2369
Email: sfitzgib@sjrwmd.com
Website: www.sjrwmd.com
Connect with us: [Newsletter](#), [Facebook](#), [Twitter](#), [Instagram](#), [YouTube](#), [Pinterest](#)



www.sjrwmd.com/ePermit

We value your opinion. Please take a few minutes to share your comments on the service you received from the District by clicking this [link](#)

Notices

- Emails to and from the St. Johns River Water Management District are archived and, unless exempt or confidential by law, are subject to being made available to the public upon request. Users should not have an expectation of confidentiality or privacy.
- Individuals lobbying the District must be registered as lobbyists (§112.3261, Florida Statutes). Details, applicability and the registration form are available at <http://www.sjrwmd.com/lobbyist/>



Florida Department of Transportation

RON DESANTIS
GOVERNOR

719 S. Woodland Boulevard
DeLand, Florida 32720

JARED W. PERDUE, P.E.
SECRETARY

March 13, 2024

Mr. James Resta, AICP
Chief Planner
Orange County Planning Division
201 South Rosalind Avenue, 2nd Floor
Post Office Box 1393
Orlando FL 32802-1393

Subject: Orange County Proposed Comprehensive Plan Amendment 25-01ESR

Dear Mr. Resta,

Pursuant to Section 163.3184(3), Florida Statutes (F.S.), in its role as a reviewing agency as identified in Section 163.3184(1)(c), F.S., the Florida Department of Transportation (FDOT) reviewed proposed map amendment Orange County 25-01ESR. The comprehensive plan amendment (CPA) includes three amendments:

2024-2-B-CP-1 pertains to text and map amendments to the Future Land Use Element and Future Land Use Map Series of the Comprehensive Plan, to amend existing policies to create the Kilgore Road Rural Residential Enclave and add Map 25(f) to the Future Land Use Map Series. The Kilgore Road neighborhood is located along Kilgore Road, Darlene Drive, and Charles E. Limpus Road, just west of S Apopka Vineland Road.

2024-2-B-CP-2 pertains to text and map amendments to the Future Land Use Element and Future Land Use Map Series of the Comprehensive Plan, to amend existing policies to reduce the size of the existing Lake Pickett Study Area.

2024-2-B-CP-3 pertains to text and map amendments to the Future Land Use Element and Future Land Use Map Series of the Comprehensive Plan, amending policies to include a new Orange County Charter Section 506 – Rural Boundary and Rural Area which establishes the Rural Boundary / Rural Area and new Map 5b to the Future Land Use Map Series.

Data and Analysis:

2024-2-B-CP-1

The Kilgore Road neighborhood falls within the Urban Service Area (USA) has an adopted Low Density Residential (LDR) Future Land Use (FLU) designation, with a maximum allowable density of 4.0 dwelling units per net acre. This amendment would designate the portion of the Kilgore Road neighborhood within the USA as a Rural Residential Enclave and establish a lower density

with a minimum 2.0-acre net developable land area requirement for the new Rural Residential Enclave.

2024-2-B-CP-2

This amendment proposes to change Map 22 of the Future Land Use Map (FLUM) Series, *Lake Pickett Study Area and Communities*, to remove all properties with a Rural/Agricultural FLU designation and to make corresponding changes to the Lake Pickett policies and other related policies, including the deletion of references to “two” Lake Pickett communities. A total of 43 parcel are proposed to remove. Changes in intensities and densities are not proposed with this amendment.

2024-2-B-CP-3

The proposed amendment establishes the Rural Boundary and Rural Area which initially consists of all lands lying in unincorporated County. Changes in intensities and densities are not proposed with this amendment.

We appreciate the opportunity to review the proposed amendment. Please transmit a copy of the amendment, along with the supporting data and analysis, to the District upon its adoption. The Department reserves the right to comment if the proposed amendment changes between transmittal and adoption.

Thank you for coordinating the review of this proposed amendment with FDOT. If you have any questions, you may contact me at 386-943-5457 or by email at james.rodriquez@dot.state.fl.us.

Sincerely,



James Rodriguez
Systems Planning Coordinator

cc: Donna Harris, FL Commerce
Melissa McKinney, FDOT

Tiffany Hill, FDOT