



## OFFICIAL NOTICE

### CITY OF CASSELBERRY PLANNING AND ZONING COMMISSION LOCAL PLANNING AGENCY

Wednesday, February 11, 2026  
6:30 PM

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

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**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](mailto:cityclerk@casselberry.org).

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## AGENDA

1. **Call to Meeting to Order**
2. **Roll Call**
3. **Pledge of Allegiance**
4. **Swearing in of New Members**
5. **Election of Officers**
6. **Approval of Minutes**
7. **Disclosure of Ex Parte Communications**
8. **Conditional Use Applications**
9. **Site Plan Applications**
10. **Future Land Use Map and Zoning Map Amendments**
11. **Public Hearings**
  - A. **TA 26-01: An Ordinance Amending the ULDR to Provide for Certified Recovery Residences**

Recommendation of approval of an Ordinance, amending the City's Unified Land Development Regulations (ULDR) to provide review and approval procedures for reasonable accommodation requests, while also including specific standards for processing such requests related to "Certified Recovery Residences," is requested.
12. **Other Business**

**A. Annual Board Training**

**13. Citizens' Comments**

**14. Adjournment**

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Date

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Donna G. Gardner, CMC  
City Clerk



# City of Casselberry

## Planning Division

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

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**To:** Planning and Zoning Commission  
**From:** Community Development Staff  
**Date:** February 11, 2026  
**Subject:** TA 26-01: An Ordinance Amending the ULDR to Provide for Certified Recovery Residences

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**REQUEST:** Recommendation of approval of an Ordinance, amending the City's Unified Land Development Regulations (ULDR) to provide review and approval procedures for reasonable accommodation requests, while also including specific standards for processing such requests related to "Certified Recovery Residences," 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 TA 26-01: a request to amend the City's Unified Land Development Regulations (ULDR). The proposed amendment seeks to provide standards for reviewing and approving reasonable accommodation requests and clarifies that such standards will also apply to Certified Recovery Residences located within the City.

According to ULDR 1-2.9, P&Z shall conduct an advertised public hearing when amendments to land development regulations 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.C, which are further analyzed later in this report.

**GENERAL INFORMATION:** This request was prompted by the state legislature, which revised legislation in 2025 to require local governments to adopt an ordinance that provides standards for reviewing and approving reasonable accommodation requests, specifically as it pertains to Certified Recovery Residences. Currently, the City does not have a process for reviewing requests for Reasonable Accommodations from various components of the land use code, zoning laws or other similar regulations. This is notable, as having such a process codified into local ordinances is something that is generally strongly encouraged among local governments nationwide. Secondly, the amendment is needed to comply with the above section of the Florida Statutes. In summary, given that the City does not have an existing process for processing reasonable accommodation requests, this ordinance will both establish that framework while also ensuring compliance with the recent change in state law.

This considered, the City of Casselberry is committed to the long-term health and viability of its residents and recognizes those struggling with addiction are a vulnerable demographic in particular need of adequate housing. Further, the City Commission agrees with the legislature that success rates in achieving long-term sobriety can be enhanced when affected individuals are given the chance to reside in Certified Recovery Residences and receive treatment. Currently, the land use in the ULDR that most similar to Certified Recovery Residences are Community Residential Homes. This use would not be appropriate to apply to Certified Recovery Homes, as Community Residential Homes are accredited by different state agencies and are designed for residents with special needs largely unrelated to substance abuse.

This considered, staff felt that adding a new land use for Certified Recovery Residences into Table 2-5.3 was necessary. Aside from this, the majority of the proposed amendment is reflected in a new section of the ULDR, Section 2-7.39, Reasonable Accommodation Requests. The section provides procedures for reviewing reasonable accommodation requests and includes provisions related to eligible applicants, required application items and timelines for staff review and review criteria. Further, it provides for an appeal process while also clarifying that there will not be an application fee; it also includes a general notes section and a revocation section. Lastly, Section I specifically addresses such requests relating to Certified Recovery Residences, such as permitted zoning districts and required operating standards. Further, this public hearing was advertised in the Orlando Sentinel on January 30, 2026.

**ANALYSIS:** City staff provides the following assessment of the proposed amendment against the established criteria in ULDR Section 1-2.9.C.

#### CRITERION 1: Consistency with the Comprehensive Plan

The proposed change is largely administrative in nature as its purpose is to provide clear instructions for future staff on how to handle reasonable accommodation requests, when and if they arise. It will not alter how land use applications are reviewed for consistency with the Comprehensive Plan, but instead will provide an avenue for applicants that demonstrate a unique need that may not be in full compliance with various components of the ULDR. As such, staff feels that the implementation of this approach will enhance customer service in the future, while also reinforcing the following elements of the Comprehensive Plan.

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. Properties designated Major Thoroughfare Mixed-Use may provide a mix of commercial, office, residential, and/or hotel. The maximum FAR is 2.0 and the maximum density is 80 dwelling units per acre, unless more specifically limited by the zoning.

The proposed amendment includes a change to the land use table that will allow Certified Recovery Residences in the PMX-MID and PMX-HIGH zoning districts, which are compatible with the MTMU (Major Thoroughfare Mixed-Use) FLUM, per ULDR Section 2-4.2.

Policy FLU 1.6 Low Intensity Non-Residential/Medium Density Residential. Properties designated Low Intensity Non Residential/Medium Density Residential shall provide for general retail and commercial activities and attached and detached residential purposes. This area may be developed at a Floor Area Ratio of no greater than 0.25 and a gross residential density not exceeding 13 units to the acre. The proposed amendment includes a change to the land use table that will allow for Certified Recovery Residences in LDR zoning districts (i.e., R-8, R-9, R-12.5, RMH-8 and PRD) subject to the approval of a reasonable accommodation request. Further, the use will be permitted by right in the RMF-13 zoning district, which is part of the MDR (Medium Density Residential) FLUM.

Policy FLU 1.7 High Intensity Non Residential/Medium Density Residential. Properties designated High Intensity Non Residential/Medium Density Residential may provide a wide range of commercial activities and develop up to a Floor Area Ratio of 0.5. Medium Density Residential components of this classification shall develop at a density of not more than 13 units to the acre. The proposed amendment includes a change to the land use table that will allow for Certified Recovery Residences by right in the only zoning district that is compatible with the High Intensity Nonresidential (HINR) FLUM, PMX-H. Additionally, the Mixed Use MDR (Medium Density Residential) FLUM includes PMX-L where the use will be permitted by right. Lastly, the Mixed Use MDR (Medium Density Residential) FLUM includes OR, and the use will require conditional use approval in those districts.

Policy FLU 7.1 Performance Controls/Criteria. The City shall evaluate and revise, if necessary, its system of performance controls during the Evaluation and Appraisal process in order to provide a more efficient land development system to minimize potential negative impacts of development. The proposed amendment includes a new process for evaluating unique circumstances that is distinct from the variance process. This will provide needed flexibility to staff in the years ahead as unique land use requests continue to increase in volume and complexity.

Policy FLU 7.3 Unified Land Development Regulations. The City shall retain, revise, or adopt as necessary all relevant ordinances, regulations, and policies that pertain to development, which will require development to occur in compliance with all elements of the City of Casselberry Comprehensive Plan. The proposed amendment will help to ensure that the use of Certified Recovery Residences is implemented in appropriate areas, while also providing checks on things such as site design or operating standards.

Policy FLU 10.1 Diversity of Uses. A diverse mix of land uses, housing types and densities shall be promoted, except in cases where sub-area policies require preservation of one land use type. Continuous stretches of similar style and density of development shall be avoided. The proposed amendment encourages further diversity of land uses within residential areas by offering housing opportunities to a population that need them. It should be noted that Certified Recovery Residences are distinctly different from other, similar land uses in the land use table (such as Community Residential Homes) as their typical occupants are suffering from substance abuse, rather than a range of other circumstances that are specifically addressed in other facilities (i.e., victims of human trafficking, foster children, etc.).

Policy HOE 1.4 Wide Range of Sites and Alternative Housing Types. The City shall continue to encourage a wide range of alternative housing types in a wide range of densities in order to maintain housing alternatives within the City. Very low, low, and moderate income housing shall be permitted within all residential Future Land Use designations. Certified Recovery Residences offer occupants a housing opportunity that they may not be able to otherwise obtain, and a lack of shelter can be a significant obstacle in achieving economic security or long-term sobriety. The proposed amendment reflects that the City supports such alternative housing types.

Policy HC 1.1B. Casselberry shall promote the development of neighborhood districts with a mix of incomes, ages and housing types. The proposed amendment supports the development of neighborhoods with diverse housing types, ages and incomes as it has the potential to increase density and the City's population as a whole.

Objective PRE 1. Recognition of Private Property Rights. The City shall continue to recognize that each property owner has constitutionally protected private property rights, and shall continue to consider these property rights in local decision making by referring to a set of statement of rights identified in this element. The proposed amendment will allow people to make requests for reasonable accommodation from the land use code in order to maximize the enjoyment of their property in such cases where it is deemed appropriate. It also increases the types of uses allowed and/or permitted on certain residential properties by adding the Certified Recovery Residence use to the land use table. This bolsters this objective as it indicates the City's commitment to diversifying and/or increasing personal property rights when feasible.

## CRITERION 2: Conformance with Ordinances

The proposed ordinance modifies the City's ULDR, District and General Regulations, to add Section 2-7.39 (Reasonable Accommodation Requests), providing review and performance standards for reasonable accommodation requests. The amendment also includes a provision within that section that specifically applies to Certified Recovery Residences. Additionally, it

modifies the existing land use table in Section 2-5.3 (Land Use By District) to include a land use for Certified Recovery Residences. Lastly, it amends Section 5-21.2 (Definitions) to include a definition for Certified Recovery Residences. These modifications will not interfere with any existing elements of the code or ULDR, while also ensuring that the City is following state law.

#### CRITERION 3: Changed Conditions

This request was prompted by the state legislature, which revised Florida Statutes Section 397.487, as amended by Fla. S.B. 954 (Reg. Sess. 2025) (codified as Laws of Florida Chapter 2025-182) in 2025 to require local governments to adopt an ordinance that provides standards for reviewing and approving reasonable accommodation requests, specifically as it pertains to Certified Recovery Residences. It is also recognized that the City does not have a process for reviewing requests for reasonable accommodations from various components of the land use code, zoning laws or other similar regulations, which staff considers necessary as it is something that typically exists in some form among local governments across the country.

#### CRITERION 4: Land Use Compatibility

The proposed change does not authorize or allow incompatible land uses. It only modifies the process by which this specific use (Certified Recovery Residences) must be requested when attempting to locate in certain residential zoning districts. In any case, staff will continue to evaluate sites for compatibility and offer suggestions and/or require mitigation when necessary and/or appropriate. Additionally, for some properties, compatibility will be addressed and/or evaluated through existing zoning and site plan review standards per the City's ULDR and Comprehensive Plan.

#### CRITERION 5: Adequate Public Facilities

The proposed amendment will have no impact on public facilities, as things such as concurrency and school capacity are evaluated in advance for residential developments. Additionally, all such uses operating in the City will receive police services from the City and fire services from Seminole County.

#### CRITERION 6: Natural Environment

The proposed amendment has no anticipated impacts on the natural environment.

#### CRITERION 7: Economic Effects

The proposed amendment has no anticipated impacts on the local economy.

#### CRITERION 8: Orderly Development

All development taking place related to Certified Recovery Residences or reasonable accommodation requests will occur in an orderly manner, following all applicable components of the ULDR, as well as state and/or federal regulations.

#### CRITERION 9: Public Interest

The proposal is in the public interest as it will offer increased assistance to a population in need. The purpose of the ULDR is to provide an efficient, fair, and technically sound process for development approvals, and this amendment helps to further reinforce that notion.

## CRITERION 10: Other Matters

P&Z is encouraged to consider additional factors, including community feedback gathered during public hearings. Staff has no additional comments or concerns at this time.

**STAFF RECOMMENDATION:** Staff recommends that P&Z recommend approval of TA 26-01 to the City Commission, based on the written findings in the staff report and the testimony and evidence presented, which demonstrate that the request meets the applicable provisions of the ULDR and is consistent with the Comprehensive Plan.

### **ATTACHMENTS:**

1. TA 26-01 - Certified Recovery Residences
2. Ad Map
3. Ad Proof
4. Business Impact Statement