



OFFICIAL NOTICE

CITY OF CASSELBERRY PLANNING AND ZONING COMMISSION LOCAL PLANNING AGENCY

Wednesday, December 10, 2025
6:30 PM

City Commission Chambers
1st Floor, Casselberry City Hall
95 Triplet Lake Drive, Casselberry, Florida

TO THE PUBLIC: Persons are advised that if they decide to appeal any decisions made at these meetings/hearings they will need a record of the proceedings and for such purpose, they may need to ensure that a verbatim record of the proceedings is made which record includes the testimony and evidence upon which the appeal is to be based per Section 286.0105, Florida Statutes.

Persons with disabilities needing assistance to participate in any of these proceedings should contact the City of Casselberry A.D.A. Coordinator, 48 hours in advance of the meeting at (407) 262-7700, ext. 1150.

This is a public meeting, and the public is invited to attend. This agenda is subject to change. Please be advised that one (1) or more members of the City Commission and/or one (1) or more members of any of the City's Advisory Boards may be in attendance and may participate in the discussion at the meeting.

Persons can obtain an electronic copy of the agenda packet for this meeting by making a public records request to the City Clerk's Office by calling (407) 262-7700, Ext. 1133 or emailing cityclerk@casselberry.org.

AGENDA

1. **Call to Meeting to Order**
2. **Roll Call**
3. **Pledge of Allegiance**
4. **Approval of Minutes - None**
5. **Disclosure of Ex Parte Communications**
6. **Conditional Use Applications**
 - A. **COU 25-09: Conditional Use Approval to Operate a School at Truth Academy Located at 384 Wilshire Blvd.**

Approval of a conditional use request to operate a elementary/secondary school at Truth Academy, located at 384 Wilshire Blvd, is requested.
7. **Site Plan Applications**
8. **Future Land Use Map and Zoning Map Amendments**
 - A. **PUD 25-02: Amending the City's Official Zoning Map and Approving a PUD Agreement and Concept Plan at 380 S.R. 436**

Recommendation of approval of an ordinance amending the city's Official Zoning Map to PMX-MID (Planned Mixed Use: Medium Rise) for one (1) parcel located at 380 S.R. 436, including an associated Planned Unit Development (PUD) Agreement and a Concept Plan, is requested.
 - B. **PUD 25-03: Amending the City's Official Zoning Map and Approving a PUD Agreement and Concept Plan at 201 and 205 S.R. 436**

Recommendation of approval of an ordinance amending the city's Official Zoning Map to PMX-MID (Planned Mixed Use: Medium Rise) for two (2) parcels generally located at the southeast corner of the intersection of S.R. 436 and Oxford Road, including an associated Planned Unit Development (PUD) Agreement and a Concept Plan, is requested.

9. Public Hearings - None

10. Other Business

11. Citizens' Comments

12. Adjournment

Date

Donna G. Gardner, CMC
City Clerk



City of Casselberry

Planning Division

95 Triplet Lake Drive, Casselberry, Florida 32707 • Telephone (407) 262-7700

To: Planning and Zoning Commission
From: Community Development Staff
Date: December 10, 2025
Subject: COU 25-09: Conditional Use Approval to Operate a School at Truth Academy Located at 384 Wilshire Blvd.

REQUEST: Approval of a conditional use request to operate a elementary/secondary school at Truth Academy, located at 384 Wilshire Blvd, is requested.

INTRODUCTION: The Community Development Department's Planning Division requests that the Planning and Zoning Commission (P&Z) hold a public hearing to consider a conditional use request from the applicant, Esperanza Lowman, the applicant who represents Truth Academy, a division of The Rock International Outreach, for approval of a conditional use that allows the use of "Educational institutions (Elem/secondary)" which are permitted in the CG zoning district by conditional use. Located just southwest of the intersection of Wilshire Blvd and State Road 436, the subject property is ±3.62 acres. Truth Academy operates from the address 384 Wilshire Blvd which is one suite in a multi-tenant building. It is designated as Major Throughfare Mixed Use (MTMU) on the City's Future Land Use Map (FLUM) and is zoned CG (Commercial General) which are not consistent with one another. Additionally, the subject property is not located within any overlay districts.

According to Table 2-5.3 "Land Use by District" of the City's Unified Land Development Regulations (ULDR), the use of "Educational institutions (Elem/secondary)" requires a conditional use review within the CG zoning district. Article II, Section 1-2.6 of the ULDR authorizes the Planning and Zoning Commission to review and approve conditional use requests. Article VI sets forth specific criteria for approving the conditional use request.

GENERAL INFORMATION: The applicant is requesting approval to operate the established Truth Academy, a division of The Rock International Outreach, at 384 Wilshire Blvd. The property has remained in City limits since its development as a multi-tenant commercial complex known as Wilshire Plaza in 1983 via SPR 83-01. Truth Academy has operated at 384 Wilshire Blvd since 2021. Truth Academy is a for-profit private school limited liability company that facilitates faith based learning from Kindergarten to 12th grade in addition to providing after-school tutoring to students. The hours of operation of the business are 8:30 am to 3:00 pm every weekday with Wednesday closing one hour earlier, and the business performs church-related services, events, and workshops on Saturday and Sunday. The school serves 9 students and has a staff of 6 employees and 6–8 volunteers. The school operates in one unit within Wilshire Plaza, which is approximately 4,500 square feet, including 2 classrooms, 2 offices, a multipurpose room, and restrooms. All rooms are used for instruction, study, and supervised group activities.

ANALYSIS: Article VI, Section 2-6.2(B) of the ULDR provides specific criteria for conditional use review and approval. The following conclusions are based on staff's review of the five conditional use criteria.

CRITERION 1. Land use compatibility.

The CG zoning district is intended to accommodate general commercial uses, which shall include

general retail sales and all other general commercial uses. This conditional use request will allow for the continued operation of the use "Educational institutions (Elem/secondary)" which are permitted in the CG zoning district by conditional use. The school has operated since 2021 at 384 Wilshire Blvd without a conditional use.

The character of Wilshire Blvd is a transitional area with offices, retail, and civil and protective services located to the north near the intersection with State Road 436. The southern portion of Wilshire Blvd transitions from commercial uses to multifamily properties to single-family residential properties where the road dead ends into a trail surrounded by single family homes. The use of "Educational institutions (Elem/secondary)" blends well with the residential and light commercial character of the surrounding properties and land uses.

CRITERION 2. Sufficient site size and adequate site specifications to accommodate the proposed use.

The subject parcel has served Truth Academy for several years. Circulation of the site has taken stacking for drop-off and pick-up into account to allow for adequate space on property for operations without needing to utilize public right of way. The property has 178 parking spaces, which appears to exceed the traffic needs of Truth Academy and the required spaces for the use. The size of the parcel is adequate for the desired use. Additionally, the existing building meets all the relevant setback, size, height, and dimension requirements outlined for the CG zoning district provided in ULDR Table 2-5.4.

CRITERION 3. Proper use of mitigative techniques.

Landscape screening, proximity to arterial roads, and the supportive neighborhood character of Wilshire Blvd has been a focus of the design to ensure all available mitigative techniques have been utilized.

CRITERION 4. Hazardous waste.

No hazardous waste will be generated or handled on site for the proposed land uses.

CRITERION 5. Compliance with applicable laws and ordinances.

Possession of both City and County business tax receipts, as well as any applicable permits, licenses, and inspections from other agencies must be provided to the City prior to implementing the use.

STAFF RECOMMENDATION: Staff recommends that case number COU 25-09 be approved with staff's conditions, based upon the staff report and the testimony and evidence presented, that the request meets the applicable provisions of the Unified Land Development Regulations and is consistent with the Comprehensive Plan as per the written findings contained within the staff report. The conditions of approval are as follows:

- 1) The conditional use shall be limited to 384 Wilshire Blvd.
- 2) The conditional use shall commence within one year of approval.
- 3) A valid and active state license for the business and school shall be provided.
- 3) A new conditional use application shall be required if the use should cease for more than 90 days.
- 4) A new conditional use application shall be required if the use should expand if the student count increases over 25.
- 5) A new conditional use application shall be required if the area should expand past 5,000 square feet.
- 6) All of the above conditions shall be fully and faithfully executed or the conditional use shall become null and void.

ATTACHMENTS:

1. Letter of Intent
2. Floor Plan
3. Site Plan
4. Maps



City of Casselberry

Planning Division

95 Triplet Lake Drive, Casselberry, Florida 32707 • Telephone (407) 262-7700

To: Planning and Zoning Commission
From: Community Development Staff
Date: December 10, 2025
Subject: PUD 25-02: Amending the City's Official Zoning Map and Approving a PUD Agreement and Concept Plan at 380 S.R. 436

REQUEST: Recommendation of approval of an ordinance amending the city's Official Zoning Map to PMX-MID (Planned Mixed Use: Medium Rise) for one (1) parcel located at 380 S.R. 436, including an associated Planned Unit Development (PUD) Agreement and a Concept Plan, is requested.

INTRODUCTION: The Community Development Department, Planning Division, requests that the Planning and Zoning Commission/Local Planning Agency (P&Z) hold a public hearing to consider a request from the applicant and property owner, Mr. Edwin Lurduy, to recommend approval of an ordinance (PUD 25-02) to the City Commission. The proposed ordinance amends the City's Official Zoning Map for one parcel (Parcel ID 17-21-30-537-0000-0010) totaling ± 1.04 acres located at 380 S.R. 436, which is generally located on the north side of S.R. 436 between its intersection with Lamplite Way and Fern Park Boulevard. The ordinance also includes a PUD agreement and concept plan for a Colombian drive through restaurant and bakery known as Mecato's Bakery & Caf e.

GENERAL INFORMATION: According to the City of Casselberry's Unified Land Development Regulations (ULDR) Section 1-2.9, P&Z shall conduct an advertised and noticed public hearing when amendments to the city's Official Zoning Map are proposed. Further, during their deliberations, P&Z is responsible for ensuring that any proposal satisfies the specific criteria outlined in ULDR Section 1-2.9, which are further analyzed later in this report. Additionally, ULDR Section 4-20.3, which outlines PUD review and approval procedures, states that all planned unit developments shall be reviewed and processed as a zoning map amendment per the City's Code of Ordinances Section 66-58.

PMX-MID (Planned Mixed-Use: Medium Rise) is classified as a PUD zoning district and must adhere to the requirements outlined in ULDR Article XX, Planned Unit Development. Further, PMX zoning districts require approval of a PUD agreement and associated Concept Plan as part of the rezoning process. The concept plan has been reviewed and approved by City staff from applicable departments and the City's administrative official, which is currently the Community Development Director. The concept plan illustrates the applicant's intent to develop the subject property into a drive through restaurant and bakery with associated amenities such as an outdoor seating area and parking.

Lastly, this public hearing was advertised in the Orlando Sentinel on December 1, 2025. Notices for the proposed amendment were also posted on the subject properties on December 1, 2025, and letters were mailed to all property owners within 500 ft. of the subject properties.

ANALYSIS: The subject property is ± 1.04 acres and identified as Parcel ID 17-21-30-537-0000-0010, addressed at 380 S.R. 436. The property has a Major Thoroughfare Mixed-Use (MTMU)

Future Land Use Map (FLUM) designation and is zoned PMX-MID (Planned Mixed-Use: Medium Rise). The subject properties are also located within the Community Redevelopment District (CRD) and the Oxford Park Overlay District (OPOD).

City staff has provided the following assessment of the proposed amendment based on the established criteria outlined in ULDR Section 1-2.9.A. Criteria in ULDR Section 1-2.9.C also applies since a property owner initiated this request.

CRITERIA 1. Consistency with Comprehensive Plan

The subject property is ±1.03 acres and located at 380 S.R. 436, on the north side of SR 436. The properties have a Major Thoroughfare Mixed-Use (MTMU) Future Land Use Map (FLUM) designation and are zoned CG (Commercial General). The subject properties are also located within the Community Redevelopment Agency (CRA) and the Oxford Park Overlay District (OPOD).

The proposed amendment is consistent with the following goals, objectives, and policies found in the city's Comprehensive Plan:

Objective FLU 1, Coordinate Future Land Use. The City shall establish land use categories and policies which will ensure the coordination of future land use with the appropriate topography, soil condition, availability of facilities and services, and contrasting land use. The City shall adopt zoning districts that correspond to specific land use categories and define allowable densities and intensities in each zoning district.

The PMX-MID zoning district is compatible with the existing Major Thoroughfare Mixed-Use FLUM designation. Further, the proposed use of a drive through restaurant and bakery does not conflict with the intent of the PMX-MID zoning district, which is to provide for general retail and commercial service activities.

Policy FLU 1.5, Major Thoroughfare Mixed-Use. The Major Thoroughfare Mixed-Use category is intended to provide opportunities for mid to high-density/intensity mixed-use development along major transportation corridors within the City.

The PMX-MID zoning district is a medium-density/medium-intensity zoning district that allows for a higher floor-to-area (FAR) ratio and impervious surface ratio (ISR). City staff find PMX-MID appropriate, given the surrounding uses, and that the subject properties are situated on S.R. 436, a major arterial roadway. Adjacent properties are City properties that support commercial/retail uses, similar to the proposed.

Policy FLU 1.15, Concurrency Management System. A Concurrency Management System has been implemented to ensure that the public facilities and services and established levels of service are available concurrent with the impact of development.

The proposed development will utilize City water and sanitary sewer services, and capacity has been verified. Further, given that the proposed use is non-residential, a school impact analysis from Seminole County Public Schools is not required. The PUD agreement provides for utility provision and dedication, stormwater management, and environmental impacts per ULDR Article IX, Concurrency Management.

Policy FLU 1.21 Traffic Impact Analysis. To ensure public roadways continue to operate in a safe and efficient manner, a traffic impact analysis shall be required prior to development of all vacant lands as well as redevelopment parcels to determine potential public improvements that may be required due to the direct impact of said development/redevelopment.

According to ULDR Section 3-9.9, Methodology for Determining Demands on Concurrency Facilities, all new developments expected to generate 500 or more trips per day must submit a traffic analysis. The applicant has provided a traffic impact analysis for the subject property, which estimates an average of 723 trips per day.

Objective FLU 2, Blighted Renewal and Redevelopment. The City shall encourage the redevelopment and renewal of economically underutilized or blighted areas.

The subject property is currently vacant and has seen various development proposals in the last few years, which did not come to fruition for various reasons. The proposed amendment will allow the applicant to pursue redevelopment, thereby activating a site that has been blighted and economically underutilized since the early 2000s.

Policy MTE 1.9 Traffic Impact Analysis. New development and redevelopment shall submit a traffic impact analysis (TIA) study, as noted in Future Land Use Policy 1.21, except when the Public Works Director and the Community Development Director find it is unnecessary due to sufficient roadway capacity. The TIA shall evaluate all roadways identified by the City to address traffic, transit, bicycle, and pedestrian impacts. The evaluation shall follow professional standards and requirements found in the latest adopted versions of the City's ULDRs and the MTMP. The City may also require necessary operational improvements such as improved geometrics, curb cut reductions, adequate turn lanes, transit pullover bays, striping, and signage to maximize existing system capacity. The cost of preparation of the TIA will be borne by the developer.

The applicant has provided a comprehensive traffic impact analysis, which also includes a queuing analysis considering vehicle stacking in the drive through lanes. In short, the site and adjacent right-of-way (ROW) is prepared to handle the increased capacity in addition to the drive through, which is approximately 270' long and can accommodate a total of 11 vehicles, which far exceeds what is projected (ranges between 1 and 3.3 depending on the time of day).

Policy MTE 1.13 Bicycle Facilities. The City shall continue to implement bicycle programs and priorities through right-of-way, construction, design, marking, and construction of trails and other bicycle facilities, as described in the MTMP.

The proposed development will include bicycle parking facilities on-site.

Policy HC 1.2D Casselberry shall encourage cross access between properties and discourage the development of physical barriers between destinations such as long block lengths, cul-de-sacs, and gated neighborhoods.

The proposed development will include cross-access to and from adjacent parcels.

Goal HC 2. Improve Built Environment to Promote Physical Activity. Promote site design that encourages pedestrian activity. Promote the joint use of public facilities and encourage development of parks and open spaces within residential areas to make it easier for all community members to engage in regular physical activity.

The applicant shall develop the site according to current regulations, including the City's Healthy Community Complete Streets Policy and Design Guidelines (Complete Streets Policy). The Complete Streets Policy supports improved pedestrian circulation, particularly to adjacent sites and S.R. 436, including sidewalk connections and bicycle parking. These connections contribute to Casselberry's sprawling sidewalk network.

Objective HC 3.3, Promote Easier Access for All Residents to Stores and Markets

The proposed amendment and resulting development will provide additional dining opportunities for residents and visitors.

Objective HC 5.2B, Promote Pedestrian and Cyclist Safety. Casselberry shall encourage Complete Streets designs to enhance the pedestrian and cyclist environment.

The site's design shall emphasize pedestrian and cyclist comfort and safety. Utilization of various traffic management techniques, such as adequate site lighting and cross-walk striping, will be provided.

CRITERIA 2. Conformance with Ordinances

The proposed amendment conforms to ULDR Section 2-4.3, which states that any changes or amendments to the Official Zoning Map shall be consistent with the Comprehensive Plan's FLUM. The PMX-MID zoning district is consistent with the Major Thoroughfare Mixed-Use FLUM designation. Additionally, the proposed Concept Plan and PUD Agreement conform to the requirements of ULDR Article XX, Planned Unit Development.

CRITERIA 3. Changed Conditions/Justification

In June 2025, city staff was approached with a request to develop the subject property into a restaurant and bakery with a drive through. Various development proposals have been submitted for this property in recent years that have not come to fruition. The proposed development is an amendment from the previous PUD agreement executed for the property, which was for a drive through coffee chain. The applicant is now ready to pursue development based on the provided concept plan.

CRITERIA 4. Land Use Compatibility

The subject property sits adjacent to S.R. 436 in the front and is adjacent to commercial businesses on both sides. To the rear and/or northeast are single family homes. Staff recommends additional buffering and landscaping to ensure compatibility on this side of the lot. The proposed PMX-MID zoning classification is supported by its proximity to S.R 436, which is classified as a major arterial road. Overall, the proposed PUD amendment is compatible with surrounding properties and adjacent land uses.

CRITERIA 5. Adequate Public Facilities

The City of Casselberry provides police services for the subject property, and the Seminole County Fire Department currently provides fire services. S.R. 436 provide vehicular and pedestrian access, and cross-access will be provided between properties. Further, City utility services (sewer and potable water) are available to the subject property. Since the development is non-residential, a school impact analysis from Seminole County Public Schools is not required.

CRITERIA 6. Natural Environment

The subject properties are not located in a wetland or floodplain, and as such, the proposed amendment is not anticipated to negatively affect the natural environment.

CRITERIA 7. Economic Effects

The proposed amendment will not result in any negative economic impacts and will generate additional tax revenue for the City.

CRITERIA 8. Orderly Development

The concept plan, which has passed departmental review among staff in addition to being approved by the Community Development Direct. The plan informed the general terms of the PUD

agreement, which will in turn govern the future development of the site. Following approval of the amendment to the PUD agreement and concept plan, the applicant will submit a site plan review application for the development of the subject properties. All future plans to develop the site will be reviewed and shall adhere to the requirements of the City's ULDR, Code of Ordinances, Complete Streets Policy, and the PUD agreement.

CRITERIA 9. Public Interest

The proposed amendment is in the public's interest as leaving commercial properties vacant for extended periods can significantly negatively affect a community. Urban blight can bring down property values. Additionally, vacant sites also reduce local tax revenue, miss opportunities for job creation, and can attract crime.

CRITERIA 10. Other Matters

P&Z is encouraged to consider additional factors, such as community feedback during public hearings, the subject properties' proximity to the S.R. 436 and S. U.S. Hwy 17-92 intersection, and the intent of the Major Thoroughfare Mixed-Use FLUM designation.

CRITERIA 11. Property Description.

The applicant provided a boundary survey with the appropriate property descriptions for the subject properties.

CRITERIA 12. Disclosure of Ownership.

The applicant, Mr. Edwin Lurduy, is the property owner and is the corporate officer of MEC Ventures II, LLC.

CRITERIA H. Impact On Surrounding Properties And Infrastructure.

Redeveloping the subject properties will boost the appeal of the surrounding area by increasing the variety of available general retail and commercial services. Further, given since the project is subject to CRA, OPOD, and other urban design standards, the improved aesthetics will add to the overall character of the OPOD.

CRITERIA I. Undeveloped Land With Similar Zoning.

There are 5.57 acres of undeveloped land zoned PMX-MID throughout the city. However, within 1,000 ft., there are no undeveloped parcels with PMX-MID zoning.

STAFF RECOMMENDATION: Staff recommends that P&Z recommend approval of Ordinance 26-XXXX (PUD 25-02) to the City Commission, based on the staff report and the testimony and evidence presented, that the request meets the applicable provisions of the ULDR and is consistent with the Comprehensive Plan as per the written findings in the staff report.

ATTACHMENTS:

1. PUD Agreement and Ordinance 380 SR 436
2. Maps
3. Concept Plan
4. Landscape plan
5. Property Survey
6. Traffic Impact Analysis
7. Proof of Ownership
8. Utility Capacity Letter
9. 23-1582 PUD Agreement & Concept Plan for ICON Commons Established via Ordinance 21-1553
10. 21-1553 - Zoning Amendment SR 436 & Lamplite Way & Icon Commons PUD Agmt



City of Casselberry

Planning Division

95 Triplet Lake Drive, Casselberry, Florida 32707 • Telephone (407) 262-7700

To: Planning and Zoning Commission
From: Community Development Staff
Date: December 10, 2025
Subject: PUD 25-03: Amending the City's Official Zoning Map and Approving a PUD Agreement and Concept Plan at 201 and 205 S.R. 436

REQUEST: Recommendation of approval of an ordinance amending the city's Official Zoning Map to PMX-MID (Planned Mixed Use: Medium Rise) for two (2) parcels generally located at the southeast corner of the intersection of S.R. 436 and Oxford Road, including an associated Planned Unit Development (PUD) Agreement and a Concept Plan, is requested.

INTRODUCTION: The Community Development Department, Planning Division, requests that the Planning and Zoning Commission/Local Planning Agency (P&Z) hold a public hearing to consider a request from the applicant and property owner, Mr. Nicholas Jones, to recommend approval of an ordinance (PUD 25-03) to the City Commission. The proposed ordinance amends the City's Official Zoning Map for two parcels (Parcel IDs 17-21-30-510-0000-001A and 17-21-30-510-0000-001B) totaling ± 4.48 acres located at the southeast corner of the intersection of S.R. 436 and Oxford Road. The ordinance also includes a PUD agreement and concept plan for a multi-tenant retail/commercial plaza with a bank and three quick service restaurants.

GENERAL INFORMATION: According to the City of Casselberry's Unified Land Development Regulations (ULDR) Section 1-2.9, P&Z shall conduct an advertised and noticed public hearing when amendments to the city's Official Zoning Map are proposed. Further, during their deliberations, P&Z is responsible for ensuring that any proposal satisfies the specific criteria outlined in ULDR Section 1-2.9, which are further analyzed later in this report. Additionally, ULDR Section 4-20.3, which outlines PUD review and approval procedures, states that all planned unit developments shall be reviewed and processed as a zoning map amendment per the City's Code of Ordinances Section 66-58.

PMX-MID (Planned Mixed-Use: Medium Rise) is classified as a PUD zoning district and must adhere to the requirements outlined in ULDR Article XX, Planned Unit Development. Further, PMX zoning districts require approval of a PUD agreement and associated Concept Plan as part of the rezoning process. The proposed concept plan has been reviewed by applicable City staff and was approved by the Administrative Official on November 18, 2025. The concept plan illustrates the applicant's intent to develop the subject properties into a multi-tenant retail/commercial plaza with a bank and quick-service restaurants.

Lastly, this public hearing was advertised in the Orlando Sentinel on December 1, 2025. Notices for the proposed amendment were also posted on the subject properties on December 1, 2025, and letters were mailed to all property owners within 500 ft. of the subject properties.

ANALYSIS: The subject properties are ± 4.48 acres and identified as Parcel ID 17-21-30-510-0000-001A (201 S.R. 436) and Parcel ID 17-21-30-510-0000-001B (205 S.R. 436), southeast of the intersection of Oxford Road and S.R. 436. The properties have a Major Thoroughfare Mixed-

Use (MTMU) Future Land Use Map (FLUM) designation and are zoned PMX-MID (Planned Mixed-Use: Medium Rise). The subject properties are also located within the Community Redevelopment District (CRD) and the Oxford Park Overlay District (OPOD).

City staff has provided the following assessment of the proposed amendment based on the established criteria outlined in ULDR Section 1-2.9.A. Criteria in ULDR Section 1-2.9.C also applies since a property owner initiated this request.

CRITERIA 1. Consistency with Comprehensive Plan

The subject properties are ±4.48 acres and located at 201 S.R. 436 and 205 S.R. 436, southeast of the intersection of Oxford Road and S.R. 436. The properties have a Major Thoroughfare Mixed-Use (MTMU) Future Land Use Map (FLUM) designation and are zoned PMX-MID (Planned Mixed-Use: Medium Rise). The subject properties are also located within the Community Redevelopment Agency (CRA) and the Oxford Park Overlay District (OPOD).

The proposed amendment is consistent with the following goals, objectives, and policies found in the city's Comprehensive Plan:

Objective FLU 1, Coordinate Future Land Use. The City shall establish land use categories and policies which will ensure the coordination of future land use with the appropriate topography, soil condition, availability of facilities and services, and contrasting land use. The City shall adopt zoning districts that correspond to specific land use categories and define allowable densities and intensities in each zoning district.

The PMX-MID zoning district is compatible with the existing Major Thoroughfare Mixed-Use FLUM designation. Further, the proposed use of retail and general commercial uses does not conflict with the intent of the PMX-MID zoning district, which is to provide for general retail and commercial service activities.

Policy FLU 1.5, Major Thoroughfare Mixed-Use. The Major Thoroughfare Mixed-Use category is intended to provide opportunities for mid to high-density/intensity mixed-use development along major transportation corridors within the City.

The PMX-MID zoning district is a medium-density/medium-intensity zoning district that allows for a higher floor-to-area (FAR) ratio and impervious surface ratio (ISR). City staff find PMX-MID appropriate, given the surrounding uses, and that the subject properties are situated on S.R. 436, a major arterial roadway. Adjacent properties support commercial/retail uses in Seminole County or fall within Casselberry's jurisdiction with a Major Thoroughfare Mixed-Use FLUM designation.

Policy FLU 1.15, Concurrency Management System. A Concurrency Management System has been implemented to ensure that the public facilities and services and established levels of service are available concurrent with the impact of development.

The proposed development will utilize water and sanitary sewer services from Seminole County, and capacity has been verified. Further, given that the proposed use is non-residential, a school impact analysis from Seminole County Public Schools is not required. The PUD agreement provides for utility provision and dedication, stormwater management, and environmental impacts per ULDR Article IX, Concurrency Management.

Policy FLU 1.21, Traffic Impact Analysis. To ensure public roadways continue to operate in a safe and efficient manner, a traffic impact analysis shall be required prior to development of all vacant lands as well as redevelopment parcels to determine potential public improvements that may be required due to the direct impact of said development/redevelopment.

According to ULDR Section 3-9.9, Methodology for Determining Demands on Concurrency Facilities, all new developments expected to generate 500 or more trips per day must submit a traffic analysis. However, upon further review, the city's Administrative Official may also require the submission of traffic analysis for developments that generate less than 500 trips per day if the site location, anticipated total trip generation and circulation patterns warrant a more extensive review of traffic impacts. The proposed development is expected to generate an additional 1,003 trips per day, on average.

Objective FLU 2, Blighted Renewal and Redevelopment. The City shall encourage the redevelopment and renewal of economically underutilized or blighted areas.

The subject properties are made up of two parcels, one currently vacant, and the other, the larger of the two, has one abandoned building that previously served as an office space. The smaller vacant parcel most recently operated as a gas station, which was demolished in August 2023. The former office building will be demolished before development. The proposed amendment will allow the applicant to pursue redevelopment, thereby activating a site that has been blighted and economically underutilized for years since the previous business closed in 2018.

Goal HC 2. Improve Built Environment to Promote Physical Activity. Promote site design that encourages pedestrian activity. Promote the joint use of public facilities and encourage development of parks and open spaces within residential areas to make it easier for all community members to engage in regular physical activity.

The applicant shall develop the site according to current regulations, including the City's Healthy Community Complete Streets Policy and Design Guidelines (Complete Streets Policy). The Complete Streets Policy supports improved pedestrian circulation, particularly to adjacent sites and S.R. 436, including sidewalk connections and bicycle parking. These connections contribute to Casselberry's sprawling sidewalk network.

Objective HC 3.3, Promote Easier Access for All Residents to Stores and Markets

The proposed amendment and resulting development will provide additional shopping opportunities for residents and visitors. The concept plan proposes two quick-service restaurants, a sit-down restaurant, and one grocery store.

Objective HC 5.2B, Promote Pedestrian and Cyclist Safety. Casselberry shall encourage Complete Streets designs to enhance the pedestrian and cyclist environment.

The site's design shall emphasize pedestrian and cyclist comfort and safety. Utilization of various traffic management techniques, such as adequate site lighting and cross-walk striping, will be provided.

CRITERIA 2. Conformance with Ordinances

The proposed amendment conforms to ULDR Section 2-4.3, which states that any changes or amendments to the Official Zoning Map shall be consistent with the Comprehensive Plan's FLUM. The PMX-MID zoning district is consistent with the Major Thoroughfare Mixed-Use FLUM designation. Additionally, the proposed Concept Plan and PUD Agreement conform to the requirements of ULDR Article XX, Planned Unit Development.

CRITERIA 3. Changed Conditions/Justification

In 2024, city staff was approached with a request to redevelop the subject properties into three quick service restaurants and a grocer. This application, concept plan and associated PUD

agreement was approved on second reading on December 16, 2024 per ordinance 24-1615. The changed condition in this instance involves amending the existing PUD agreement to include three quick service restaurants and a bank instead of three quick service restaurants and a grocer. The applicant is now ready to pursue development based on the provided concept plan.

CRITERIA 4. Land Use Compatibility

The subject properties sit adjacent to S.R. 436 on its north side and with Oxford Road on the west. To the south and east are commercial properties in unincorporated Seminole County, accommodating a range of retail and consumer service uses. The proposed PMX-MID zoning classification is supported by its proximity to S.R. 436, which is classified as a major arterial road. Overall, the proposed PUD amendment is compatible with surrounding properties and adjacent land uses.

CRITERIA 5. Adequate Public Facilities

The City of Casselberry provides police services for the subject properties, and the Seminole County Fire Department currently provides fire services. S.R. 436 and Oxford Road provide vehicular and pedestrian access. Seminole County will provide utility services (sewer and potable water). Further, since the development is non-residential, a school impact analysis from Seminole County Public Schools is not required.

CRITERIA 6. Natural Environment

The subject properties are not located in a wetland or floodplain, and as such, the proposed amendment is not anticipated to negatively affect the natural environment.

CRITERIA 7. Economic Effects

The proposed amendment will not result in any negative economic impacts.

CRITERIA 8. Orderly Development

Per ULDR Section 4-20.3.C., the applicant submitted a concept plan for the proposed development of the subject properties, which was approved by the City's administrative official following staff review on November 18, 2025. The concept plan informed the general terms of the PUD agreement, which will govern the future development of the site. Following approval of the amendment to the PUD agreement and concept plan, the applicant will submit a site plan review application for the development of the subject properties. All future plans to develop the site will be reviewed and shall adhere to the requirements of the City's ULDR, Code of Ordinances, Complete Streets Policy, and the PUD agreement.

CRITERIA 9. Public Interest

The proposed amendment is in the public's interest as leaving commercial properties vacant for extended periods can significantly negatively affect a community. Urban blight can bring down property values. Additionally, vacant sites also reduce local tax revenue, miss opportunities for job creation, and can attract crime.

CRITERIA 10. Other Matters

P&Z is encouraged to consider additional factors, such as community feedback during public hearings, the subject properties' proximity to the S.R. 436 and S. U.S. Hwy 17-92 intersection, and the intent of the Major Thoroughfare Mixed-Use FLUM designation.

CRITERIA 11. Property Description.

The applicant provided a boundary survey with the appropriate property descriptions for the subject properties.

CRITERIA 12. Disclosure of Ownership.

The applicant, Mr. Nicholas Jones, is the property owner and is the corporate officer of Alluvion Advisors LLC, which owns Alakai Capital LLC which owns Colonial Outparcel LLC.

CRITERIA H. Impact On Surrounding Properties And Infrastructure.

Redeveloping the subject properties will boost the appeal of the surrounding area by increasing the variety of available general retail and commercial services. Further, given since the project is subject to CRA, OPOD, and other urban design standards, the improved aesthetics will add to the overall character of the OPOD.

The development's location at a major intersection (S.R. 436 and Oxford Road) suggests the potential for increased traffic flow, typically at peak times or weekends. To avoid vehicles suddenly breaking on S.R. 436, two vehicle entrances are proposed on Oxford Road. Vehicular cross-access is also provided to the property to the southeast. There is also a Lynx bus stop on the opposite side of Oxford Road, providing an alternative method of transportation to the subject properties that may lighten traffic flow.

CRITERIA I. Undeveloped Land With Similar Zoning.

There are 5.57 acres of undeveloped land zoned PMX-MID throughout the city. However, within 1,000 ft., there are no undeveloped parcels with PMX-MID zoning.

STAFF RECOMMENDATION: Staff recommends that P&Z recommend approval of Ordinance 25-XXXX (PUD 25-03) to the City Commission, based on the staff report and the testimony and evidence presented, that the request meets the applicable provisions of the ULDR and is consistent with the Comprehensive Plan as per the written findings in the staff report.

ATTACHMENTS:

1. Maps
2. Ordinance 26-XXXX - PUD Agreement Oxford Road
3. Concept Plan
4. Landscape Plan
5. Property Survey
6. Environmental Impact Statement
7. Turning Radius Analysis
8. TIA 2025-10-02
9. Utility Capacity Letter
10. Ordinance 24-XXXX - Old PUD Agreement