PLANNING AND ZONING BOARD MEETING
CITY OF CORAL SPRINGS
6:30 P.M.
MONDAY, NOVEMBER 9, 2026

1. **Call to Order/Roll Call**
2. **Pledge of Allegiance**
3. **Minutes of Meeting on September 11, 2026**
4. **Announcements/Communications**
   a. **2027 Meeting Calendar**
5. **Citizens Comments and Questions**
6. **Board Members Requests**
7. **Public Hearings**

SE26-0007 Petition of Tunnel to Towers Foundation seeking approval of Special Exceptions from Sections 250153 (Procedures and Requirements for Conditional Uses Before the Planning and Zoning Board and City Commission), 250424 (Minimum Distance Between Buildings and Building Orientations), 250427 (Minimum Floor Area), 250430 (Required Buffering Adjacent to Abutting Properties), 250833 (Minimum Landscape Requirements for Zoning Districts) and 250814 (Size and Character of Required Parking) of the Land Development Code relative to landscape buffer requirements between residential districts, variations in building façade, minimum unit width, minimum unit floor area, minimum zoning district landscape requirements, landscaping within parking lots, and parking configuration to permit a congregate living facility in the High Density Multiple-Family (RM-40) Zoning District, located at 3701 N University Drive, legally described as Portions of Parcel A and B, Coral Springs Village Green.

CA26-0004 Petition of Tunnel to Towers Foundation seeking Conditional Use approval in accordance with Sections 250412(3) and 250152(3)(b) for a congregate living facility in the High Density Multiple-Family (RM-40) Zoning District, located at 3701 N University Drive, legally described as Portions of Parcel A and B, Coral Springs Village Green.

8. **New Business**
9. **Old Business**
10. **Report of the Chair**
11. **Report of the City Attorney**
12. **Adjournment**

This meeting is open to the public and the public is invited to attend. Should there be any questions, please call (954) 344-1160.

IF A PERSON DECIDES TO APPEAL ANY DECISIONS MADE BY THE PLANNING AND ZONING BOARD WITH RESPECT TO ANY OF THESE MATTERS, HE OR SHE MUST ENSURE THAT A VERBATIM RECORD OF THE PROCEEDINGS IS MADE. THE RECORD SHALL INCLUDE THE TESTIMONY AND EVIDENCE UPON WHICH THE APPEAL IS TO BE BASED.

Persons with disabilities who need an accommodation to participate in this proceeding should contact the City Clerk's Office at 954-344-1065 at least three (3) days in advance. If you are hearing or speech impaired, you may contact the Office of the City Clerk through the Florida Relay Service, 711.

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The Commission holds regular office hours monthly. If you would like to schedule an appointment with any of your City Officials, please call 954-344-5911.

Mayor Scott Brook: Connect on Facebook or Instagram using: @CSCommissioner1. To contact Mayor Brook by phone call 954-494-9872 (mobile) or by email at sbrook@coralsprings.gov.

Vice Mayor Nancy Metayer

Commissioner Shawn Cerra: Connect on Facebook or Instagram using: @CSCommissioner2. To contact Vice Mayor Cerra by phone, call 954-612-7114 (mobile) or by email at scerra@coralsprings.gov.

Commissioner Joshua Simmons: Connect on Facebook or Instagram using: @CSCommissioner4. To contact Commissioner Simmons by phone, call 954-871-1314 (mobile) or by email at jsimmons@coralsprings.gov.

Commissioner Joseph McHugh: Connect on Facebook or Instagram using: @CSCommissioner5. To contact Commissioner McHugh by phone, call 954-740-1165 (mobile) or by email at jmchugh@coralsprings.gov.

PLANNING AND ZONING BOARD
OF THE CITY OF CORAL SPRINGS
REGULAR MEETING

September 14, 2026
6:30 PM

City Hall Commission Chambers
9500 W Sample Road
Coral Springs, FL 33065

Draft Minutes

1. **Call to Order/Roll Call**
   The meeting was called to order at 6:33 p.m.

Board Member	Position	Attendance
Ian Schwartz	Chair	Present
Jose "Joe" E. Morera	Vice Chair	Present
Donald Campbell	Member	Present
LaurieAnne Minoff	Member	Present
Melissa B. Donnahoe	Member	Present
A quorum was met.		

   City staff also in attendance: Deputy City Attorney Andrew Dunkiel, Deputy City Manager Julie Krolak, Planning Manager Jenna Lane, Zoning Manger Elizabeth Chang, and City Clerk Georgia Elliott.

2. **Pledge of Allegiance**
   The pledge of allegiance was led by Chair Schwartz.

3. **Minutes of Meeting on August 10, 2026**

   ACTION:

   - Board Member Campbell moved to approve the minutes of August 10, 2026, as written.
   - Board Member Minoff seconded the motion.
   - **Motion passed, 5-0.**

4. **Announcements / Communications**
   Deputy City Manager Julie Krolak presented information on the Proposed Property Tax Amendment (Amendment 3), which will appear on the General Election ballot on November 3. A copy of her presentation and accompanying handout materials has been included in the summary packet.

5. **Citizen Comments and Questions**
   - Robert Fogel spoke in favor of Amendment 3.

6. **Board Members Request**: None.

7. **Public Hearing(s):**

   SV26-0001
   Petition of Incredible Ice, LLC (Panther's IceDen) for a Sign Variance from Sections 1805 (Permanent Signs; Requirements According to Zoning District), 1807 (Basic Building Wall Sign Design Schedule), and 1808 (Basic Monument Sign Design Schedule) for construction of signs of the Land Development Code to allow a second commercial message for the Panther's

IceDen and Nicklaus Children's Hospital in the Parks and Recreation (P) Zoning District, located at 3299 Sportsplex Drive, legally described as Parcel M, Coral Springs Regional Park Addition.

- Ms. Lane read SV26-0001 into the record.
- A staff presentation was delivered by Ms. Chang. Ms. Chang noted that staff recommendation Condition C may come off prior to City Commission.
- Applicant representative Angel Gracia addressed the Board.
- The petitioner and staff fielded questions from the Board.
- The public hearing was opened
    - None.
- The public hearing was closed.

ACTION:

- Board Member Donnahoe moved to:

    1. FORWARD A FAVORABLE RECOMMENDATION RELATIVE TO SV26-0001 TO PERMIT A VARIANCE FROM SECTIONS 1805 (PERMANENT SIGNS; REQUIREMENTS ACCORDING TO ZONING DISTRICT), 1807 (BASIC BUILDING WALL SIGN DESIGN SCHEDULE), AND 1808 (BASIC MONUMENT SIGN DESIGN SCHEDULE) FOR CONSTRUCTION OF SIGNS WITH A SECOND COMMERCIAL MESSAGE FOR THE FLORIDA PANTHERS ICEDEN WITH THE FOLLOWING CONDITIONS:
        A. ALL SIGNS SHALL BE IN ACCORDANCE WITH CITY'S DESIGNER SIGN REGULATIONS;
        B. CANOPY AT ENTRANCE SHALL BE REPLACED/REPAIRED AND SHALL BE THE SAME RED COLOR AS PANTHERS ICEDEN AND NICKLAUS CHILDREN'S HOSPITAL SIGN;
        C. MAIN MONUMENT SIGN AT W SAMPLE ROAD SHALL HAVE A PUSH-THRU FULL COLOR CITY LOGO ON A WHITE ALUMINUM CABINET;
        D. THE SIGN VARIANCE SHALL NOT RUN WITH THE LAND AND MAY NOT BE TRANSFERRABLE FROM ONE OWNER TO ANOTHER; AND
    2. SCHEDULE SV26-0001 FOR A QUASI-JUDICIAL HEARING AND PUBLIC HEARING FOR THE OCTOBER 7, CITY COMMISSION MEETING.

- Board Member Minoff seconded the motion.
- Motion passed, 5-0.

8. **New Business:** None.

9. **Old Business:** None.

10. **Report of the Chair:** None.

11. **Report of the City Attorney:** None.

12. **Adjournment:**
    The meeting was adjourned at 7:08 p.m.

_____

Submitted by Georgia Elliott
Date approved:

City of Coral Springs
Planning and Zoning Board Meeting Agenda item
Summary Sheet

P & Z BOARD MEETING OF: November 9, 2026

DIVISION: Development Services

PREPARED BY/DATE: Tina Jou
Director of Development Services
Date: October 30, 2026

PETITIONER/ADDRESS: Tunnel to Towers Foundation
2361 Hylan Boulevard
Staten Island, NY 10306

LOCATION: 3701 N University Drive (See Location Map)

PRIOR ACTION:
11/01/1994 Commission approved sign variance Q4-SV-94 for a wall sign and ground mounted sign associated with the La Quinta Inn.

STAFF RECOMMENDATION: THAT THE PLANNING AND ZONING BOARD:

1. **FORWARD A FAVORABLE RECOMMENDATION TO THE CITY COMMISSION FOR THE SPECIAL EXCEPTION REQUEST FROM SECTION 250424 RELATIVE TO THE BUILDING VARIATION WITH THE FOLLOWING CONDITIONS:**
   - **A. THE PROJECT SHALL BE SUBSTANTIALLY DEVELOPED ACCORDING TO THE CONDITIONS DESCRIBED IN THIS MEMORANDUM;**
   - **B. UPON SUBSTANTIAL COMPLETION, THE SPECIAL EXCEPTION SHALL RUN WITH THE LAND AND SHALL BE TRANSFERRABLE FROM ONE OWNER TO ANOTHER; AND**

2. **FORWARD A RECOMMENDATION OF DENIAL FOR REQUESTS FROM SECTIONS 2509153, 250427, 250430, 250814, AND 250833, RELATIVE TO THE MINIMUM FLOOR AREA, MINIMUM UNIT WIDTH, AS DEPICTED ON ATTACHMENT #2 RELATIVE TO SE26-0007; AND**

3. **SCHEDULE SE26-0007 FOR A QUASI-JUDICIAL HEARING AND PUBLIC HEARING FOR CITY COMMISSION MEETING.**

307 property owners have been notified.

ATTACHMENTS:
#1 – Petition SE26-0007 with Backup
#2 – Special Exceptions Table
#3 – Site Map
#4 – Aerial Map
#5 – Distance Location Map
#6 – Site Plan, Elevations, Floor Plan & Landscape Plan
#7 – Coral Springs Zoning Framework for Community Residences for People with Disabilities and Recovery Communities Report

City of Coral Springs
Planning and Zoning Board Meeting Agenda Item
Summary Sheet
Meeting: November 9, 2026

Subject: Tunnel to Towers Veterans Village - Special Exception (SE26-0007)

SUBJECT: PETITION OF TUNNEL TO TOWERS FOUNDATION SEEKING APPROVAL OF SPECIAL EXCEPTIONS FROM SECTIONS 250153 (PROCEDURES AND REQUIREMENTS FOR CONDITIONAL USES BEFORE THE PLANNING AND ZONING BOARD AND CITY COMMISSION), 250424 (MINIMUM DISTANCE BETWEEN BUILDINGS AND BUILDING ORIENTATIONS), 250427 (MINIMUM FLOOR AREA), 250430 (REQUIRED BUFFERING ADJACENT TO ABUTTING PROPERTIES), 250833 (MINIMUM LANDSCAPE REQUIREMENTS FOR ZONING DISTRICTS) AND 250814 (SIZE AND CHARACTER OF REQUIRED PARKING) OF THE LAND DEVELOPMENT CODE RELATIVE TO LANDSCAPE BUFFER REQUIREMENTS BETWEEN RESIDENTIAL DISTRICTS, VARIATIONS IN BUILDING FAÇADE, MINIMUM UNIT WIDTH, MINIMUM UNIT FLOOR AREA, MINIMUM ZONING DISTRICT LANDSCAPE REQUIREMENTS, LANDSCAPING WITHIN PARKING LOTS, AND PARKING CONFIGURATION TO PERMIT A CONGREGATE LIVING FACILITY IN THE HIGH DENSITY MULTIPLE-FAMILY (RM-40) ZONING DISTRICT, LOCATED AT 3701 N UNIVERSITY DRIVE, LEGALLY DESCRIBED AS PORTIONS OF PARCEL A AND B, CORAL SPRINGS VILLAGE GREEN.

GENERAL INFORMATION:

PETITIONER:	Tunnel to Towers Foundation
LOCATION:	3701 N University Drive
LEGAL DESCRIPTION:	Portion of Parcels A & B, Coral Springs Village Green
ACREAGE:	4.48 acres (195,226 square feet)
LAND USE:	Residential (20.01-40.00 du/acre) High
ZONING:	High Density Multiple-Family (RM-40)

ADJACENT ZONING/LAND USES:

North: Townhouse development, The Reserve at Coral Springs, then NW 37th Place (80' wide private right-of-way), zoned Residential Cluster (RC-6).
South: Broken Woods Drive (80' right-of-way), then drive-through Starbucks and medical uses, zoned Downtown Mixed-Use (DT-MU).
East: Townhouse development, Reserve at Coral Springs, zoned Residential Cluster (RC-6) and multi-family condominium development, The Briarwood Club, zoned Medium High Density Multiple-Family (RM-30).
West: University Drive (106' right-of-way), then multiple-dwelling community (Holiday Village), zoned High Density Multiple-Family (RM-40).

DESCRIPTION/BACKGROUND

Tunnel to Towers Foundation ("Petitioner") is requesting special exceptions to permit a 100-unit congregate living facility within an existing hotel building, currently operating as La Quinta.

The site is approximately 4.48 acres (195,226 square feet) and located within the High Density Multiple-Family (RM-40) Zoning District, directly north of the Community Redevelopment Area (CRA) and Downtown Mixed-Use (DT-MU) Zoning District.

City of Coral Springs
Planning and Zoning Board Meeting Agenda Item
Summary Sheet
Meeting: November 9, 2026

Subject: Tunnel to Towers Veterans Village - Special Exception (SE26-0007)

The La Quinta (formerly a Holiday Inn) has been one of the original two locations serving as a hotel use for the City, which was established more than 40 years ago. The building is five stories tall containing 121 hotel units.

When the site was developed, it was required to meet the requirements associated for a hotel use. Because the Petitioner is proposing to convert the use to a congregate living facility, the site is required to conform to current Code requirements for landscaping, parking, drainage, and the minimum requirements established within the redevelopment criteria established in Code Section 2501019.

The Petitioner is proposing to convert the hotel into a housing facility for housing-insecure veterans, operated and maintained by the Tunnel to Towers Foundation. The project is proposed to have a total of 100 units, with 21 one-bedrooms and 79 studio efficiencies each containing a kitchenette. The facility will also provide 24-hour on-site staff, case management for each of the residents, and accommodations for food (canteen and warming kitchen), transportation, well as a licensed clinician on site. The specific services are further detailed in the business narrative provided by the Petitioner, found in Attachment #1.

According to the Petitioner, the leases will be yearly for both men and women. It has been stated by the Petitioner, services include group and individual meetings for the veterans and trainings on financial literacy, credit counseling, and employment training. The Petitioner also states in their responses to the City's questions (Attachment #1), on-site staff will be present to assist the residents with family reintegration and legal issues. The on-site licensed clinician will be available for "providing supportive guidance and wellness-focused conversations, similar to a light-touch therapist or counselor". The Petitioner has confirmed no detox services will be provided as part of the facility.

Since long-term care, accommodations, food services, and assistive care services, including case management are proposed to be provided to unrelated individuals, the use is considered a congregate living facility. Specifically, the Code defines a congregate living facility as:

"*A facility that provides long-term care, accommodations, food service, and one or more assistive care services to persons not related to the owner or administrator by blood or marriage. A congregate living facility is a permanent or temporary group living arrangement for people without disabilities, a group living arrangement too large to emulate a family, a group living arrangement in which normalization and/or community integration are not integral elements, intermediate care or assisted living facilities that do not emulate a family, a group living arrangement that is an alternative to incarceration for people who pose a direct threat to the health or safety of others, a group living arrangement for people undergoing treatment in a program at the same site, and a facility for the treatment of substance use disorder where treatment is the primary purpose and use whether it provides only services or includes a residential component on site. A congregate living facility is not a community residence or recovery community*."

The congregate living facility use requires conditional use approval. Conditional Use Petition, CA26-0004, is being reviewed concurrently with this Special Exception petition and is subject to Planning and Zoning Board review and City Commission approval.

Subject: Tunnel to Towers Veterans Village - Special Exception (SE26-0007)

SPECIAL EXCEPTION ANALYSIS

The Code places the burden of proof on the Petitioner. Specifically, Code Section 101(c) and (d) require the Petitioner to demonstrate "by substantial competent evidence, support for each position or finding" required for a special exception. Section 250153(a)(2) provides that "it shall be the applicant's burden of proof to satisfy all applicable requirements for the proposed conditional use." While detailed further in this report, a table summarizing all of the requested special exceptions is included as Attachment #2.

Section 250424 (Minimum Distance Between Buildings and Building Orientations)
This section establishes the minimum design requirements for buildings located in the RM-40 Zoning District. The regulations speak to the articulation and height variations required for buildings based on the total length of the building.

Variations in Building Facade: Pursuant to the Code, buildings 100 feet or greater in length are required to have at least 15% of the building face with a setback of at least 5 feet. The building is approximately 234 feet, which requires a minimum of 35 feet of the building façade to have the 5 foot setback. The Petitioner is proposing to have a minimum building setback of 4 feet for approximately 23% of the building. The variation is less than the minimum required 5 foot setback, therefore, not meeting this requirement.

The existing building is nonconforming since the building elevation contains balconies on every level, which results in a flat appearance with no articulation. As part of the proposed improvements, the Petitioner is enclosing several of the balconies which will assist in increasing the square footage of the apartments, and by doing so creates variation. The Petitioner is asserting the improvements measured at 4 feet may not meet the setback requirement by one foot, but the variation does exceed the 15% requirement, meeting the spirit of the Code.

The project was reviewed by the Architectural Review Committee and did not have concerns related to the proposed appearance.

Since the building variation is aesthetic in nature and is not correlated with the function and use of the building, the special exception request is considered a minor deviation from the Land Development Code requirements with minimum impact.

Therefore, Staff finds this request **meets** the criterion established for special exceptions.

Recommendation of Denial of Special Exceptions

While Staff finds the abovementioned request meet the criteria for Special Exceptions, the following requests do not meet the intent of the Land Development Code and Comprehensive Plan. The requests are associated with various code sections, and they are largely a result of the Petitioner's intent to maintain the site as existing due to costs, which is not in conformance with the requirements of Section 2501019.

Subject: Tunnel to Towers Veterans Village - Special Exception (SE26-0007)

MINIMUM UNIT REQUIREMENTS

Section 250427 (Minimum Floor Area)

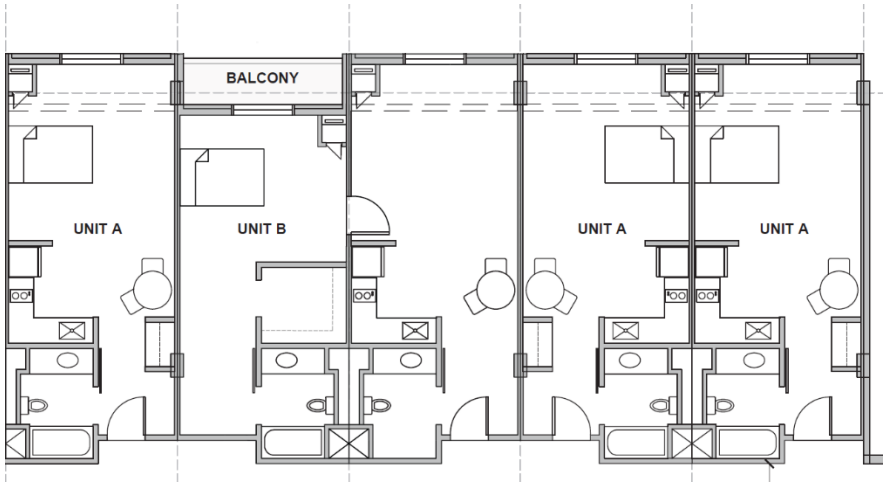
The Petitioner is seeking two special exceptions from this Section, one related to the square footage of the units and another for the minimum unit width.

Minimum Unit Size

The existing configuration of the hotel contains 121 hotel units, which meet the minimum requirement of 300 square feet. However, because the Petitioner is proposing permanent housing and changing the use from hotel to a congregate living facility, they are required to provide the minimum square footage for apartment units.

Code Section 250427(2) requires a minimum square footage of 550 square feet for studio efficiencies and 750 square feet for one-bedroom units. The Petitioner is proposing the majority of the units (79 of 100) as studio efficiencies with approximately 427 square feet, with the remaining 21 as one-bedroom with 801 square feet. The studio efficiencies are identified as Unit A and the one-bedroom apartments as Unit B on the floor plans, as shown below.

UNIT SCHEDULE			
REFERENCE LEVEL	TYPE	GROSS AREA	COUNT
LEVEL 1	UNIT A	427 SF	3
LEVEL 1	UNIT B	801 SF	1
TOTAL:		2082 SF	4
LEVEL 2	UNIT A	427 SF	19
LEVEL 2	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 3	UNIT A	427 SF	19
LEVEL 3	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 4	UNIT A	427 SF	19
LEVEL 4	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 5	UNIT A	427 SF	19
LEVEL 5	UNIT B	801 SF	5
TOTAL:		12118 SF	24
GRAND TOTAL:		50554 SF	100



The Petitioner's justification states the adaptive reuse project would not be feasible if they intended to meet this Code requirement. They state each affected unit, should they meet the square footage requirement, would necessitate substantial redesign and reconstruction, including interior circulation, plumbing, electrical systems, fire protection systems, and established site configurations. Additionally, they state this is the minimum relief necessary to provide safe and functional housing without being economically disproportionate, or disruptive to the overall project.

However, they have demonstrated the ability to combine the existing hotel units to construct one-bedroom apartments which comply with Code. Hotels are transient in nature and not intended to provide the size and layout of permanent housing. Because this is no longer a transient use, it is essential to maintain the City's minimum standards for permanent dwelling units.

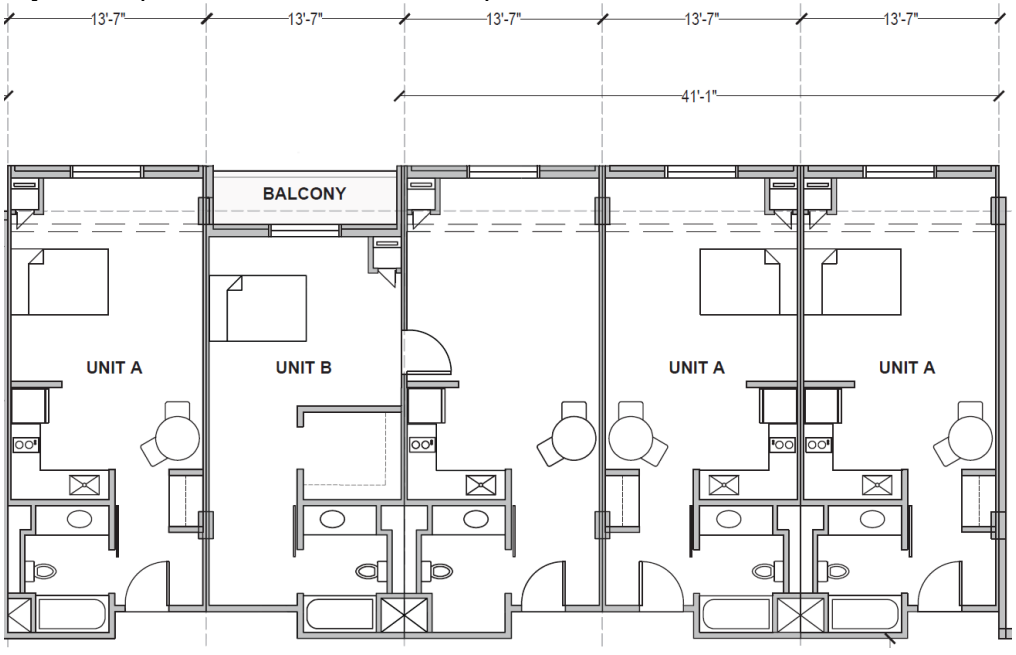
Additionally, the veterans should be provided the minimum square footage our City requires. Providing the minimum requirement for living space for our veterans is consistent with our city's vision. Compliance with the minimum floor area for the veteran housing is intended to provide safe and functional housing, as well as adequate quality of life. It is important to provide quality housing and meet minimum housing standards for all uses, regardless of the population it serves. If the special exceptions are approved to reduce the required minimum square footage, it would set a precedent with permitting dwelling units below our Code requirements, not only for residential developments, but congregate living facilities and community residences in the future.

Code Section 101 requires the Petitioner to demonstrate substantial competent evidence to support for each position or finding required for a special exception. Building and architectural plans demonstrating a hardship were not provided, and the Petitioner demonstrates their ability to combine the existing hotel rooms into one-bedroom apartment units. Sufficient evidence has not been provided by the Petitioner, and, without such evidence the Petitioner has not carried its burden as required by Code. Approval of this request would be inconsistent with the general public welfare of our community and conflicts with the intent of the Land Development Code.

Therefore, the criteria **is not** met for this request. Further, the request undermines the minimum standards adopted by the City and creates a precedent for inconsistent application of the housing requirements.

Required Unit Width

The Petitioner is requesting an exception to the minimum unit width with approximately 13.5 feet in lieu of the required 20 feet, as shown in the image below. Because hotel units are not intended to serve individuals as permanent housing, the existing units do not meet the requirements of a dwelling unit. However, since the Petitioner is proposing residential units within the RM-40 Zoning District, they are required to conform to the requirements for the minimum unit width.



The Petitioner asserts the development would not be feasible if they were to meet this requirement. However, combining the hotel units to become one-bedroom apartments to comply with Code is feasible. All residents located in the city should have access to housing meeting the minimum requirements found in Code, and the development is required to conform to current Code in accordance to the redevelopment criteria established in Code Section 2501019.

Code Section 101 requires the Petitioner to demonstrate substantial competent evidence to support for each position or finding required for a special exception. Sufficient evidence has not been provided by the Petitioner, and, without such evidence the Petitioner has not carried its burden as required by Code. Building and architectural plans demonstrating a hardship were not provided, and the Petitioner demonstrates their ability to combine the existing hotel rooms into one-bedroom apartment units. Approval of this request would be inconsistent with the general public welfare of our community and conflicts with the intent of the Land Development Code. Therefore, the criteria **is not** met for this request.

LANDSCAPE BUFFERING REQUIREMENTS

The following requests are associated with the regulations established in Sections 250153, 250430, 250833 of the Land Development Code. Buffering requirements provide protection to the existing surrounding community, as well as provide a transition from one use to another.

CONDITIONAL USE REQUIREMENTS

Section 250153 (Procedures and Requirements for Conditional Uses Before the Planning and Zoning Board and City Commission)

Section 250152(3)(b) requires congregate living facilities proposed within one 1,300 linear feet or 13 lots, whichever is greater, to obtain conditional use approval. The subject property is located 11 lots north of an existing facility as shown in Attachment 5, which triggers the conditional use. The section states a " conditional use… shall be approved only when it is found that the applicant has demonstrated by a preponderance of the evidence that it meets the standards for conditional uses specified in Section 250153."

Conditional uses are uses which require certain criteria met in order to be considered appropriate for a location. The Petitioner is requesting a special exception from the criteria of conditional use approval, which contradicts the intent of the code and is inconsistent with the City's Comprehensive Plan. The criteria is in place to ensure conditional uses have appropriate buffers to prevent negative impacts to adjacent properties.

Section 250153(a)(6)(c) provides additional buffer requirements when a conditional use abuts residential uses. According to Code, the property is required to provide a 25 foot buffer from RC-6 zoned plots, which affect the north and east property lines. The Petitioner is proposing a 10 foot buffer in lieu of this requirement.

The buffering is important as it provides protection to the existing residential zoning districts adjacent to the site. Since this is a requirement in which a conditional use must be considered, an approval of this special exception request would be inconsistent with the intent of the Land Development Code and application of criteria of all conditional uses, thereby creating a de facto permitted use.

Subject: Tunnel to Towers Veterans Village - Special Exception (SE26-0007)

The Petitioner states application of increased buffers requires substantial reconstruction and redesign of the existing buffer areas and require removal of the existing parking lot, as well as impact off-site trees to accommodate new plans and materials. They also state it will interfere with the overall vegetative landscaping which exists. Due to the Petitioner's proposal to change the use from hotel to a congregate living facility, the conditional use request requires the buffer, and further, the entire site is required to conform to the current code requirements for landscaping.

As stated earlier in the staff memorandum, the Code places the burden of proof on the Petitioner. Section 250153(a)(2) provides that "it shall be the applicant's burden of proof to satisfy all applicable requirements for the proposed conditional use."

Sufficient evidence has not been provided by the Petitioner, and, without such evidence the Petitioner has not carried its burden as required by Code. Drainage and civil plans were not provided demonstrating a burdensome hardship. Approval of this request would be inconsistent with the general public welfare of our community and conflicts with the intent of the Land Development Code.

Therefore, the criteria **is not** met for this request.

Section 250430 (Required Buffer Adjacent to Abutting Properties)
Section 250430 requires any RM-40 plot which abuts or is across a water body or local street from any RS, RC-6, or RD-8 zoned plot provide a buffer area meeting one of the two options:

> *1: When a wall or berm is used: The buffer area shall include a solid opaque screen with a minimum height of 4 feet and a maximum height of 6 feet. The minimum width of the buffer area shall be 15 feet where abutting any RS zoned plot and 10 feet where abutting any RC-6 or RD zoned plot. This option may be used without placing a solid opaque screen on the RM zoned plot if the abutting RS, RC-6 or RD zoned plot has a minimum four (4) foot high solid opaque screen between the plots.*
>
> *2: When a wall or berm is not used: The minimum width of any such buffer shall be 15 feet to screen adjoining parking lots, other vehicular use areas or single story buildings. Where there is no vehicular use area between a building and the plot line abutting any RS, RC-6 or RD zoned plot, then the minimum width of the buffer shall be 25 feet to screen 2 story buildings or 35 feet to screen buildings in excess of 2 stories.*

The subject property is directly abutting an RC-6 zoned property along the north and east property lines. Therefore, the Petitioner is required to either provide option one with a solid opaque screen and a 10 foot buffer area, or option 2, a 35 foot buffer.

The Petitioner is seeking to waive the wall or berm requirement associated with option 1, while maintaining a 10 foot buffer.

The Petitioner states applying the Code would result in a burdensome hardship since the hotel never had to apply the buffering requirement. However, at the time the hotel was constructed, the zoning district for the property abutting the east and north property lines was Golf Course (GC).

The established residential community to the north and east of the subject site must be provided the required buffering as dictated by Code.

Pursuant to Section 2501019, demolition and reconstruction or reconfiguration of 1/3rd of the structure requires the entire site be brought up to current requirements for landscaping and screening. The Petitioner proposes to reconfigure 121 hotel rooms into 100 dwelling units, and, in its own words, "gut renovate" the building, triggering the Code requirement as their scope includes enclosing the balconies of units, remodeling of the ground floor, and remodeling of each of the efficiencies and 1 bedroom units.

Additionally, the Petitioner states the constructing the wall would look "unnatural". Their position is aesthetic, not a hardship. A buffer exists to protect abutting residents from a more intense use, and the Petitioner offers no evidence that enforcing it would harm anyone.

Code Section 101 requires the Petitioner to demonstrate substantial competent evidence to support for each position or finding required for a special exception. Sufficient evidence has not been provided by the Petitioner, and, without such evidence the Petitioner has not carried its burden as required by Code. Drainage and civil plans were not provided demonstrating a burdensome hardship. Approval of this request would be inconsistent with the general public welfare of our community and conflicts with the intent of the Land Development Code.

Therefore, the criteria **is not** met for this request.

Section 250833 (Minimum Landscape Requirements for Zoning Districts)
(Perimeter Landscape for the RM Zoning District):
The Petitioner is requesting an exception to the buffering requirements established for development when abutting residential areas. Specifically, Code Section 250833 requires 3 trees for every 40 linear feet, with 1 of the trees as shade trees. Additionally, it requires a hedge, wall, or other landscape barrier at least 3 feet in height to be located within the interior of the landscape strip.

The Petitioner states application of increased buffers requires substantial reconstruction and redesign of the existing buffer areas and require removal of the existing parking lot, as well as impact off-site trees to accommodate new plans and materials. They also state it will interfere with the overall vegetative landscaping which exists. Due to the Petitioner's proposal to change the use from hotel to a congregate living facility, the conditional use request requires the buffer, and further, the entire site is required to conform to the current code requirements for landscaping.

Code Section 101 requires the Petitioner to demonstrate substantial competent evidence to support for each position or finding required for a special exception. Documentation any necessary earthwork would cause an unnecessary burden was not provided, and documentation indicating existing vegetation would be negatively impacted was not supplied by the Petitioner. No competent evidence has been provided and therefore, the Petitioner has not carried its burden as required by Code. Approval of this request would be inconsistent with the general public welfare of our community and conflicts with the intent of the Land Development Code.

Therefore, the criteria **is not** met for this request.

Subject: Tunnel to Towers Veterans Village - Special Exception (SE26-0007)

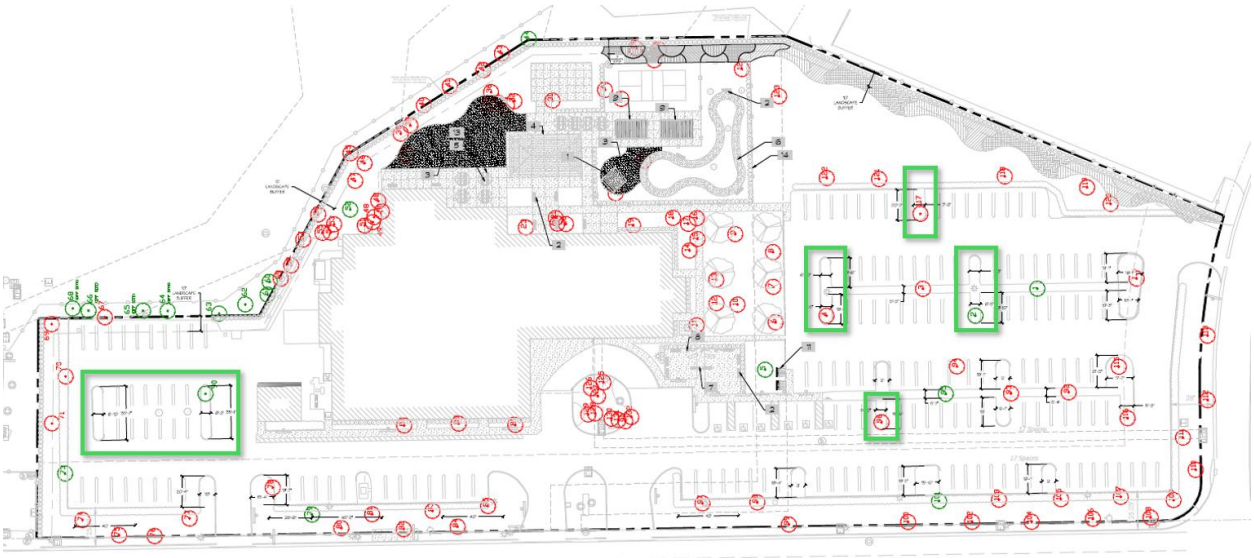
PARKING PROVISIONS

The Sections associated with the requests below speak to the design of the parking lot and the associated landscaping.

Section 250833 (Landscaping for Parking Interiors)

Code Section 250833(13)(C)2. requires the parking islands have landscape strips between the parking rows with at least 5 feet in width, in addition to parking islands with a minimum dimension of 9 feet by 18 feet.

The Petitioner is requesting to maintain the existing as-built condition and configuration of the parking lot landscape islands, while adding additional islands which would comply with the requirement, and shown in the landscape plans. The locations where the landscaping does not conform to code are shown below with the areas highlighted in green.



The Petitioner states the reconfiguration and improvement of the parking lot would require substantial demolition of a functional parking lot and may result in the elimination of necessary parking spaces vital for the development. Additionally, the extensive reconstruction could jeopardize the feasibility and costs associated with the project and would interfere with drainage patterns. The change of use requires the site to conform to the current Land Development Code requirements.

Code Section 101 requires the Petitioner to demonstrate substantial competent evidence to support for each position or finding required for a special exception. The Petitioner did not provide drainage calculations or civil plans demonstrating that the existing drainage system functions adequately. No competent evidence has been provided, and therefore, the criteria **is not** met for this request.

Subject: Tunnel to Towers Veterans Village - Special Exception (SE26-0007)

Section 250814 (Size and Character of Required Parking)
The Code requires a continuous class "D" curbing in lieu of wheel stops for the parking spaces. The Petitioner is requesting to waive this requirement and maintain the current as-built parking lot paving and grading related to the parking and landscape islands.

According to the Petitioner, the improvement would trigger extensive reconstruction, and they are proposing to maintain the existing parking lot paving and grading. They reference civil engineering and drainage documentation did not provide evidence of drainage deficiencies, flooding, or adverse impacts to the adjacent properties.

However, drainage civil engineering documentation was not provided from the Petitioner for Staff to review. Additionally, the site demonstrates a poor and degraded condition, as shown on the next page. Since the project is required to bring the site up to Code, the justification criteria has not been sufficiently addressed.





Code Section 101 requires the Petitioner to demonstrate substantial competent evidence to support for each position or finding required for a special exception. Civil plans with drainage documentation was not supplied by the Petitioner. No competent evidence has been provided and therefore, Petitioner has not carried its burden as required by Code.

The criteria **is not** met for this request.

CRITERIA FOR A SPECIAL EXCEPTION

A Special Exception is relief granted by the City Commission whenever the Commission determines literal enforcement of any section of the Land Development Code has one of the two following effects:

1. Produces a result, which is not only a burdensome hardship, but is inconsistent with the general public welfare; or,

2. Produces a result, which is not only inconsistent with municipal intent in the adoption of any particular section of the Land Development Code, inclusive of the Comprehensive Plan, but also inconsistent with the general public welfare.

The Petitioner is seeking relief under the first criteria. Staff has reviewed the petition and finds one of the requests (Section 250424) meets the Special Exception criteria as required by the Land Development Code. The remaining requested special exceptions relate to the general public welfare and providing safe and equitable housing to residents and, therefore do not meeting the criteria. Further, if all special exceptions sought by the Petitioner were approved, it is anticipated to produce a result which would be inconsistent with the Goals, Policies, and Objectives of the Comprehensive Plan relative to the Land Development Regulations and, which are the following:

Goal 1.0.0:	To strengthen the City of Coral Springs' regulatory ability to ensure that the location, character and intensity of residential, commercial, employment and public areas are consistent with public policy considerations regarding the appropriate intensity and location(s) for each type of use area.
Policy 1.1.1:	Future growth and the redevelopment of existing areas will be managed through the enforcement of land development regulations.
Policy 1.1.2:	Land development regulations adopted to implement the Comprehensive Plan shall be based on and be consistent with the goals, objectives and policies contained within elements of the Comprehensive Plan.
Goal 2.0.0:	To provide locations for accommodating housing that features a range of styles, types, intensities and amenities and that is variably priced and accessible to community facilities and services.
Objective 2.3.0:	The City shall maintain and implement land development regulations that promote redevelopment and revitalization of residential properties and neighborhoods that are attractive, well-maintained and contribute to the health, safety and welfare of their residents.
Policy 2.3.1:	The City shall maintain appropriate aesthetic, landscaping and security development regulations that encourage residential redevelopment and revitalization that maintain and improve the quality of life for its citizens.
Policy 2.3.3:	The City shall maintain appropriate aesthetic, landscaping and security development regulations that ensure residential redevelopment and revitalization provide a safe and attractive living environment, both within and outside the confines of the residential property.

Approving the requested special exceptions relative to the buffering requirements and dwelling units would be inconsistent with Goal 1.0.0 as the regulations are intended to protect the public welfare of the residents and surrounding area. By not providing the required buffering to protect the existing residential uses contradicts the City's comprehensive plan.

The redevelopment criteria established is intended to protect the existing community and allow future redevelopment to continue to achieve the city's vision as a premier place in which to live, work, and raise a family.

Further, the proposed exception contradicts the City's Goals, Policies and Objectives of the Housing Element, specifically:

Goal 1.0.0.	Maintain a balanced mix of all housing types that will allow for residential needs for the existing and future population.
Policy 1.1.2.	The City shall maintain development regulations and establish redevelopment regulations that support the integrity of the Comprehensive Plan, as well as the quantity, quality, and character of the City's housing stock.
Goal 2.0.0:	Provide safe, affordable and quality housing in variable neighborhoods for the entire present and future population of the City.

The Comprehensive plan speaks to providing regulations to protect the quality, character, and integrity of housing within the City. The Petitioner is seeking special exceptions which would result in providing below the minimum housing standards established by City Code for permanent housing.

The Petitioner did not sufficiently address the criteria for all of the requests submitted. Given the minimum standard for a permanent housing unit differs from that of a transient hotel use, the necessity to meet code and have veteran housing meet the minimum requirements for their living space is not achieved from the proposed project as it is designed.

CONCLUSION

Based on the above analysis and plans provided by the Petitioner, Staff finds the special exception request relative to the building variation meets the criteria as required by the Land Development Code.

However, Staff finds the requested exceptions relative to the dwelling unit configuration, and required buffering and parking configuration have not been sufficiently justified under the applicable special exception criteria. These requirements establish minimum residential development standards and provide protections for the surrounding residential community.

Therefore, Staff recommends the Planning & Zoning Board provide a favorable recommendation to the City Commission for the request from Code Section 250424 and provide an unfavorable recommendation relative to the remaining requests from Sections 250153, 250427, 250430, 250833, 250814.

CORAL SPRINGS
EVERYTHING UNDER THE SUN

Community Development #1
9500 West Sample Road | Coral Springs, FL 33065
coralsprings.gov/communitydevelopment
Phone: (954) 344-1160 | Fax: (954) 344-1181
Monday-Thursday 8:00 a.m.-5:30 p.m. | Friday 8:00 a.m.-3:00 p.m.

Hover form fields for instructions.

RECEIVED 9-15-2026

Special Exception (SE) Petition

To: PLANNING AND ZONING BOARD AND/OR CORAL SPRINGS CITY COMMISSION
A SPECIAL EXCEPTION FROM THE CORAL SPRINGS LAND DEVELOPMENT CODE
IS HEREBY REQUESTED

Petitioner Information

Name Tunnel to Towers Foundation Email gavin.naples@t2t.org

Street address 2361 Hylan Boulevard Phone

City Staten Island State Florida ZIP Code 10306

Legal description of subject property See attached.

Buyer - Veteran Housing

Relation to subject property

Code provision(s) from which you seek relief

According to Section 101 of the Coral Springs Land Development Code, a Special Exception is relief that may be granted when a literal enforcement of a particular code section would have one of the following results. Select the statement that applies and provide the requested information in the space provided below.

◉ Produces a result which is not only a burdensome hardship, but is also inconsistent with the general public welfare

1. Explain in detail how this code section produces a result which is a burdensome hardship.
2. Explain in detail how this code section is inconsistent with the general public welfare.

○ Produces a result which is not only inconsistent with the Municipal intent in the adoption of any particular section of the Municipal Code, inclusive of the Comprehensive Plan, but also inconsistent with the general public welfare

1. Explain in detail how this code section produces a result which is inconsistent with Municipal intent underlying any particular section of the Municipal Code.
2. Explain in detail how this code section is consistent with the general public welfare.

Detailed explanation of the option selected above:

See attached.

THIS IS TO CERTIFY THAT I AM THE OWNER OF THE SUBJECT PROPERTY DESCRIBED IN THIS SPECIAL EXCEPTION. I HAVE READ THIS PETITION AND THE STATEMENTS CONTAINED HEREIN ARE TRUE AND CORRECT TO THE BEST OF MY KNOWLEDGE.

○ I am the owner in fee simple of subject lands described above in the petition.

◉ I am the owner of subject lands described above in the petition and that I have authorized the following person to make and file the aforesaid petition.

Brad C. Wester
Name

One Independent Dr, Suite 1200 Jacksonville, FL 32202
Address

9042943768
Phone

9-2-26
Owner signature/date

Petitioner signature/date (if not owner)

Notary Public

The foregoing instrument was acknowledged before me on _____

by means of: ☒ physical presence ○ online notarization ○ took an oath ○ did NOT take an oath

☒ personally known ○ produced identification ID type _____

Teresa Wade 9/2/26
Notary signature/date

10-16-2027
My commission expires

TERESA WADE STATE OF TENNESSEE NOTARY PUBLIC HAMILTON COUNTY My Commission Expires 10-16-2027
Notary seal

Application is not complete and will not be scheduled for processing until the following items are provided:

- Site and location maps of the subject property, containing digital PDF copies of all documents
- Two (2) sets of site plans of subject property for actual submission to Planning & Zoning Board
- Proof of ownership of the property (attorney's opinion of title or title certificate dated within 30 days of submission
- Property owner approval of the petition
- Proof of non-profit status, if applicable

Fee: $4,512.00 plus recordation fee, property owner notification, and/or advertising costs to be determined by City Clerk (954-344-1065).

To Be Completed by the Community Development Division

Accepted by	Petition #	Date
	SE26-0007	9-15-26

Special Exception Detailed Explanations

RECEIVED 10-15-2026

Tunnel to Towers Foundation
Coral Springs Veterans Village
3701 North University Drive
Coral Springs, Florida
33065

PROJECT OVERVIEW

The Tunnel to Towers Foundation respectfully requests approval of the seven (7) Special Exceptions itemized and further described below in connection with the proposed Coral Springs Veterans Village at 3701 North University Drive. The seven (7) Special Exceptions request relief from the following (which includes the plan sheet exhibit references for each):

1. Section 250424(5) - Variations in Building Façade *(see Architectural Plan Sheet AE-102, AE-201, AE-202),*

2. Section 250427(2) - Minimum Dwelling Unit Floor Area in Multiple Dwelling *(See Architectural Plan Sheet AE-301),*

3. Section 250427(3) - Minimum Unit Widths *(see Architectural Plan Sheet AE-301),*

4. Section 250430 - Required buffering adjacent to abutting properties *(see Landscape Plan Sheets L-301, L-302),*

5. Section 250833(10) - Minimum Landscape Requirements for Zoning Districts (RC, RD and RM Districts not utilized for zero lot line development), *(see Landscape Plan Sheets L-301, L-302),*

6. Section 250833(13)(C) - Landscaping in Parking Lot (Interior parking landscape areas*), (see Landscape Plan Sheets L-301, L-302),*

7. Type "D" Curb at All Vehicle Impact Points *(see Civil Master Site Plan Sheet C1.4).*

The proposed project represents the adaptive reuse, renovation, and substantial improvement of an existing La Quinta Inn hotel property to provide safe, stable, and dignified housing for veterans, including veterans experiencing homelessness or housing instability. This comprehensive redevelopment will transform the property from transient lodging into a high-quality residential community that provides safe, stable housing and services designed to promote long-term resident well-being and independence. The project includes building and site improvements, hotel room to residential unit conversions, and resident support amenities.

The project is part of the Tunnel to Towers Foundation's broader mission of honoring and supporting America's veterans and first responders by providing housing and other assistance to individuals and families who have sacrificed in service to the nation.

The proposed Veterans Village is therefore fundamentally different from a conventional new residential development on an undeveloped site. The project seeks to take an existing building and existing site infrastructure and transform it into a purpose-built residential community that provides veterans with a stable place to live and access to resources intended to help them achieve greater stability, independence, and self-sufficiency.

The requested Special Exceptions are narrowly focused on existing physical conditions of the property. In each instance, literal application of the applicable Code provision would require substantial reconstruction or alteration of an existing building or site condition, resulting in a disproportionate physical, structural, environmental, and economic burden while producing little or no corresponding public benefit.

The requested relief will allow the Foundation to preserve and improve existing development rather than unnecessarily reconstruct functioning portions of the property solely to achieve technical compliance with dimensional standards designed primarily for new development. At the same time, the proposed improvements will enhance the quality, functionality, safety, appearance, and livability of the property.

The requested exceptions therefore advance, rather than undermine, the public welfare. They allow an existing property to be responsibly reused for an important community purpose while avoiding unnecessary demolition, reconstruction, resource consumption, construction impacts, and disruption.

The framework of this Special Exception application should not be viewed as seven (7) individual unrelated variances, as they are seven (7) limited accommodations necessary to make the adaptive reuse of an existing property for veteran housing feasible.

EXCEPTION REQUEST DETAILS

1. Section 250424(5) – Variations in Building Façade

Code Requirement: For buildings in excess of 100’ in length, at least two portions of the building shall have a variation in setback of at least 5’. The combination shall amount to not less than 15% of the length of the building.

Requested Exception: The existing building configuration provides a 4’ variation in setback for the remaining balconies, while Section 250424(5) requires a minimum 5’ variation. The façade length setback variations equal 25% for this proposed renovation, so it exceeds the 15% requirement. However, the 2 balcony recess areas and center recess area setbacks measure 4’ instead of 5’. The building façade length is 234’8” (100%). The continuous variation length overall is 179’7” (77%). The setback variation length is 55’1” (23%). The calculations include the recess variations of the stair towers on each end of the façade.

Dimensions and locations of each described above are graphically depicted on the architectural plans as part of this petition.

Burdensome Hardship

Strict application of Section 250424(5) creates a burdensome hardship because the existing building already incorporates meaningful variation in its façade and building setbacks but falls 1’ short of the prescribed 5’ dimensional standard.

The proposed project is the renovation and adaptive reuse of an existing building. The applicant is not designing a new building on an undeveloped parcel where the required setback variation can readily be incorporated into the original building design. Instead, the project must work within the established building footprint, structural system, existing building configuration, and existing site improvements.

Achieving the additional approximately 1’ variation would require modification to an established building condition and could result in disproportionate impacts to the existing building layout, usable floor area, interior and exterior circulation, parking, landscaping, utilities, and other site improvements.

Depending upon the structural conditions encountered during renovation, achieving strict compliance could also require significant structural design and reconstruction of portions of an otherwise functional building. The resulting physical and economic burden would be disproportionate to the very limited additional visual articulation that would be achieved.

The existing approximately 4’ variation already provides meaningful building articulation and visual relief. The difference between the existing condition and the 5’ standard is approximately 1’, and the existing configuration substantially accomplishes the underlying planning objective of avoiding a long, uninterrupted building façade. The spirit and intent of the code is met providing visual interest and a break along a long building façade.

General Public Welfare

Strict enforcement would provide minimal additional public benefit while potentially requiring substantial reconstruction of an existing building. Such reconstruction would consume additional construction materials and resources, generate construction waste, increase construction activity, and potentially reduce the efficiency and functionality of a project whose principal purpose is to provide housing for veterans.

The exception advances the general public welfare by encouraging the productive reuse of an existing property, minimizing unnecessary construction and environmental impacts, and facilitating a project that provides a significant community benefit.

The requested exception is narrowly tailored to the existing physical condition, does not eliminate the building's existing articulation, does not create an adverse impact on surrounding properties, and represents the minimum relief necessary to avoid an unreasonable hardship.

2. Section 250427(2) – Minimum Dwelling Unit Floor Area in a Multiple Dwelling

Code Requirement: Efficiency dwelling units require a minimum floor area of 550 square feet. The total square footage of the units on each floor is identified in the floor-plan tables.

Requested Exception: The existing ‘Unit A’ type room configurations (79 of the 100 total rooms) contain 427 square feet of gross floor area, compared with the 550 square-foot minimum required by Section 250427(2).

Burdensome Hardship

Strict application of Section 250427(2) creates a burdensome hardship because the existing building contains established unit configurations that cannot reasonably be expanded to 550 square feet without substantial reconstruction of the existing structure.

The proposed project involves renovation, rehabilitation, and improvement of an existing development. The work must be accommodated within the established building footprints and existing structural conditions rather than within a new building designed from the outset to satisfy current dimensional requirements.

Several of the existing unit types will also be improved and converted into more functional one-bedroom-style living arrangements. These improvements will provide a more practical and desirable living environment while making productive use of the existing building.

Requiring each affected unit to be expanded to 550 square feet would necessitate substantial redesign and reconstruction. Such work could affect structural elements, building systems, interior circulation, plumbing, electrical systems, fire-protection systems, and established building and site configurations. It could also result in the loss or reconfiguration of other units and common areas, potentially undermining the project's ability to provide the intended number of housing opportunities.

The burden is particularly disproportionate because the requested relief does not involve the construction of undersized units in a new development. These are existing unit configurations being renovated and substantially improved as part of an adaptive-reuse project.

General Public Welfare

The proposed units will provide improved, safe, functional, and dignified housing within an existing structure. The purpose of the project is to provide veterans with a stable place to live and a foundation from which they can pursue greater independence and stability.

Requiring substantial reconstruction solely to increase existing unit areas would divert resources away from the rehabilitation of the property and the delivery of veteran housing without producing a commensurate public benefit.

The general public welfare is better served by allowing the existing units to be responsibly renovated and improved than by requiring extensive reconstruction that may be structurally impractical, economically disproportionate, and disruptive to the overall project.

The requested exception is limited to the existing physical constraints of the building and does not authorize unrestricted construction of undersized units. It simply recognizes the existing conditions of the adaptive-reuse project and allows those spaces to be upgraded into safe and functional housing.

The exception therefore represents the minimum relief necessary to permit the beneficial reuse of the existing property while maintaining the overall intent of the Code to provide adequate, safe, and functional residential accommodations.

3. Section 250427(3) – Minimum Unit Widths

Code Requirement: The minimum permissible width for an individual dwelling unit, measured from center of common wall to center of common or exterior wall, shall be 20’ for the majority of the unit.

Requested Exception: The existing units have an established width of 13’7” inches as measured from the centers of the common walls per Code (it should be noted the interior wall dimensional width is 13’2” for the purpose of usable space). The proposed renovation must work within the existing building footprint and structural configuration. The total width/dimensions of the units on each floor are identified in the floor-plan tables.

Burdensome Hardship

Strict application of the 20’ minimum unit width creates a burdensome hardship because increasing the existing unit width from 13’7” to 20’ would require substantial reconstruction and redesign of the existing building.

The project is an adaptive reuse of an existing structure. The existing unit widths are dictated by the building's established structural bays, exterior walls, common walls, circulation system, and other existing conditions.

Increasing the unit width would constitute a significant interior modification. It would require substantial reconfiguration of the existing floor plan and could affect structural elements, building systems, corridors, plumbing, electrical systems, fire-protection systems, and other established components of the building.

Such reconstruction would impose a disproportionate burden on the property and could interfere with the overall residential program and the number and configuration of units that can reasonably be provided.

Importantly, the proposed project does not merely preserve the existing conditions. The applicant intends to renovate and improve the units, including converting several existing unit types into more functional one-bedroom-style living arrangements. These improvements will enhance the functionality, livability, and quality of the existing residential spaces without requiring expansion of the building envelope.

General Public Welfare

The public welfare is advanced by improving an existing building and converting it into safe and stable housing for veterans rather than requiring extensive reconstruction that could jeopardize the feasibility of the project.

The proposed exception allows the applicant to direct available resources toward meaningful improvements to the residential environment, including rehabilitation, safety, functionality, and

livability, rather than toward reconstructing the building solely to satisfy a dimensional standard that is difficult to apply to the existing structure.

The existing width, together with the proposed renovations and improvements, will provide functional residential accommodations within an established building. The requested relief does not create a new development pattern or introduce an incompatible use into the neighborhood.

Instead, it facilitates the productive reuse of an existing property for a clearly identified public purpose: providing veterans with a safe and stable place to live.

The requested exception is therefore limited to the existing structural constraints, represents the minimum relief necessary, and maintains the overall intent of the Code while avoiding unnecessary and potentially infeasible reconstruction.

4. Section 250430 - Required buffering adjacent to abutting properties

Code Requirement: When an RM-40 zoned plot abuts or is across a water body or local street from any RS, RC-6 or RD-8 zoned plot, a buffer area shall be required on the RM-40 zoned property which satisfies one of the following options:

(1) *When a wall or berm is used:* The buffer area shall include a solid opaque screen with a minimum height of 4' and a maximum height of 6'. The minimum width of the buffer area shall be 15' where abutting any RS zoned plot and 10' where abutting any RC-6 or RD zoned plot. This option may be used without placing a solid opaque screen on the RM zoned plot if the abutting RS, RC-6 or RD zoned plot has a minimum 4' high solid opaque screen between the plots.

(2) *When a wall or berm is not used:* The minimum width of any such buffer shall be 15' to screen adjoining parking lots, other vehicular use areas or single-story buildings. Where there is no vehicular use area between a building and the plot line abutting any RS, RC-6 or RD zoned plot, then the minimum width of the buffer shall be 25' to screen 2 story buildings or 35' to screen buildings in excess of 2 stories.

Requested Exception: A Special Exception is requested to remove the wall requirement for both North and East buffers while maintaining a continuous hedge and tree plantings where the site allows. A 10' buffer is now called out on the landscape sheets for the North and East property line buffers.

Burdensome Hardship

Strict application of this buffering standard adjacent to abutting properties creates a burdensome hardship because this standard was never applied to the existing hotel use and adequate buffers and screening exist in the as-built customary condition. Adding a wall (or berm) would create an unnatural look and aesthetic, and thereby inherently draw more attention to the property.

Additional and unnecessary earthwork and construction would impose a disproportionate burden on the property and could interfere existing drainage patterns and the overall natural and adequate separation and vegetative buffers that currently exist. Landscaping will be added pursuant to the landscape plans as part of this special exception application request.

General Public Welfare

The public welfare is advanced by improving an existing building and enhancing the site conditions and landscaping relative to the as-built conditions and surroundings, converting it into safe and stable housing for veterans rather than requiring extensive reconstruction that could jeopardize the feasibility of the project.

The proposed special exception allows the applicant to direct available resources toward meaningful improvements to the residential environment—including rehabilitation, safety,

functionality, and livability, rather than toward constructing a new wall structure solely to satisfy a standard that would inherently create an unnatural look and aesthetic.

The requested exception is therefore limited to the existing structural constraints, represents the minimum relief necessary, and maintains the overall intent of the Code while avoiding unnecessary additional earthwork and site construction.

5. Section 250833(10) - Minimum Landscape Requirements for Zoning Districts (RC, RD and RM Districts not utilized for zero lot line development),

Code Requirement: *RC, RD and RM Districts not utilized for zero lot line development:*

(a) The landscaping shall include 3 trees for each 40' lineal or fraction thereof. A minimum of 2 of these trees shall be a shade tree. Shade trees shall be planted no further apart than 60' intervals and no closer than 15' apart. Palms shall not be substituted for required shade trees. Palms utilized to meet the non-shade tree portions of this requirement shall be substituted on a 3 for 1 basis and planted in groups of 3. The trees shall be located along the perimeters of the development. In addition, a hedge, wall or other durable landscape barrier of at least 3' in height shall be placed along the interior perimeter of the landscape strip. If the durable barrier is of non-living material, for each 5' thereof, 1 shrub or vine shall be planted along the street side of the barrier. Walls shall have a continuous hedge on the exterior side of the wall. The remainder of the required landscaped areas shall be landscaped with grass, ground cover or other landscape treatment except paving.

(b) Multifamily developments shall provide appropriately scaled berms, or tiered landscaping beds with a variety of colors, heights, textures and species along site perimeters abutting public rights-of-way.

Requested Exception: A request for reduced landscaping for the East buffer areas due to existing site conditions. Plant material has been added to the extent the site can allow as depicted on the landscape plans.

Burdensome Hardship

Strict application of the minimum landscape standard creates a burdensome hardship because it would require substantial reconstruction and redesign of the existing buffer areas, require removal of existing parking lot, and impact off site trees to accommodate new plant and shrub materials.

The project is an adaptive reuse of an existing structure and site conditions. Importantly, the proposed project does not merely preserve the existing conditions. Additional landscaping will be added and meeting the standard will require unnecessary earthwork and removal of existing mature trees and shrubs and would impose a disproportionate burden on the property and will interfere with the overall vegetative conditions that currently exist. Landscaping will be added pursuant to the landscape plans as part of this special exception application request.

General Public Welfare

The public welfare is advanced by improving an existing building and enhancing the site conditions and landscaping relative to the as-built conditions and surroundings, converting it into safe and stable housing for veterans rather than requiring extensive reconstruction that could jeopardize the feasibility of the project.

The proposed special exception allows the applicant to direct available resources toward meaningful improvements to the residential environment—including rehabilitation, safety, functionality, and livability—rather than toward constructing a new wall structure solely to satisfy a standard that would inherently create an unnatural look and aesthetic.

The requested exception is therefore limited to the existing structural constraints, represents the minimum relief necessary, and maintains the overall intent of the Code while avoiding unnecessary additional earthwork and site construction.

6. Section 250833(13)(C) - Landscaping in Parking Lot (Interior parking landscape areas).

Code Requirement: The landscape buffer between barking rows shall be a minimum of 5', while the landscape islands shall be a minimum of 9' wide by 16' in length with a minimum of 1 tree or 3 palms.

Requested Exception: Maintain the existing as-built site condition and configuration of the parking lot landscape islands. Additional islands are being provided to break up the continuous existing parking spaces.

Burdensome Hardship

Strict application of the landscape in parking lot standard creates a burdensome hardship because this work would result in substantial demolition of functioning parking lot pavement areas and base materials, regrading, construction activity, and the potential importation and exportation of significant quantities of soil and construction materials. In addition, increasing the width of the existing islands would result is a loss of parking count which is vital for this development. The introduction of a 5' wide landscape buffer between the parking at the north end of the property would interfere with existing drainage patterns and result is an extensive re-work of the parking lot.

The requested waiver does not seek to eliminate reasonable parking lot landscape areas. Rather, it recognizes that the existing site has been designed around a functioning and customary parking-lot configuration and that requiring new landscape strips and trees in parking islands throughout the parking area would trigger extensive reconstruction of otherwise functional infrastructure and potentially damage mature tree root systems by accommodating new trees to meet a certain count.

General Public Welfare

The public welfare is advanced by improving an existing building and converting it into safe and stable housing for veterans rather than requiring extensive reconstruction that could jeopardize the feasibility of the project.

The proposed exception allows the applicant to direct available resources toward meaningful improvements to the residential environment, including rehabilitation, safety, functionality, and livability, rather than toward reconstructing the building and parking lot area solely to satisfy a dimensional and landscape standard to a adequately functioning parking lot regarding circulation and shade and aesthetics.

Instead, the petition facilitates the productive reuse of an existing property for a clearly identified public purpose: providing veterans with a safe and stable place to live.

The requested exception is therefore limited to the existing structural constraints, represents the minimum relief necessary, and maintains the overall intent of the Code while avoiding unnecessary and potentially infeasible reconstruction.

7. Type “D” Curb at All Vehicle Impact Points

Code Requirement: Type “D” curb at all vehicle impact points on the property.

Requested Exception: Maintain the current as-built parking lot paving and grading related the various parking and landscape islands throughout.

Burdensome Hardship

Compliance with this requirement would impose an undue and disproportionate burden because the existing parking lot was designed and constructed as an integrated pavement and stormwater-management system based upon sheet flow rather than a conventional curbed parking-lot drainage system.

The existing asphalt parking lot is designed to allow stormwater to sheet flow toward the edges of the pavement and infiltrate into the ground through constructed swales surrounding the parking lot. Wheel stops were incorporated into the parking design in a manner that allows stormwater to pass freely between the parking spaces and continue toward the perimeter of the pavement.

The parking lot was constructed with specific pavement slopes to facilitate this drainage approach. The existing system does not rely upon a conventional network of stormwater inlets and underground pipes to collect and convey runoff.

Requiring curbing at all identified vehicle impact points would therefore require substantially more than the simple installation of isolated curbs. The existing pavement and subgrade would need to be removed or substantially modified in order to redesign the parking lot around a curbed drainage system. The site would then require new grading and an extensive stormwater infrastructure network, including storm inlets and pipes, to safely collect and convey runoff that is currently managed through the existing sheet-flow and swale system.

This work would result in substantial demolition of functioning pavement and base materials, regrading, construction activity, and the potential importation and exportation of significant quantities of soil and construction materials.

The requested waiver does not seek to eliminate reasonable vehicle-impact protection. Rather, it recognizes that the existing site has been designed around a different and functioning parking-lot configuration and that requiring curbing throughout the parking area would trigger extensive reconstruction of otherwise functional infrastructure.

Where appropriate, the applicant will continue to provide reasonable vehicle-impact protection and site-safety measures consistent with the approved plans and applicable life-safety requirements.

The requested relief should therefore be viewed as a targeted accommodation of an existing site condition rather than a request to disregard safety or stormwater standards.

Because the existing conditions adequately manage stormwater runoff and protect adjacent properties and public infrastructure, requiring extensive reconstruction to install curbing would create a substantial burden without a corresponding public benefit.

Granting the requested waiver will maintain public health, safety, and welfare while avoiding unnecessary environmental impacts, resource consumption, construction waste, and disruption.

The waiver will allow the applicant to preserve functioning infrastructure and direct resources toward the rehabilitation of the property and its conversion into a safe and dignified residential community serving veterans.

General Public Welfare

Requiring reconstruction of a functioning parking and drainage system solely to accommodate curbing would not produce a corresponding public benefit.

The existing parking area has been designed to manage stormwater through established grades, sheet flow, and perimeter swales. The applicant is not proposing to preserve a deficient drainage system; rather, the existing system provides an established method of managing runoff without the need for a conventional underground stormwater collection network.

To the extent supported by the project's civil engineering and drainage documentation, the existing parking area exhibits no history of drainage deficiencies, flooding, or adverse impacts to adjacent properties or public rights-of-way.

Accordingly, requiring the wholesale reconstruction of the parking lot would create unnecessary environmental disturbance, construction waste, resource consumption, construction traffic, noise, and prolonged disruption without a commensurate improvement in stormwater performance.

The requested relief also promotes responsible stewardship of existing infrastructure. Reusing a functioning parking lot and drainage system avoids unnecessary demolition and allows the applicant to concentrate resources on the rehabilitation of the property and the creation of housing and supportive services for veterans.

CONCLUSION AND JUSTIFICATION

Taken together, the requested Special Exceptions are narrowly tailored responses to the physical realities of an existing developed property.

The project is not requesting relief to maximize development potential or to avoid reasonable regulation. The applicant is seeking limited relief from provisions that, if applied literally to this existing building and site, would require substantial reconstruction, demolition, structural modification, or redesign that is disproportionate to the incremental benefit produced by strict compliance.

The proposed Coral Springs Veterans Village presents a unique and substantial public-welfare opportunity.

The Tunnel to Towers Foundation's mission is centered on honoring and supporting those who have sacrificed in service to the United States. The Foundation's work includes providing housing assistance to veterans and first responders and addressing veteran homelessness. The Coral Springs Veterans Village would bring that mission directly to the local community by transforming an existing property into a place where veterans can obtain stable, safe, and dignified housing.

Stable housing is more than a physical structure. For a veteran experiencing homelessness or housing instability, a safe place to live can provide the foundation necessary to address other barriers to independence, including employment, health, counseling, education, family stability, and connection to community resources.

The proposed project accordingly provides a public benefit extending beyond the individual residents. It creates an opportunity to address veteran homelessness, responsibly reuse an existing property, improve an existing building, preserve functioning infrastructure, and reduce the environmental and construction impacts that would result from unnecessary reconstruction.

The requested Special Exceptions should therefore be evaluated in the context of the entire project and its substantial public purpose.

Literal enforcement of the identified Code provisions would produce substantial burdens on an existing property while providing limited incremental public benefit. Granting the requested relief, by contrast, will allow the City to retain appropriate oversight and reasonable development standards while permitting an existing property to be transformed into a community resource serving veterans who have served our country.

The requested relief is the minimum necessary to accommodate existing building and site conditions. It does not eliminate the City's ability to protect surrounding properties or the public. Appropriate conditions may continue to address life safety, access, circulation, parking, landscaping, drainage, security, noise, maintenance, and compatibility with surrounding uses.

Most importantly, approval will allow the Tunnel to Towers Foundation to fulfill a critical part of its mission: providing veterans with a safe and dignified place to live and the opportunity to rebuild stable, independent lives.

For these reasons, the requested Special Exceptions are consistent with the intent and purpose of the City's Land Development Code, will not adversely affect the surrounding community, and will affirmatively advance the general public welfare of Coral Springs.

THE HONORABLE

BRADLEY A. BLAKEMAN
Deputy Assistant to President George W. Bush 01'-04'
& 9/11 Family Member

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Exec Dir, Mark Wahlberg Youth Foundation

Tunnel to Towers Foundation
T2T.ORG

2361 HYLAN BOULEVARD
Staten Island, New York 10306
Office: (718) 987.1931
Fax: (718) 987.3909

Descriptive Narrative detailing business operations:
3701 N. University Drive, Coral Springs, FL 33065

The Tunnel to Towers Foundation is committed to ensuring that no veteran is ever left on the streets of the country they volunteered to protect. We are dedicated to providing our nation's heroes with a pathway to reintegrate into the community through high-quality, long-term supportive housing and comprehensive wraparound services. Our programming is designed to address each veteran's unique emotional, financial, and physical needs, helping them achieve stability, independence, and an improved quality of life. All of our units comply with federal FHA and ADA requirements, and all of our units have the ability to be converted into handicap accessible units. As premier housing providers to veterans with catastrophic injuries, we also provide Smart Home technology for individuals who require specialized accommodations.

All of our residents have their own bathroom and kitchen- there is no communal living at our Village. Our extensive amenities build-out includes: libraries, game rooms, multi-purpose space, workforce development rooms, case management offices, canteens, dining areas, gyms, lounges, free laundry facilities, Zen gardens, memorial areas (in which we display public artwork memorializing all of the names of the First Responders, Gold Star Families, and Catastrophically Injured Veterans that Tunnel to Towers has assisted in the state of Florida), in addition to a comprehensive landscape addition and lighting plan specific to the area.

At our Veterans Villages, in addition to high-quality housing, we provide full-time, on-site supportive services for both male and female veterans. These services include education assistance, employment training, financial literacy, budgeting, credit counseling, case management, and more. Each veteran is assigned a dedicated case manager who coordinates individualized care and support to help them achieve their personal goals. The Veterans Village will employ 16 full-time employees (that receive full paid medical benefits and above-market salaries) and we ensure that our locations are staffed 24/7; 365 days a year.

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Tunnel to Towers Foundation
T2T.ORG

The safety and well-being of our residents and the surrounding community are of the utmost importance. We have a rigorous screening and intake process to ensure Veterans who have been dishonorably discharged or who have a history of sexual offenses or major violent crimes are not eligible for residency. We are not beholden to any federal or state contracts or funding that forces applicants into our apartments or creates a "revolving door". Our permanent units allow veterans who comply with our Program and pay their monthly fees to reside at the Veterans Village for as long as they wish: there is no time limit on their length of stay. To further enhance safety, all properties are equipped with 24/7 CCTV surveillance, beautified perimeter fencing with controlled access points, blue-light emergency safety stations, and license plate recognition technology. We further provide shift-change locations for all first responding agencies in the area, and have developed strong working relationships with local PD, FD, and EMT.

Tunnel to Towers also provides privately funded daily transportation services, ensuring veterans have reliable access to the nearest VA Medical Center as well as employment opportunities, banks, grocery stores, and other essential appointments within a reasonable travel radius.

Our Veterans Villages are designed to serve as hubs for community engagement and support. We actively partner with like-minded charities, organizations, volunteers, the Department of Veterans Affairs, American Legion, VFW, State Bar Association, and community members to provide additional services and resources that help transform our residences from simply a place to live into a true home for the veterans we serve.

This 20+ Million dollar privately-funded investment into Coral Springs and its veteran community will provide a place of dignity, hope, and respect for our nation's heroes.

Respectfully,

Gavin Naples, Esq.
Executive Vice President

10/8/26

Tunnel to Towers Foundation
Answers to City of Coral Springs Outstanding Questions Regarding Proposed Use

The Descriptive Narrative states: "We are dedicated to providing our nation's heroes with a pathway to reintegrate into the community through high-quality, long-term supportive housing and comprehensive wraparound services."

1. Please provide specific information on the long-term supportive housing and comprehensive wraparound services. We are providing permanent affordable housing to men and women veterans. We have on-site staff to assist veterans with veteran-related issues specific to VA compensation, employment, opportunities, financial literacy, family reintegration and legal issues. If you have specific questions, they will be answered with the planning and zoning meeting on November 9.
2. What is the term of the leases for rental, i.e., annual leases, monthly? Yearly
3. Will all residents be Coral Springs veterans? Will veterans residing in Coral Springs be granted priority consideration for residency at this facility? If so, how many units are proposed to be allocated for this purpose? Veteran residents of Coral Springs will be prioritized and given preference. We do not intend to transfer people from other cities or states into the area.
4. Are all units proposed to be single occupancy with one resident per unit? Are families or couples permitted at this facility? Yes, one occupant per unit. Families are taken care of through our National Case Management Network, which assists veterans with obtaining housing throughout all 50 states in US territories. We have housed nearly 27,000 veterans and 15,000 of their children in the last four years.
5. What are the monthly fee ranges for rentals? Are they considered affordable housing? If so, at what percent of Area Median Income? Fees are never more than the affordable housing maximum in the area and include all utilities as well. We are not claiming affordable housing credits or looking to be deemed an affordable housing project. However, our rates are considered "affordable." The fee would likely be at or below 60% AMI.
6. What are the guest and visitor rules? Are visitors allowed overnight? Residents are welcome to host visitors, including overnight guests, reflecting the independent nature of permanent housing.

7. What are the hours of operations for these services? Operations are typically 9:00 AM - 5:00 PM Monday through Friday. However, we have on-site staff 24/7.

8. Are the services available only to the renters? For veterans residing in the city and other cities? The on-site services are only for the veterans living at the Veterans Village. We have alternative methods of helping veterans and other cities and locations, but this is not a site that is open to the public.

9. What are the hours of operation for the Office spaces? Intake offices? See above. 9:00 AM - 5:00 PM

10. What are "entitlement issues" described in your previous email? Entitlement issues are VA related compensation claims and helping veterans get the most out of the government entitled awards for putting their lives on the line for everyone included in this email.

11. Can you provide marketing materials or flyers that have been distributed in the city or others? See attached.

12. Are the services provided in Jacksonville or other Florida cities the same as what is proposed at this location? Yes

It also states: "Our programming is designed to address each veteran's unique emotional, financial, and physical needs, helping them achieve stability, independence and an improved quality of life."

1. How do you address emotional, financial, and physical needs?

   a. Do you provide onsite medical, behavioral, physical services? If so, what is the scope? Where are the services provided? What licensure do they have? We have a licensed clinician on site. However, this is not a medical facility, and we do not provide medical services, medication dispensing, or formal mental health treatment. The clinician's role is limited to providing supportive guidance and wellness-focused conversations, similar to a light-touch therapist or counselor. Participation is voluntary, and these services are offered solely as an amenity for residents.

   b. Are addiction recovery services provided? Recovery support groups? Detox services? Will there be any third party that provides these services at the site? We do not offer detox services as this is not a recovery or substance abuse treatment

center. Our services are focused on supporting veterans. If a group touches on recovery in the course of a veteran centered support group, it is merely tangential.

c. Are medical professionals (doctors, nurses, medical assistants, etc.) staffed at the facility? No

d. Do you provide vehicle transportation to and from the services if they are not provided on site? Are they to specific locations or doctors? What is the "reasonable travel radius"? Is this paid transportation or free for the residents? Yes, we will provide free transportation for veterans that are older or do not have vehicles. Most of our veterans are employed and do have vehicles, however. There are not specific locations back and forth.

e. Provide the location of the Veterans Medical Center which will service the residents. While we do not mandate where veterans get their care from, VA Hospital Tamarac Commercial Blvd is within 20 minute driving distance from the village.

f. The site plan demonstrates 6 handicapped parking spaces. Are additional handicapped parking spaces needed for the residents served at the facility? Additional handicap spaces are not required. This is not a facility specifically for severely disabled individuals, nor is it an assisted living facility.

Additionally, it provides: "Our extensive amenities buildout includes: libraries, game rooms, multipurpose space, workforce development rooms, case management offices, canteens, dining areas, gyms, lounges, free laundry facilities, zen gardens, memorial areas…." "These services include education assistance, employment training, financial literacy, budgeting, credit counseling, case management, and more."

1. It was previously described that no on-site food service is provided; however, the site plan shows a floor area dedicated to "Canteen". Provide a description of the operations of the canteen. Is this paid or free? Our canteen is akin to a grab and go. It has soft drinks and snacks. There is no hot food prepared at the Veterans Village, nor are veterans receiving three meals a day from the Tunnel to Towers Foundation.

2. The floor plan does not demonstrate dining areas. Is this proposed on site? If not, the letter must be revised. Dining areas are a few tables and chairs that we provide in the lobby next to our warming kitchen. Again, no food is prepared on-site for our

veterans. If we host a Thanksgiving or Christmas Day event and we have to warm up some turkeys and stuffing, that is what the warming kitchen is for.

3. Provide a list of activities that take place in the meeting room and multipurpose room. Game nights, movie nights, art classes, music classes, Town Hall meetings, etc.

4. The statement within the narrative describes the library and game room amenities, which are not included in the site plan submittal. Confirm whether they are being provided and in which rooms. These take place in the multipurpose room. We have shelves with books and little reading nooks where veterans can read and relax.

5. Is the space dedicated to Clothing for donations to the residents or for purchase by them? We have donations of only new clothing that are distributed to the veterans if they need them for employment opportunities, and the like. These are not for sale items. We do not take anything that is used or worn.

6. Are the free laundry facilities for residents to use themselves or is this a service provided by staff? These are free, laundry facilities, inclusive of washers and dryers for the veterans use. On-site staff does not provide laundry service for the veterans.

7. Are the services related to employment training, financial literacy, budgeting, credit counseling provided in a classroom setting, individualized or both? Do you have program documents provided at other facilities? They can be done individualized or group setting, depending on the veteran's preference.

8. Case Management Offices: What type of case management? Does this include onsite behavioral, mental, or physical services? Provide specific examples. Case management is traditional parlance. These individuals are not licensed medical professionals or doctors. They serve as Veteran Advocates who assist veterans with veterans-related issues and support services. This includes guidance with VA disability compensation claims, employment opportunities, benefits navigation and other challenges or goals that veterans wish to address. Any specific questions will be addressed at the November 9 Planning and Zoning meeting.

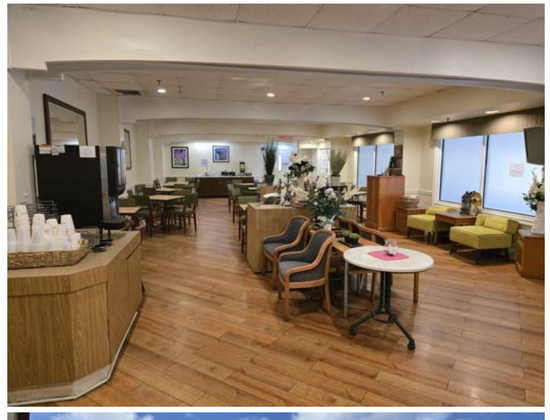
"We have a rigorous screening and intake process to ensure veterans who have been dishonorably discharged or who have a history of sexual offenses or major violent crimes are not eligible for residency." " To further enhance safety, all properties are equipped with 24/7 CCTV surveillance, beautified perimeter fencing with controlled access points, blue light emergency stations, and license plate recognition technology."

1. Provide the screening and intake process. Timeframe for approval. The type of background check. We run typical background checks on our veterans for criminal history. No different than any you would ever see in the residential context with another landlord. We substantiate a veterans status through their DD214 confirming honorable discharge. The screening process takes approximately three weeks.
2. What type of violent crimes are eligible for residency? If an assault and battery occurred 40 years ago, and there has been no subsequent criminal history, discretion may be provided in that type of scenario.
3. Are walk-in rental services provided? No
4. The fencing demonstrated on the previously submitted plans does not meet code and any fencing proposed on site would require compliance with code unless a special exception is approved. Confirm if this is no longer being proposed. If it is no longer being proposed, the narrative needs to be updated. Confirmed.

















TUNNEL TO TOWERS VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

REVISIONS

NO.	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

T2T CORAL SPRINGS
08/28/2026

EXISTING CONDITIONS

AS100

NOT FOR CONSTRUCTION

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Tunnel to Towers Foundation

Coral Springs Veterans Village

3701 N University Drive, Coral Springs, FL

OUR MISSION



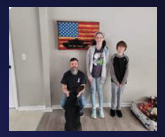
Since 9/11, the Tunnel to Towers Foundation has provided over 2,000 mortgage-free homes to catastrophically injured service members, the families of Fallen First Responders, and Gold Star families throughout the United States.

We have also made the commitment to provide every veteran who signs up to protect our country and our freedoms, access to permanent housing and supportive services.

OUR IMPACT









By end of 2026, through our Veterans Villages, National Case Management Network, and HUD-VASH team, our Foundation will have provided housing assistance and access to supportive services to:

27,500 VETERANS AND OVER 15,000 CHILDREN

This number will grow exponentially in the years to come as we grow our team, strengthen our relationship with the VA on a federal level, and continue to form strategic alliances with other organizations in the space.

1ST PRONG

"Veterans Villages"

To address the problem of affordable housing head on, T2T is building Veterans Villages in large metro markets throughout the United States.

To date, we are under development and construction of over 2,000 units of permanent supportive housing, across 19 different projects.

We intend to develop 100 Veterans Villages nationally within the next decade.



Option 1: Adaptive Reuse

The Foundation is currently purchasing distressed hotels (of approximately 100-150 units) to gut rehab and renovate into Long Term Supportive Housing complexes with 24/7 wrap-around supportive services on site. At 3701 N University Drive, we will gut renovate the existing dilapidated La Quinta and transform it into a beautiful home for 100 men and women veterans.



Option 2: Ground Up Development

The Foundation is currently purchasing raw land to entitle and develop Long Term Supportive Housing complexes with 24/7 wrap-around supportive services. Where feasible, we are also constructing a community of Comfort Homes (500 square foot, completely furnished homes) which are utilized by our older veterans, so they can have a **permanent place to call home**.

1ST PRONG
"Veterans Villages"

Intake, Screening, and Safety

The safety of our residents and surrounding community is of paramount importance to us.

All of our Veterans Villages include:

-24/7 CCTV surveillance capturing the entire village;

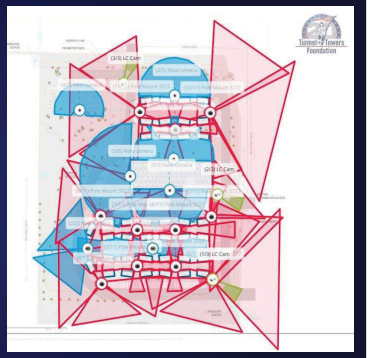
-Controlled entrance and exit from the village;

-Blue light "safety zones" and license plate scanners;

-24/7 staff of Full-Time Tunnel to Towers Employees. Our Villages are always manned with trained professionals, including case managers, peer support specialists, entitlements specialists, and employment specialists.

Further, Tunnel to Towers screens out all veterans who are dishonorably discharged, have any record of sexual offenses, or dangerous felony record, and these individuals will be precluded from the site.

Our Villages are not open to the public, and our residents have no time limit of stay – this can be their permanent home.



1ST PRONG
"Veterans Villages"

ATLANTA VETERANS VILLAGE TOUR

View our full list of amenities, including gyms, game rooms, libraries, workforce development rooms, dining rooms, screening rooms, case management suites, and lounges.

Link to the tour:

https://vv-tours.t2tassets.org/atlanta/?lang=en&id=intro

Veteran Alton M.
Houston, TX

Houston Veterans Village

Alton, an 89 year old Navy Veteran, was defrauded out of a substantial amount of money in early 2024, leaving him unable to pay his rent. He was being evicted from his apartment and had 2 days before the Sheriff would be putting his items to the curb. Alton explained that God answered his prayers about a place to live. His son happened to drive by the Village and stopped in. There were no roadblocks for him to be accepted into the Village.

He recently moved into a comfort home and he loves that he has privacy, a wide shower and and a ramp to get into his unit. He says he now feels at home.

Alton is so grateful for his new comfort home and that he can celebrate his 90th birthday in May with his beloved service dog and all of his new friends at the Houston Veterans Village.





Veteran James H.
Houston, TX

Houston Veterans Village

Upon graduating High School, James decided to join the Army because he wanted to take part in his country's pride and serve the Constitution. He explained the service was the foundation of his life and set him up for a lifetime of success. After leaving the service, he began working at Halliburton.

After James' wife divorced him however, he experienced a very low point in his life, which lasted years. On his road to redemption, he was sent to the West Houston Hospital. He heard another veteran talking about how nice the new Houston Veterans Village was, so he decided to come and see it for himself. He immediately became enamored with the property and moved in about 6 months ago.

James just transferred into one of our Comfort Homes, and he plans to stay for several years because he loves the structure of the community and the camaraderie he has built with the other residents and our staff.





Veteran Michael L.
Atlanta, GA

Atlanta Veterans Village

When Mike applied for housing at the Atlanta Veterans Village, he was spending nearly every dollar just to keep a roof over his head. With so much of his income going toward temporary housing, saving money and paying down debt felt impossible.

Now that he's moved into the Village, he has comfort in knowing he does not consistently have to fear eviction. Mike is working with our employment coordinator, entitlements coordinator, and his assigned case manager to increase his VA benefits, budget his monthly expenses, pay off his remaining debt, and find a more sustainable employment opportunity.

Mike hopes to reunite with his family under one roof once he is ready.





1ST PRONG
"Veterans Villages"

Currently Open:
Houston, TX
Atlanta, GA
Charleston, SC
Memphis, TN

Opening 2026:
Harrisburg, PA
Detroit, MI
Denver, CO

Opening 2027:
Bradenton, FL
Bayville, NJ
Buffalo, NY
Long Island, NY
Charlotte, NC
Birmingham, AL
Jacksonville, FL
Las Vegas, NV

Opening 2028:
Mayaguez, PR
Savannah, GA
Northfield, NJ
Dallas, TX
Cleveland, OH
Austin, TX
Coral Springs, FL
Virginia/D.C.



SERVICE CATEGORIES WITHIN VETERANS VILLAGES AND NATIONAL CASE MANAGEMENT NETWORK

Case Management
Behavioral Health Assistance
Employment Support
Entitlements Support
Legal Advocacy
Civilian Transition Assistance
Clothing/Toiletries
Disability Assistance
Education and Vocational Training

Financial Literacy & Budgeting
Meal and Nourishment Assistance
Family Reunification
Healthcare/Medical Navigation
Housing Assistance
Life Skills Training
Mental Health Support
Minority Affairs
Peer Support

Community Outreach
Pet Care / Assistance
Recreational Activities
Addiction Support
Temporary Lodging
Spouse and Family Needs
Transportation
VA Claims Navigation
Meditation and Wellness Courses

Our Program offers a "Hand Up", not a handout. Our Veterans pay monthly program fees to reside at the Village, and they participate in a carefully-curated service plan tailored to fit their specific set of needs, desires, and short-term and long objectives. Our ultimate metric of success is reintegration back into civilian life, including entrepreneurial career placements, family reunification, and financial stability and independence.

2nd PRONG
National Case
Management Network

Outside of large metro areas, our team provides for any and every veteran and their family, **no matter their location**.

Our National Case Management Network includes a team of Tunnel to Towers intake specialists, case managers, housing coordinators, and employment coordinators who work together to house veterans and their families and provide access to our network of more than **2,000 supportive service providers.**

Once housed, our case managers work on a client-specific plan of sustainability which includes assistance in obtaining their VA benefits, employment opportunities, and rehabilitation centers, mental health clinics and legal aid societies.

We offer assistance in the form of: first month's/second month's rent, security deposits, application fees, brokers fees, mortgage/rental arrears, food allowances, transportation allowances, and utility payments.







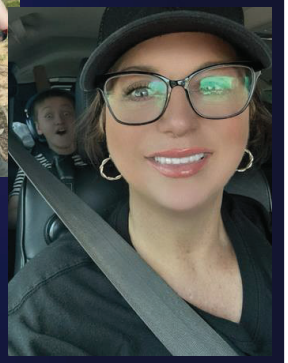


Veteran Todd S.

Spring Hill, TN

National Case Management Network





When Todd, a 58 year old Veteran, lost his job and failed to make 2 rental payments, the manager of the motel that Todd, his wife and 2 young children were residing in, kicked them out.

The day they were evicted, T2T stepped in, placed them immediately in a new housing accommodation, and began working closely with Todd on getting his life back on track.

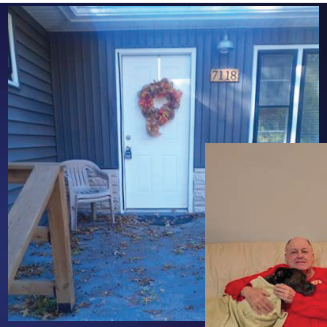
Through months of generating housing leads, working with Williamson County Alliance for housing eligibility, and assisting Todd with re-certifying his CDL license, T2T was able to help Todd secure a new job, and obtain an apartment his family could afford.

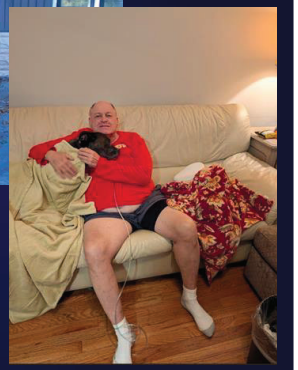
Todd and his family were able to achieve long-term housing, and now Todd has begun a savings plan to one day buy his family a new home.

Veteran Paul B.

Kansas City, MO

National Case Management Network





Due to a terminal illness which put him in serious financial hardship, Paul and his dog Blue were evicted 3 months ago and wound up living in a car. His landlord destroyed all of his belongings after his eviction, leaving him in a very bad spot.

T2T stepped in and placed Paul in housing immediately, so he could take a deep breath. Our case management team then helped Paul finalize his VA paperwork and collaborated with local brokers to secure him a new apartment near his family and his doctors, paying his first month's rent, security deposit, and pet fee.

We then assisted him with furnishing his new apartment to make sure he and Blue are comfortable and warm this winter.

"I can't express our gratitude enough for everything T2T did for me and Blue!" - Paul B.

3rd PRONG
HUD - VASH
Services

VA | U.S. Department of Veterans Affairs

Our team has grown to include our new HUD-VASH Services division, which works directly with VA Case Workers to provide financial assistance to rapidly secure housing for veterans and their families throughout the nation.

With the help of our HUD-VASH Services team, the Tunnel to Towers Foundation is now providing assistance to veterans and their families in all **50 states in the nation, as well as Puerto Rico and Guam.**

*"I wanted you to know how much I appreciate T2T being able to pull something together at the last minute for the family I was working with. We were able to get them into their new unit before the cold and snow hit. I just wanted you to know that you made a **big difference yesterday**. I wish you could have seen the **relief in their eyes**. I know you and the entire T2T team do amazing work all the time, but you may not always get to hear about the difference your work is making." - VA Case Manager, Colorado*



TUNNEL TO TOWERS PRESENCE IN FLORIDA

Our Smart Home and Gold Star Programs have built homes/paid off mortgages for over 30 veterans and their families in the state of Florida.

SGT Corey Kent, ARMY
Sgt Michael Nicholson, USMC
U.S. Army Sergeant First Class Sualauvi Tuimaleali'ifano
Capt Yessenia Buckley, USMC
SPC James Donaldson, Army
SGT US Army Luis Antonio Oliver Galbreath
MSG Jose J. Gonzalez
USMC Captain Dustin Ryan Lukasiewicz
Army Sergeant Aaron Blasjo
US Army Sergeant LaDavid Terrence Johnson
First Lieutenant Ivan Derek Lechowich
US Navy CDR Charles Alphanzo Harris
Army Sergeant Robert Thronton
Army Specialist Jordan Schumann

Seabee Petty Officer 1st Class Peter Reid, NAVY
SFC Anthony Kenworthy, ARMY
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PFC Ezequiel Rodriguez-Guadalupe, ARMY
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US Army Master Sergeant Luis Felipe DeLeon-Figueroa
USN LCDR David Douglas Meadows
US Marine Corps Staff Sergeant Nicholas E. Ramoutar
Army Sgt. Terrence Hinton
Army SFC Benjamin Franklin Bitner
US Army CW2 Stephen Michael Shull
U.S. Coast Guard Chief Warrant Officer Michael Kozloski
HM3 US Navy Travis Levy Youngblood
Christophe Marquis





TUNNEL TO TOWERS PRESENCE IN FLORIDA

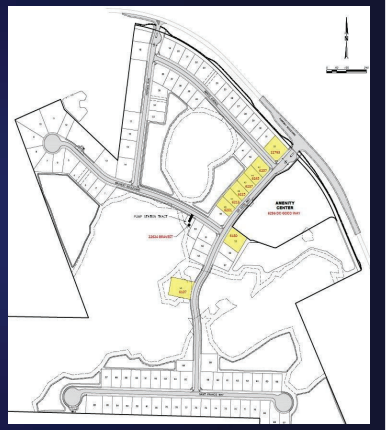
The *Let Us Do Good Village* — a first-of-its-kind neighborhood — will be comprised of more than 90 mortgage-free homes in Florida's Pasco County, 20 miles north of Tampa. The Village will be home to a community of wounded veterans, fallen first responder families, and Gold Star families.

The Village is being built on 75-acres in Land O' Lakes, generously donated to Tunnel to Towers by the Esther and Harold Mertz Foundation.

The Village will be more than houses. It will feature world-class amenities — indoor basketball court, swimming pool, tennis court, an ADA-accessible gym, movie theatre, game room and business center. The property will also be outfitted with multiple outdoor playgrounds & so much more.

Tunnel to Towers' hope is to bring families with similar backgrounds together to heal and to help one another.

The Village creates a community of families who will share a special bond, who understand the full weight of what it takes to keep our nation and communities safe.



FUNDING

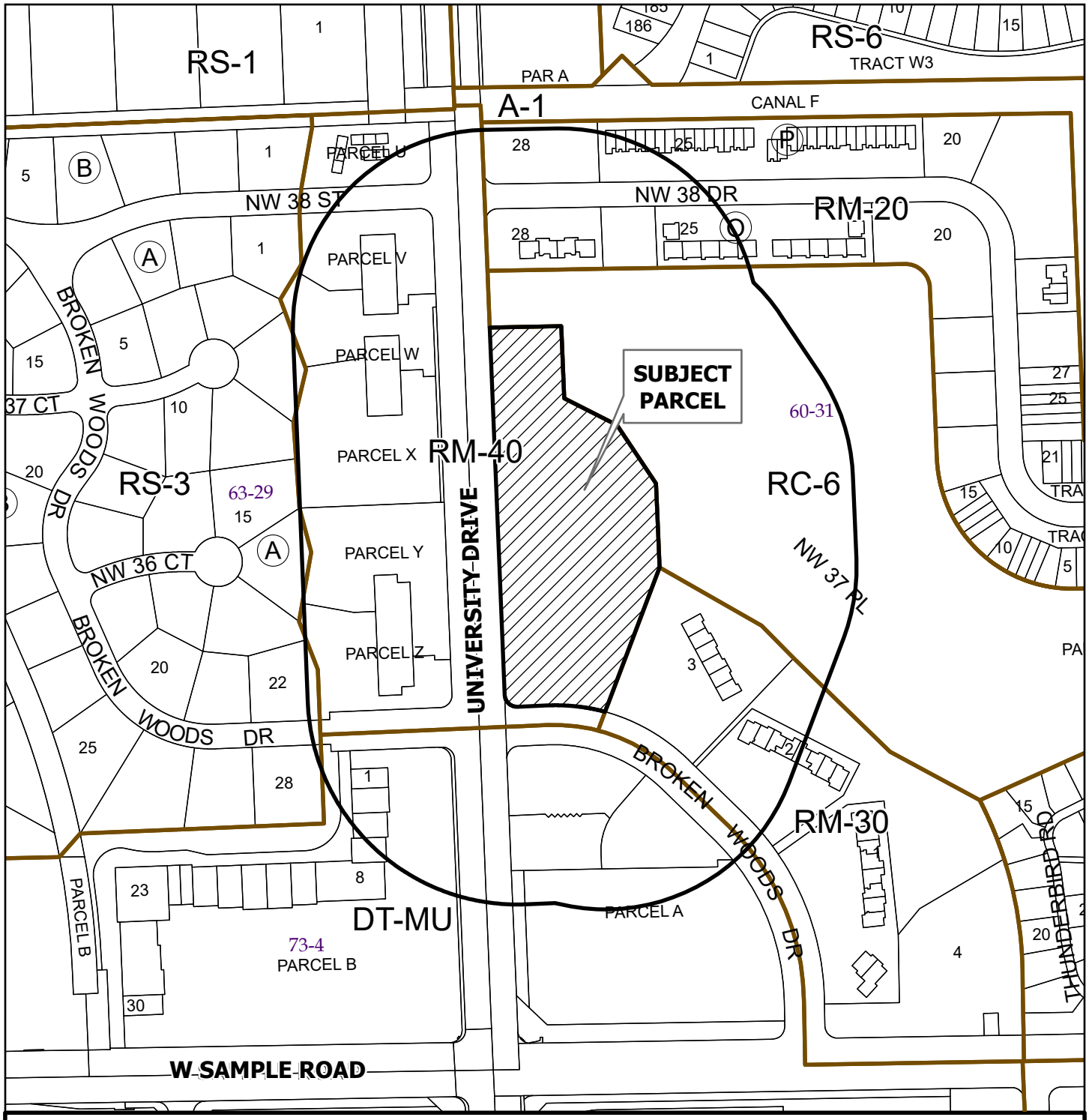
Our $20 Million investment in Coral Springs is fully funded as of today. The acquisition, renovation, and maintenance is funded in perpetuity by the Tunnel to Towers Foundation.

We are not beholden to any government funding or subsided program for maintenance/services, which allows us to be incredibly nimble and responsive to the needs of our veterans and area in real time.

We will ensure the Coral Springs Veterans Village stays a beautiful component of the community forever.



Request	Type	Code Section	Requirement	Proposed
#1	Building Variation	250424 Architectural Variation	5 Foot Setback For 15% Of The Building Length	4 Foot Setback For 23% Of Building Length
#2	Buffering	250153(c) Procedures And Requirements For Conditional Uses Before The Planning And Zoning Board And City Commission	25 feet along North and East Buffer	10' Landscape Buffer with no hedge or wall.
		250430 Required Buffering Adjacent To Abutting Properties	Either A Berm/Wall With A 10 Foot Buffer Or A 35 Foot Buffer Without A Berm/Wall.	
#3	Unit Size	250427(2) Minimum Floor Area	Requires Minimum Width Of Efficiency Units To Be 550 Square Feet	427 square feet for the efficiencies
#4	Unit Width	250427(3) Minimum Floor Area	Requires Unit Width To Be 20 Feet Minimum	13 Feet 7 Inches For Efficiencies. (79 Of The Units-Unit A)
#5	Perimeter Buffer	250833(10) Minimum Landscape Requirements For Zoning Districts	Requires East Line To Have 67 Trees And 45 Shade Trees	Reduced Landscape In The East Buffer Areas. Only Provided 47 Total Trees With 22 Being Shade Trees.
#6	Parking Lot Landscape Islands	250833(13) (C)	5 Foot Landscape Buffer In Parking Lots And Landscape Islands Required To Be 9x18	Maintain existing parking and grading configuration.
#7	Parking Lot Curbing	250814 - Parking Lot Curbing – Continuous Class D	Requires Continuous Class D Curbing Around Parking Spaces And Vehicular Use Areas	No Curbing, Proposing Wheel Stops.



October 22, 2026

SE26-0007 & CA26-0004
PORTIONS OF PARCEL PARCEL A & B
CORAL SPRINGS VILLAGE GREEN 60-31
FOLIO #484115032122

Subject Parcel

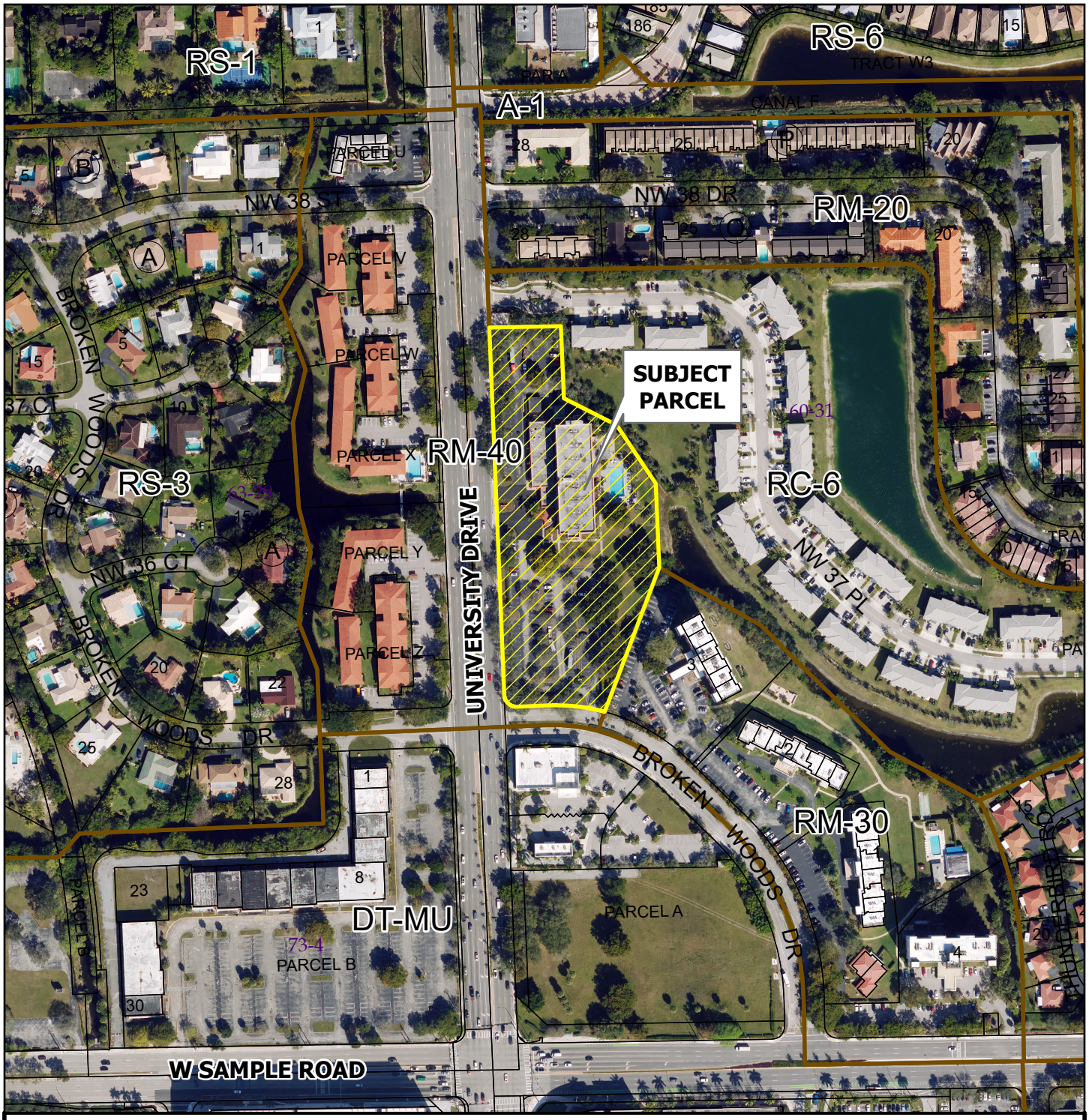
Zoning District

400' Buffer

0 75 150 300
US Feet

CORAL SPRINGS
EVERYTHING UNDER THE SUN

Jlane 10-22-2026



October 22, 2026

SE26-0007 & CA26-0004
PORTIONS OF PARCEL PARCEL A & B
CORAL SPRINGS VILLAGE GREEN 60-31
FOLIO #484115032122

Subject Parcel

Zoning District

0 75 150 300
US Feet

CORAL SPRINGS
EVERYTHING UNDER THE SUN

Jlane 10-22-2026



October 9, 2026

3701 N UNIVERSITY DRIVE CORAL SPRINGS VILLAGE GREEN FOLIO: 484115032122

City Boundary

1,300' Buffer

Subject Parcel

EXISTING FACILITY: 3208 NW 90 AVE

CORAL SPRINGS
EVERYTHING UNDER THE SUN

SITE DATA SUMMARY

PROPERTY

ADDRESS: 3701 N UNIVERSITY DR, CORAL SPRINGS, FL, 33065
FOLIO NUMBER : 48-41-15-13-2122
LOT TYPE: CORNER LOT
FRONTAGE: N UNIVERSITY DR & BROKEN WOODS DR
TOTAL SITE AREA: ±4.48 ACRES (±195,226 SF)
FUTURE LAND USE: MULTI FAMILY RESIDENTIAL
ZONING DESIGNATION: RM-40

LEGAL DESCRIPTION: A PORTION OF PARCELS "A" AND "B", CORAL SPRINGS VILLAGE GREEN, PLAT BOOK 60, PAGE 31, PUBLIC RECORDS OF BROWARD COUNTY, FLORIDA.
SEE SURVEY FOR COMPLETE LEGAL DESCRIPTION.

SETBACKS:	REQUIRED	PROVIDED
FRONT:	50 FT	50 FT
SIDE:	N/A	N/A
REAR:	N/A	N/A

BUILDING STRUCTURES

1 BUILDING
BUILDING SEPARATION: N/A - ONE BUILDING
FOOTPRINT: ±24,862 SF
LOT COVERAGE: ± 13%
MAXIMUM ALLOWED BUILDING HEIGHT: 120 FTCURRENT BUILDING HEIGHT: 60 FT

PERMITTED DENSITY: 179 DWELLINGS
PERMITTED DENSITY CALCULATIONS:
40 DWELLING UNITS/ACRE
4.48 ACRES X 40 = 179.2 DWELLINGS

CURRENT DWELLING UNITS: 121
PROPOSED DWELLING UNITS: 100
79 EFFICIENCY UNITS
21 ONE BEDROOM UNITS

SITE DATA SUMMARY CONTINUED

PARKING REQUIREMENTS

MINIMUM REQUIRED STALLS: 160 STALLS

REQUIRED PARKING CALCULATIONS:
1.4 STALLS/UNIT+10% OF TOTAL FOR GUEST
100 UNITS X 1.4 = 140 STALLS
GUEST PARKING (10%)= 14 STALLS
ADA PARKING: 6 STALLS
TOTAL REQUIRED: 160 PARKING STALLS

REQUIRED PARKING DIMENSIONS:
9 FT X 16 FT

PROPOSED PARKING: 183 (177 STALLS + 6 ADA)

BICYCLE RACK SPACES

MINIMUM REQUIRED BIKE RACKS: 5 OR 15 BIKE SPOTS

PROPOSED BIKE RACKS: 5

OPEN SPACE & IMPERVIOUS AREA

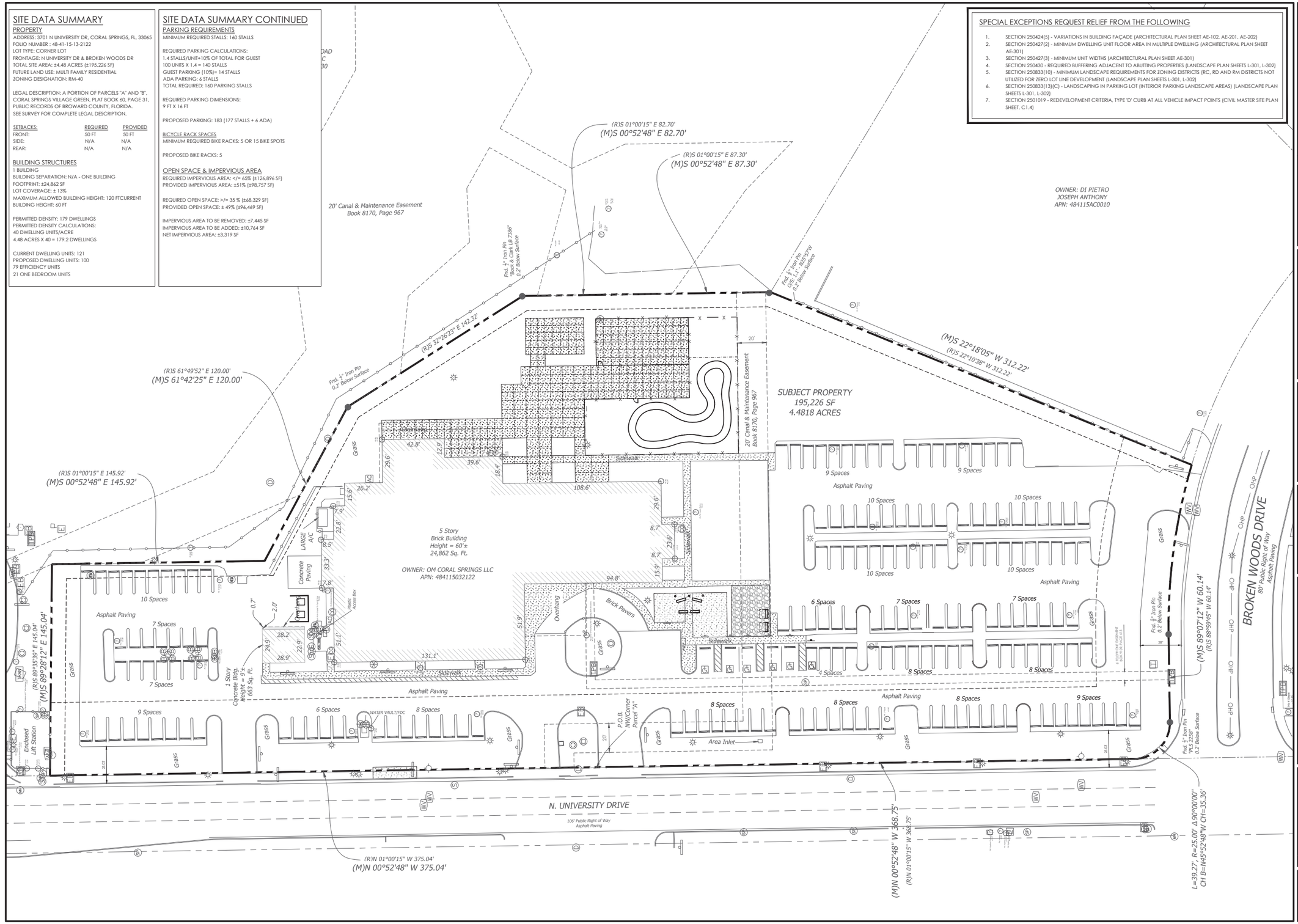
REQUIRED IMPERVIOUS AREA: </= 65% (±126,896 SF)
PROVIDED IMPERVIOUS AREA: ±51% (±98,757 SF)

REQUIRED OPEN SPACE: >/= 35 % (±68,329 SF)
PROVIDED OPEN SPACE: ± 49% (±96,469 SF)

IMPERVIOUS AREA TO BE REMOVED: ±7,445 SF
IMPERVIOUS AREA TO BE ADDED: ±10,764 SF
NET IMPERVIOUS AREA: ±3,319 SF

SPECIAL EXCEPTIONS REQUEST RELIEF FROM THE FOLLOWING

1. SECTION 250424(5) - VARIATIONS IN BUILDING FAÇADE (ARCHITECTURAL PLAN SHEET AE-102, AE-201, AE-202)
2. SECTION 250427(2) - MINIMUM DWELLING UNIT FLOOR AREA IN MULTIPLE DWELLING (ARCHITECTURAL PLAN SHEET AE-301)
3. SECTION 250427(3) - MINIMUM UNIT WIDTHS (ARCHITECTURAL PLAN SHEET AE-301)
4. SECTION 250430 - REQUIRED BUFFERING ADJACENT TO ABUTTING PROPERTIES (LANDSCAPE PLAN SHEETS L-301, L-302)
5. SECTION 250833(10) - MINIMUM LANDSCAPE REQUIREMENTS FOR ZONING DISTRICTS (RC, RD AND RM DISTRICTS NOT UTILIZED FOR ZERO LOT LINE DEVELOPMENT (LANDSCAPE PLAN SHEETS L-301, L-302)
6. SECTION 250833(13)(C) - LANDSCAPING IN PARKING LOT (INTERIOR PARKING LANDSCAPE AREAS) (LANDSCAPE PLAN SHEETS L-301, L-302)
7. SECTION 2501019 - REDEVELOPMENT CRITERIA. TYPE 'D' CURB AT ALL VEHICLE IMPACT POINTS (CIVIL MASTER SITE PLAN SHEET, C1.4)



Digitally signed by Jean Abi Aoun
Date: 2026.10.08 10:25:35-04'00'

NO.	REVISIONS	BY	DATE
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THOMAS & HUTTON
5553 Peachtree Road • Suite 175
Chamblee, GA 30341 • 470.893.1700
www.thomasandhutton.com

OVERALL MASTER SITE PLAN

T2T HVT - CORAL SPRINGS

PROJECT LOCATION:
3701 N UNIVERSITY DR
CORAL SPRINGS, FL 33065

CLIENT/OWNER:
TUNNEL TO TOWERS FOUNDATION
2361 HYLAND BLVD
STATEN ISLAND, NY 10306

30 0 15 30
1 INCH = 30 FEET

DATUM: HORIZ.: #### VERT.: ####

JOB NO:	31934.XXXX
DATE:	9/24/2026
DRAWN:	VG
DESIGNED:	ACW
REVIEWED:	ACW
APPROVED:	ACW
SCALE:	1" = 30'

C1.4

NOTES:
1. ALL SIGNAGE SHALL REQUIRE A SEPARATE BUILDING PERMIT
2. ALL DUMPSTER ENCLOSURES & SITE LIGHTING SHALL REQUIRE A SEPERATE BUILDING PERMIT

(R)S 61°49'52" E 120.00'
(M)S 61°42'25" E 120.00'

Fnd. ½" Iron Pin
0.2' Below Surface

Fnd. ½" Iron Pin
"Bock & Clark LB 7386"
0.2' Below Surface

(R)S 32°26'23" E 142.32'

(R)S 01°00'15" E 145.92'
(M)S 00°52'48" E 145.92'

(R)S 00°35'33" E 145.04'
(M)S 89°28'12" E 145.04'

LANDSCAPE AREA
(SEE LANDSCAPE PLANS)

CONCRETE PAVEMENT
WALKWAY, TYP.

SPECIAL EXCEPTION REQUEST
FOR:TYPE "D" CURB AT ALL
VEHICLE IMPACT POINTS, TYP.

10' LANDSCAPE
BUFFER, TYP.

PROPERTY LINE, TYP.

FENCE, TYP.

FENCED SPORTS COURT

Typ.
Curb Inlet

Gate

10 Spaces

Asphalt Paving

7 Spaces

7 Spaces

9 Spaces

Grass

Enclosed
Lift Station

20.11'

25.02'

10'

1 Story
Concrete Bldg.
Height = 9'±
663 Sq. Ft.

50' BUILDING SETBACK

Concrete
Paving

LARGE
A/C

NEW TRASH ENCLOSURE

Plastic
Access Box

Overhang

0.7'

2.0'

28.2'

24.9'

22.9'

28.9'

51.1'

131.1'

Sidewalk

Asphalt Paving

6 Spaces

WATER VAULT/FDC

8 Spaces

Grass

5 Story
Brick Building
Height = 60'±
24,862 Sq. Ft.

OWNER: OM CORAL SPRINGS LLC
APN: 484115032122

40'

63.5'

33.5'

25'

32'

3.25'

10'

26.75'

8'

12'

23.5'

13.25'

Overhang

42.8'

12.9'

29.6'

39.6'

16.75'

17'

16'

7'

12.5'

18.4'

5'

108.6'

Sidewalk

13.5'

MATCH LINE - SEE SHEET NO. C1.0

LANDSCAPE AREA..
SEE LANDSCAPE
PLANS, TYP

8.7'

23.6'

Sidewalk

FLAG POLES (3)

CONCRETE PAVEMENT
AREA FOR MEMORIAL

MEMORIAL
SIGN (2)

15.9'

99.8'

50'

Brick Pavers

Overhang

51.9'

Grass

Sidewalk

8 Spac

P.O.B.
NW/Corner
Parcel "A"

Grass

Area In

15.6'

2.9'

22.8'

5'

8'

30'

CONCRETE PAD FOR
BUS LOADING ZONE

N. UNIVERSITY DRIVE

106' Public Right of Way
Asphalt Paving

Digitally signed by Jean Abi Aoun
Date: 2026.10.08 10:25:35-04'00'

NO.	REVISIONS	BY	DATE
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DETAILED MASTER SITE PLAN

T2T HVT - CORAL SPRINGS

PROJECT LOCATION:
3701 N UNIVERSITY DR
CORAL SPRINGS, FL 33065

CLIENT/OWNER:
TUNNEL TO TOWERS FOUNDATION
2361 HYLAND BLVD
STATEN ISLAND, NY 10306

20 0 10 20
1 INCH = 20 FEET

DATUM: HORIZ.: #### VERT.: ####

JOB NO:	31934.xxxx
DATE:	10/7/2026
DRAWN:	VG
DESIGNED:	ACW
REVIEWED:	ACW
APPROVED:	ACW
SCALE:	1" = 20'

C1.5

NOTES:
1. ALL SIGNAGE SHALL REQUIRE A SEPARATE BUILDING PERMIT
2. ALL DUMPSTER ENCLOSURES & SITE LIGHTING SHALL REQUIRE A SEPERATE BUILDING PERMIT

Fnd. 1" Iron Pin "Bock & Clark LB 7386" 0.2' Below Surface

Fnd. 5/8" Iron Pin O/S: 1.1' - N23°57'W 0.2' Below Surface

FENCE, TYP.

FENCED SPORTS COURT

LANDSCAPE AREA (SEE LANDSCAPE PLANS)

PROPERTY LINE, TYP.

(M)S 22°18'05" W 312.22'
(R)S 22°10'38" W 312.22'

10' LANDSCAPE BUFFER, TYP.

SPECIAL EXCEPTION REQUEST FOR:TYPE "D" CURB AT ALL VEHICLE IMPACT POINTS, TYP.

SUBJECT PROPERTY
195,226 SF
4.4818 ACRES

LANDSCAPE AREA. SEE LANDSCAPE PLANS

20' Canal & Maintenance Easement Book 8170, Page 967

Sidewalk

9 Spaces | 9 Spaces

Asphalt Paving

10 Spaces | 10 Spaces

10 Spaces | 10 Spaces

6 Spaces | 7 Spaces | 7 Spaces

4 Spaces | 8 Spaces | 8 Spaces

8 Spaces | 8 Spaces | 8 Spaces | 9 Spaces

ADA PARKING

LANDSCAPE AREA. SEE LANDSCAPE PLANS, TYP

FLAG POLES (3)

CONCRETE PAVEMENT AREA FOR MEMORIAL

MEMORIAL SIGN (2)

LANDSCAPE AREA (SEE LANDSCAPE PLANS)

BIKE RACKS, TYP.

6" TYPE D CURB, TYP.

1' CURB TAPER, TYP.

WHITE DOUBLE STRIPING

50' BUILDING SETBACK

6' TELEPHONE EASEMENT BOK 9109 PAGE 615

Fnd. 5/8" Iron Pin 0.2' Below Surface

(M)S 89°07'12" W 60.14'
(R)S 88°59'45" W 60.14'

BROKEN WOODS DRIVE
80' Public Right of Way
Asphalt Paving

Grass

Overhang

Brick Pavers

Area Inlet

P.O.B. NW/Corner Parcel "A"

LANDSCAPE ISLAND, TYP. (SEE LANDSCAPE PLANS)

N. UNIVERSITY DRIVE
106' Public Right of Way
Asphalt Paving

368.75'

Δ 90°00'00"
CH=35.36'

MATCH LINE - SEE SHEET NO. C1.3

GS LLC

Digitally signed by Jean Abi Aoun
Date: 2026.10.08 10:25:35-04'00'

NO.	REVISIONS	BY	DATE
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DETAILED MASTER SITE PLAN

T2T HVT - CORAL SPRINGS

PROJECT LOCATION:
3701 N UNIVERSITY DR
CORAL SPRINGS, FL 33065

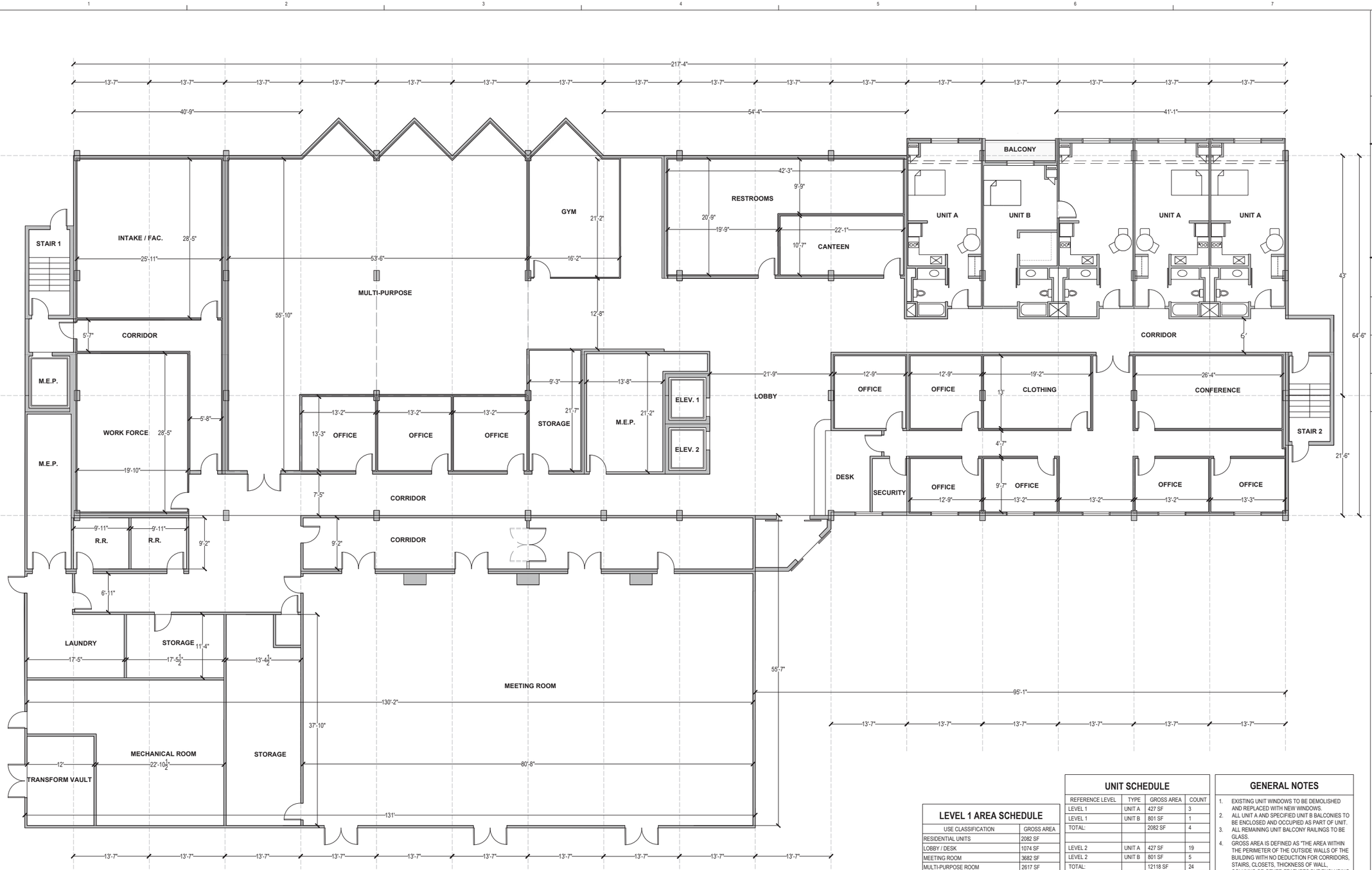
CLIENT/OWNER:
TUNNEL TO TOWERS FOUNDATION
2361 HYLAND BLVD
STATEN ISLAND, NY 10306

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1 INCH = 20 FEET

DATUM: HORIZ.: #### VERT.: ####

JOB NO:	31934.XXXX
DATE:	10/7/2026
DRAWN:	VG
DESIGNED:	ACW
REVIEWED:	ACW
APPROVED:	ACW
SCALE:	1" = 20'

C1.6



A1 PROPOSED FLOOR PLAN - LEVEL 1

SCALE: 1/8" = 1'-0"

LEVEL 1 AREA SCHEDULE

USE CLASSIFICATION	GROSS AREA
RESIDENTIAL UNITS	2082 SF
LOBBY / DESK	1074 SF
MEETING ROOM	3682 SF
MULTI-PURPOSE ROOM	2617 SF
GYM	393 SF
CANTEEN	252 SF
CLOTHING	265 SF
WORKFORCE	599 SF
CONFERENCE	368 SF
OFFICES	1451 SF
STORAGE / M.E.P / SECURITY	2614 SF
LAUNDRY	267 SF
RESTROOMS	865 SF
INTAKE / FAC.	766 SF
CORRIDORS / CIRCULATION	4547 SF
GRAND TOTAL:	21842 SF

UNIT SCHEDULE

REFERENCE LEVEL	TYPE	GROSS AREA	COUNT
LEVEL 1	UNIT A	427 SF	3
LEVEL 1	UNIT B	801 SF	1
TOTAL:		2082 SF	4
LEVEL 2	UNIT A	427 SF	19
LEVEL 2	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 3	UNIT A	427 SF	19
LEVEL 3	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 4	UNIT A	427 SF	19
LEVEL 4	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 5	UNIT A	427 SF	19
LEVEL 5	UNIT B	801 SF	5
TOTAL:		12118 SF	24
GRAND TOTAL:		50554 SF	100

GENERAL NOTES

1. EXISTING UNIT WINDOWS TO BE DEMOLISHED AND REPLACED WITH NEW WINDOWS.
2. ALL UNIT A AND SPECIFIED UNIT B BALCONIES TO BE ENCLOSED AND OCCUPIED AS PART OF UNIT.
3. ALL REMAINING UNIT BALCONY RAILINGS TO BE GLASS.
4. GROSS AREA IS DEFINED AS "THE AREA WITHIN THE PERIMETER OF THE OUTSIDE WALLS OF THE BUILDING WITH NO DEDUCTION FOR CORRIDORS, STAIRS, CLOSETS, THICKNESS OF WALL, COLUMNS OR OTHER FEATURES BUT EXCLUDING UTILITY ROOMS NOT ACCESSIBLE FROM THE INTERIOR OF A DWELLING, UNENCLOSED PORCHES, TERRACES OR BREEZEWAYS AND CARPORTS OR GARAGE" PER CORAL SPRINGS GUIDELINES.
5. PUBLIC ART ORDINANCE: IN ACCORDANCE WITH CHAPTER 6 OF THE CORAL SPRINGS LAND DEVELOPMENT CODE THE OWNER IS TO PAY INTO THE PUBLIC ART TRUST FUND AS CALCULATED USING THE FORMULA ESTABLISHED IN THE USER FEE MANUAL PRIOR TO THE BUILDING PERMIT BEING ISSUED.
6. OWNER SHALL USE THE SERVICES OF THE CITY'S CONTRACTOR, COASTAL WASTE & RECYCLING AND BE RESPONSIBLE TO PAY FOR SUCH SERVICES AS DEFINED IN SECTION 8-1 (CODE OF ORDINANCES, CHAPTER 8-3.B)

TUNNEL TO TOWERS
VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS
FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

N

REVISIONS

NO.	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

STATE OF FLORIDA
MICHAEL D. RODENBURG
AR95900
REGISTERED ARCHITECT

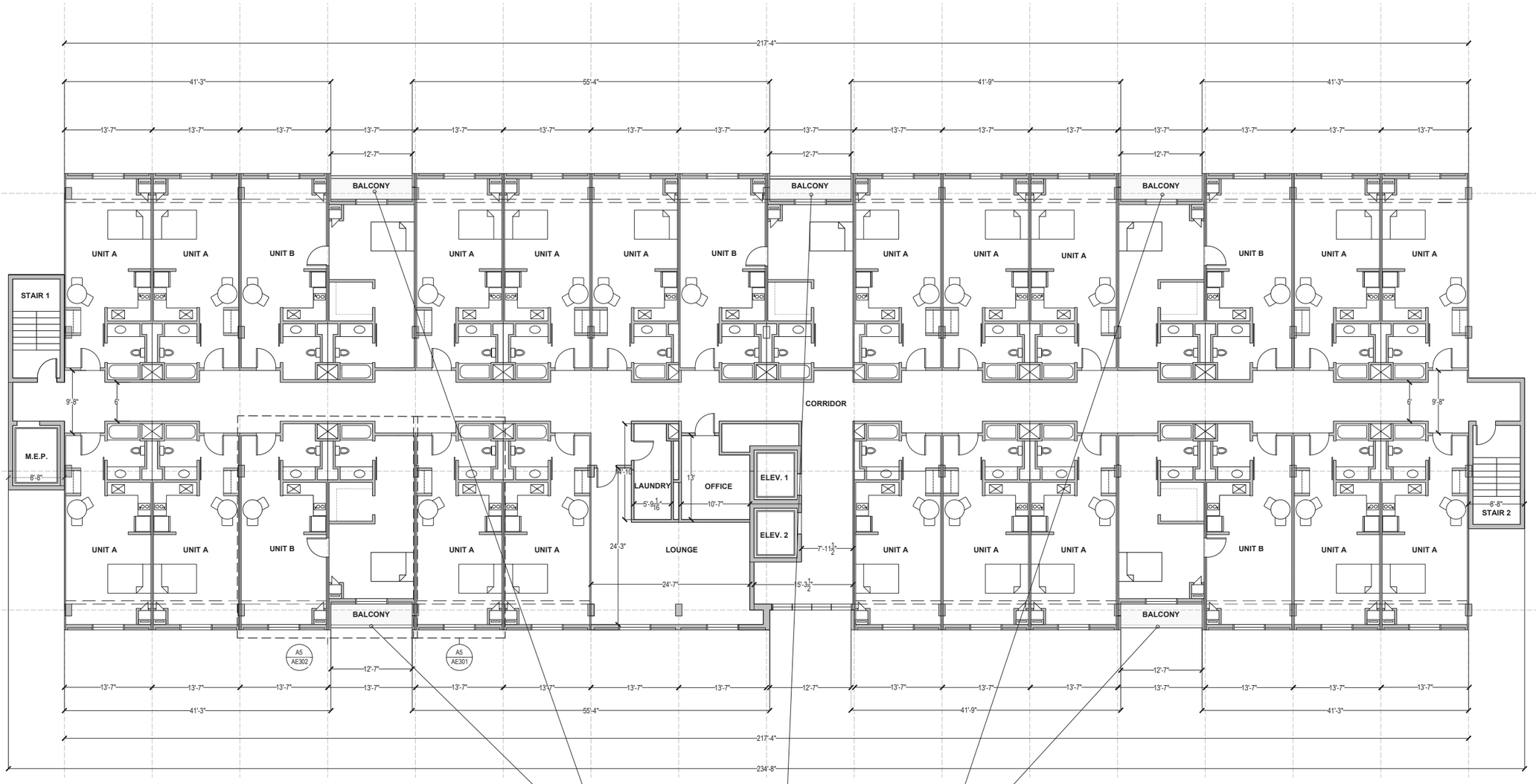
T2T CORAL SPRINGS
10/08/2026

PROPOSED FLOOR PLAN - LEVEL 1

AE101

NOT FOR CONSTRUCTION

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BUILDING SETBACK VARIATION

EXISTING **WEST** FACADE LENGTH : **217'-4"** + **8'-8"** + **8'-8"** = **234'-8"** OR **100%** OF EXISTING FACADE LENGTH

CONTINUOUS VARIATION LENGTH **WEST** FACADE:
41'-3" + **55'-4"** + **41'-9"** + **41'-3"** =
179'-7" OR **77%** OF EXISTING EAST FACADE VARIATION

SETBACK VARIATION LENGTH **WEST** FACADE (PER DIMS PROVIDED ABOVE):
12'-7" + **12'-7"** + **12'-7"** + **8'-8"** + **8'-8"** =
55'-1" OR **23%** OF EXISTING FACADE VARIATION (INCLUDES BALCONIES AND STAIRS)

BUILDING SETBACK VARIATION

EXISTING **EAST** FACADE LENGTH : **217'-4"** + **8'-8"** + **8'-8"** = **234'-8"** OR **100%** OF EXISTING FACADE LENGTH

CONTINUOUS VARIATION LENGTH **EAST** FACADE:
41'-3" + **55'-4"** + **41'-9"** + **41'-3"** =
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SETBACK VARIATION LENGTH **EAST** FACADE (PER DIMS PROVIDED ABOVE):
12'-7" + **12'-7"** + **12'-7"** + **8'-8"** + **8'-8"** =
55'-1" OR **23%** OF EXISTING FACADE VARIATION (INCLUDES BALCONIES AND STAIRS)

SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250424(5) REQUIRING FACADES THAT ARE IN EXCESS OF 100'-0" IN LENGTH, AT LEAST TWO PORTIONS OF THE BUILDING SHALL HAVE A VARIATION IN SETBACK OF AT LEAST 5'-0" IN DEPTH. THE COMBINATION SHALL AMOUNT TO MORE THAN 15% OF THE TOTAL FACADE LENGTH. REFER TO BUILDING SETBACK VARIATION TABLE ON SHEET AE102. EXISTING BUILDING CONFIGURATION PROVIDES +/- 4'-0" VARIATION. SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION. REFER TO SHEET AE301 AND AE302 FOR ADDITIONAL INFORMATION.

AREA SCHEDULE PER LEVEL 2-5

USE CLASSIFICATION	GROSS AREA
RESIDENTIAL UNITS	12118 SF
LAUNDRY	91 SF
LOUNGE	461 SF
OFFICE	134 SF
M.E.P.	74 SF
CORRIDOR / CIRCULATION	2557 SF
GRAND TOTAL PER LEVEL:	15435 SF

UNIT SCHEDULE

REFERENCE LEVEL	TYPE	GROSS AREA	COUNT
LEVEL 1	UNIT A	427 SF	3
LEVEL 1	UNIT B	801 SF	1
TOTAL:		2082 SF	4
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LEVEL 3	UNIT B	801 SF	5
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LEVEL 4	UNIT A	427 SF	19
LEVEL 4	UNIT B	801 SF	5
TOTAL:		12118 SF	24
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LEVEL 5	UNIT B	801 SF	5
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GRAND TOTAL:		50554 SF	100

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4. GROSS AREA IS DEFINED AS "THE AREA WITHIN THE PERIMETER OF THE OUTSIDE WALLS OF THE BUILDING WITH NO DEDUCTION FOR CORRIDORS, STAIRS, CLOSETS, THICKNESS OF WALL, COLUMNS OR OTHER FEATURES BUT EXCLUDING UTILITY ROOMS NOT ACCESSIBLE FROM THE INTERIOR OF A DWELLING, UNENCLOSED PORCHES, TERRACES OR BREEZEWAYS AND CARPORTS OR GARAGE" PER CORAL SPRINGS GUIDELINES.
5. PUBLIC ART ORDINANCE: IN ACCORDANCE WITH CHAPTER 6 OF THE CORAL SPRINGS LAND DEVELOPMENT CODE THE OWNER IS TO PAY INTO THE PUBLIC ART TRUST FUND AS CALCULATED USING THE FORMULA ESTABLISHED IN THE USER FEE MANUAL PRIOR TO THE BUILDING PERMIT BEING ISSUED.
6. OWNER SHALL USE THE SERVICES OF THE CITY'S CONTRACTOR, COASTAL WASTE & RECYCLING AND BE RESPONSIBLE TO PAY FOR SUCH SERVICES AS DEFINED IN SECTION 8-1 (CODE OF ORDINANCES, CHAPTER 8-3.B)

A1 **PROPOSED FLOOR PLAN - LEVEL 2/3/4/5**
SCALE: 1/8" = 1'-0"

TUNNEL TO TOWERS
VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS
FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

N

REVISIONS

NO.	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

STATE OF FLORIDA
MICHAEL D. RODEGHIERO
AR95900
REGISTERED ARCHITECT

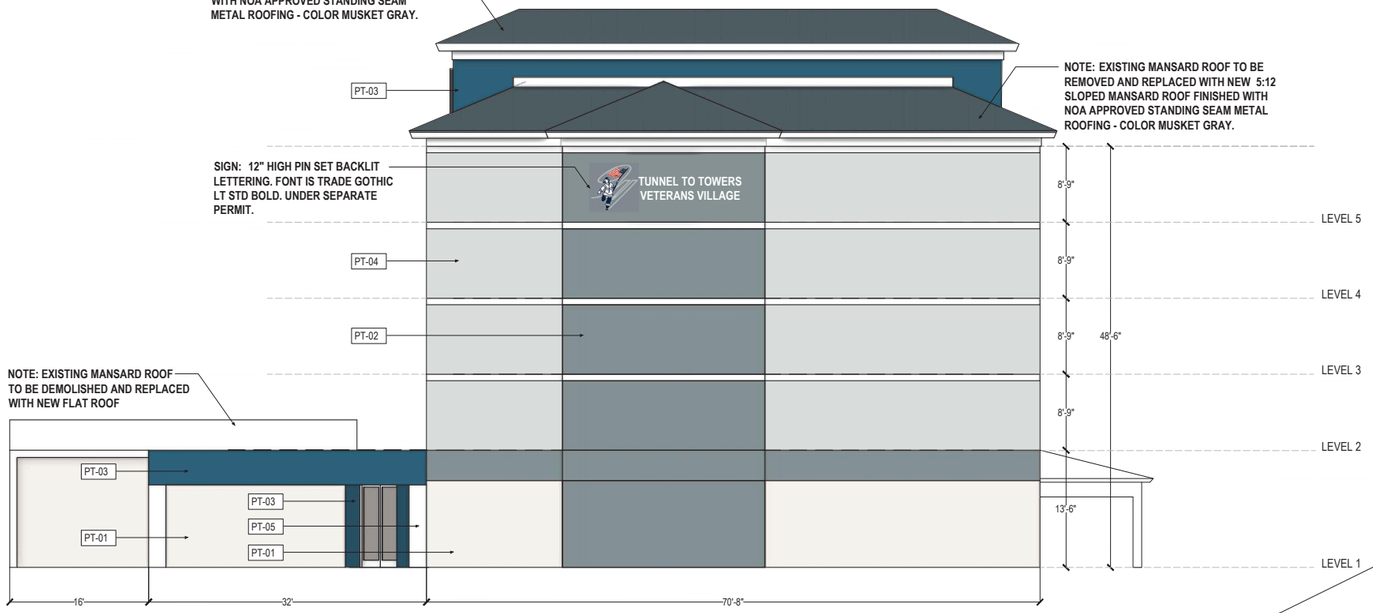
T2T CORAL SPRINGS
10/08/2026

PROPOSED FLOOR PLAN -
LEVEL 2/3/4/5

AE102

NOT FOR CONSTRUCTION

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D1 EXTERIOR SOUTH ELEVATION

SCALE: 1/8" = 1'-0"

SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250424(5) REQUIRING FACADES THAT ARE IN EXCESS OF 100'-0" IN LENGTH, AT LEAST TWO PORTIONS OF THE BUILDING SHALL HAVE A VARIATION IN SETBACK OF AT LEAST 5'-0" IN DEPTH. THE COMBINATION SHALL AMOUNT TO MORE THAN 15% OF THE TOTAL FACADE LENGTH. REFER TO BUILDING SETBACK VARIATION TABLE ON SHEET AE102. EXISTING BUILDING CONFIGURATION PROVIDES +/- 4'-0" VARIATION. SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION. REFER TO SHEET AE301 AND AE302 FOR ADDITIONAL INFORMATION.

BUILDING SETBACK VARIATION

EXISTING **WEST** FACADE LENGTH : **217'-4"** + **8'-8"** + **8'-8"** = **234'-8"** OR **100%** OF EXISTING FACADE LENGTH

CONTINUOUS VARIATION LENGTH **WEST** FACADE:
41'-3" + **55'-4"** + **41'-9"** + **41'-3"** =
179'-7" OR **77%** OF EXISTING EAST FACADE VARIATION

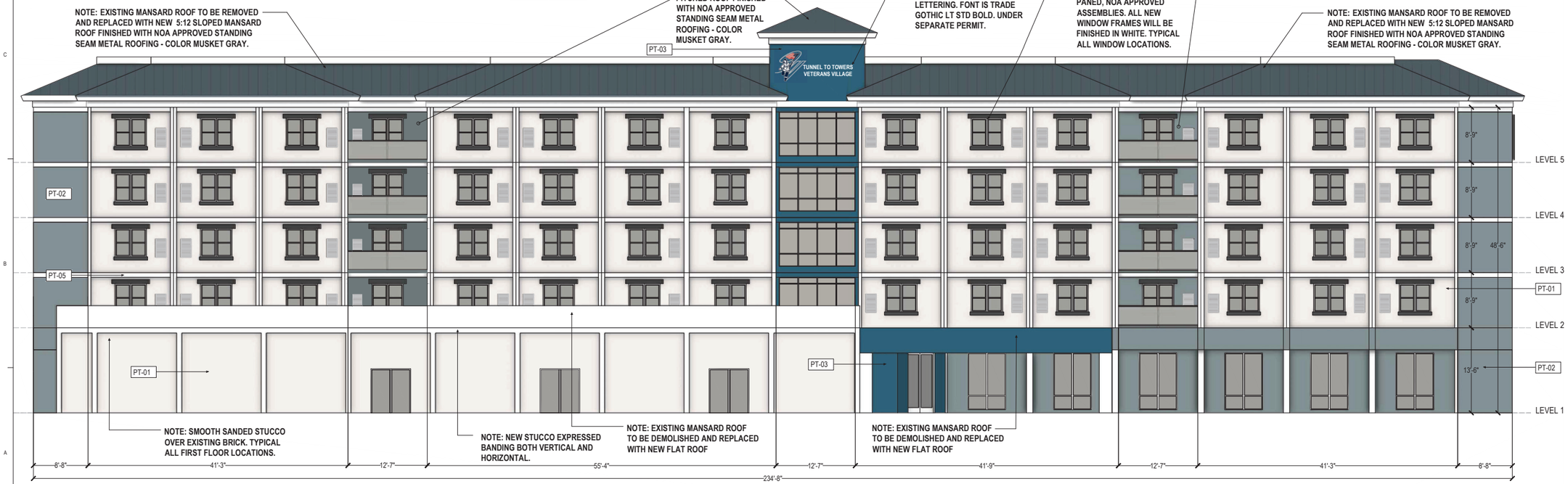
SETBACK VARIATION LENGTH **WEST** FACADE (PER DIMS PROVIDED ABOVE):
12'-7" + **12'-7"** + **12'-7"** + **8'-8"** + **8'-8"** =
55'-1" OR **23%** OF EXISTING FACADE VARIATION (INCLUDES BALCONIES AND STAIRS)

EXTERIOR PAINT LEGEND

PT-01		PPG1048-1 LAUREN'S LACE
PT-02		PPG1036-6 PHANTOM
PT-03		PPG13-27 PLYMOUTH BLUE
PT-04		PPG1001-3 THIN ICE
PT-05		PPG1001-1 DELICATE WHITE

GENERAL NOTES

1. ALL TYPICAL UNIT WINDOWS SHALL HAVE 8" WIDE TOP TRIM AND 6" WIDE BOTTOM TRIM.
2. ALL UNIT TYPE A AND SPECIFIED TYPE B BALCONIES TO BE ENCLOSED. NEW CONSTRUCTION WILL MEET ALL CURRENT CODE REQUIREMENTS.
3. ALL REMAINING BALCONIES TO HAVE GLASS RAILINGS.



A1 EXTERIOR WEST ELEVATION

SCALE: 1/8" = 1'-0"

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LEO A DALY
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WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

REVISIONS

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FILE LOG

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Design	
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Check	

STAMP

STATE OF FLORIDA
MICHAEL D. RODEBAUGH
AR95900
REGISTERED ARCHITECT

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Date: 2026.10.09 14:24:58-04'00'

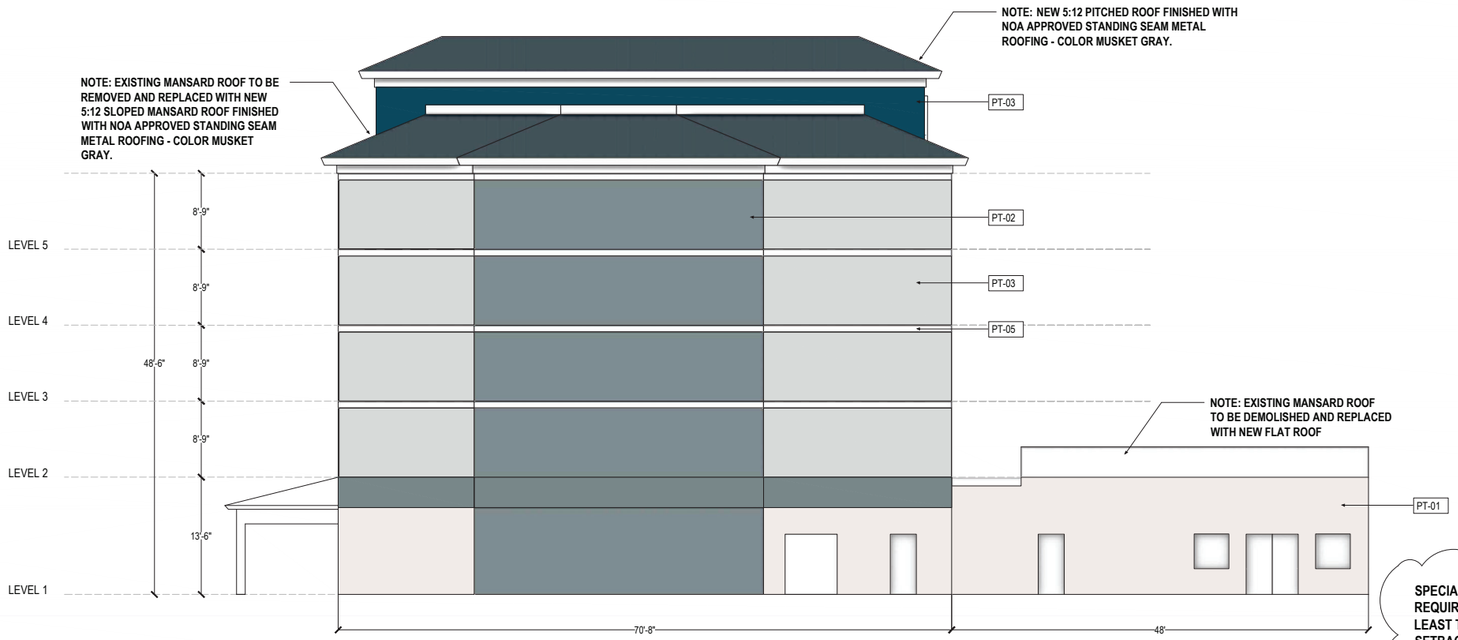
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10/08/2026

EXTERIOR ELEVATIONS - WEST / SOUTH

AE201

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D1 EXTERIOR NORTH ELEVATION

SCALE: 1/8" = 1'-0"



A1 EXTERIOR EAST ELEVATION

SCALE: 1/8" = 1'-0"

BUILDING SETBACK VARIATION

EXISTING **EAST** FACADE LENGTH : **217'-4"** + **8'-8"** + **8'-8"** = **234'-8"** OR **100%** OF EXISTING FACADE LENGTH

CONTINUOUS VARIATION LENGTH **EAST** FACADE:
41'-3" + **55'-4"** + **41'-9"** + **41'-3"** =
179'-7" OR **77%** OF EXISTING EAST FACADE VARIATION

SETBACK VARIATION LENGTH **EAST** FACADE (PER DIMS PROVIDED ABOVE):
12'-7" + **12'-7"** + **12'-7"** + **8'-8"** + **8'-8"** =
55'-1" OR **23%** OF EXISTING FACADE VARIATION (INCLUDES BALCONIES AND STAIRS)

SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250424(5) REQUIRING FACADES THAT ARE IN EXCESS OF 100'-0" IN LENGTH, AT LEAST TWO PORTIONS OF THE BUILDING SHALL HAVE A VARIATION IN SETBACK OF AT LEAST 5'-0" IN DEPTH. THE COMBINATION SHALL AMOUNT TO MORE THAN 15% OF THE TOTAL FACADE LENGTH. REFER TO BUILDING SETBACK VARIATION TABLE ON SHEET AE102. EXISTING BUILDING CONFIGURATION PROVIDES +/- 4'-0" VARIATION. SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION. REFER TO SHEET AE301 AND AE302 FOR ADDITIONAL INFORMATION.

EXTERIOR PAINT LEGEND

PT-01		PPG1048-1 LAUREN'S LACE
PT-02		PPG1036-6 PHANTOM
PT-03		PPG13-27 PLYMOUTH BLUE
PT-04		PPG1001-3 THIN ICE
PT-05		PPG1001-1 DELICATE WHITE

GENERAL NOTES

1. ALL TYPICAL UNIT WINDOWS SHALL HAVE 8" WIDE TOP TRIM AND 6" WIDE BOTTOM TRIM.
2. ALL UNIT TYPE A AND SPECIFIED TYPE B BALCONIES TO BE ENCLOSED. NEW CONSTRUCTION WILL MEET ALL CURRENT CODE REQUIREMENTS.
3. ALL REMAINING BALCONIES TO HAVE GLASS RAILINGS.

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CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS
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LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

REVISIONS

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FILE LOG

ACTIVITY	BY
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Date: 2026.10.09 14:25:17-04'00'

MICHAEL D. RODEBAUGH
AR95900
STATE OF FLORIDA
REGISTERED ARCHITECT

T2T CORAL SPRINGS
10/08/2026

EXTERIOR ELEVATIONS - EAST / NORTH

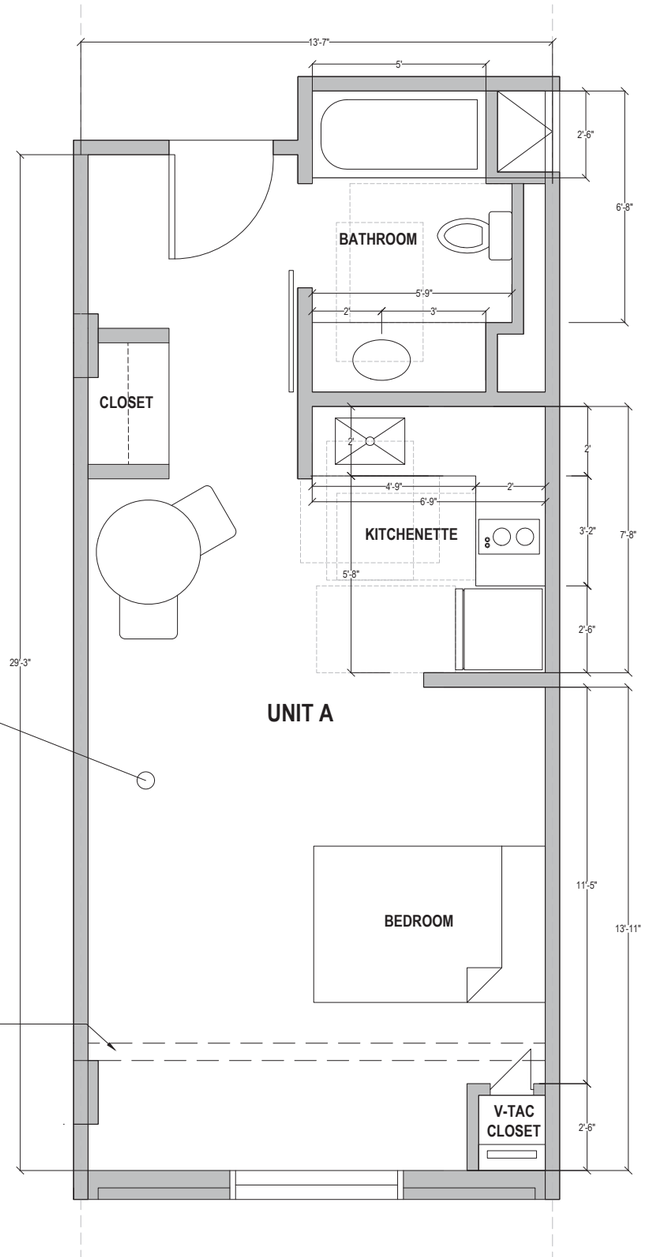
AE202

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GENERAL NOTES

1. ALL UNITS TO COMPLY WITH FHA STANDARDS, REFER TO SHEETS GI003/GI004.
2. 36" X 48" FHA CLEAR FLOOR SPACE.



SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250427(3), REQUIRING MINIMUM UNIT WIDTH OF 20'-0". EXISTING UNIT AND STRUCTURAL LAYOUT IS LIMITED TO 13'-7". SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION.

SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250427(2) REQUIRING MINIMUM UNIT FLOOR AREA IN MULTI-FAMILY DWELLINGS TO BE 550 SF FOR EFFICIENCY UNITS. EXISTING UNIT AND STRUCTURAL LAYOUT IS LIMITED TO APPROXIMATELY 427 SF. SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION. REFER TO UNIT SCHEDULE FOR ADDITIONAL INFORMATION ON SHEET AE101 AND AE102.

NOTE: EXISTING BALCONY TO BE ENCLOSED AND OCCUPIED AS PART OF BEDROOM

A5 **PROPOSED UNIT TYPE A**
SCALE: 1/2" = 1'-0"

TUNNEL TO TOWERS
VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS
FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
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KEY PLAN

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STATE OF FLORIDA
MICHAEL D. RODEBAUGH
AR95900
REGISTERED ARCHITECT

T2T CORAL SPRINGS
10/08/2026

ENLARGED FLOOR PLAN - UNIT TYPE A

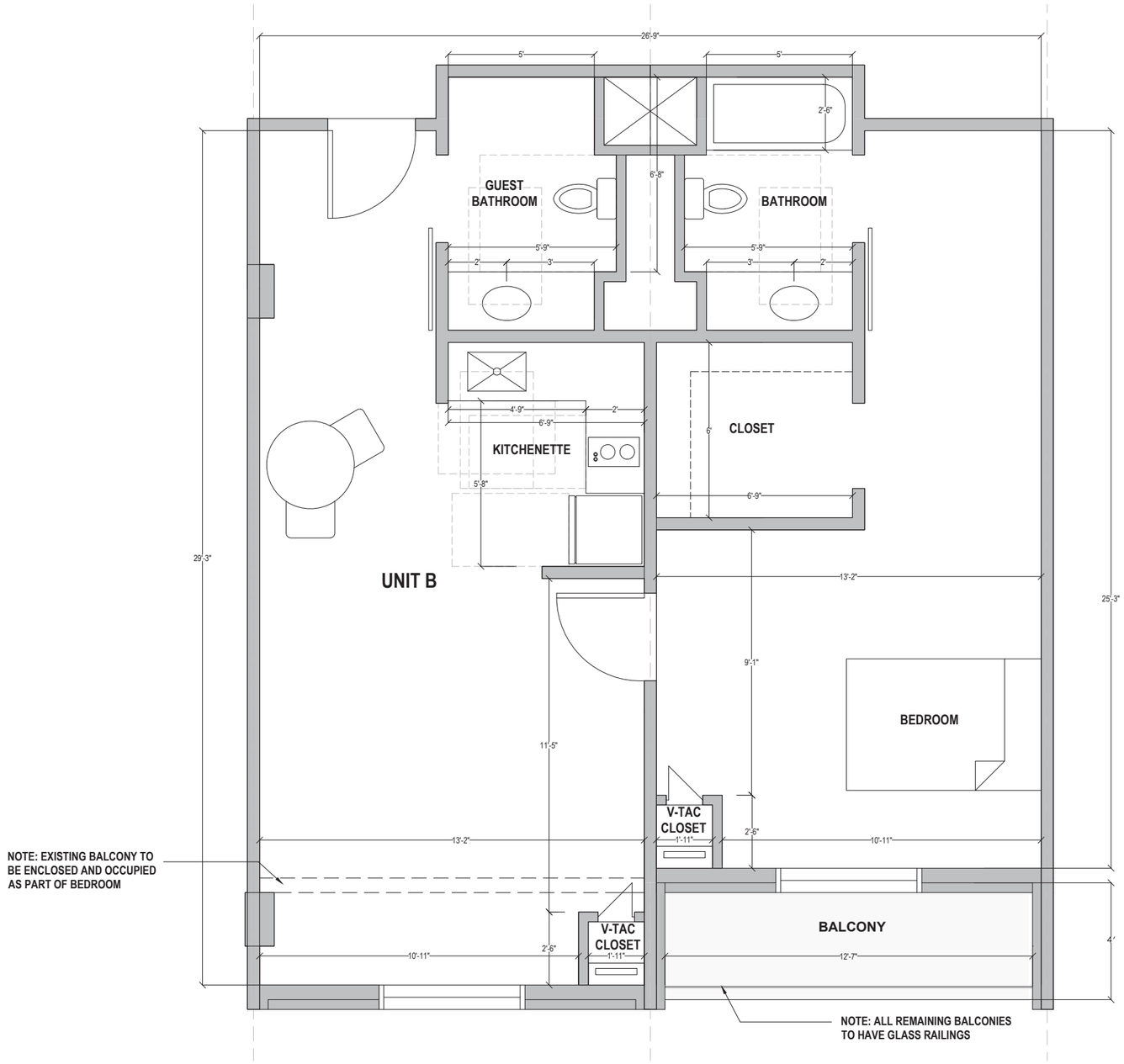
AE301

NOT FOR CONSTRUCTION

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GENERAL NOTES

1. ALL UNITS TO COMPLY WITH FHA STANDARDS, REFER TO SHEETS GI003/GI004.
2. 36" X 48" FHA CLEAR FLOOR SPACE.



A4 **PROPOSED UNIT TYPE B**
SCALE: 1/2" = 1'-0"

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3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

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MICHAEL D. RODEBAUGH
AR95900
REGISTERED ARCHITECT

Michael Rodebaugh Digitally signed by Michael Rodebaugh Date: 2026.10.09 14:25:58-04'00'

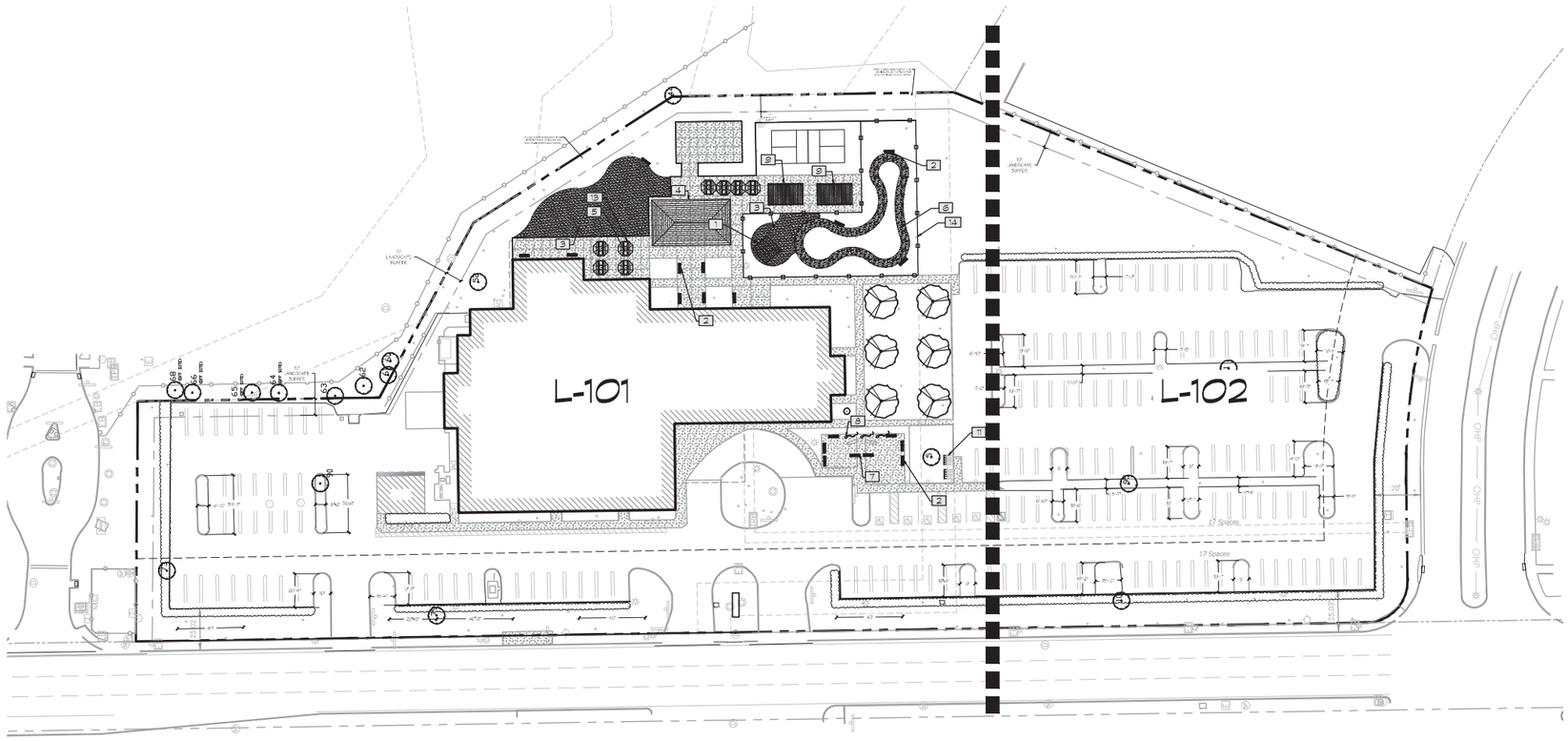
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10/08/2026

ENLARGED FLOOR PLAN - UNIT TYPE B

AE302

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REFERENCE NOTES SCHEDULE

SYMBOL	CODE	DESCRIPTION	DETAIL
	1	PAVILION- 12X12	
	2	BENCH WITH BACK ANOVA - RCPMCG MADISON 6' RECYCLED PLASTIC CONTOUR BENCH	
	3	ARTIFICIAL TURF	
	4	LARGE PAVILION	
	5	PICNIC TABLE ANOVA - T2003R 6' RECTANGULAR RECYCLED PLASTIC PICNIC TABLE	
	6	CRUSHED STONE PATHWAY ALT: PAVERS	
	7	BACKLESS BENCH ANOVA - RCPMFG MADISON 6' RECYCLED PLASTIC FLAT BENCH	
	8	FLAGPOLE	
	9	18X13' PERGOLA PERGOLUX - PREGOLA 4 PRO MAX	
	10	ONEPUL DOG WASTE STATION COLOR - GREEN ITEM# D029	
	11	BIKE RACK ANOVA - BRP300FA ULTRA SINGLE SIDE BICK RACK FUSION ADVANTAGE FINISH 7 BIKE CAPACITY	
	12	GAME TABLE ANOVA - BH1831R-GT BEACON HILL RECYCLED PLASTIC ADA GAME TABLE WITH 3 FLAT SEATS	
	13	UMBRELLA ANOVA - 864FM-SR-NBA 11' FIBERGLASS PULLEY LIFT MARKET UMBRELLA FRAME FINISH - MATTE BLACK	
	14	4' HIGH ALUMINUM PICKET FENCE COLOR: BLACK	

VERLANDER
LANDSCAPE ARCHITECTURE
5203 Pineview Way Apopka, FL 32703
stevensv@verlanderla.com 407-834-4104
www.verlanderla.com

STEVEN P. VERLANDER, PLA
License No. LA666758

HARDSCAPE PLAN

TUNNEL TO TOWERS FOUNDATION
3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS

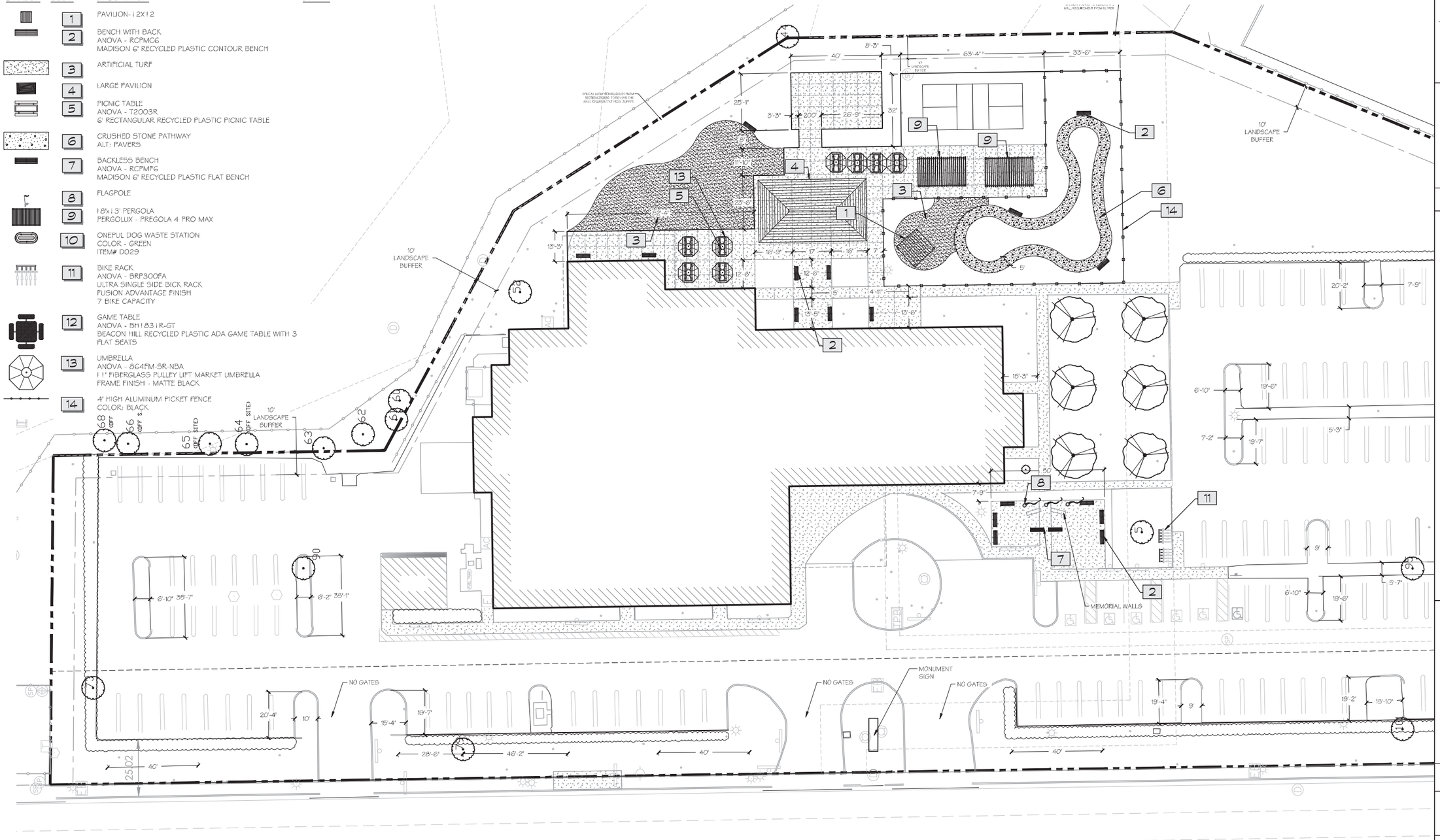
	DESCRIPTION	BY	DATE
1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

0' 20' 40' 80'
SCALE: 1"=40'-0"

PROJ.: 2650
SCALE: 1"=40'-0"
DATE: 8/21/26
SHEET:
L-100

REFERENCE NOTES SCHEDULE

SYMBOL	CODE	DESCRIPTION	DETAIL
	1	PAVILION- 12X12	
	2	BENCH WITH BACK ANOVA - RCPMCG MADISON 6' RECYCLED PLASTIC CONTOUR BENCH	
	3	ARTIFICIAL TURF	
	4	LARGE PAVILION	
	5	PICNIC TABLE ANOVA - T2003R 6' RECTANGULAR RECYCLED PLASTIC PICNIC TABLE	
	6	CRUSHED STONE PATHWAY ALT: PAVERS	
	7	BACKLESS BENCH ANOVA - RCPMFG MADISON 6' RECYCLED PLASTIC FLAT BENCH	
	8	FLAGPOLE	
	9	18'x13' PERGOLA PERGOLUX - PREGOLA 4 PRO MAX	
	10	ONEPUL DOG WASTE STATION COLOR - GREEN ITEM# D029	
	11	BIKE RACK ANOVA - BRP300FA ULTRA SINGLE SIDE BICK RACK FUSION ADVANTAGE FINISH 7 BIKE CAPACITY	
	12	GAME TABLE ANOVA - BH183 I R-GT BEACON HILL RECYCLED PLASTIC ADA GAME TABLE WITH 3 FLAT SEATS	
	13	UMBRELLA ANOVA - 864FM-SR-NBA 11' FIBERGLASS PULLEY LIFT MARKET UMBRELLA FRAME FINISH - MATTE BLACK	
	14	4' HIGH ALUMINUM PICKET FENCE COLOR: BLACK	



VERLANDER
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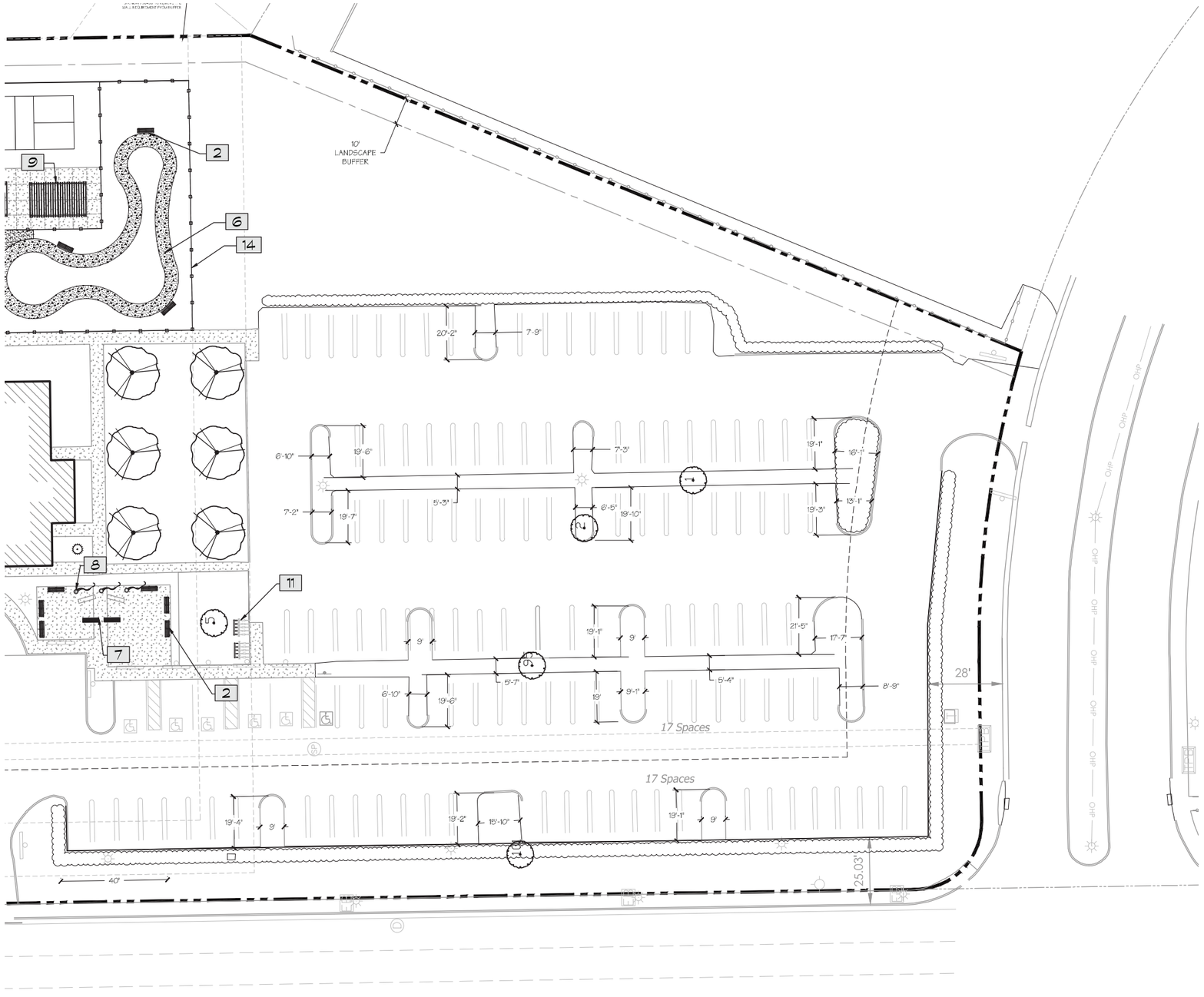
HARDSCAPE PLAN

TUNNEL TO TOWERS FOUNDATION
3701 N. UNIVERSITY DRIVE
CORAL SPRINGS, FLORIDA

REVISIONS			
DESCRIPTION	BY	DATE	
REMOVE FENCE	SPV	9/14/26	
RESPONSE TO COMMENTS	SPV	10/9/26	

0' 10' 20' 40'
SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:
L-101



REFERENCE NOTES SCHEDULE

SYMBOL	CODE	DESCRIPTION	DETAIL
	1	PAVILION- 12X12	
	2	BENCH WITH BACK ANOVA - RCPMC6 MADISON 6' RECYCLED PLASTIC CONTOUR BENCH	
	3	ARTIFICIAL TURF	
	4	LARGE PAVILION	
	5	PICNIC TABLE ANOVA - T2003R 6' RECTANGULAR RECYCLED PLASTIC PICNIC TABLE	
	6	CRUSHED STONE PATHWAY ALT: PAVERS	
	7	BACKLESS BENCH ANOVA - RCPMF6 MADISON 6' RECYCLED PLASTIC FLAT BENCH	
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	11	BIKE RACK ANOVA - BRP300FA ULTRA SINGLE SIDE BICK RACK FUSION ADVANTAGE FINISH 7 BIKE CAPACITY	
	12	GAME TABLE ANOVA - BM1831R-GT BEACON HILL RECYCLED PLASTIC ADA GAME TABLE WITH 3 FLAT SEATS	
	13	UMBRELLA ANOVA - 864PM-SR-NBA 11' FIBERGLASS PULLEY LIFT MARKET UMBRELLA FRAME FINISH - MATTE BLACK	
	14	4' HIGH ALUMINUM PICKET FENCE COLOR: BLACK	

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HARDSCAPE PLAN

TUNNEL TO TOWERS FOUNDATION

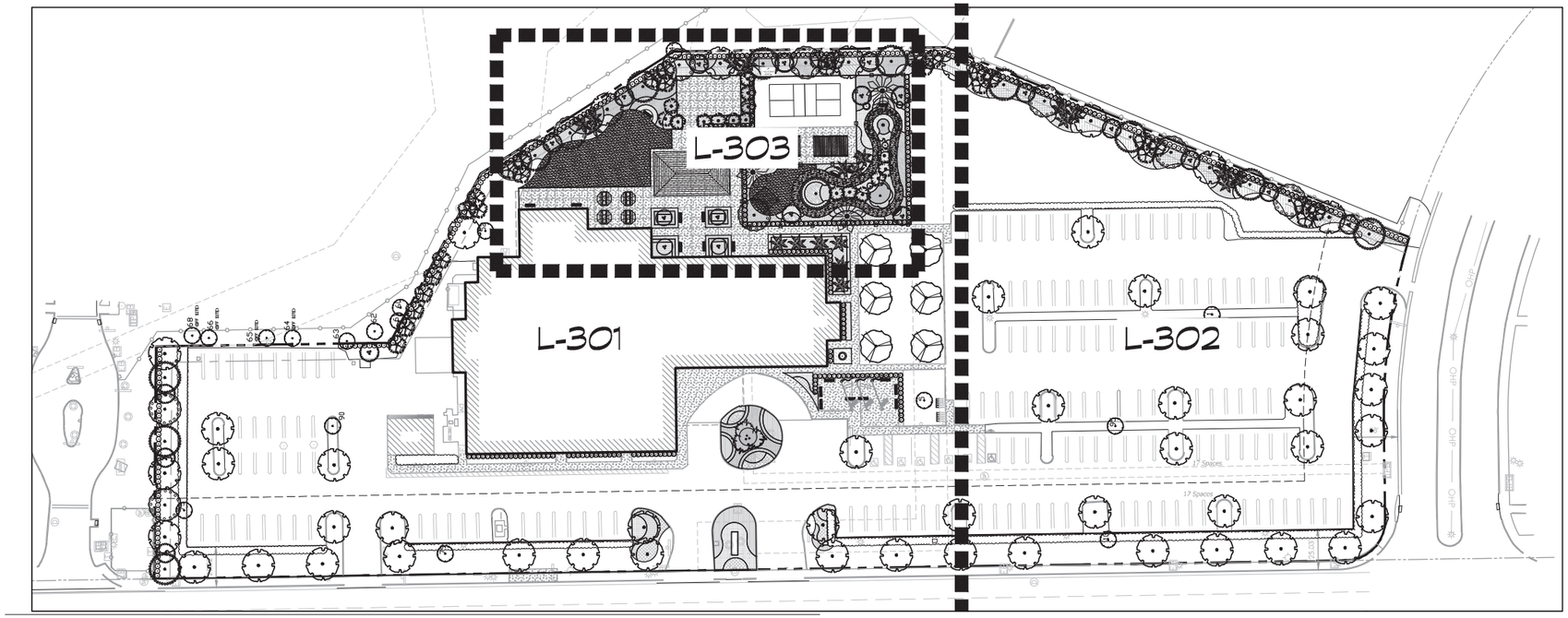
3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS			
	DESCRIPTION	BY	DATE
1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

0' 10' 20' 40'
SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:
L-102



TREES

CODE	QTY	BOTANICAL NAME	COMMON NAME	CAL	SIZE	REMARKS
BNO	3	Bismarckia nobilis	Bismark Palm		20` O.A. HT	OVERALL HEIGHT, `SILVER` VAR.
BS	9	Bursera simaruba	Gumbo Limbo		3" 14`-16`	
DR	12	Delonix regia	Royal Poinciana		4" 14`-16`	
LD	30	Livistona decipiens	Ribbon Palm			OA. HEIGHTS SHOWN ON PLAN
LIN	18	Lagerstroemia indica `Natchez`	Natchez` Crape Myrtle		3" 7`-8`	STANDARD
LJ	4	Ligustrum japonicum	Japanese Privet		3" 10`x10`	3-5 MAIN TRUNKS, WELL DEVELOPED FORM, 3` CLEAR TRUNK
MV	1	Melaleuca viminalis	Weeping Bottlebrush		3" 10` HT	
PE	21	Ptychosperma elegans	Alexander Palm		14` HT	
PR	1	Phoenix reclinata	Senegal Date Palm		25` HT	
QS	6	Quercus shumardii	Shumard Red Oak		4" 14`-16`	
QV	52	Quercus virginiana	Southern Live Oak		5" 14`-16`	SINGLE STRAIGHT TRUNK, WELL DEVELOPED CANOPY
WB	16	Wodyetia bifurcata	Foxtail Palm		16`	OVERALL HT. MATCHED

SHRUBS

CODE	QTY	BOTANICAL NAME	COMMON NAME	CONT	SIZE	REMARKS
CS	208	Clusia guttifera	Small Leaf Clusia	7 gal	30" HT	
SR	5	Strelitzia reginae	Bird Of Paradise	15 gal	38" HT	
VA	112	Viburnum awabuki	Mirror Leaf Viburnum	7 gal	30" HT	
VO	200	Viburnum odoratissimum	Sweet Viburnum	7 gal	30" HT	

SHRUB AREAS

CODE	QTY	BOTANICAL NAME	COMMON NAME	CONT	SIZE	SPACING	REMARKS
A	1260	Annuals spp.	Annuals	6" pot		9" o.c.	
AZ	276	Alpinia zerumbet `Variegata`	Variegated Shell Ginger	7 gal		36" o.c.	
CFR	47	Cordyline fruticosa`Red Sister`	Hawaiian Ti Plant	3 gal		36" o.c.	
CLI	41	Callistemon viminalis `Little John`	Dwarf Bottlebrush	3 gal		30" o.c.	
CO	35	Codiaeum variegatum `Bravo`	Bravo Croton	3 gal		36" o.c.	
DT	327	Dianella tasmanica	Blueberry Flax Lily	1 gal		18" o.c.	
EG	691	Evolvulus glomeratus	Blue Daze	1 gal		18" o.c.	
HP	96	Hamelia patens	Fire Bush	3 gal		30" o.c.	
IM	160	Ixora coccinea `Maui`	Maui Ixora	3 gal		36" o.c.	
LB	686	Liriope muscari `Big Blue`	Big Blue Lilyturf	1 gal		18" o.c.	
LO	83	Loropetalum chinense `Plum`	Loropetalum	3 gal		36" o.c.	
MU	259	Muhlenbergia capillaris	Pink Muhly	1 gal		24" o.c.	
PA	250	Plumbago auriculata `Imperial Blue`	Plumbago	3 gal		36" o.c.	
TR	23	Tripsacum dactyloides	Fakahatchee Grass	3 gal		36" o.c.	
VOM	171	Viburnum obovatum `Mrs. Shillers Delight`	Mrs. Shillers Delight Viburnum	3 gal		30" o.c.	
ZP	69	Zamia pumila	Coontie	3 gal		30" o.c.	

BUFFER CHARTS

NORTH BUFFER

LENGTH	145	
	REQUIRED	PROVIDED
TOTAL TREES	11	11
MIN. SHADE TREES	8	8

EAST BUFFER*

LENGTH	890	
	REQUIRED	PROVIDED
TOTAL TREES	67	47
MIN. SHADE TREES	45	22

SOUTH BUFFER (ROW)

LENGTH	169	
	REQUIRED	PROVIDED
TOTAL TREES	5	5

WEST BUFFER (ROW)

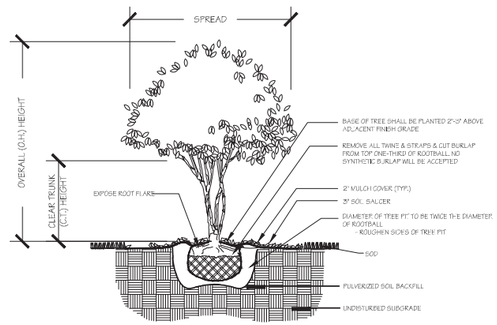
LENGTH	640	
	REQUIRED	PROVIDED
TOTAL TREES	16	17

SITE LANDSCAPE REQUIREMENTS

TOTAL GREEN SPACE	69,614 SF	
	REQUIRED	PROVIDED
TREES	35	102
SHRUBS	209	525
CANOPY TREES (50% MIN)	18	79
TOTAL BUFFER TREES REQUIRED.		99
TOTAL SITE TREES REQUIRED		35
OVERALL TREES REQUIRED		134
OVERALL TREES PROVIDED		102

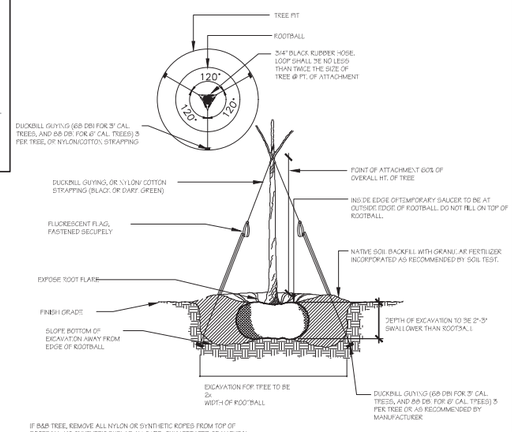
CITY OF CORAL SPRINGS NOTES:

1. A Landscape Maintenance Agreement Is Required To Be Executed With The City Of Coral Springs Prior To Final Landscape And Zoning Inspection.
2. Poles And Ties Are To Be Removed From Trees Prior To Planting. Trees Are To Be Able To Stand Without Support. Those That Cannot Stand Upright Alone Will Be Rejected.
3. The Use Of Sisal Strapping/Rope Is Required To Be Incorporated Around The Tree When Wellington Tape Is Used To Stabilize The Planting.
4. The Use Of Cypress Mulch Is Discouraged And All Mulch Is To Be Kept At A Minimum Of 6 Inches From The Base Of All Plant Material.
5. A Pre-Planting Meeting Shall Be Scheduled With The City Forester Or Landscape Inspector And The Landscape Contractor Before Any Installation Begins. Provide The Name Of The Landscape Contractor Handling The Project.
6. All Existing Plant Material On Site Needs To Be Mulched For Final Landscape Inspection.
7. All Mechanical Equipment, Dumpster Enclosures, Ac Units, Etc. Shall Be Screened In Addition To The Minimum Landscape Requirements.
8. All Existing Trees And Palms Will Be Properly Pruned By A Certified Arborist Prior To The Final Landscape Inspection.
9. The Eradication Of Nuisance Vegetation, AKA Exotics, Is Required On All Sites, Including Abutting Rights-Of-Way, Prior To The Issuance Of A Certificate Of Occupancy. Privately Owned Natural Areas Shall Be Included In This Requirement. Existing Natural Features Shall Be Preserved To The Maximum Extent Possible In The Design Of The Improvement. Natural Features Shall Be Defined As Being Trees, Hammocks, Bodies Of Water, Historical Spots And Similar Assets. Factors Used In Evaluation Natural Features Shall Include Size And Shape, Topography, Geology, Tree Cover, Access And Location. (LDC Section 250834.15)



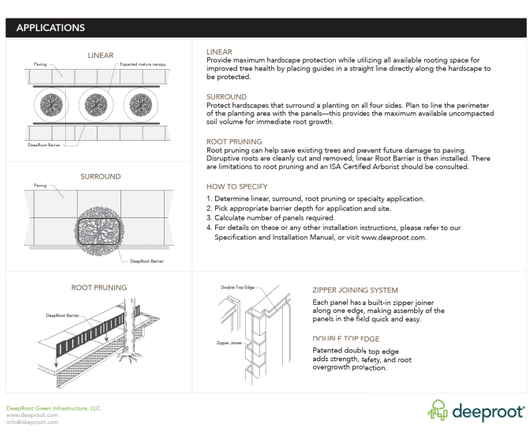
1 MULTI-TRUNK PLANTING DETAIL

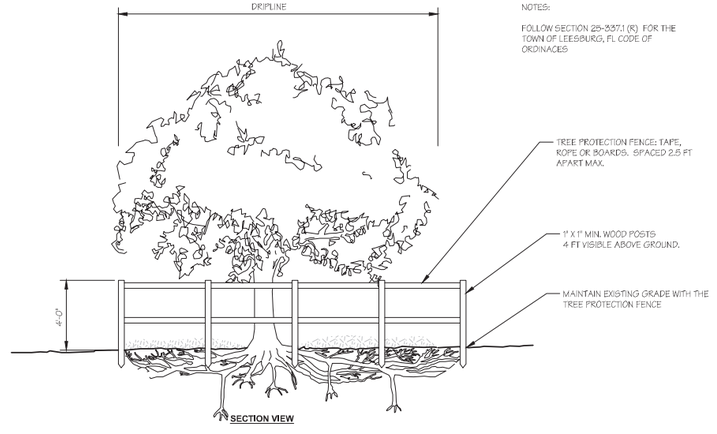
P1-02



2 TYP. TREE PLANTING & STAKING DETAIL

NTS FOR 4"+ CALIPER TREES





3 TREE PROTECTION DETAIL

1/4" = 1'-0"

TREE PROTECTION TO BE INSTALLED PRIOR TO THE TREE REMOVAL PERMIT BEING ISSUED

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LANDSCAPE_PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS

	DESCRIPTION	BY	DATE
1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

0' 20' 40' 80'

SCALE: 1"=40'-0"

PROJ.: 2650

SCALE: 1"=40'-0"

DATE: 8/21/26

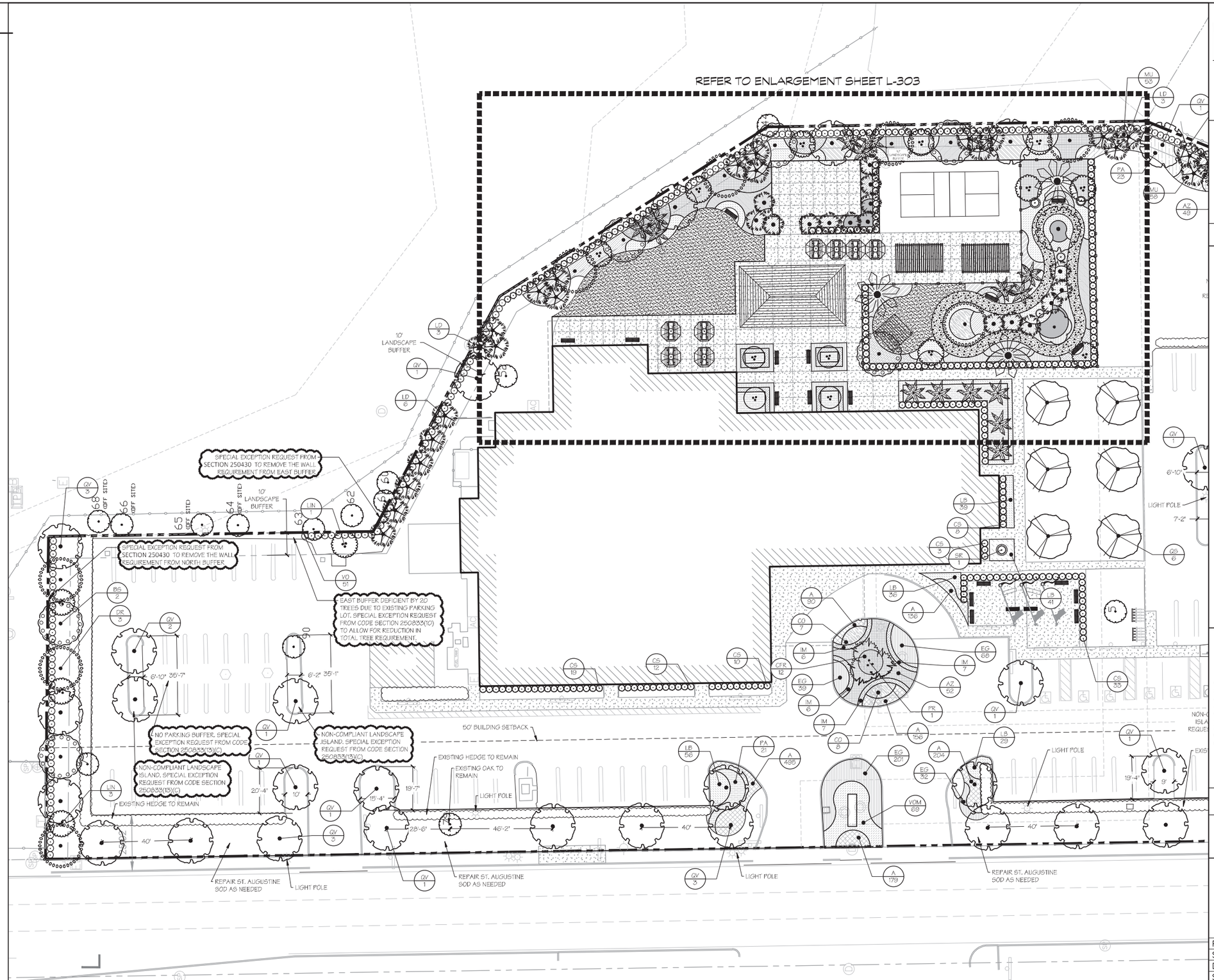
SHEET:

L-300

P1-11.1-25

PLANT SCHEDULE

SYMBOL	CODE	BOTANICAL / COMMON NAME
TREES		
	BNO	Bismarckia nobilis Bismark Palm
	BS	Bursera simaruba Gumbo Limbo
	DR	Delonix regia Royal Poinciana
	LD	Livistona decipiens Ribbon Palm
	LIN	Lagerstroemia indica `Natchez` Natchez` Crape Myrtle
	LJ	Ligustrum japonicum Japanese Privet
	MV	Melaleuca viminalis Weeping Bottlebrush
	PE	Ptychosperma elegans Alexander Palm
	PR	Phoenix reclinata Senegal Date Palm
	QV	Quercus virginiana Southern Live Oak
	WB	Wodyetia bifurcata Foxtail Palm
SHRUBS		
	CS	Clusia guttifera Small Leaf Clusia
	SR	Strelitzia reginae Bird Of Paradise
	VA	Viburnum awabuki Mirror Leaf Viburnum
	VO	Viburnum odoratissimum Sweet Viburnum
SHRUB AREAS		
	A	Annuals spp. Annuals
	AZ	Alpinia zerumbet `Variegata` Variegated Shell Ginger
	CFR	Cordyline fruticosa`Red Sister` Hawaiian Ti Plant
	CLJ	Callistemon viminalis `Little John` Dwarf Bottlebrush
	CO	Codiaeum variegatum `Bravo` Bravo Croton
	DT	Dianella tasmanica Blueberry Flax Lily
	EG	Evolvulus glomeratus Blue Daze
	IM	Ixora coccinea `Maui` Maui Ixora
	LB	Liriope muscari `Big Blue` Big Blue Lilyturf
	LO	Loropetalum chinense `Plum` Loropetalum
	TC	Tabernaemontana divaricata Pinwheel Jasmine
	TR	Tripsacum dactyloides Fakahatchee Grass
	VOM	Viburnum obovatum `Mrs. Shillers Delight` Mrs. Shillers Delight Viburnum
	ZP	Zamia pumila Coontie



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TUNNEL TO TOWERS FOUNDATION

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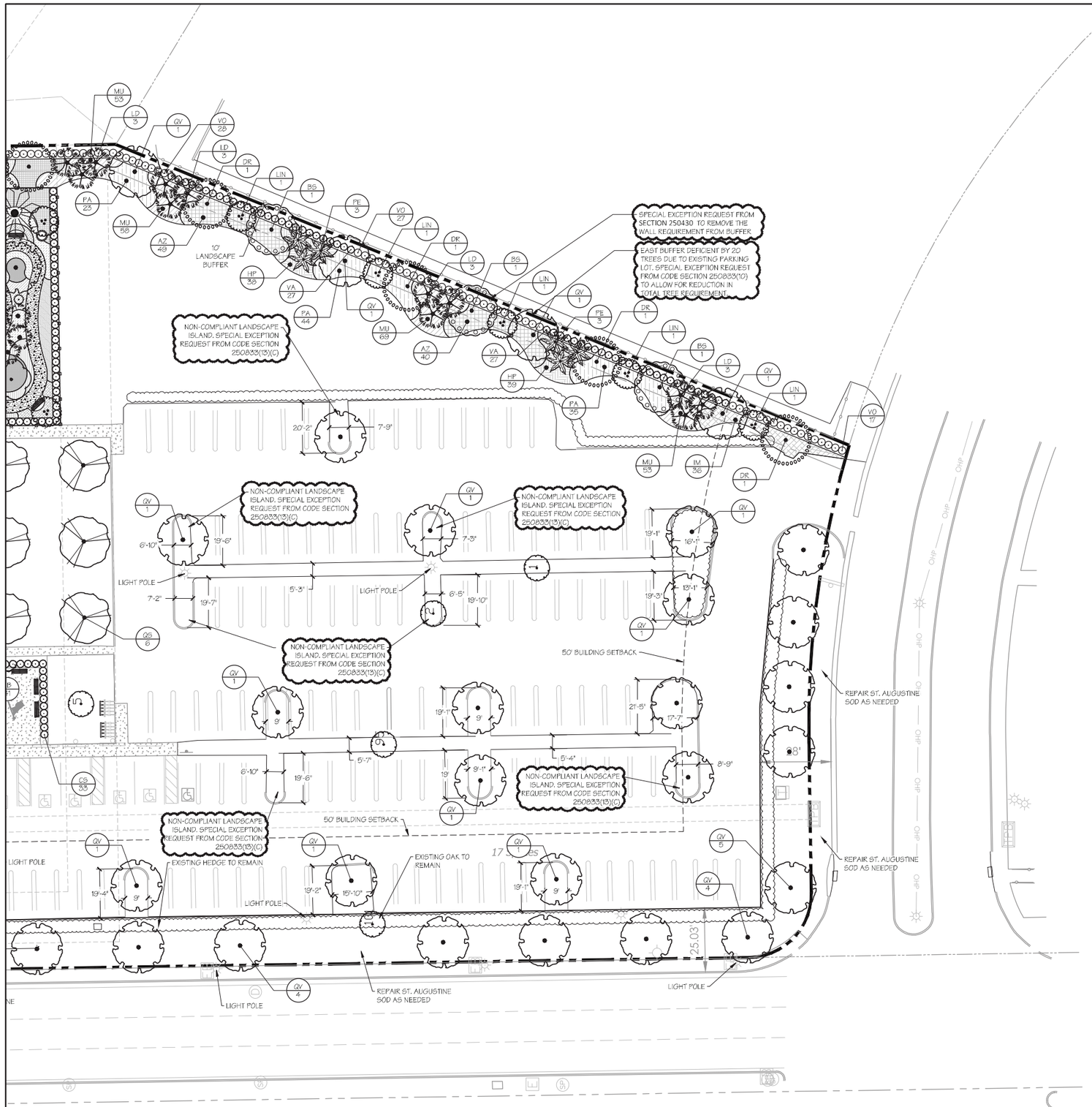
CORAL SPRINGS, FLORIDA

REVISIONS	DESCRIPTION	BY	DATE
1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:

L-301



PLANT SCHEDULE

SYMBOL	CODE	BOTANICAL / COMMON NAME
TREES		
	BNO	Bismarckia nobilis Bismark Palm
	BS	Bursera simaruba Gumbo Limbo
	DR	Delonix regia Royal Poinciana
	LD	Livistona decipiens Ribbon Palm
	LIN	Lagerstroemia indica `Natchez` Natchez` Crape Myrtle
	LJ	Ligustrum japonicum Japanese Privet
	MV	Melaleuca viminalis Weeping Bottlebrush
	PE	Ptychosperma elegans Alexander Palm
	PR	Phoenix reclinata Senegal Date Palm
	QV	Quercus virginiana Southern Live Oak
	WB	Wodyetia bifurcata Foxtail Palm
SHRUBS		
	CS	Clusia guttifera Small Leaf Clusia
	SR	Strelitzia reginae Bird Of Paradise
	VA	Viburnum awabuki Mirror Leaf Viburnum
	VO	Viburnum odoratissimum Sweet Viburnum
SHRUB AREAS		
	A	Annuals spp. Annuals
	AZ	Alpinia zerumbet `Vanegata` Vanegated Shell Ginger
	CFR	Cordyline fruticosa`Red Sister` Hawaiian Ti Plant
	CLI	Callistemon viminalis `Little John` Dwarf Bottlebrush
	CO	Codiaeum variegatum `Bravo` Bravo Croton
	DT	Dianella tasmanica Blueberry Flax Lily
	EG	Evolvulus glomeratus Blue Daze
	IM	Ixora coccinea `Maui` Maui Ixora
	LB	Liriope muscari `Big Blue` Big Blue Lilyturf
	LO	Loropetalum chinense `Plum` Loropetalum
	TC	Tabernaemontana divaricata Pinwheel Jasmine
	TR	Tripsacum dactyloides Fakahatchee Grass
	VOM	Viburnum obovatum `Mrs. Shillers Delight` Mrs. Shillers Delight Viburnum
	ZP	Zamia pumila Coontie

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TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

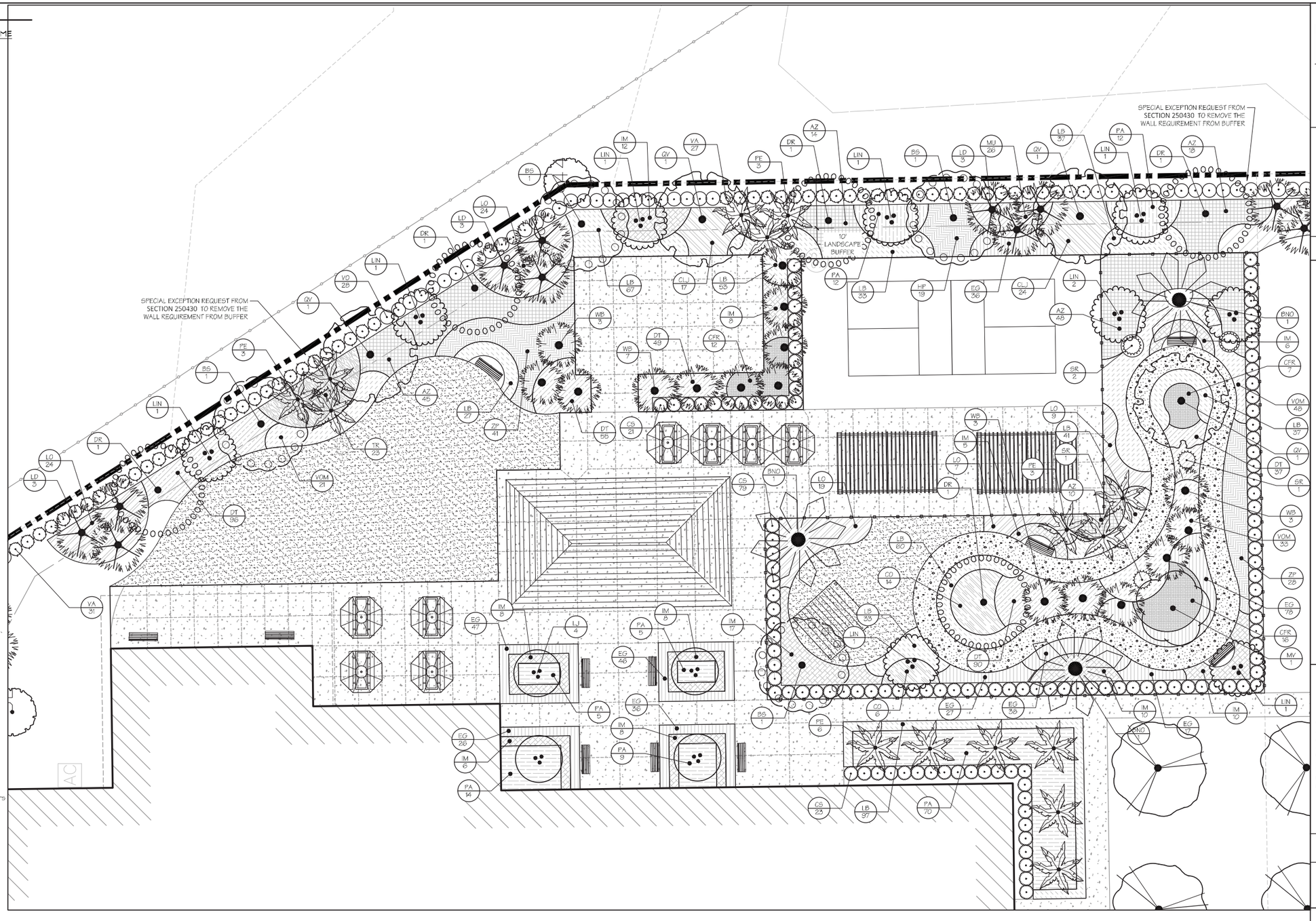
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	DATE	BY	DESCRIPTION
1	9/14/26	SPV	REMOVE FENCE
2	10/9/26	SPV	RESPONSE TO COMMENTS

0' 10' 20' 40'
SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:
L-302

PLANT SCHEDULE

SYMBOL	CODE	BOTANICAL / COMMON NAME
TREES		
	BNO	Bismarckia nobilis Bismark Palm
	BS	Bursera simaruba Gumbo Limbo
	DR	Delonix regia Royal Poinciana
	LD	Livistona decipiens Ribbon Palm
	LIN	Lagerstroemia indica `Natchez` Natchez` Crape Myrtle
	LJ	Ligustrum japonicum Japanese Privet
	MV	Melaleuca viminalis Weeping Bottlebrush
	PE	Ptychosperma elegans Alexander Palm
	PR	Phoenix reclinata Senegal Date Palm
	QV	Quercus virginiana Southern Live Oak
	WB	Wodyetia bifurcata Foxtail Palm
SHRUBS		
	CS	Clusia guttifera Small Leaf Clusia
	SR	Strelitzia reginae Bird Of Paradise
	VA	Viburnum awabuki Mirror Leaf Viburnum
	VO	Viburnum odoratissimum Sweet Viburnum
SHRUB AREAS		
	A	Annuals spp. Annuals
	AZ	Alpinia zerumbet `Variegata` Variegated Shell Ginger
	CFR	Cordyline fruticosa`Red Sister` Hawaiian Ti Plant
	CLJ	Callistemon viminalis `Little John` Dwarf Bottlebrush
	CO	Codiaeum variegatum `Bravo` Bravo Croton
	DT	Dianella tasmanica Blueberry Flax Lily
	EG	Evolvulus glomeratus Blue Daze
	IM	Ixora coccinea `Maui` Maui Ixora
	LB	Liriope muscari `Big Blue` Big Blue Lilyturf
	LO	Loropetalum chinense `Plum` Loropetalum
	TC	Tabernaemontana divaricata Pinwheel Jasmine
	TR	Tripsacum dactyloides Fakahatchee Grass
	VOM	Viburnum obovatum `Mrs. Shillers Delight` Mrs. Shillers Delight Viburnum
	ZP	Zamia pumila Coontie



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LANDSCAPE_PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

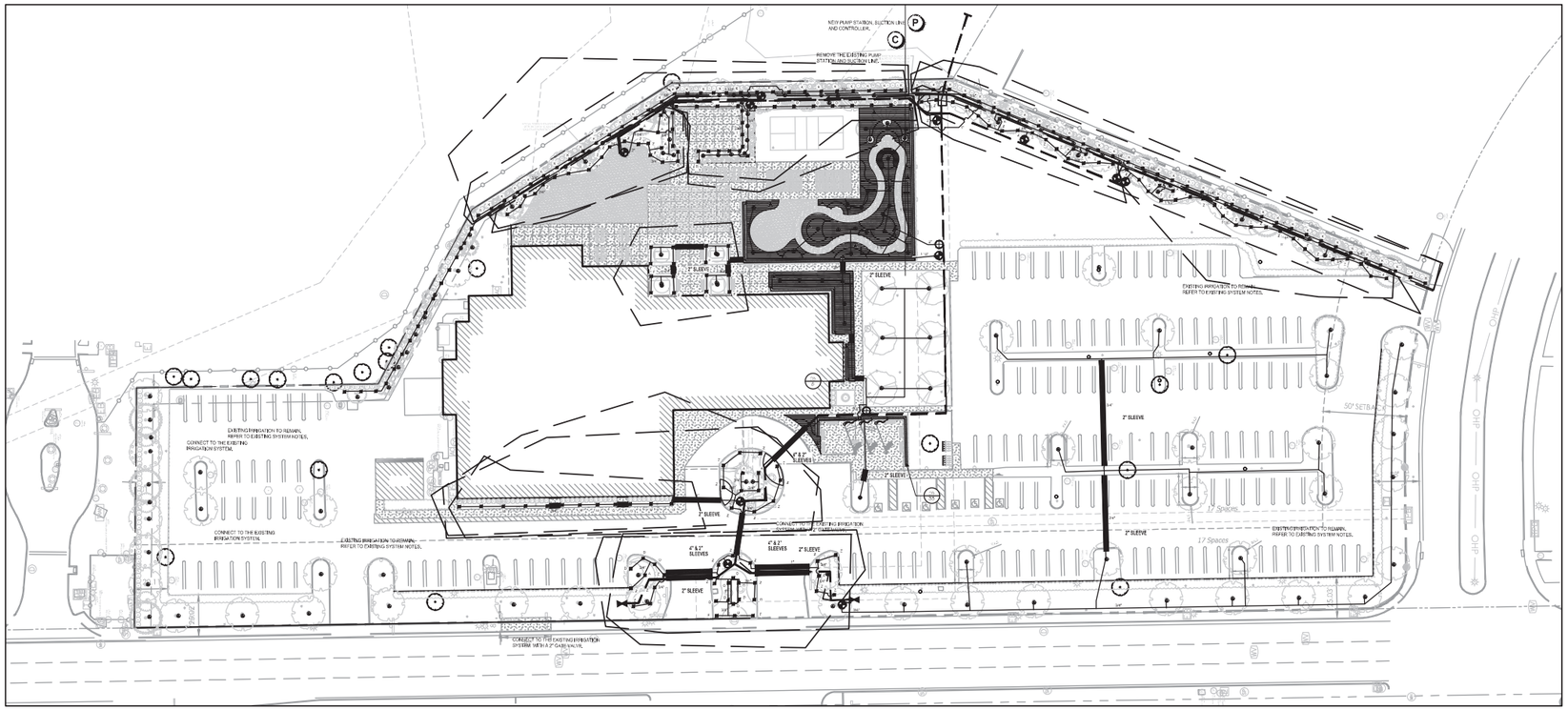
CORAL SPRINGS, FLORIDA

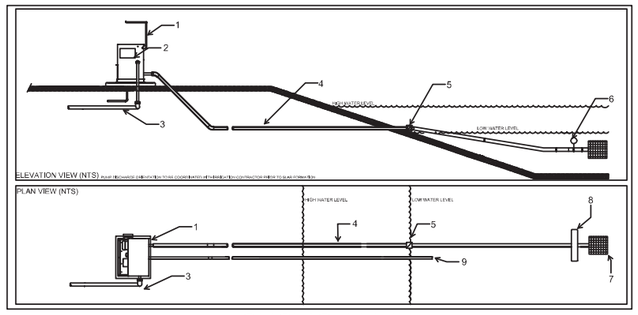
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	DESCRIPTION	BY	DATE
1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

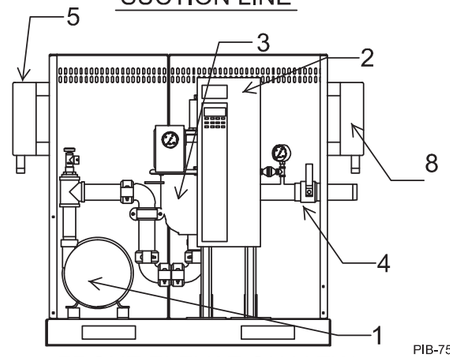
0' 5' 10' 20'
SCALE: 1"=10'-0"

PROJ.: 2650
SCALE: 1"=10'-0"
DATE: 8/21/26
SHEET:
L-303





SUCTION LINE



FRONT ELEVATION VIEW

LEGEND

1 SEE PIB PUMP DETAIL
2 NON-POTABLE WATER SIGNAGE
3 2" GROOVED GALV. X " DISCHARGE PIPE
4 3" DR17 HDPE INTAKE PIPING
5 3" GROOVED SWING CHECK VALVE AT SHORELINE
6 3/8" SS SUSPENSION CABLE
7 4" SS INTAKE SCREEN
8 6" DR17 HDPE FLOAT
9 2" FLUSH RETURN

NOTES

1 HDPE FLOAT TO BE ATTACHED TO INTAKE WITH 3/8" SS SUSPENSION CABLE.
2 ALL NON-METALLIC PIPING SHALL BE BUTT-FUSION WELDED
3 CONFIRM POWER REQUIREMENTS BEFORE ORDERING THE PUMP STATION.THE EXACT EQUIPMENT AND SPECIFICATIONS SHALL BE AS PER THE MODEL NUMBER.

LEGEND

1 7.5 HP PUMP TEFC MOTOR
2 7.5 HP PUMP VARIABLE DRIVE 230V-3 PHASE
3 F6-12VC-2013D1 AUTO FILTER, 120 MICON
4 VICTAULIC BUTTERFLY VALVE
5 (XXX-XXX) LOAD CENTER WITH NEUTRAL
6 MARINE GRADE TAN ALUMINIM ENCLOSURE
7 VICTAULIC STYLE COUPLINGS AND FITTINGS
8 IRRIGATION CONTROLLER CA01-HU2-75-RS
9 2" METER AND MASTER VALVE

PIB-75-C-231/ALC-1-125/F6-12VC-3013A1/CA01-HU2-75/ICM/RSE/MV/wm2
208-230V / IPH 60A Minimum Service
80 GPM @ 60 PSI

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IRRIGATION PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

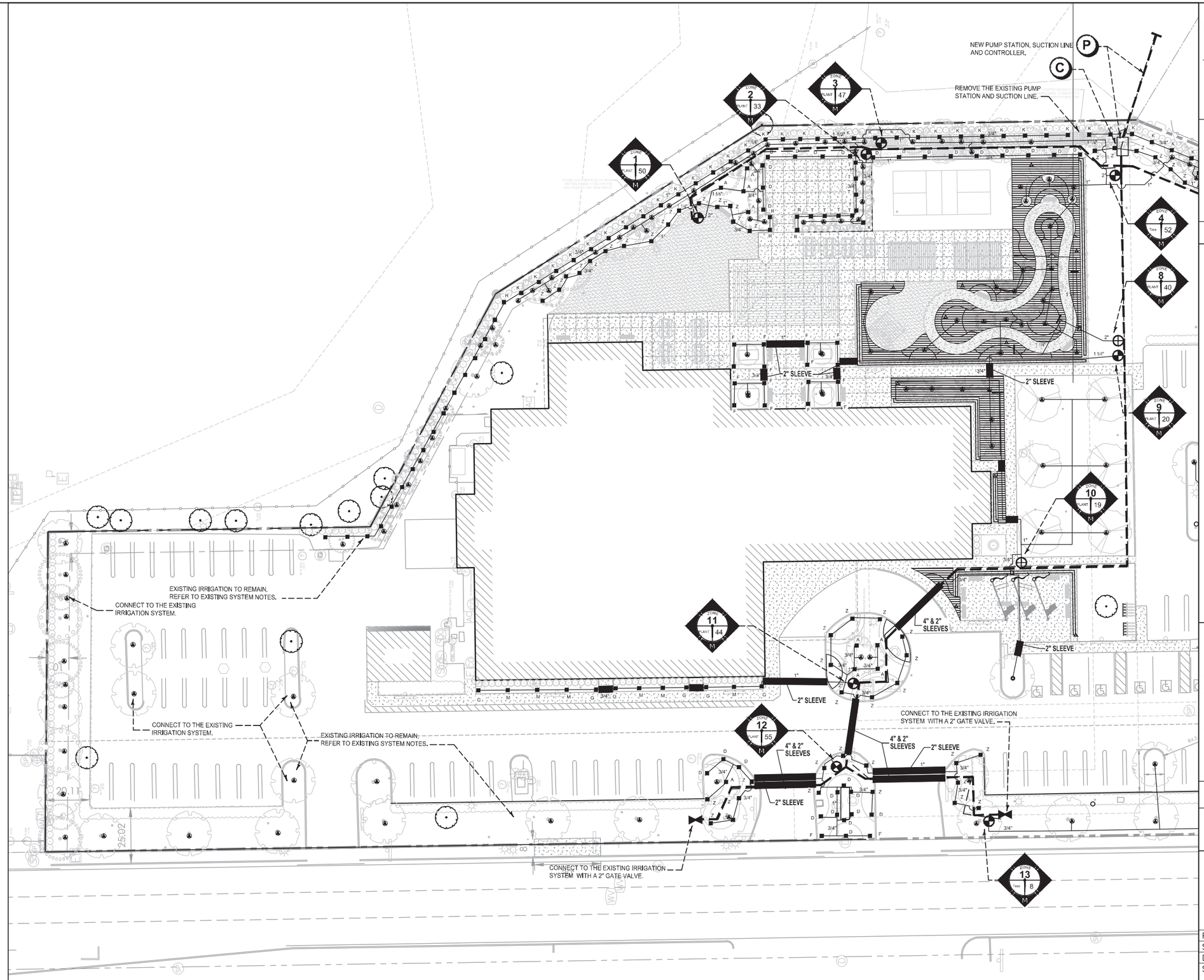
CORAL SPRINGS, FLORIDA

REVISIONS

DESCRIPTION	BY	DATE
REMOVE FENCE	SPV	9/14/26
RESPONSE TO COMMENTS	SPV	10/9/26

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SCALE: 1"=40'-0"

PROJ.: 2650
SCALE: 1"=40'-0"
DATE: 8/21/26
SHEET: L-400



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IRRIGATION PLAN

TUNNEL TO TOWERS FOUNDATION

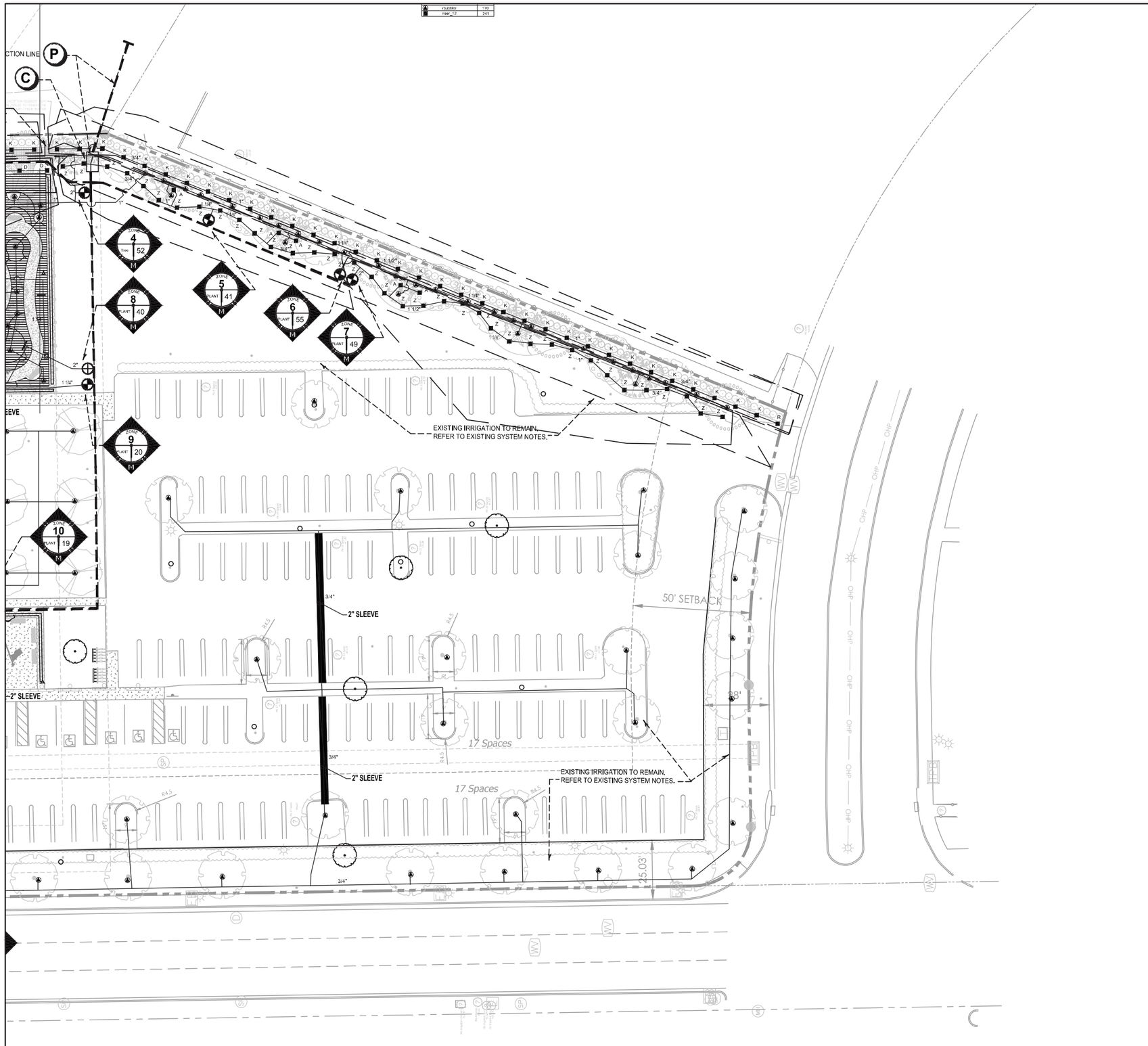
3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS	DESCRIPTION	BY	DATE
1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

0' 10' 20' 40'
SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:
L-401



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IRRIGATION PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS		
DESCRIPTION	BY	DATE
REMOVE FENCE	SPV	9/14/26
RESPONSE TO COMMENTS	SPV	10/9/26

0' 10' 20' 40'
SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:
L-402

Coral Springs Zoning Framework for Community Residences for People With Disabilities and for Recovery Communities

Prepared by Daniel Lauber, AICP

July 2023

Law Office Daniel Lauber

Attorney/Planner: Daniel Lauber, AICP

Published by:

PLANNING/COMMUNICATIONS

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Table of Contents

Introduction 1

Community residences 13

Types of community residences 17

Family community residences 17

Transitional community residences 24

Rational bases for regulating community residences 25

Locations of community residences and recovery communities in Coral Springs 37

Observations 52

Recommended zoning framework 53

When a “community residence” is legally a “family” 54

General principles for making the zoning reasonable accommodation 55

Community residences 58

Recommended zoning framework for “family community residences” 59

Recommended zoning framework for “transitional community residences” . . . 60

Recovery communities 61

Recommended zoning framework for recovery communities 67

Conditional use backup: Vital part of the reasonable accommodation 67

Additional issues to consider 70

Maximum number of occupants 71

Other zoning regulations for community residences 73

Factoring in the Florida state statute on locating community residences 74

Impact of Florida statute on vacation rentals 79

Summary of recommendations 81

Appendix A: Representative studies of community residence impacts 85

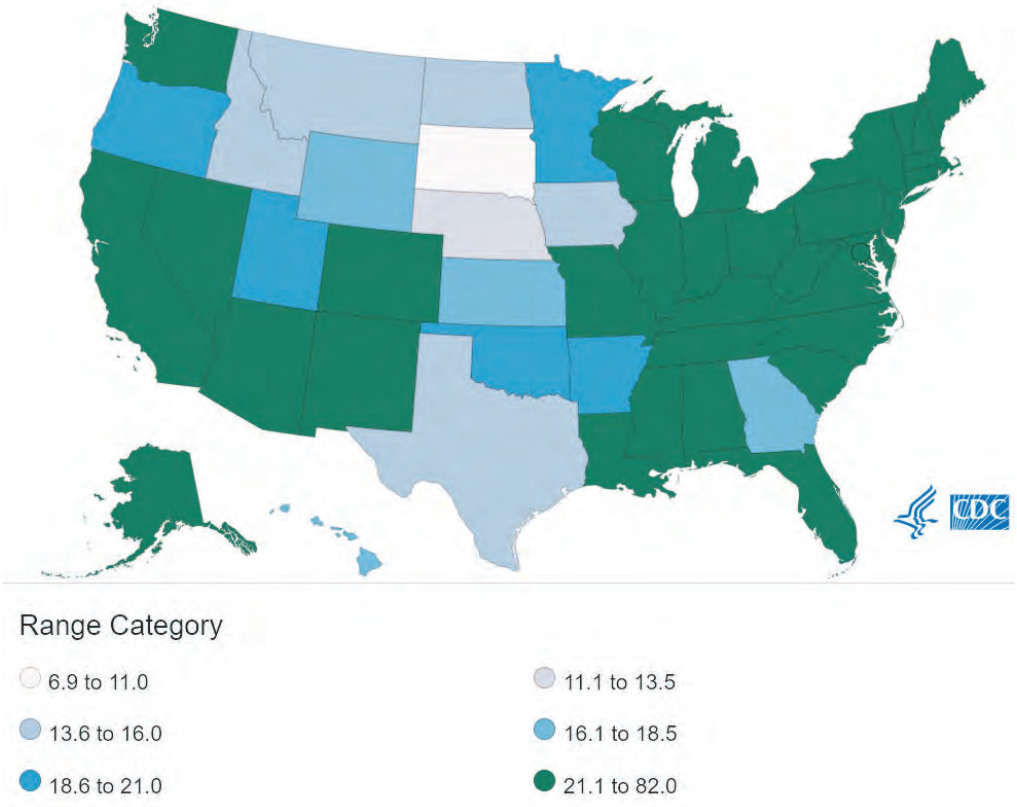
Appendix B: Sample zoning compliance application form 88

Introduction

As Figure 1 below suggests, the State of Florida is among the states that lead the nation in the deadly and heartbreaking nationwide drug overdose epidemic of unprecedented proportions. We're talking about the deadly rise in the misuse and abuse of opioids on top of the on–going health crisis created by the misuse and abuse of alcohol and drugs — all of which is technically known as "substance use disorder." Provisional data from the National Center for Health Statistics reported an estimated 93,331 drug overdose deaths across the nation in 2020 — a 29.4 percent increase in just one year.[1]

From 2016 through at least 2020, Florida has been among the states with the highest rates of death due to drug overdoses. The "range categories" in Figure 1 below represent the range of overdose deaths by county within a state. In 2020, only California experienced more overdose deaths than Florida, albeit with a significantly lower age–adjusted death *rate* of 21.8 compared to Florida's 35.

Figure 1: Number and Age–Adjusted Drug Overdose Deaths by State: 2020



Source: Center for Disease Control and Prevention, "2020 Drug Overdose Death Rates," https://www.cdc.gov/drugoverdose/deaths/2020.html.

1. Center for Disease Control and Prevention, "Drug Overdose Deaths in the U.S. Up 30% in 2020," https://www.cdc.gov/nchs/pressroom/nchs_press_releases/2021/20210714.htm.

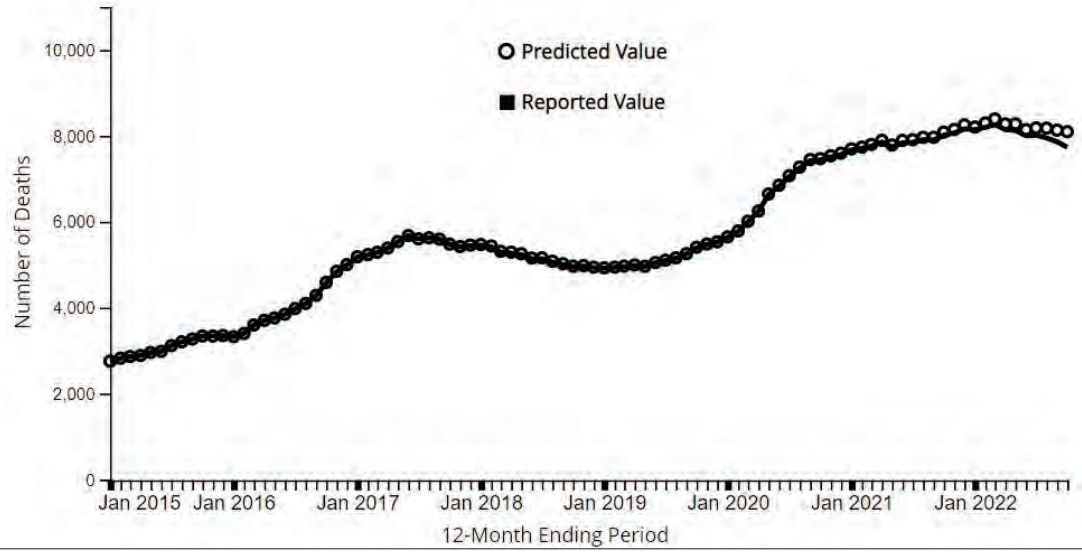
The sober living home or recovery residence has long been one of the most effective tools to combat substance use disorder and help its residents attain a long–term clean and sober life. Properly operated and located, sober homes (one type of community residence for people with disabilities) offer a supportive living environment that emulates a biological family as much as possible while fostering the normalization and community integration essential to achieve long–term, hopefully permanent sobriety.

This study recommends to Coral Springs officials a framework for land–use regulation of "community residences for people with disabilities" including "sober homes" as well as the related, but much larger "recovery community" for people recovering from substance use disorder. This study examines the basis for each of these two land uses, how they function and perform, the research on their impacts on the surrounding neighborhood, and the legal framework for regulating them within the mandates of the nation's Fair Housing Act and those Florida statutes that comply with the Fair Housing Act.

This study recommends a zoning approach that constitutes the reasonable accommodation that the Fair Housing Act requires land–use codes to make for people with disabilities. It also recommends zoning provisions that simultaneously protect the often vulnerable and fragile occupants of recovery communities and community residences for people with disabilities from mistreatment, abuse, exploitation, and incompetence while advancing their normalization and community integration which are core principles of community residences for people with disabilities.

The State of Florida and Broward County

Figure 2: Deaths Due to Drug Use in the State of Florida: 2015 through 2022

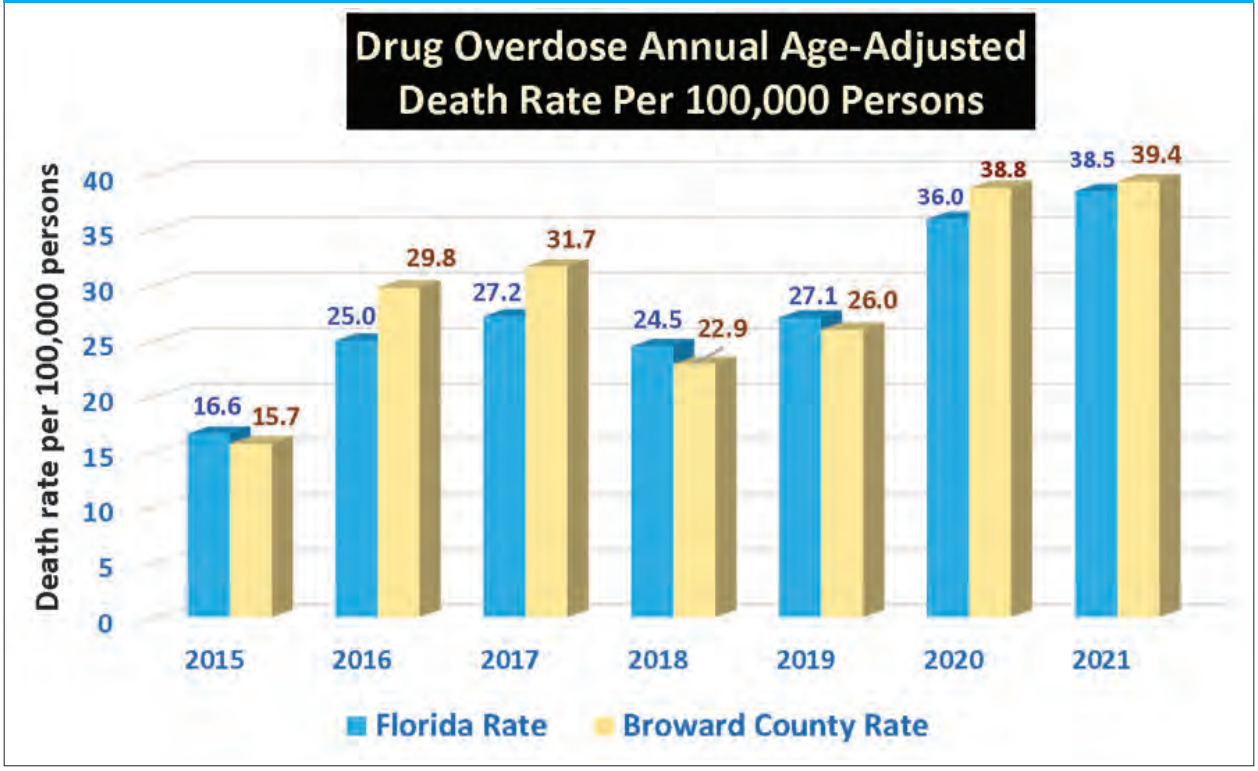


Source: "12 Month–ending Provisional Monthly National and State–Level Drug Overdose Death Counts" based on data available for analysis on March 5, 2023, at https://www.cdc.gov/nchs/nvss/vsrr/drug-overdose-data.htm.

As Figure 2 above illustrates, the annual number of deaths in Florida due to drug use has more than doubled since 2015.

But deaths due to drug use varies geographically within Florida. As shown in Figure 3 below, the statewide death rate due to drug overdoses increased by 132 percent from 2016 through 2021. Meanwhile, the increase in the death rate in Broward County where Coral Springs is located was 151 percent. In 2021 the death rate in Broward County was nearly one percentage point greater than for the state as a whole.

Figure 3: Drug Overdose Death Rate in Broward County and the State of Florida: 2015–2021

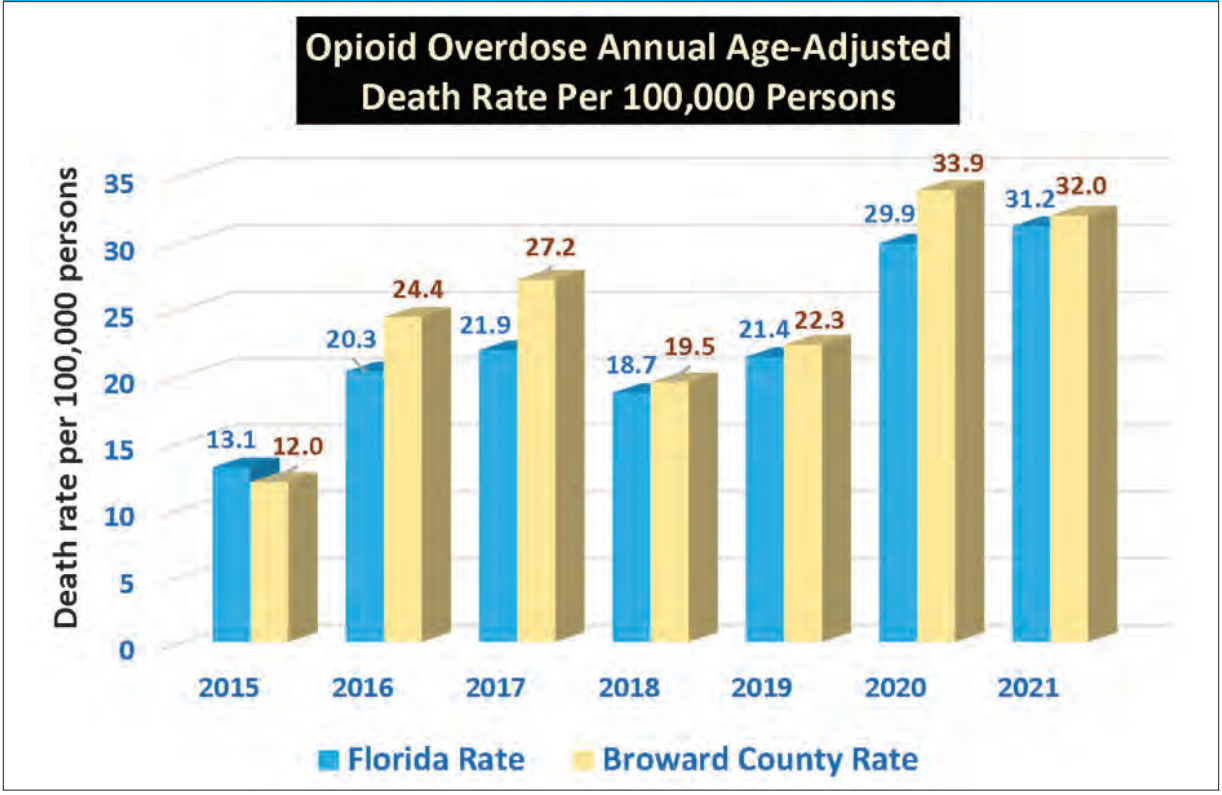


Source: *Substance Use Dashboard,* Florida Department of Health, Bureau of Community Health Assessment, Division of Public Health Statistics and Performance Management. https://www.flhealthcharts.gov/ChartsDashboards/rdPage.aspx?rdReport=SubstanceUse.Report

Digging deeper into the data reveals that opiod use has been fueling the growing drug and alcohol epidemic throughout Florida, including in Broward County.

Beginning in 2016, the death rate from opioid–induced overdose deaths per 100,000 population in Broward County has consistently exceeded the statewide rate.

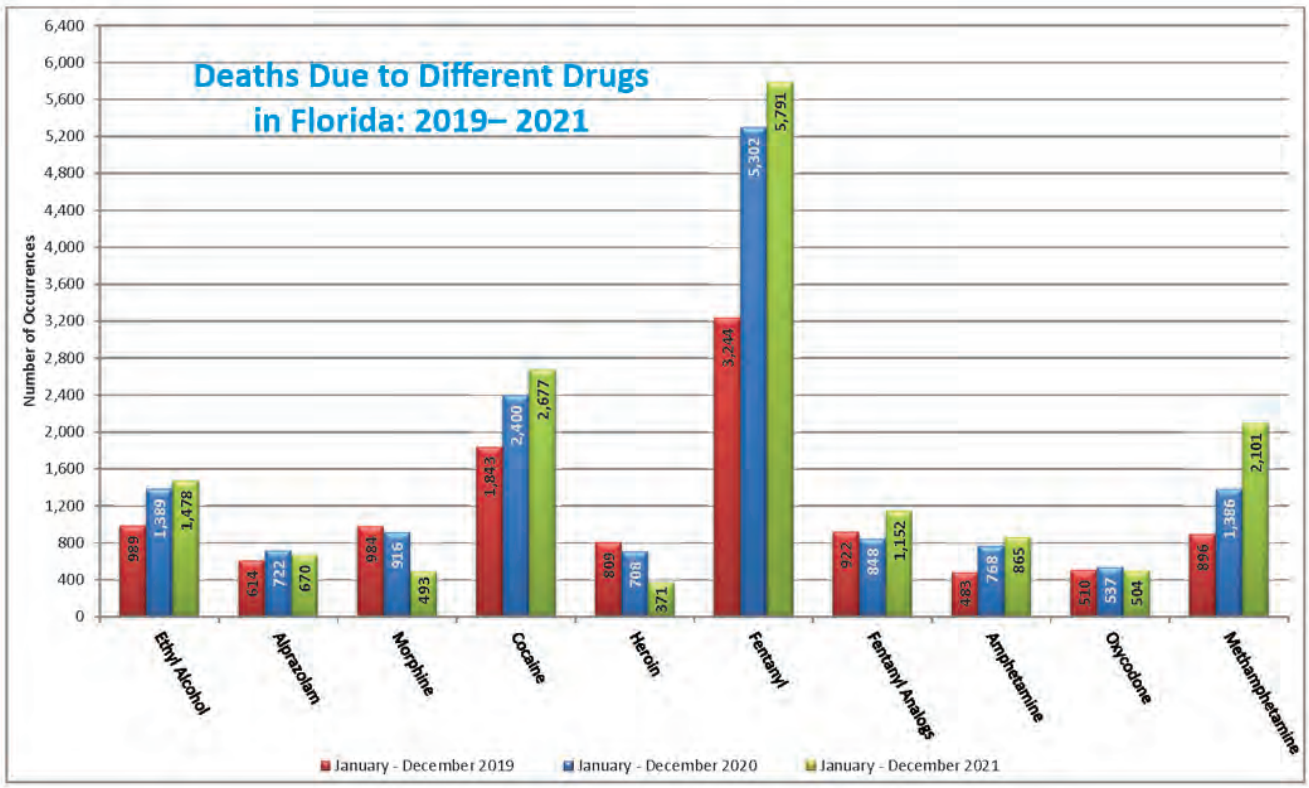
Figure 4: Opioid Overdose Death Rates in Broward County and the State of Florida: 2015–2021



Source: *Substance Use Dashboard,* Florida Department of Health, Bureau of Community Health Assessment, Division of Public Health Statistics and Performance Management. https://www.flhealthcharts.gov/ChartsDashboards/rdPage.aspx?rdReport=SubstanceUse.Report

And as revealed in Figure 5 below, fentanyl accounts for most of these increases. It's pretty obvious that fentanyl has displaced cocaine as the leading fatal drug in Florida by increasingly wider margins each year.

Figure 5: Deaths Due to Different Drugs in Florida: 2019–2021



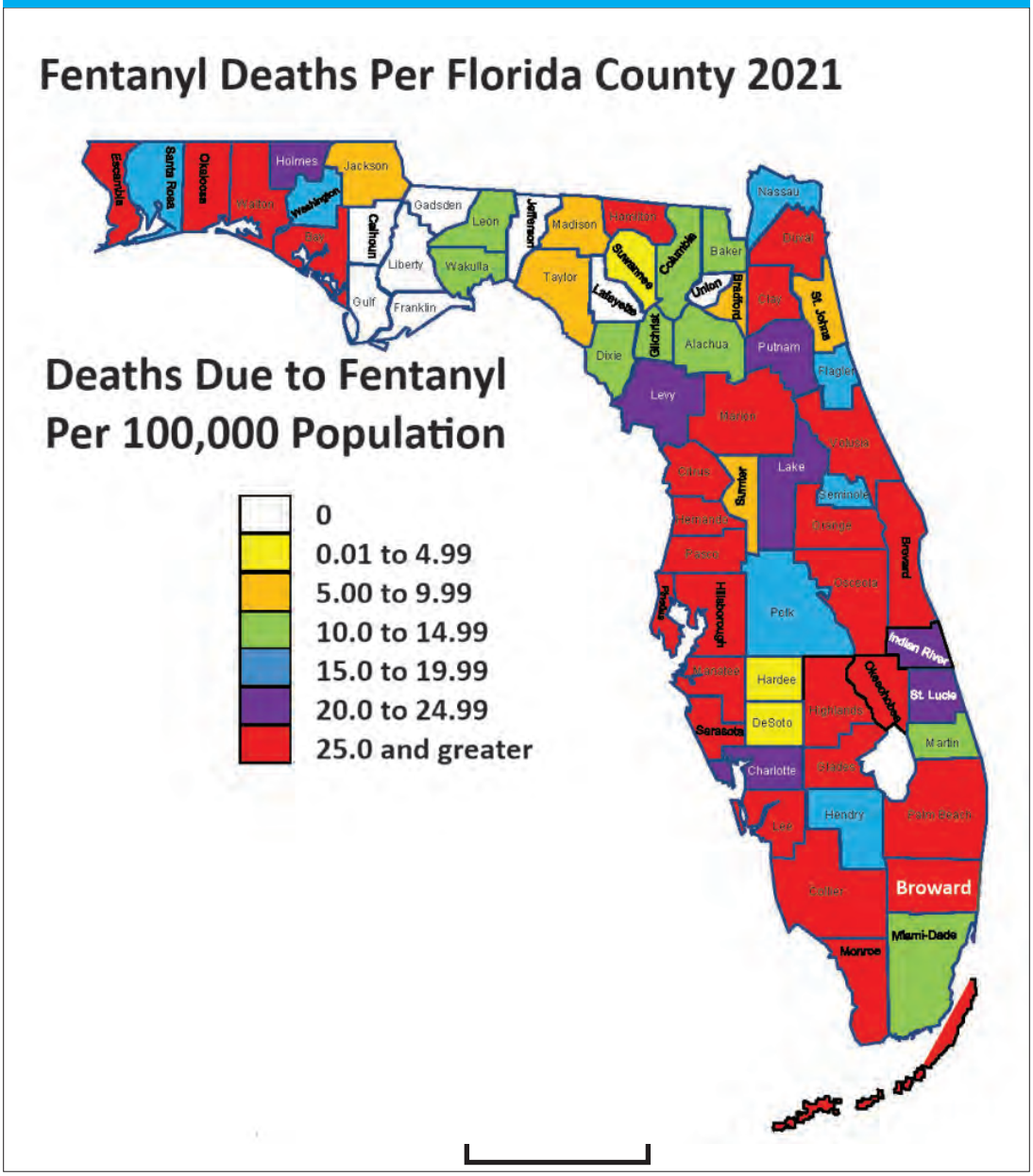
Source: *Florida Medical Examiners 2021 Annual Report*, (Florida Department of Law Enforcement, Dec. 2022) 7.

Broward County and Coral Springs

Back in 2014, only one Florida county, Manatee, saw 10 or more deaths from fentanyl per 100,000 population.[2] Since then, fentanyl use has exploded throughout the state. By 2016, fentanyl and fentanyl analogs[3] had become the leading cause of drug deaths in Florida.[4]

2. Florida Department of Law Enforcement, *Drugs Identified in Deceased Persons by Florida Medical Examiners, 2014 Report,* Sept. 2015, 32.
3. Fentanyl analogs are synthetic derivatives of the opioid fentanyl that are structurally and chemically similar, but with slight differneces from fentanyl that can made the analogs 100 times more potent than fentanyl, which itself is 50 to 100 times more potent than heroin. National Institute on Drug Abuse, "Fentanyl DrugFacts," Feb. 2019. *See* https://nida.nih.gov/publications/drugfacts/fentanyl.
4. Florida Department of Law Enforcement, *Drugs Identified in Deceased Persons by Florida Medical Examiners, 2016 Report,* Nov. 2017, ii.

Figure 6: Fentanyl Death Rates By Florida County: 2021



Source: *Florida Medical Examiners 2021 Annual Report,* (Florida Department of Law Enforcement, Dec. 2022) 32.

The plague of fentanyl continues to spread throughout the state. In 2020, 27 of Florida's 67 counties, including Broward County, were experiencing 20 or more fentanyl deaths per 100,000 population, the highest rates in the state, as shown above in Figure 6. By 2021, 33 counties fell into the highest rate categories. The death rate due to fentanyl has been significantly greater in Broward County where Coral Springs sits. In 2021, several neighboring counties — Collier, Glades, Highland, and Monroe — saw their fentanyl death rates leap from the 15 to 19.99 range in 2020 to the top range of 25 or more per 100,000 population.

A well–informed word of caution. The state data on opiod overdoses may very well *understate* the extent of opiod abuse according to Steven Farnsworth, former Executive Director of the Florida Association of Recovery Residences, the state's certification entity. He reports that an unknown but substantial number of nonfatal opioid overdoses are *not* being reported. Narcan® (naloxone HCl) Nasal Spray, the only FDA–approved nasal form of naloxone for the emergency treatment of an opioid overdose, is now widely distributed in Florida and saving the lives of many who overdose.

Even though most reasonable people would agree that emergency responders should be summoned when there is a suspected opioid overdose, Mr. Farnsworth notes that there are strong incentives *not* to call 911 when administering Narcan® succeeds. Calling 911 triggers a pretty massive response — ambulance, fire engine, police — with lights flashing and sirens roaring. Many sober home operators do not want that kind of attention which, candidly, can irritate and alienate their neighbors.

In addition, going to the emergency room often results in bills as high as $6,000 which few uninsured individuals who overdose can afford. After a few hours, the patient is usually released back into the same environment where she overdosed. To avoid these costs and the attention an emergency response brings, many sober home providers do not see much of a benefit from calling 911 when the Narcan® works, which skews lower the reported number of overdoses.

Consequently, while the number of reported deaths due to opioid overdoses and other drugs and alcohol had declined in some areas of the state prior to 2020, Farnsworth concludes that it should not be assumed that drug and alcohol abuse is diminishing. While reported deaths are down substantially, use may very well be continuing upward.

Farnsworth explains that the decline in reported deaths is often presented in an inaccurate narrative, minimizing the effect of the widespread availability of Narcan®. He is concerned that professionals of all kinds, including medical personnel, and particularly those who are financially driven, are desperate to prove positive outcomes to enhance their personal agendas. As a result, they almost always minimize the effect that Narcan® has had. Some of their efforts, particularly the intense and aggressive push of Medication Assisted Treatment (MAT), have likely resulted in a decline in deaths. However, Farnsworth notes, there is a plausible argument that it has also caused an increase in deaths when not appropriately monitored and may have a net–zero effect.[5]

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5. Telephone Interview with Steven Farnsworth, Executive Director, Florida Association of Recovery Residences (Dec. 12, 2019) and email to Daniel Lauber (Dec 13, 2019, 11:12 am. CST) (on file with the Law Office of Daniel Lauber). These concerns are not limited to Florida. *See* "This Carroll County drug user got sober, as overdoses declined in 2019. But officials aren't celebrating yet," *Baltimore Sun,* Jan. 24, 2020. Available online at http://www.baltimoresun.com/maryland/carroll/news/cc-carroll-overdose-trends-20200124-.

It's more than drugs

But more than drugs are fueling this substance abuse epidemic in Florida and nationwide. Excessive consumption of alcoholic beverages continues to generate deadly effects even though the percentage of Florida adults who engage in excessive drinking declined in 2020 to 15.5 percent from a steady rate of 17 to 19 percent from 2011 through 2019.[6]

Steven Farnsworth, former Executive Director of the Florida Association of Recovery Residences, explains that while the opioid epidemic has been getting all the attention, alcohol–related deaths have remained fairly consistent. He notes that there are no reports of improvements in treatment of alcohol addiction and that alcoholism merits a discussion separate from that of opioid and drug abuse.

In 2022, alcohol alone was the most frequent cause of motor vehicle crash fatalities in Broward County. There were ten times more motor vehicle traffic crash fatalities in the county that involved alcohol than those involving only drugs or drugs *and* alcohol.[7]

Table 1: Broward County and Florida Alcohol Confirmed Motor Vehicle Traffic Crash Fatalities, Rate Per 100,000 Population: 2016-2021

Alcohol Confirmed Motor Vehicle Traffic Crash Fatalities, Rate Per 100,000 Population, Single Year

	Broward County				State of Florida			
Data Year	Count	Denom	Rate	MOV	Count	Denom	Rate	MOV
2021	12	1,946,733	0.6	0.3	407	22,005,587	1.8	0.2
2020	18	1,946,104	0.9	0.4	384	21,640,766	1.8	0.2
2019	9	1,927,014	0.5	0.3	378	21,268,553	1.8	0.2
2018	10	1,903,210	0.5	0.3	372	20,957,705	1.8	0.2
2017	6	1,884,545	0.3	0.3	374	20,555,728	1.8	0.2
2016	18	1,860,979	1.0	0.4	466	20,231,092	2.3	0.2

Source: https://www.flhealthcharts.gov/ChartsReports/rdPage.aspx?rdReport=NonVitalIndNoGrp.Dataviewer. "MOV" stands for "measure of variability," as explained at this site.

6. These figures represent the percentage of adults who reported binge drinking (drinks on one occastion in the past 30 days: women: four or more, men: five or more) or heavy drinking (drinks per week: women: eight or more, men 15 or more). *See* https://www.americashealthrankings.org/explore/annual/measure/ExcessDrink/population/ExcessDrink_Hispanic/state/FL.
7. *See* https://www.flhealthcharts.gov/ChartsDashboards/rdPage.aspx?rdReport=SubstanceUse.Report

As Table 1 above shows, the rate per 100,000 in Broward County each year has been consistently substantially less than the statewide rate.

Sober living homes and recovery communities are essential elements in efforts to reduce these consequences of substance use disorder.

Focus on the epicenter: Southeast Florida

Sober living homes and recovery communities are crucial components for attaining long–term recovery and sobriety. The experience of southeast Florida illustrates how wrong things can go in the absence of adequate government safe guards to protect the occupants of sober living homes and recovery communities from scam and incompetent operators.

In Florida, sober living homes and recovery communities are highly concentrated in the southeast corner of the state, in Broward and Palm Beach counties where 76 percent of Florida's state–certified sober living dwellings and 72 percent of beds are located. Both figures are up two percentage points since March 2022. Palm Beach County is home to more state–certified sober living dwelling units (635 with 2,712 beds) than any other county in the state, Broward County is second with 485 state–certified sober living dwelling units and 2,159 beds. The next highest number of state–certified sober living dwellings is 60 in Hillsborough County with 326 beds.[8]

Statewide, the number of beds in certified sober living homes and recovery communities has grown from 3,280 in July 2017 to 5,786 in January 2019, and to 6,834 in December 2022.[9] The number of Oxford House residents (explained in detail beginning on page 19) has risen from 248 in January 2020, to 405 in January 2021, to 681 in January 2022, and to 1,211 in March 2023.[10]

Delray Beach, dubbed "the recovery capital of America" a decade ago by the newspaper of record is in Palm Beach County. The *New York Times* reported that "Delray Beach, a funky outpost of sobriety between Fort Lauderdale and West Palm Beach, is the epicenter of the country's largest and most vibrant recovery community, with scores of halfway houses, more than 5,000 people at 12–step meetings each week, recovery radio shows, a recovery motorcycle club and a coffeehouse that boasts its own therapy group.…"[11] But this epidemic does not respect municipal or county boundaries.

During the past decade, operators of sober living homes have expanded north, south, and west of Delray Beach into the rest of Palm Beach County and beyond, largely into Broward County. Locating so many sober homes and recovery communities in just these two counties has led to clustering of community residences, es-

8. Florida Association of Recovery Residences data as of December 6, 2022.
9. Ibid. 2.
10. Data collected each year from https://oxfordhouse.org/directory_listing.php.
11. Jane Gross, "In Florida, Addicts Find an Oasis of Sobriety," *New York Times,* Nov. 11, 2007. Available online at http://www.nytimes.com/2007/11/16/us/16recovery.html

pecially sober living homes, on a block. It has led to concentrations of them in neighborhoods which reduces their efficacy by interfering with their ability to foster normalization and community integration, their key goals. For the residents of these homes to achieve long–term sobriety, it is critical to establish regulations and procedures that assure a proper family–like living environment, free of drugs and alcohol, that weed out the incompetent and unethical operators, and protect this vulnerable population from abuse, mistreatment, exploitation, enslavement, incompetence, and theft.

The southeast Florida media have been reporting on ongoing criminal investigations of sober living operators in the metropolitan area. These investigations have found so–called sober homes that kept residents on illegal drugs, patient brokering, kickbacks, bribery, and other abuses, and in one case, enslavement of residents into prostitution.[12]

These illegitimate "sober homes" almost certainly do not comply with the minimum "Quality Standards" that the National Alliance of Recovery Residences has promulgated or the certification standards the Florida Association of Recovery Residences administers. The greatest concentrations of these illegitimate "sober homes" have been in Broward and Palm Beach counties.

This failure to comply with even minimal standards of the recovery industry and the clustering of community residences in much of southeast Florida may help explain the inability of so many sober living homes in the region to achieve sobriety among their residents and for their relatively high recidivism rates. These failures are in contrast to the much lower recidivism rates around the country of residents of certified sober living homes and of homes in the Oxford House network which are subject to the requirements of the Oxford House Charter (the functional equivalent of certification) and the oversight of Oxford House International.[13]

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12. A sampling of articles: "Kenny Chatman pleads guilty to addiction treatment fraud," *mypalmbeachpost.com* (March 16, 2017); Christine Stapleton, "Three more sober home operators arrested in Delray Beach," *Palm Beach Post* (Feb. 27, 2017); Lynda Figueredo, "Two Delray Beach sober home owners arrested for receiving kickback," *cbs12.com* (Nov. 19, 2016); Pat Beall, "Patient–brokering charges against treatment center CEO ramped up to 95," *mypalmbeachpost.com* (Dec. 27, 2016).

13. L. Jason, M. Davis, and J. Ferrari, "The Need for Substance Abuse Aftercare: Longitudinal Analysis of Oxford House," 32 *Addictive Behaviors* (4), (2007), at 803-818. For additional studies, *also see* Office of Substance Abuse and Mental Health, *Recovery Residence Report Fiscal Year 2013–2014 General Appropriations Act,* Florida Department of Children and Families (Oct. 1, 2013), 21–25. Since the report focused on Palm Beach County, it did not provide similar data for cities outside that county. It is possible, however, that the residents of Oxford Houses tend to be more advanced in their recovery which could help account for the relatively low recidivism rate of Oxford House "graduates."

    Oxford House is discussed throughout this study. The discussion of Oxford House beginning on page 19 explains that, unlike the sober living homes so prevelent in southeast Florida, each Oxford House is a self–run and self–governed sober home completely independent from any treatment center.

The failure to comply with minimal standards was a focus of a grand jury that the Dave Aronberg, Palm Beach County State Attorney, convened to investigate fraud and abuse in the addiction treatment industry. While the grand jury naturally focused on Palm Beach County, the practices it identified are not limited to that one county. They occur in other Florida counties, including Broward, as well as in Palm Beach County.

The grand jury reported:[14]

> The Grand Jury received evidence from a number of sources that recovery residences operating under nationally recognized standards, such as those created by the National Alliance for Recovery Residences (NARR), are proven to be highly beneficial to recovery. The Florida Association of Recovery Residences (FARR) adopts NARR standards. One owner who has been operating a recovery residence under these standards for over 20 years has reported a 70% success rate in outcomes. The Grand Jury finds that recovery residences operating under these nationally approved standards benefit those in recovery and, in turn, the communities in which they exist.
>
> In contrast, the Grand Jury has seen evidence of horrendous abuses that occur in recovery residences that operate with no standards. For example, some residents were given drugs so that they could go back into detox, some were sexually abused, and others were forced to work in labor pools. There is currently no oversight on these businesses that house this vulnerable class. Even community housing that is a part of a DCF [Department of Children and Families] license has no oversight other than fire code compliance. This has proven to be extremely harmful to patients.

The grand jury reported 484 overdose deaths in nearby Delray Beach in 2016, up from 195 in 2015.[15] It recommended certification and licensure for "commercial recovery housing."[16] For full details on the grand jury's findings and recommendations, readers should see the grand jury's report.[17]

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14. Palm Beach Grand Jury in the Circuit Court of the 15th Judicial Circuit In and For Plam Beach County, Florida, *Report on the Proliferation of Fraud and Abuse in Florida's Addiction Treatment industry*, (Dec. 8, 2016) 16–17.
15. Ibid. 99–101.
16. Ibid. 18. In contrast to the self–governed Oxford Houses that adhere to the Oxford House Charter and are subject to inspections by Oxford House, "commercial recovery housing" is operated by a profit–making third party entity, sometimes affiliated with a specific treatment program, complete with supervisory staff like most community residences for people with disabilities. In Florida, as elsewhere, such homes are almost always requried to obtain a license from the state.
17. The grand jury's report is available online at: http://www.trbas.com/media/media/acrobat/2016-12/70154325305400-12132047.pdf.

Patient brokering and sober homes have migrated to other counties in southeast Florida like Broward in large part to the crackdown in Palm Beach County on patient brokering and other illegal practices characteristic of illegitimate predator sober homes. Authorities believe that illicit operators are leaving cities like Delray Beach, Pompano Beach, Oakland Park, West Palm Beach, and Fort Lauderdale where the zoning requires existing and proposed sober living homes and recovery communities to obtain certification from the Florida Association of Recovery Residences (FARR) or the appropriate license from the State of Florida.

According to the former head of the Florida Association of Recovery Residences, requiring certification or licensing of sober homes appears to deter "those who are driven to enter the recovery housing arena by opportunities to profit off this vulnerable population. When seeking where to site their programs, this predator group evaluates potential barriers to operation. For them, achieving and maintaining FARR Certification is a significant barrier."[18]

This may be coincidental, but as more Florida cities and counties adopt the sort of zoning framework suggested by this study, some illicit sober industry operators who engage in patient brokering and warehousing people in recovery are moving or expanding their operations to California. There are reports of patients in recovery from substance use disorder being brokered from Florida to Orange County, California[19] which the U.S. Department of Justice recently nicknamed the new epicenter of addiction fraud.[20]

This report examines ands presents the basis for a framework upon which to base text amendments to Coral Spring's *Land Development Code* to regulate community residences for people with disabilities and the related use, recovery communities, in accord with sound zoning and planning principles and the nation's Fair Housing Act. The forthcoming amendments based on this study will make the reasonable accommodation for community residences for people with disabilities and recovery communities that is needed to achieve full compliance with national law. The framework for the zoning approach this study recommends is based upon a careful review of:

- The functions and needs of community residences and the people with disabilities who live in them

18. Email from John Lehman, past CEO and current board member, Florida Association of Recovery Residences to Daniel Lauber, Law Office of Daniel Lauber (Nov. 16, 2017, 9:34 a.m. CST) (on file with the Law Office of Daniel Lauber).
19. Email from Alan S. Johnson, Chief Assistant State Attorney, 15th Judicial Circuit to Daniel Lauber, Law Office of Daniel Lauber (Dec. 21, 2021, 9:46 a.m. CST) (on file with the Law Office of Daniel Lauber).
20. "Dept. of Justice: Orange County is now nation's center for addiction fraud," *Orange County Register*, Dec. 16, 2021, available at https://www.ocregister.com/2021/12/16/dept-of-justice-orange-county-is-now-nations-center-for-addiction-fraud.

- The somewhat different functions and needs of recovery communities and the people recovering from substance use disorder who live in them
- Sound urban planning and zoning principles and policies
- The Fair Housing Amendments Act of 1988 (FHAA) and amended Title VIII of the Civil Rights Act of 1968, 42 U.S.C. Sections 3601–3619 (1982)
- Report No. 100–711 of the House Judiciary Committee interpreting the FHAA of 1988 amendments (the legislative history)
- The HUD regulations implementing the amendments, 24 C.F.R. Sections 100–121 (January 23, 1989)
- Case law interpreting the 1988 Fair Housing Act amendments relative to community residences for people with disabilities and recovery communities
- Joint Statement of the Department of Housing and Urban Development and the Department of Justice, *State and Local Land Use Laws and Practices and the Application of the Fair Housing Act* (Nov. 10, 2016)[21]
- Florida state statutes governing local zoning for different types of community residences: Title XXIX Public Health, chapters 393 (Developmental Disabilities), 394 (Mental Health), 397 (Substance Abuse Services), 419 (Community Residential Homes); Title XXX, chapters 429 (Assisted Care Communities — Part 1: Assisted Living Facilities, Part II: Adult Family–Care Homes); and Title XLIV, Chapter 760 (Discrimination in the Treatment of Persons; Minority Representation) (2019)
- Florida state statute establishing voluntary certification of sober living homes: Title XXIX Public Health, chapter 397 (Substance Abuse Services) §397.487 (2019)
- The actual Florida certification standards for sober living homes as promulgated and administered by the certifying entity, the Florida Association of Recovery Residences, based on standards established by the National Alliance of Recovery Residences
- The existing provisions of Coral Springs' *Land Development Code.*

Community residences

Community residences are an essential component for achieving the adopted goals of the United States and State of Florida to enable people with disabilities to live as normative a life as possible in the least restrictive living environment feasible. The nation has made great strides from the days when people with disabilities were warehoused out of sight and out of mind in inappropriate and excessively restrictive institutions.

21. At http://www.justice.gov/crt/page/file/909956/download.

People with substantial disabilities often need a living arrangement where they receive support from staff and each other to engage in the everyday life activities most of us take for granted. These sorts of living arrangements fall under the broad rubric "community residence" — a term that reflects their *residential nature and family–like living environment* rather than the institutional nature of a nursing home or hospital, or the non–family nature of a boarding or rooming house. Their primary use is as a residence or a home like yours and mine, not a treatment center, an institution, nor a lodging house.

One of the core elements of community residences is that they seek to function as much as possible as a family does whether they have staff or are self–governed like Oxford House. The staff (or officers elected from among the residents in the case of a self–governed Oxford House which is discussed in depth beginning on page 19) function in the role of parents, doing the same things our parents did for us and we do for our children. The residents with disabilities are in the role of the siblings, being taught or retaught the same life skills and social behaviors our parents taught us and we try to teach our children.

Community residences seek to achieve "normalization" of their residents and "community integration" by incorporating them into the social fabric of the surrounding community, They are operated under the auspices of a legal entity such as a non–profit association, for–profit private care provider, or a government entity.

Recovery communities

As explained beginning on page 61, a "recovery community" serves people in recovery from addiction to drugs and/or alcohol. It is a different land use than a community residence with dissimilar characteristics that warrant a somewhat different zoning approach.

The number of people who live in a specific community residence tends to depend on its residents' types of disabilities as well as therapeutic and financial needs.[22] Like other local jurisdictions across the nation, Coral Springs needs to adjust its land use regulations to enable community residences for people with disabilities to locate in all residential zoning districts, subject to objective standards via the least drastic means needed to actually achieve a legitimate government interest.

22. While the trend for people with developmental disabilities is toward smaller group home households, valid therapeutic and financial reasons lead to community residences for people with mental illness and/or people in recovery from substance use disorder (popularly known as "drug and/or alcohol addiction") to typically house eight to 12 residents. However, all community residences must comply with minimum floor area requirements that prevent overcrowding like any other residence. If the local building code or property maintenance code would allow only six people in a house, then six is the maximum number of people that can live in the house whether it's a community residence for people with disabilities or a biological family. *City of Edmonds v. Oxford House* 514 U.S. 725, 115 S.Ct. 1776, 131 L.Ed.2d 801 (1995). This legal principle is discussed at length later in this study.

When President Reagan signed the Fair Housing Amendments Act of 1988 (FHAA), he and Congress added people with disabilities to the classes the nation's Fair Housing Act (FHA) protects. The 1988 amendments recognized that many people with disabilities need a community residence (group home, sober living home, small halfway house, small assisted living facility) in order to live in the community in a family–like environment rather than being forced into an inappropriate institutional setting.

Direct threat exclusion. *People without disabilities and people with disabilities who pose "a direct threat to the health or safety of others" such as prison pre–parolees and sex offenders are not covered by the 1988 amendments to the Fair Housing Act. Therefore, cities and counties do not have to make a reasonable accommodation for them like they must for people with disabilities who do not pose "a direct threat to the health or safety of others." The zoning amendments to be based on this study will not allow halfway houses for people who fall into these categories of dangerous people as a permitted use in residential areas.* Also see page 24.

Consequently, the nation's Fair Housing Act requires all cities, counties, and states to allow for community residences for people with disabilities by making some exceptions in their zoning ordinance or Land Development Code provisions that place a cap or limit on how many unrelated people can live together in a dwelling unit.

To enable community residences for people with disabilities to locate in the residential zoning districts where they rightfully belong, the nation's Fair Housing Act has, since 1989, required all cities, counties, and states to make a "reasonable accommodation" in their zoning when the number of residents exceeds the local zoning code's cap on the number of unrelated people who can live together in a dwelling s.[23] **The zoning approach recommended in this study constitutes this reasonable accommodation by creating a zoning process that uses the least drastic means needed to actually achieve legitimate government interests — all of which is spelled out in this study.**

23. As explained in this study, "family community residences" should be allowed as a permitted use in all zoning districts where dwellings are allowed when located outside a rational spacing distance from the nearest existing community residence and if licensed or certified. "Transitional community residences" should be allowed as of right in districts where multiple family dwellings are permitted uses (subject to spacing and licensing) and as a conditional use or an equivalent process in other residential districts. A conditional use back–up (or its equivalent process) is needed for proposed community residences that would be located within the spacing distance or for which a license or certification is not available. Using a special exception or reasonable accommodation procedure would serve the same function as a conditional use. *For the sake of simplicity, this study will use the term "conditional use" throughout.*

The legislative history of the Fair Housing Amendments Act (FHAA) states:

> "The Act is intended to prohibit the application of special requirements through land–use regulations, restrictive covenants, and conditional or special use permits that have the effect of limiting the ability of such individuals to live in the residence of their choice within the community."[24]

While many advocates for people with disabilities contend that the Fair Housing Amendments Act prohibits all zoning regulation of community residences, the Fair Housing Amendments Act's legislative history (and the majority opinion of the courts) suggest otherwise:

> "Another method of making housing unavailable has been the application or enforcement of otherwise neutral rules and regulations on health, safety, and land–use in a manner which discriminates against people with disabilities. Such discrimination often results from false or overprotective assumptions about the needs of handicapped people, as well as unfounded fears of difficulties about the problems that their tenancies may pose. These and similar practices would be prohibited."[25]

Many states, counties, and cities across the nation continue to base their zoning regulations for community residences on these "unfounded fears." But the 1988 amendments to the Fair Housing Act require all levels of government to make a *reasonable accommodation* in their zoning rules and regulations to enable community residences for people with disabilities to locate in the same residential districts as other residential uses, albeit *not exactly the same as* single–family residences.[26]

It is well settled that for zoning purposes, a community residence is a residential use, not a business use. The Fair Housing Amendments Act of 1988 specifically invalidates restrictive covenants that would exclude community residences from a residential area. The Fair Housing Act renders these restrictive covenants invalid as applied to community residences for people with disabilities.[27]

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24. H.R. Report No. 711, 100th Cong., 2d Sess. 311 (1988), reprinted in 1988 U.S.C.C.A.N. 2173.
25. Ibid.
26. 42 U.S.C. §3604(f)(B) (1988).
27. H.R. Report No. 711, 100th Cong., 2d Sess. 311 (1988), reprinted in 1988 U.S.C.C.A.N. 2173, 2184. The overwhelming majority of federal and state courts that have addressesd the question have concluded that the restrictive covenants of a subdivision and the by–laws of a homeowner or condominium association that exclude businesses or "non–residential uses" do *not* apply to community residences for people with disabilities — even before passage of the Fair Housing Amendments Act of 1988. The author of this study has assembled a five–page list of these court decisions which is available upon request.

Types of community residences

Based on their performance characteristics, there are two categories of community residences that warrant slightly different zoning treatments tailored to these different characteristics:[28]

- **Family community residences** include uses commonly known as group homes and those sober living homes that offer a relatively permanent living environment that emulates a biological family
- **Transitional community residences** include uses commonly known as small halfway houses and sober living homes that offer a relatively temporary living environment. Both, however, emulate a biological family like all community residences do.[29]

The label an operator places on a community residence does *not* determine whether it is a family or a transitional community residence. That conclusion is based on the relevant performance characteristics of each community residence.

Family community residences

A ***family community residence*** gives people with disabilities a relatively permanent living arrangement that emulates a family. They are usually operated under the auspices of an association, corporation, or other legal entity, or the parents or legal guardians of the residents with disabilities. Some sober living homes for people in recovery from substance use disorder, like Oxford House, are self–governing.[30]

Residency, not treatment, is the home's primary function. *There is no limit to how long an individual can live in a family community residence. Depending on the nature of a specific family community residence, each resident is expected to live there for as long as each resident needs. Tenancy is measured in years, not*

28. Recovery communities are significantly different in nature than community residences and are examined in detail beginning on page 38.
29. The term "halfway house" is also often used to describe congregate living arrangements with dozens or even hundreds of occupants that are institutional in nature and do not emulate a family. The study does not examine those large halfway houses that do not emulate a family. They constitute a different land use than a transitional community residence and they warrant signficantly different zoning treatment.
30. When the issue of transiency arises, the majority judicial view has been that Oxford House residents are "not transient." The courts recognize that Oxford Houses offer a relatively permanent living arrangement with no limitation on how long people can live in them. Consequently this study concludes that Oxford Houses are "family community residences" and it is necessary for the forthcoming zoning to treat them as such. *See Oxford House, Inc. v. Babylon,* 819 F.Supp. 1179, 1183 (E.D.N.Y. 1993) and *Tsombanidis v. West Haven Fire Department,* 352 F.3d 565, 580 (2nd Cir. 2003). The following cases have also rejected the transient argument for sober homes: *Sharpvisions, Inc. V. Borough of Plum,* 475 F.Supp. 2d 514 (W.D. Pa 2007); *Lakeside Resort Enters., LP v. Board of Supervisors of Palmyra Township,* 455 F.3d 154, 157-158 (3d Cir. 2006); and *Community Services v. Heidelberg Township,* 439 F.Supp. 2d 380, 397 (M.D. Pa. 2006).

months. Family community residences are most often used to house people with developmental disabilities (mental retardation, autism, etc.), mental illness, physical disabilities including the frail elderly, and individuals in recovery from addiction to alcohol or drugs (legal or illegal) who are *not* currently "using."

Family community residences are often called *group homes* and, in the case of people with substance use disorder, sober living homes, recovery residences, or *sober homes.*[31] *Their key distinction from transitional community residences* is that people with disabilities can reside, are expected to reside, and actually do live in a family community residence for a year or longer, not just months or weeks. In a nation where the typical household lives in its home five to seven years, these are long–term, relatively permanent tenancies. There is no limit on how long people with disabilities can dwell in a family community residence as long as they obey the rules or do not constitute a danger to others or themselves, or in the case of recovering alcoholics or drug addicts, do not use alcohol or illegal drugs or abuse prescription drugs.

To achieve normalization and community integration of its occupants, a community residence needs to be located in a safe, conventional residential neighborhood. The underlying rationale for a community residence is that by placing people with disabilities in as "normal" a living environment as possible, they will be able to develop to their full capacities as individuals and citizens. The atmosphere and aim of a community residence is very much the *opposite* of an institution which essentially teaches its inmates how to live in an institution.

The family community residence functionally emulates a family in most every way. The activities in a family community residence are essentially the same as those in a dwelling occupied by a biologically–related family. Essential life skills are taught; just like we teach our children. Most family community residences provide "habilitative" services for their residents to enable them to develop their life skills to their full capacity. *Habilitation* involves learning life skills for the first time as opposed to *rehabilitation* which involves relearning life skills.

While recovery residences are like other group homes in most respects, they tend to engage more in *rehabilitation* where residents relearn the essential life skills we tend to take for granted. Some very long–term alcoholics or drug addicts in recovery, however, may be learning some of these life skills for the first time. Some sober living homes like Oxford House, have been referred to as *three–quarter houses* because they are more family–like and permanent than the better known *halfway house* which falls under the *transitional community residence* category.

Sober living homes provide the supportive living environment that is essen-

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31. For example, those "sober living homes" that limit how long occupants may live there are most accurately characterized as "transitional community residences." *It is crucial that a jurisdiction evaluates each proposed community residence on how it operates and not on how its operator labels it.*

tial for people in recovery to learn how to maintain sobriety — *before* they can return to their family. People can live for years in some sober living homes while others limit tenancy to just weeks or months (these are transitional community residences).

The sober living home concept is an outgrowth of the supportive living arrangement that Oxford House pioneered in 1975. In most community residences, including the typical "structured" sober living home, the live–in or shift staff function in the supervisory parental role. On the other hand, each Oxford House has no staff and is self–run and self–governing. The residents of each Oxford House periodically elect from among themselves officers who act in a supervisory role much like parents in a biological family. The other residents are like the siblings in a biological family. The courts have found that Oxford Houses "exhibit a social structure that mirrors a hierarchy" and emulates a family.[32]

Each Oxford House is subject to the demanding requirements of the Oxford House Charter which requires submitting to Oxford House International a monthly financial accounting, establishing monitoring and inspection procedures, and promulgating rules and standards to protect the residents and to foster normalization and community integration. For all practical purposes, the Oxford House Charter constitutes the functional equivalent of licensing and for the purposes of land–use control ordinances, can serve as a proxy for formal licensing or certification.

Table 2: Number of Oxford Houses in Florida By Number of Residents: 2023

Florida Oxford Houses (March 27, 2023)		
Number of Residents	Number of Oxford Houses	Total Number of Residents in This Size Oxford House
6	2	12
7	11	77
8	42	336
9	25	225
10	32	320
11	13	143
12	7	84
13	0	0
14	1	14
Totals	133	1,211

Source: https://oxfordhouse.org/directory_listing.php.

32. *Oxford House, Inc. V. H. "Butch"Browning,* 266 F.Supp.3d 896 (M.D. Louisiana 2017) provides a particularly clear explanation of how the courts have arrived at this conclusion.

In each Oxford House and in each community residence for people with disabilities, interaction between the people who live in the community residence is essential to achieving normalization. The relationship of a community residence's inhabitants is much closer than the sort of casual acquaintance that occurs in a boarding or lodging house where interaction between residents is merely incidental. In both family and transitional community residences, the residents share household chores and duties to the extent of which they are capable, learn from each other, and provide one another with emotional support — family–like relationships not essential for, nor present in lodging or rooming houses, boarding houses, fraternities, sororities, nursing homes, other institutional uses, or assisted living homes too large to emulate a family.

As shown in Table 2 above, while the number of occupants of an Oxford House ranges from six to 14, 74 percent house from eight to ten people. Eighty percent of Oxford House residents in Florida live in an Oxford House for ten or fewer people in recovery from substance use disorder.

In addition, interaction with neighbors without severe disabilities is an essential component to community residences and one of the reasons planners and the courts long ago recognized the need for them to be located in residential neighborhoods. Neighbors serve as role models, helping to foster the normalization and community integration at the core of community residences.

Table 3 below illustrates the many functional differences between community residences for people with disabilities, institutional uses (including nursing homes), and rooming or boarding houses. These functional differences help explain the rational basis for the city's *Land Development Code* to treat these land uses differently than community residences for people with disabilities.

Table 3: Differences Between Community Residences, Institutional Uses, and Rooming Houses

Differences Between Community Residences, Institutional Uses, and Rooming or Boarding Houses			
Characteristic	**Community Residence for People With Disabilities**	**Institutional Uses** (Includes Nursing Homes)	**Rooming or Boarding House**
Proper Environment	Residential Home–like	Institutional Hospital–like	Residential Hotel–like
Appropriate Zoning Districts	Single–family residential preferred Multiple–family in some instances	Institutional, commercial, mixed use, medical	Multiple–family residential
Relationship of Residents	Single housekeeping unit emulating a biological family Sibling–like relationships essential Bonding between residents highly desirable	Relationships not planned nor essential Incidental friendships may develop	No dependency on other residents Incidental friendships may develop Relationships not planned nor essential
Supervision	Staff in the role of the parents; officers in self–governed homes in role of parents	Total staff supervision	Landlord–tenant relationship
Values Fostered	Family values	None	None
Purpose	Achieve normalization and community integration Habilitation or rehabilitation	No effort to achieve normalization or community integration	No effort to achieve normalization, community integration, habilitation or rehabilitation
Relationship to Neighbors On the Block	Interaction with nondisabled neighbors is an essential component of normalization and community integration; neighbors without disabilities serve as role models to foster normalization and community integration	Interaction with neighbors not facilitated; use is largely self–contained. Neighbors have no role related to the occupants of the institutional use	Interaction with neighbors is hit or miss
Residential Integration	Integration with the surrounding community is essential in contrast to the segregation of living in an institution surrounded by people with the same disability	Essentially segregated from the surrounding community such that immediate neighbors are people with the same disability	Not applicable

— Table continued on next page

Table 3: *Continued from previous page*

Differences Between Community Residences, Institutional Uses, and Rooming or Boarding Houses			
Characteristic	**Community Residence for People With Disabilities**	**Institutional Uses** (Includes Nursing Homes)	**Rooming or Boarding House**
Primary Functions	Emulate a biological family Provides support in a family–like residential setting; residents dependent on each other like in a biological family	Provide medical treatment and institutional care No family–like living; not a residential nature	Lodging for unrelated individuals Residents are completely independent of each other
	Share family and household tasks Educate residents in many of the areas in which parents normally educate their children: Personal health and hygiene Eating habits Dressing/clothing care Household duties and chores House maintenance House safety Developing social and interpersonal skills Developing shopping skills Developing public behavior skills Developing recreational skills Using public transportation Use and value of money Using public facilities (stores, restaurants, theaters, recreational facilities, banks)	Patients not expected to perform household tasks; patients are cared for No educational role	Residents do not share household tasks; each boarder functions as an individual; no attempt to emulate a biological family No educational role

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As was realized a century ago, being segregated away in an institution only teaches people how to live in an institution. It does nothing to facilitate learning the skills needed to be all you can be, live as independently as possible, and integrate into community life.

For example, filling an apartment building with people in recovery — a "recovery community" — segregates them away with other people in recovery as their neighbors, minimizing the interaction, if any, they might have with sober neighbors which helps foster normalization and community integration. Functionally, placing people in recovery in a series of adjacent single–family homes or townhouses is the same as filling an apartment building and, for all practical purposes, also constitutes a recovery community. While these arrangements possess some of the characteristics of community residences, they also possess many institutional characteristics and function more like mini–institutions than the biological family a community residence is supposed, by definition, to emulate.

As the courts have consistently concluded, community residences foster the same family values that even the most restrictive residential zoning districts promote. Family community residences comply with the purposes of Coral Springs zoning districts that allow residential uses, be they single–family or multifamily.

Even before passage of the 1988 amendments to the Fair Housing Act, most courts concluded that family community residences for people with disabilities must be allowed as of right in *all* zoning districts where residential uses are allowed, at least when certain factually–based conditions are met. Under the Fair Housing Act, a municipality or county can require (1) a rationally–based spacing distance between community residences and (2) a license or certification for community residences allowed as permitted uses when the number of residents in a proposed community residences *exceeds* the cap on unrelated occupants in the jurisdiction's zoning code definition of "family."

Transitional community residences

In contrast to the group homes and sober living homes that fit in the category of family community residences, a *transitional community residence* is a comparatively temporary living arrangement that is more transitory than a group home or sober living home and a bit less family–like. Residency is measured in weeks or months, not years. A recovery residence that imposes a limit on how long someone can live there exhibits the performance characteristics of a transitional community residence, much like the better known *small* halfway house.[33]

33. As used in this study, the term "halfway house" refers to the original halfway house concept that is small enough to emulate a biological family, *not* to large halfway houses occupied by 20, 50, or 100+ people. Nor does term here refer to detoxification facilities that do not emulate a family. These larger congregate living facilities exhibit the performance characteristics of a mini–institution and *not* the characteristics of a residential use that emulates a biological family. Consequently, sound zoning principles call for them to be located in commerical, medical, or

Typical of the people with disabilities who need a temporary living arrangement like a halfway house are people with mental illness who leave an institution and need only a relatively short stay in a halfway house before moving to a less structured and less restrictive living environment. Similarly, people recovering from substance use disorder move to a halfway house or short–term sober living home after detoxification in an institution until they are capable of living in a relatively permanent long–term sober living home or other less restrictive and less structured environment.

"Direct threat exclusions"

United States: Individuals with disabilities who "constitute a direct threat to the health or safety of others" are not covered by the Fair Housing Amendments Act of 1988. 42 U.S.C. § 3602(f)(9) (1988). Consequently, municipal ordinances that prohibit such individuals from living in community residences do not run afoul of the Fair Housing Act.

State of Florida: "Nothing in this section shall permit persons to occupy a community residential home who would constitute a direct threat to the health and safety of other persons or whose residency would result in substantial physical damage to the property of others." *Florida Statutes* §419.001 (10) (2019). This prohibition which applies to homes the state licenses is equivalent to the Fair Housing Act's exclusion for people who constitute a direct threat.

Halfway houses provide prison pre–parolees with transitional housing before going out on their own. *However, this class of individuals do not constitute people with disabilities.* Zoning can be more restrictive for halfway houses for people the Fair Housing Act does not cover. Consequently zoning codes can and should treat halfway houses for prison pre–parolees or other populations *not* covered by the Fair Housing Act more restrictively than the protected classes under the Fair Housing Act.

The community residences for people with disabilities that limit the length of tenancy are also residential uses that need to locate in residential neighborhoods to succeed. But since the length of tenancy is relatively temporary and so much shorter than would be expected in a typical single–family neighborhood, it is rational for a jurisdiction to apply to them the heightened scrutiny of a conditional use to locate in single–family districts while allowing them as a permitted use in zoning districts where multifamily housing is allowed (subject to the two objective standards explained later in this report).

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institutional zoning districts. A residential neighborhood is *not* essential for the larger halfway houses that do not emulate a biological family to function successfully.

However, it is important to remember that a conditional use cannot be denied on the basis of neighborhood opposition rooted in unfounded myths and misconceptions about the residents with disabilities of a proposed transitional community residence.[34]

Rational bases for regulating community residences

The impacts, or lack thereof, of community residences for people with disabilities have probably been studied more than any other small land use. To understand the rationale for the guidelines to regulate community residences this study proffers, it is vital to review what is known about community residences, including their appropriate location, number of residents needed to be both therapeutically and financially viable, means of protecting their vulnerable populations from mistreatment or neglect as well as excluding dangerous individuals from living in them, and their impacts, if any, on the surrounding community. Most of the principles discussed in this section apply to both community residences and recovery communities.

Relative location of community residences. For at least 40 years, researchers have found that numerous community residence operators will locate their community residences close to other community residences, especially when zoning does not allow community residences for people with disabilities as of right (with objective, narrowly–crafted standards) in all residential districts. They tend to be clustered in a community's lower cost or older neighborhoods and in areas around colleges.[35] In every jurisdiction for which Planning/Communications has conducted an Analysis of Impediments to Fair Housing Choice, there was clustering or concentrations of community residences when the zoning did *not* require a rationally–based spacing distance between community residences allowed as of right.

Why clustering is counterproductive. Placing community residences (and recovery communities) too close to each other can create a *de facto* social service district and can hinder their ability to achieve normalization and community integration of their residents — two of the core foundations upon which the concept

34. Note that the proposed definitions of "community residence," "family community residence," and "transitional commmunity residence" all speak of a family–like living environment. These definitions *exclude* the large institutional facilities for many more occupants that, today, are often called "halfway houses." The city's current zoning treatment of these large facilities may also require revision.

35. *See* General Accounting Office, *Analysis of Zoning and Other Problems Affecting the Establishment of Group Homes for the Mentally Disabled* (August 17, 1983) 19. This comprehensive study found that 36.2 percent of the group homes for people with developmental disabilities surveyed were located within two blocks of another community residence or an institutional use. *Also see* Daniel Lauber and Frank Bangs, Jr., *Zoning for Family and Group Care Facilities,* American Society of Planning Officials Planning Advisory Service Report No. 300 (1974) at 14; and *Familystyle of St. Paul, Inc., v. City of St. Paul,* 923 F.2d 91 (8th Cir. 1991) where 21 group homes that housed 130 people with mental illness were established on just two blocks.

of community residences is based. In today's society, people tend to get to know nearby neighbors on their block within a few doors of their home (unless they have children together in school or engage in walking, jogging, or other neighborhood activities). The underlying precepts of community residences expect neighbors who live close to a community residence (and recovery community) to serve as role models to the occupants of a community residence (and recovery community) — which requires interacting with them.

For normalization to occur, it is essential that occupants of a community residence interact with neighbors without disabilities as role models. But if another community residence (or a recovery community) is opened very close to an existing community residence (or recovery community) — such as next door or within a few doors of it — the residents of the new home can replace the role models without disabilities with individuals with disabilities and quite possibly hamper the normalization and community integration efforts of the existing community residence. Clustering three or more community residences on one or two adjacent blocks not only undermines normalization and community integration, but could inadvertently lead to a *de facto* social service district that alters the residential character of the neighborhood.

The known evidence shows that one or two nonadjacent community residences for people with disabilities on an average American block of 660 feet, or ten or 11 lots apart, are not likely to alter the residential character of a neighborhood or interfere with the goals of community residences.[36] The author has not been able to find any similar studies of recovery communities. One can estimate with some confidence that two or more recovery communities on a block face will very likely alter the residential character of the block thanks to their larger size and population, more intense concentration, and institutional nature.

The research strongly suggests that as long as several community residences are not clustered on the same block face or adjacent blocks, they will not generate these adverse impacts. Consequently, *when community residences are allowed as a permitted use,* it is most rational and reasonable to establish a spacing distance between them that keeps them apart at least the length of an average American block, which amounts to ten or 11 lots apart assuming a typical minimum lot width of 60 to 65 feet. This distance should asure there are enough dwellings between them to lessen the chances their occupants will interact primarily or only with the occupants of the nearby community residence(s). This sort of distance facilitates the core goals of normalization, community integration, and use of neighbors without disabilities as role models.

36. See General Accounting Office, *Analysis of Zoning and Other Problems Affecting the Establishment of Group Homes for the Mentally Disabled* 27 (August 17, 1983).

Figure 7: Example of a Block Face



The area within the orange rectangle is a conventional "block face." In Coral Springs, much of the residential blocks do not adhere to this rectangular shape and are curved instead.

However, residential lot widths in Coral Springs can be significantly greater than the typical 60 to 65 foot minimum lot size. They instead range from 75 to 150 feet in single–family zoning districts to as much as 300 feet in multiple family districts.[37] So, under the approach described above, community residences could locate as of right just four or five lots apart in a district with a 150 foot minimum lot width, This would increase the likelihood that the residents of the two community residences would interact mostly or exclusively with the occupants of the other community residence rather than with their neighbors without disabilities. The likelihood is even greater when both community residences serve people with the same disability.

In addition, not that many of Coral Springs' residential neighborhoods outside the central business district are composed of rectilinear blocks. Applying a rigid spacing distance radius of linear feet to neighborhoods with largely curvilinear streets will not necessarily provide enough lots between community residences allowed as of right to facilitate normalization, community integration, and the use of neighbors without disabilities as role models.

In these circumstances, the zoning approach needs some flexibility to allow for these larger minimum lot widths and the prevalent curvilinear streets in Coral Springs' residential neighborhoods. Consequently, this study recommends that when community residences (and recovery communities) are al-

37. Minimum lot widths specified in the city's *Zoning Ordinance* range from 70 to 150 feet in single family districts (RS–1, RS–3, RS–4, RS–5). The minimum lot widths in the RD–8 two–family district are 35 feet for duplexes and 75 feet for single–family attached dwellings. In two of the multiple family districts (RM–15, RM–20), the minimum lot width is 100 feet for a one acre lot and 300 feet for multiple dwellings on a five acre lot. In the medium high density multiple family RM–30 and high density multiple family RM–40 districts, the minimum lot width is 100 feet.

lowed as of right, the spacing distance between community residences (and recovery communities) should be a specific distance or a specific number of lots, whichever is greater. This approach has served as the least drastic means needed to attain the legitimate government interest of facilitating achievement of the core goals of community residences and recovery communities.

While we are confident that these goals will be achieved and no adverse impacts generated when community residences and recovery communities comply with the selected spacing distances, we are substantially less confident that these goals would be attained when another community residence (or recovery community) were to locate within the established spacing distance of an existing community residence (or recovery community).

However, there are circumstances when locating another community residence within the spacing distance of an existing community residence (or recovery community) will *not* interfere with normalization, community integration, or using nondisabled neighbors as role models. For example, if there is a geographic feature such as a freeway, drainage channel, or hill between the proposed and existing community residences that acts as a barrier to interaction of the occupants of the two homes, allowing the proposed community residence would not interfere with normalization and community integration, discourage the use of nondisabled neighbors as role models, or alter the community's character. Similarly, a proposed community residence for the frail elderly is extremely unlikely to have any effect on the ability of an existing sober living home down the block to achieve normalization and community integration of its residents and use neighbors without disabilities as role models.

These situations require a case–by–case evaluation to make sure they won't hinder these core aims of the closest existing community residence (or recovery community). This study recommends a zoning approach that allows for this case–by–case review via a conditional use with standards narrowly based on the reasons why the conditional use is being required. It is critical that this option be included in any zoning treatment of community residences and recovery communities designed to provide the reasonable accommodation the Fair Housing Act requires.

Measuring spacing distances. While spacing distances are measured from the lot line nearest an existing community residence (or recovery community) that is closest to a proposed community residence, there are several schools of thought on the most appropriate way to measure that spacing distance.

One school calls for measuring along the public or private pedestrian right of way. The idea is to measure the actual distance people would have to walk to go from one community residence to another, as opposed to measuring as the crow flies. Depending on the technology a jurisdiction has, *implementing this approach ranges from extremely difficult to next to impossible.* In addition, it fails to achieve the objectives of spacing distances when a jurisdiction contains "superblocks," namely blocks that are substantially lengthier than the average American urban block of 660 feet. The greater length of a superblock — twice that of a typical block — would allow clustering and concentrations to develop by enabling a community residence to locate as of right back to back or lot cor-

ner to lot corner with an existing community residence — one of the scenarios that spacing distances seek to prevent from happening.

The other school of thought holds that the spacing distance should be measured as the crow flies from the closest lot line of the existing community residence (or recovery community) and the proposed community residence. This method establishes a *predictable* radius around existing community residences that can quickly be measured using a jurisdiction's geographic information system or printed maps. Even with superblocks, this approach would preclude a new community residence from locating as of right back to back or lot corner to lot corner with an existing community residence. This is the more appropriate and pragmatic approach to use in Coral Springs and elsewhere.

Coral Springs should create a "Community Residence and Recovery Community Land Use Application" form much like the one in Appendix B of this study for all operators of every proposed community residence and recovery community to complete. This sort of form will enable the city to measure spacing distances from existing community residences and/or recovery communities and implement its zoning provisions for community residences and recovery communities. The city should also maintain a confidential database and map[38] of the locations of all existing community residences and recovery communities so it can apply the spacing distance to any proposed community residence or recovery community.[39]

This database and map need to be kept current so that a proposed community residence or recovery community is not subjected to a spacing distance from a community residence or recovery community that has ceased operations. A mechanism will be needed for an operator who closes one of these homes to promptly notify the city of its closure so the city can remove its location from this database and map.

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38. Confidentiality is recommended because it is possible that releasing the actual addresses of community residences and recovery communities *could* violate privacy laws. City attorneys will need to determine how this concern over privacy interacts with the requirements of Florida's public record laws. Keep in mind that the addresses of many community residences that the State of Florida licenses are easily available on state–operated websites. The proposed zoning approach, however, *cannot* be implemented without maintaining the recommended database and map.
39. While this is discussed in depth beginning on the next page, it is critical to note now that when the number of occupants of a community residence falls within the land–use code's cap on the number of unrelated individuals permitted in the jurisdiction's definition of "family," *the land–use ordinance must always treat the community residence as a "family" or "household"* — to do otherwise would constitute discrimination on its face in violation of the Fair Housing Act. In Coral Springs, the cap on unrelated individuals is currently two. Such homes *cannot* be used to calculate spacing distances for *zoning* purposes because they are "families" by definition. Spacing distances are applicable *only* to community residences for people with disabilities that *exceed* the cap on unrelated people in the definition of "family," "household," or "single housekeeping unit." This principle is most clearly ennunciated in *United States v. City of Chicago Heights,* 161 F. Supp. 2nd 819 (N.D. Ill. 2001). *Also see* Joint Statement of the Department of Housing and Urban Development and the Department of Justice, *State and Local Land Use Laws and Practices and the Application of the Fair Housing Act*, 10–12 (Nov. 10, 2016).

The technical explanation. This section speaks solely of community residences. The research on which it is based was conducted before recovery communities came into being.

Essential to the normalization and community integration that community residences seek to achieve for their residents with disabilities is absorption into the neighborhood's social structure. Generally speaking, the existing social structure of a neighborhood can accommodate no more than one or two community residences on a single block face. Neighborhoods seem to have a limited absorption capacity for service–dependent people that should not be exceeded.[40]

Social scientists note that while this capacity level exists, an absolute, precise level cannot be identified. Writing about service–dependent populations in general, Jennifer Wolch notes, "At some level of concentration, a community may become saturated by services and populations and evolve into a service–dependent ghetto."[41]

According to one planning study, "While it is difficult to precisely identify or explain, 'saturation' is the point at which a community's existing social structure is unable to properly support additional residential care facilities [community residences]. Overconcentration is not a constant but varies according to a community's population density, socio–economic level, quantity and quality of municipal services and other characteristics." There are no universally accepted criteria for determining how many community residences are appropriate for a given area.[42]

This research strongly suggests that there is a legitimate government interest to ensure that community residences do not cluster together on a block or concentrate in a neighborhood. While the research on the impact of community residences makes it quite clear that two community residences — especially those serving different populations — separated by at least several other houses on a block produce no negative impacts, there is a well–grounded concern that community residences located more closely together on the same block face — or more than two on a block face — can generate adverse impacts on both the surrounding neighborhood and on the ability of the community residences to facilitate the normalization of their residents, which is among their purposes.

Limitations on number of unrelated residents. The majority view of the courts, both before and after enactment of the Fair Housing Amendments Act of 1988, is that a community residence constitutes a functional family and that zoning should treat a community residence as a residential land use even when

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40. Kurt Wehbring, *Alternative Residential Facilities for the Mentally Retarded and Mentally Ill* 14 (no date) (mimeographed).
41. Jennifer Wolch, "Residential Location of the Service–Dependent Poor," 70 *Annals of the Association of American Geographers,* at 330, 332 (Sept. 1982).
42. S. Hettinger, *A Place They Call Home: Planning for Residential Care Facilities* 43 (Westchester County Department of Planning 1983). See also D. Lauber and F. Bangs, Jr., *Zoning for Family and Group Care Facilities* at 25.

the community residence does not fit within the definition of "family" in a jurisdiction's zoning or land use code.[43]

At first glance, that approach appears to fly in the face of a 1974 Supreme Court ruling that allows cities and counties to limit the number of unrelated people that constitutes a "family" or "household." Zoning ordinances typically define "family" or "household" as (1) any number of related individuals and (2) a specific number of unrelated persons living together as a single housekeeping unit. As explained in the paragraphs that follow, the U.S. Supreme Court ruled that a local zoning code's definition of "family" can place this cap on the number of unrelated persons living together as a single housekeeping unit.[44] *But the Fair Housing Act requires jurisdictions to make a* ***reasonable accommodation*** *for community residences for people with disabilities by making narrow exceptions to these caps on the number of unrelated people living together that constitute a "family" or "household."*

In *Belle Terre*, the U.S. Supreme Court upheld the Long Island resort community's zoning definition of "family" that permitted no more than two unrelated persons to live together. It's hard to quarrel with the Court's concern that the specter of "boarding housing, fraternity houses, and the like" would pose a threat to establishing a "quiet place where yards are wide, people few, and motor vehicles restricted.… These are legitimate guidelines in a land–use project addressed to family needs.…"[45] Unlike the six sociology students who rented a house during summer vacation in Belle Terre, a community residence functions like a family, is not a home for transients, and is the antithesis of an institution. Community residences for people with disabilities foster the same goals that zoning ordinances and the U.S. Supreme Court attribute to single–family zoning.

One of the first community residence court decisions to distinguish *Belle Terre* clearly explained the difference between community residences and other group living arrangements like boarding houses. In *City of White Plains v. Ferraioli,*[46] New York's highest court refused to enforce the city's definition of "family" against a community residence for abandoned and neglected children. The city's definition limited occupancy of single–family dwellings to related individuals. The court found that it "is significant that the group home is structured as a single housekeeping unit and is, to all outward appearances, a relatively normal, stable, and permanent family unit.…" [47]

Moreover, the court found that:

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43. The discussion that follows can get quite nuanced and readers should not come to a conclusion before reaching the end. The principles discussed here are applicable to community residences, but *not* to recovery communities, a land use that does *not* emulate a family and is essentially a mini–institution as explained later this in this study.
44. *Belle Terre v. Borass,* 416 U.S. 1 (1974).
45. Ibid. at 7–9.
46. 313 N.E.2d 756 (N.Y. 1974).
47. Ibid. at 758–759.

> "The group home is not, for purposes of a zoning ordinance, a temporary living arrangement as would be a group of college students sharing a house and commuting to a nearby school. (c.f., *Village of Belle Terre v. Boraas,* [citation omitted]). Every year or so, different college students would come to take the place of those before them. There would be none of the permanency of community that characterizes a residential neighborhood of private homes. Nor is it like the so–called 'commune' style of living. *The group home is a permanent arrangement and akin to the traditional family, which also may be sundered by death, divorce, or emancipation of the young.... The purpose is to emulate the traditional family and not to introduce a different 'life style.'"*[48]

The New York Court of Appeals explained that the group home does not conflict with the character of the single–family neighborhood that *Belle Terre* sought to protect, "and, indeed, is deliberately designed to conform with it."[49]

In *Moore v. City of East Cleveland,*[50] U.S. Supreme Court Justice Stevens favorably cited *White Plains* in his concurring opinion. He specifically referred to the New York Court of Appeals' language:

> "Zoning is intended to control types of housing and living and not the genetic or intimate internal family relations of human beings. So long as the group home bears the generic character of a family unit as a r*elatively permanent household*, and is not a framework for transients or transient living, it conforms to the purpose of the ordinance."[51]

Justice Stevens' focus on *White Plains* echoes the sentiments of New York Chief Justice Breitel who concluded that "the purpose of the group home is to be quite the contrary of an institution and to be a home like other homes."[52]

Since 1974, the vast majority of state and federal courts have followed the lead of *City of White Plains v. Ferraioli* and treated community residences as "functional families" that should be allowed in single–family zoning districts despite zoning ordinance definitions of "family" that place a cap on the number of unrelated residents in a dwelling unit. In a very real sense, the Fair Housing Amendments Act of 1988 essentially codified the majority judicial treatment of zoning ordinance definitions with "capped" definitions of "family."

The definition of "family" in the *Coral Springs Land Development Code* appears to aim to include differently structured biological and legal domestic living arrangements:

48. Ibid. at 758 [citation omitted]. *Emphasis added.*
49. Ibid.
50. 431 U.S. 494 (1977) at 517 n. 9.
51. Ibid. *Emphasis added.*
52. *City of White Plains v. Ferraioli,* 313 N.E. 2d at 758.

> *Family:* One (1) or more persons related by blood, marriage or legal adoption occupying a single dwelling unit, having one (1) set of culinary facilities and living as a single housekeeping unit as distinguished from a group occupying a boarding or rooming house, hotel or motel. The definition of family may also include no more than two (2) additional, unrelated natural persons in addition to the above definition of family. Legal custodians of individuals who have not attained the age of eighteen (18) and those individuals, shall be considered family members.[53]

For a variety of reasons, it is highly recommended that the city replace this definition with a more precise definition inclusive of modern domestic living arrangements along the lines of the following:

> *Family: A family consists of any person living alone or any number of people related by blood, marriage, adoption, or guardianship; two unrelated individuals in a domestic partnership living as a single housekeeping unit along with their children including step children, adopted children, and children under guardianship; or up to four unrelated individuals who are not living together in a single domestic partnership with each other.*

This recommended definition of "family" encompasses nuclear, blended, and extended families while preserving the legal ability of the city to zone for community residences for more than four unrelated people with disabilities. The city is certainly free to set a different cap on the number of unrelated individuals not in a domestic partnership that constitute a "family." Four rather than three unrelated occupants is recommended to better facilitate those small community residences where having a roommate is needed for therapeutic viability. But as explained below, zoning must treat any proposed community residence that fits within the chosen cap exactly the same as any other family.

While this recommended definition of "family" would not allow groups of more than four unrelated people to occupy a dwelling unit, the Fair Housing Act requires the city to make a "reasonable accommodation" for community residences that house more than the four unrelated individuals allowed under this recommended definition of "family." The zoning approach this study proposes for the city's *Land Development Code* makes this requisite reasonable accommodation for community residences occupied by more than four unrelated individuals with disabilities.[54] And it makes the necessary reasonable accommodation for recovery communities.

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53. *Coral Springs, Florida, Land Development Code,* Sec. 250105.
54. Like all cities and counties, Coral Springs is free to make the legislative decision to amend its definition of "family" to allow more than two unrelated individuals to constitute a "family." The most common caps on the number of unrelated persons that can constitute a "family" are three and four. Four is more desirable because it enables roommates which is often needed in a community residence or recovery community for therapeutic purposes. The *land development*

However, as explained below, *the bottom line that determines the maximum number of occupants in any dwelling would be a provision added to Coral Springs'* Minimum Housing Code *to prevent overcrowding that applies to all dwellings.*[55] *The U.S. Supreme Court has made it clear that if the formula under this universal provision would allow, for example, just six people to live in a dwelling, then no more than six can live there whether or not related including if the dwelling is a community residence for people with disabilities.*

The U.S. Supreme Court brought this point home in its 1995 decision *City of Edmonds v. Oxford House.*[56] The Court ruled that housing codes that "ordinarily apply uniformly to all residents of all dwelling units … to protect health and safety by preventing dwelling overcrowding" are legal.[57] Zoning ordinance restrictions that focus on the "composition of households rather than on the total number of occupants living quarters can contain" are subject to the Fair Housing Act.[58]

As the discussion above implies, classifying community residences on the basis of the number of residents lacks a rational basis. A more appropriate, rational, and legal approach is proffered beginning on page 57 of this report.

Protecting the residents. People with disabilities who live in community residences constitute a vulnerable population that needs protection from possible abuse and exploitation. Community residences for these vulnerable individuals need to be regulated to assure that their residents receive adequate care and supervision.

Licensing and certification are the regulatory vehicles used to assure adequate care and supervision.[59] Florida, like many other states, has not established licensing or certification for some populations with disabilities that community residences serve. In these situations, certification by an appropriate national certifying organization or agency that is more than simply a trade group can be used in lieu of formal licensing. Licensing and certification also tend to exclude from community residences people who pose a danger to others, themselves, or property. As noted earlier, the Fair Housing Act includes a "direct threat exclusion" for such individuals.

Therefore, there is a legitimate government interest in requiring that a com-

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code must treat any community residence that fits within the chosen cap, as noted above, the same as any other "family."

55. See discussion beginning on page 71. A provision to prevent overcrowding could instead be included in a jurisdiction's property maintenance code or building code.
56. 514 U.S. 725, 115 S.Ct. 1776, 131 L.Ed.2d 801 (1995).
57. Ibid. at 1781*[emphasis added]*. See the discussion of minimum floor area requirements beginning on page 71.
58. Ibid. at 1782.
59. Any local or state licensing must be consistent with the Fair Housing Act. Joint Statement of the Department of Housing and Urban Development and the Department of Justice, *State and Local Land Use Laws and Practices and the Application of the Fair Housing Act* (Nov. 10, 2016) 13.

munity residence or its operator be licensed or certified in order to be allowed as of right as a permitted use. If state licensing or certification does not exist for a particular type of community residence, the residence can meet the certification of an appropriate national certifying agency, if one exists, or is otherwise sanctioned by the federal or state government.[60] Florida law appears to allow a municipality or county to establish its own licensing requirements for community residences *not* covered by state licensing. For example, while community residences for people with eating disorders are beginning to appear around the country, we are unaware of any state that has established a license or certification for them. In such a situation, the heightened scrutiny of a conditional use is warranted so the city can make sure that the residents of such a proposed community residence are protected by requiring the applicant to demonstrate that it will operate with the sort of occupant protections that licensing and certification normally require.

The State of Florida does not *require* licensing or certification of many sober living homes or recovery communities. Instead, the state established *voluntary certification* for sober living homes and recovery communities in 2015.[61] The state statute required the Florida Department of Children and Family Services to approve at least one credentialing entity by December 1, 2015.[62] The department named the Florida Association of Recovery Residences as the sole credentialing entity. As §397.487 mandates, the association promulgates and administers requirements for certifying sober living homes (and recovery communities) and establishes procedures for the application, certification, recertification, and disciplinary processes. It has instituted a monitoring and inspection compliance process, developed a code of ethics, and provided for training for owners, managers, and staff.[63]

As the state statute requires, the operator of a proposed sober living home (and recovery community) must submit with its application and fee a policy and procedures manual that includes job descriptions for all staff positions; drug–testing requirements and procedures; a prohibition of alcohol, illegal drugs, and using somebody else's prescription medications; policies that support recovery efforts; and a good neighbor policy.[64] Each certified sober living home (and recovery community) must be inspected at least annually for compli-

60. For example, the U.S. Congress has recognized and sanctioned the sober living homes that operate under the auspices of Oxford House. Oxford House maintains its own procedures and staff to inspect and monitor individual Oxford Houses to enforce the organization's strict charter and standards designed to protect the residents of each Oxford House and foster community integration and positive relations with its neighbors. An Oxford House can lose its authorization if found in violation of the Oxford House Charter. The charter and inspections are the functional equivalent of licensing or certification.
61. *Florida State Statutes,* §397.487 (2019).
62. Ibid. at §397.487(2).
63. Ibid. The demanding standards that the Florida Association of Recovery Residences adopted are based on the nationally–accepted standards of the National Alliance of Recovery Residences. This certification applies to sober living homes, recovery residences, and recovery communities.
64. Ibid. at §397.487(3).

ance. The certification process allows for issuance of provisional certification so the home can open. Provisional certification is issued based on the paperwork submitted to the Florida Association of Recovery Residences. Actual certification is issued only after the home has been inspected and current and former residents and staff interviewed after the home has been in actual operation for at least three months. Because so many jurisdictions run afoul of the Fair Housing Act regarding community residences for people with disabilities and recovery communities, the certification process does *not* inquire into whether or not the jurisdiction in which the sober home or recovery community would be located has issued zoning approval.

The requirements of Florida's voluntary certification process and standards for sober living homes (and recovery communities) are comparable to the state's existing licensing processes and standards for community residences that serve other populations of people with disabilities.

Impacts of community residences. The impacts of community residences have been studied more than those of any other small land use. Taken together, more than 50 statistically–rigorous studies have found that licensed community residences *not clustered* on a block face do not generate adverse impacts on the surrounding neighborhood. They do not affect property values, nor the ability to sell even the houses adjacent to them. They do not affect neighborhood safety nor neighborhood character — *as long as they are licensed and not clustered on a block face.* They do not create excessive demand on public utilities, sewer systems, water supply, street capacity, or parking. They do not produce any more noise than a conventional family of the same size. All told, *licensed or certified, unclustered* group homes, sober living homes, and halfway houses small enough to emulate a family have consistently been found to be good neighbors just like traditional families.

Clustering community residences only undermines their ability to achieve their core goals of normalization and community integration. A community residence needs to be surrounded by so–called "normal" or conventional households, the sort of households this living arrangement seeks to emulate. Clustering community residences adjacent to one another or within a few doors of each other increases the chances that their residents will interact only with other service–dependent people living in a nearby community residence rather than conventional households with non–service dependent people who, under the theory and practice that provide the foundation for the community residence concept, serve as role models.

Appendix A is an annotated bibliography of representative studies. The evidence is so overwhelming that few studies have been conducted in recent years since the issue is well settled: *Community residences that are licensed and not clustered on a block face do not generate adverse impacts on the surrounding community.*

Unfortunately a similar body of research does *not* exist on the impacts of recovery communities.

Locations of community residences and recovery communities in Coral Springs

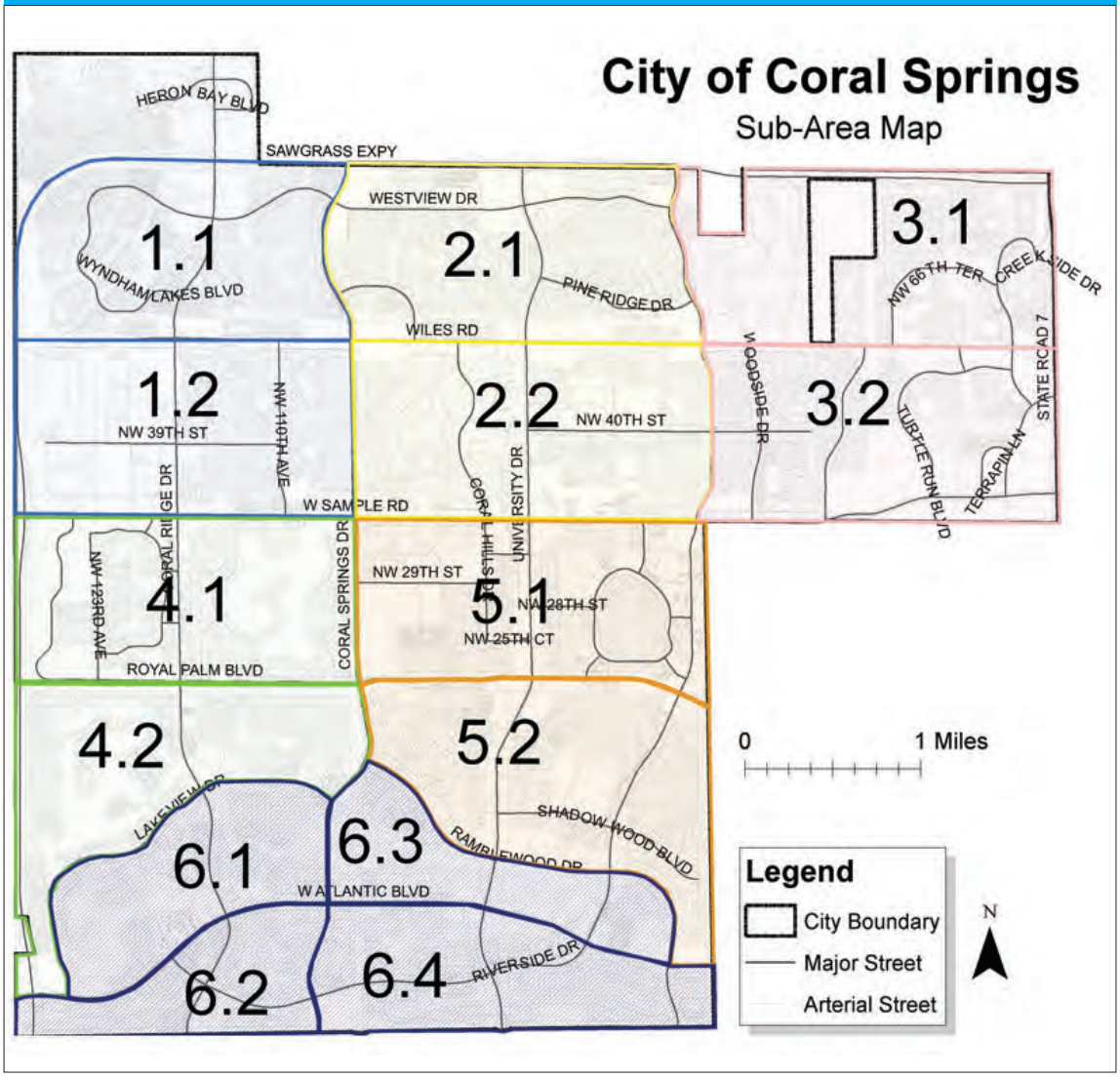
As of the beginning of 2023, Coral Springs was aware of 59 community residences for people with disabilities and recovery communities. To identify these uses, we examined information from the following sources:

1. The Florida Agency for Health Care Administration's database of the following state–licensed community residences for people with disabilities that have been either (a) certified under the Florida state statute establishing voluntary certification of recovery residences: Title XXIX Public Health, chapter 397 (Substance Abuse Services) §397.487 (2019) or (b) licensed under Title XXIX Public Health, chapters 393 (Developmental Disabilities), 394 (Mental Health), 397 (Substance Abuse Services), 419 (Community Residential Homes); Title XXX, chapters 429 (Assisted Care Communities — Part 1: Assisted Living Facilities, Part II: Adult Family–Care Homes); and Title XLIV, Chapter 760 (Discrimination in the Treatment of Persons; Minority Representation) (2019);
2. Recovery residences and recovery communities certified by the state's certification entity, the Florida Association of Recovery Residences; and
3. Oxford Houses listed in Oxford House's online directory.

As explained in this study, clustering and concentrations threaten the ability of the people with disabilities living in community residences and recovery communities to achieve normalization and community integration, and to use neighbors without disabilities as role models. These three factors are among the essential core characteristics of community residences and, to a similar extent, of recovery communities. Consequently, this review of the locations of these two land uses within Coral Springs necessarily focuses on whether any community residences (and/or recovery communities) are currently located in a way that would hinder achieving these three core characteristics.

City staff divided the city into 14 sub–areas to enable analysis and show the relative locations of community residences and recovery communities on the pages that follow. The map below shows the relative location of each of the 14 sub–areas.

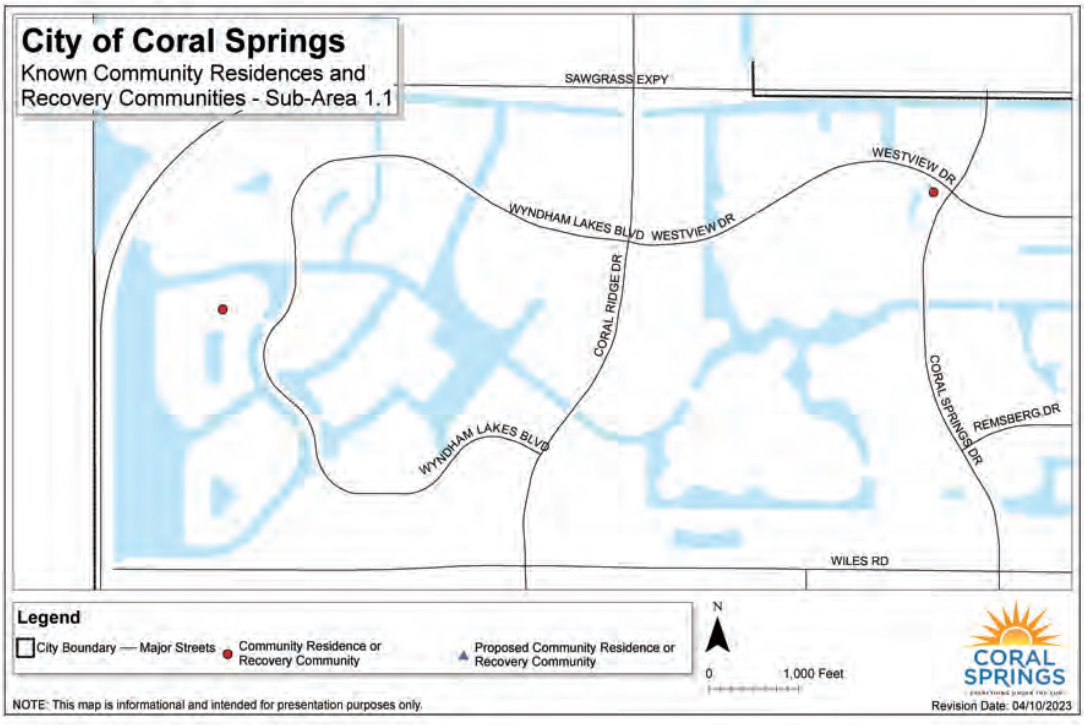
Figure 8: Coral Springs Sub–Areas



Source: City of Coral Springs, Florida, March 2023.

Sub–Area 1.1

Figure 9: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 1.1

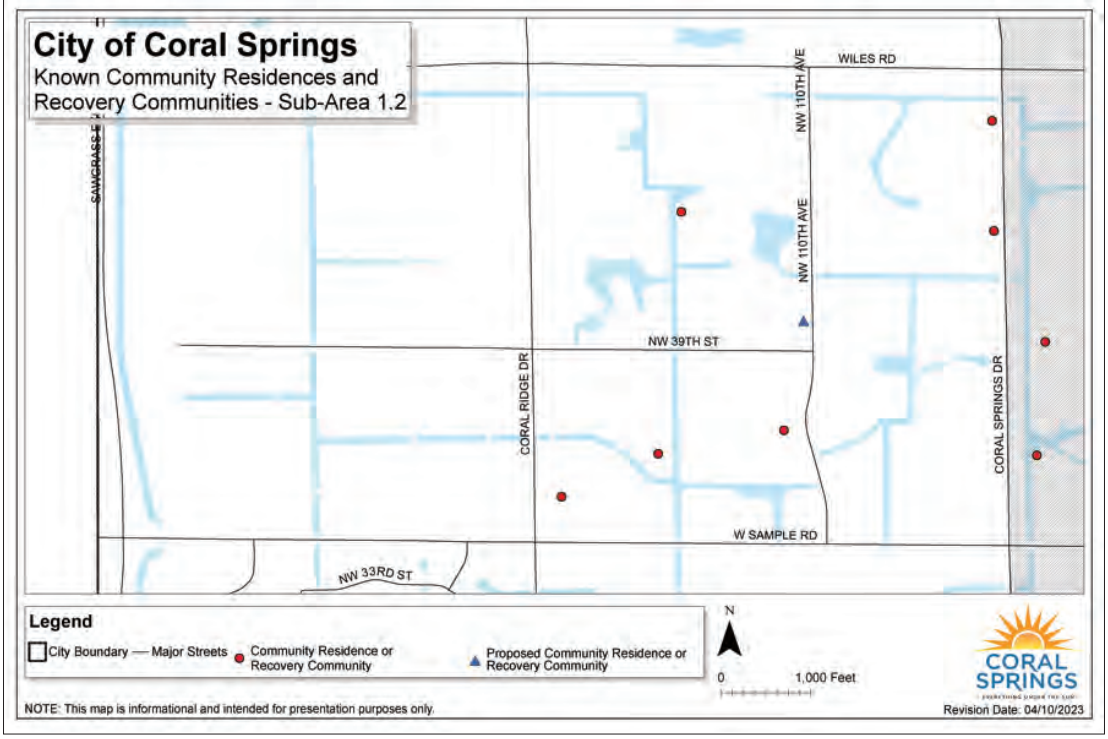


Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities in Sub–Area 1.1 are nearly 8,000 feet apart. There are no community residences and/or recovery communities even remotely nearby in the adjacent sub–areas 1.2 and 2.1.

Sub–Area 1.2

Figure 10: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 1.2



Source: City of Coral Springs, Florida, April 2023.

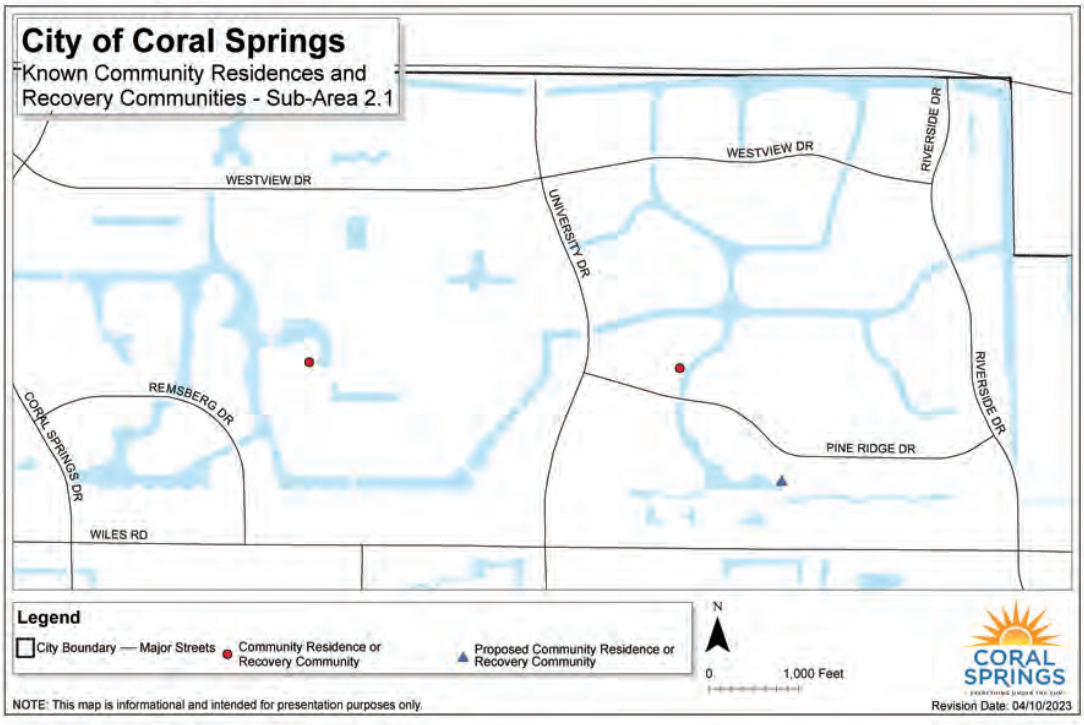
All six of the community residences and/or recovery communities in Sub–Area 1.2 are east of Coral Ridge Drive. The two closest community residences or recovery communities in Sub–Area 1.2 are separated by seven lots and 1,045 feet. The next two closest are ten lots and 1,300 feet apart. The two homes in the northeast corner are over 1,130 feet and 11 lots apart. Both of the other two community residences and/or recovery communities are separated by more than 2,550 feet and 17 lots from the closest community residence or recovery community.

A nascent concentration *could* be developing north of West Sample Road between Corel Ridge Drive and NW 10th Avenue.

At the east end of Sub–Area 1.2, a concentration appears to have developed consisting of the two sites in Sub–Area 1.2 along Coral Springs Drive coupled with the six community residences and/or recovery communities east of Coral Springs Drive in Sub–Area 2.2 where some clustering has occurred.

Sub–Area 2.1

Figure 11: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 2.1



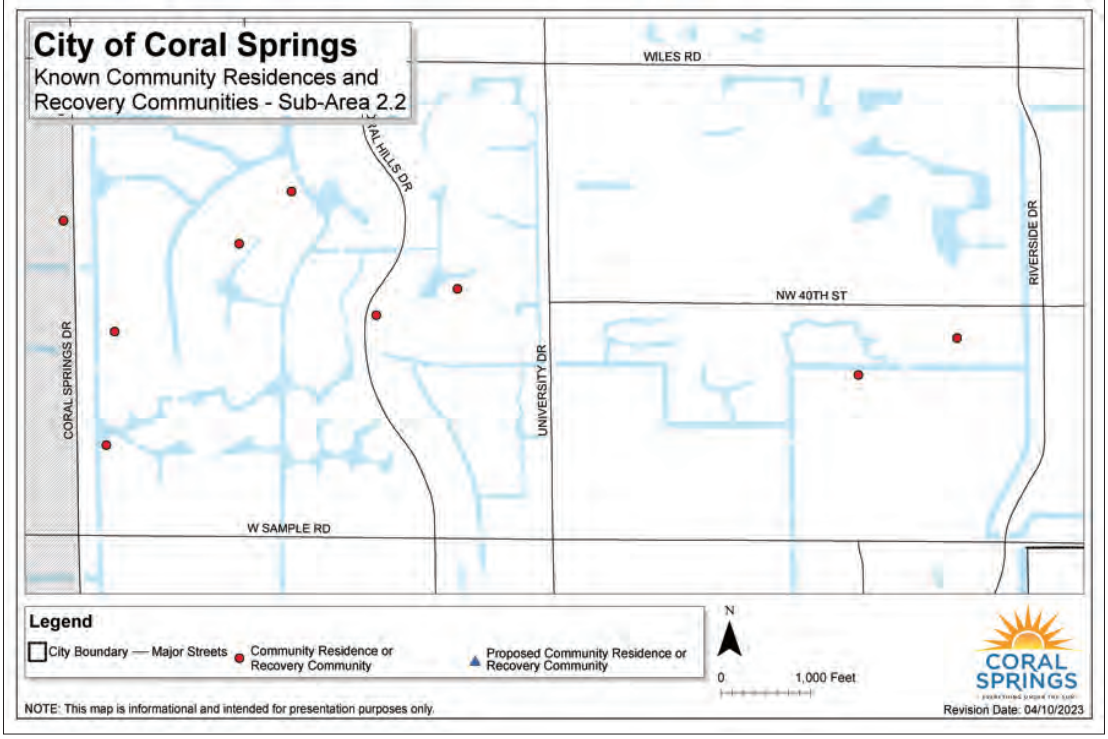
Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities in Sub–Area 2.1 are separated by more than 3,900 feet and more than 30 lots.

Both of these are even further away from the closest community residences and/or recovery communities in adjacent sub–areas 1.1, 2.2, and 3.1.

Sub–Area 2.2

Figure 12: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 2.2



Source: City of Coral Springs, Florida, April 2023.

Two of the four community residences and/or recovery communities in the large lot area surrounding Coral Hills Drive are just 635 feet apart, separated by just three lots. Two blocks east of them are two more community residences and/or recovery communities within 556 feet of each other, with four lots between them. None of these four community residences and/or recovery communities is more than seven lots from another one. The juxtaposition of these four homes is the very definition of a cluster.

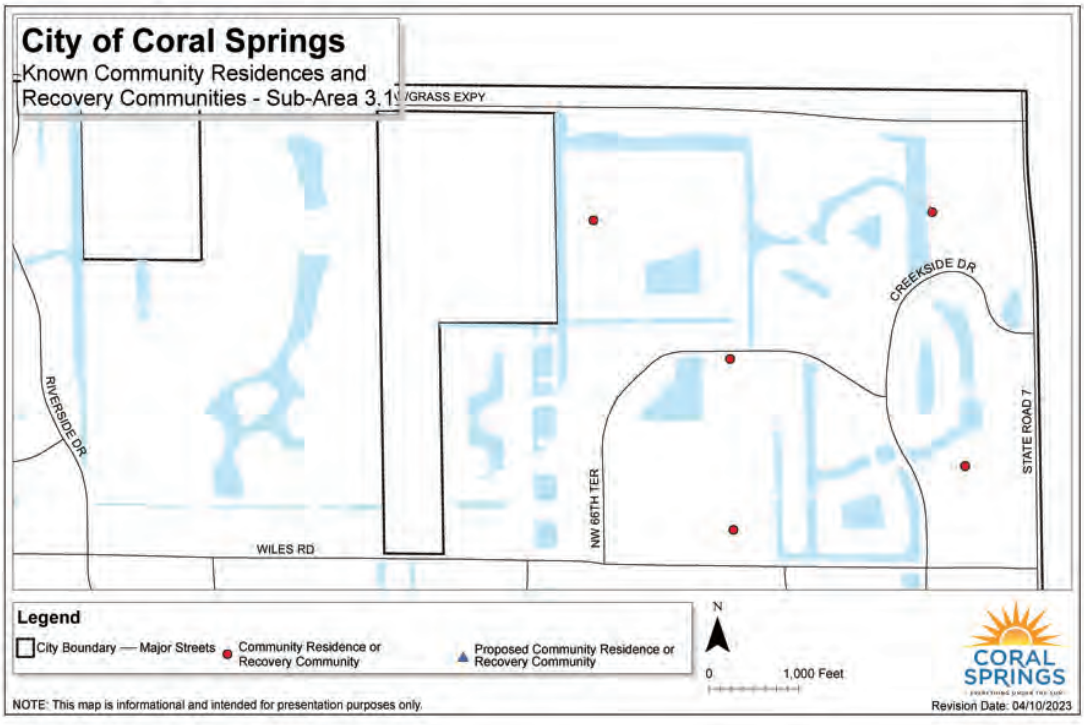
Southeast of this cluster are two more community residences and/or recovery communities, the first of which is about 1,500 feet from the cluster and separated by ten lots. About eight lots south of this site is another site that is a bit over 1,120 feet away.

Another community residence or recovery community is over 4,300 feet east of the cluster. An eighth community residence and/or recovery community is 1,040 feet away, separated by eight lots.

The concentration in the west end of Sub–Area 2.2 starts about ten lots away from the two nearby community residences and/or recovery communities in the northeast corner of Sub–Area 1.2. There are no nearby community residences and/or recovery communities in the other sub–areas adjacent to Sub–Area 2.2.

Sub–Area 3.1

Figure 13: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 3.1



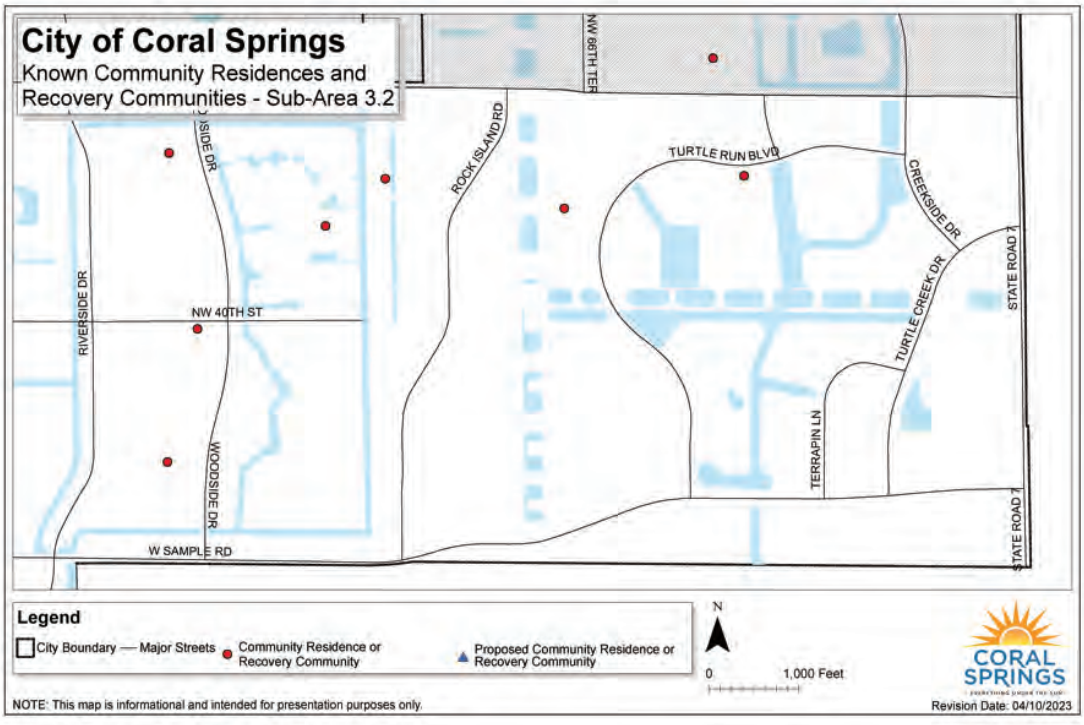
Source: City of Coral Springs, Florida, April 2023.

The closest any of the five community residences and/or recovery communities in Sub–Area 3.1 come to another one is over 1,800 feet. All five appear to be sufficiently far apart so they would not interfere with normalization or community integration at another community residence and/or recovery community.

No community residences and/or recovery communities in the adjacent sub–areas 2.1 and 3.2 are remotely close to the community residences and/or recovery communities in Sub–Area 3.1.

Sub–Area 3.2

Figure 14: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 3.2



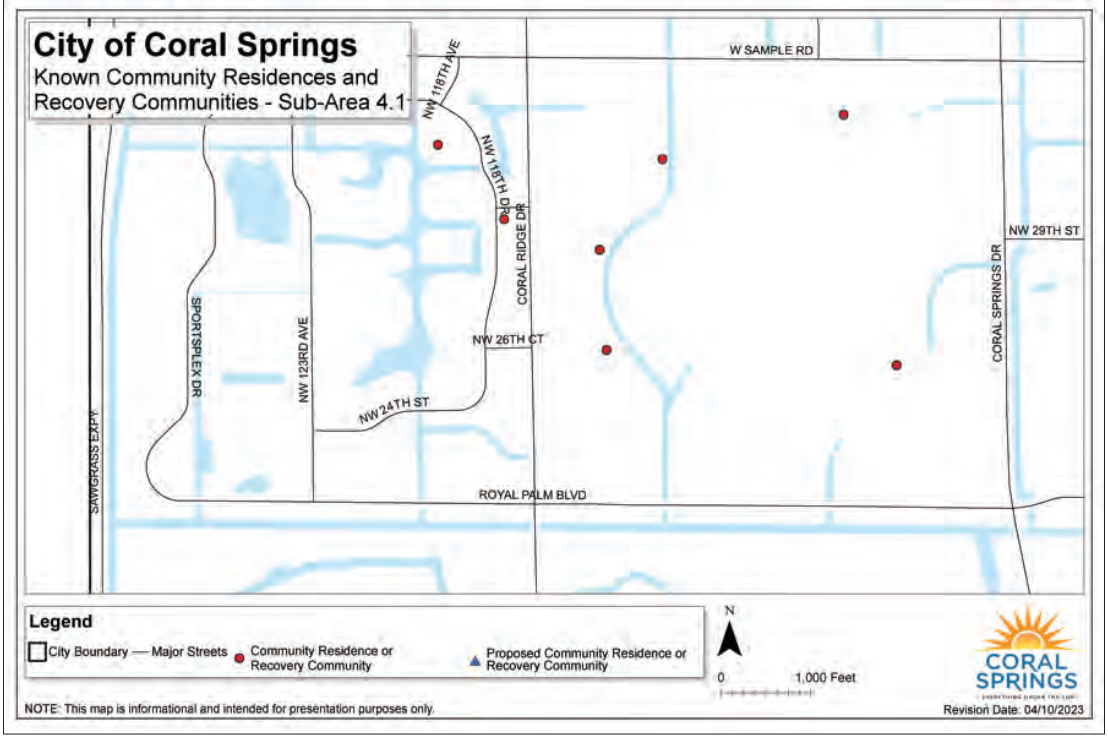
Source: City of Coral Springs, Florida, April 2023.

All but two of the eight community residences and/or recovery communities in Sub–Area 3.2 are well scattered. Two, however, are separated by 720 feet with five lots between them. However, the presence of this many sites may be a sign of a nascent concentration developing in the western portion of Sub–Area 3.2.

None of the community residences and/or recovery communities in the adjacent sub–areas 2.2 and 3.1 are anywhere close to the sites in Sub–Area 3.2.

Sub–Area 4.1

Figure 15: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 4.1



Source: City of Coral Springs, Florida, April 2023.

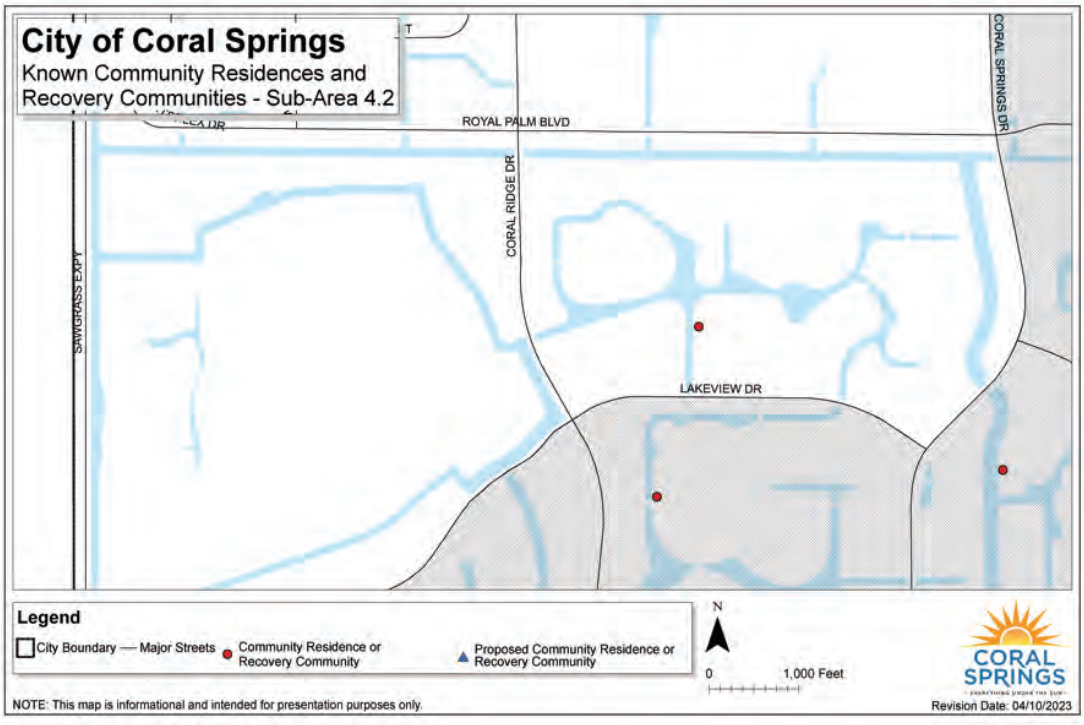
Seven community residences and/or recovery communities are concentrating, albeit not clustering, in the central portion of Sub–Area 4.1. The most northwest site is just over 950 feet from the closest community residence or recovery community, separated by five lots and two streets. That second site is about 950 feet west of a third site, separated by six lots and two streets. Over 950 south of this third site is a fourth separated by nine lots and two streets. A fifth site is a bit over 1,020 feet northeast up the street, separated by eight lots. The site to the northeast of the fifth site is more than 1,900 feet away. The seventh site is about half a mile southeast. It is more than 3,000 feet from the fourth site to its west.

A community residence or recovery community in adjacent Sub–Area 1.2 to the north sits about eight lots and three streets away from the closest community residence or recovery community in Sub–Area 4.1,

All of the other community residences and/or recovery communities in the adjacent sub–areas 4.2 and 5.1 are sufficiently far away that they are not going to interfere with normalization or community integration at the sites in Sub–Area 4.1.

Sub–Area 4.2

Figure 16: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 4.2



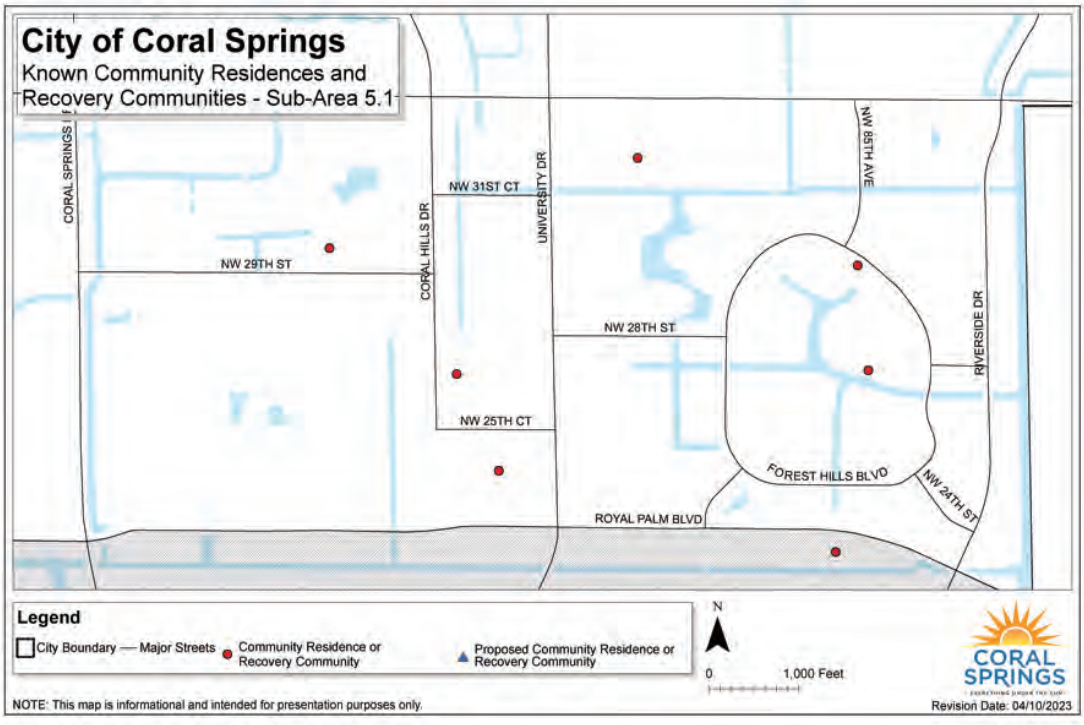
Source: City of Coral Springs, Florida, April 2023.

The single community residence or recovery community in Sub–Area 4.2 is sufficiently far from the closest ones in adjacent sub–areas 6.1 and 6.3 that it will not interfere with normalization or community integration at one of the other sites. The site in Sub–Area 4.2 is more than 1,840 feet from the site in Sub–Area 6.1. The Sub–Area 6.1 site is over 3,600 feet from the Sub–Area 6.3 site.

None of the community residences and/or recovery communities in adjacent sub–areas 4.1, 5.2, 6.1, and 6.3 is remotely close to the community residence or recovery community in Sub–Area 4.2.

Sub–Area 5.1

Figure 17: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 5.1



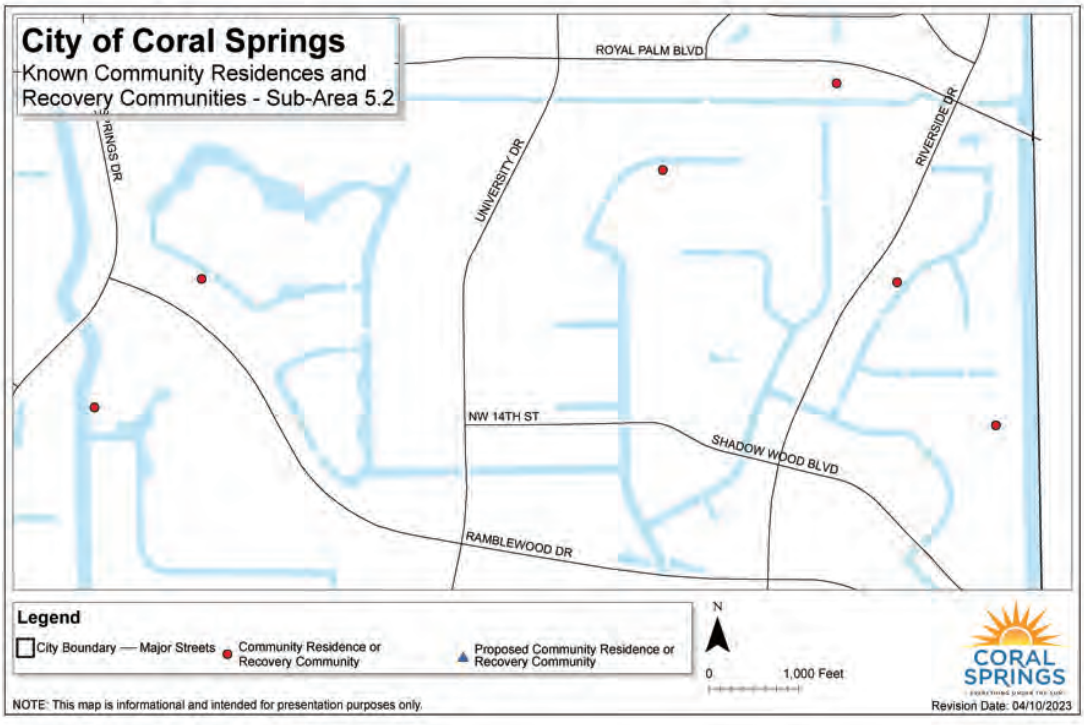
Source: City of Coral Springs, Florida, April 2023.

All but two of the community residences and/or recovery communities in Sub–Area 5.1 are sufficiently separated to facilitate normalization and community integration. The two in the center of the east end are more than 1,040 feet apart with seven lots and one street separating them.

All of the community residences and/or recovery communities in the adjacent sub–areas 1.2, 2.2, 3.2, 4.1, 4.2, and 5.2 are sufficiently far enough from the community residences and/or recovery communities in Sub–Area 5.1 that they will not interfere with normalization or community integration of the occupants of the community residences and/or recovery communities in Sub–Area 5.1.

Sub–Area 5.2

Figure 18: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 5.2



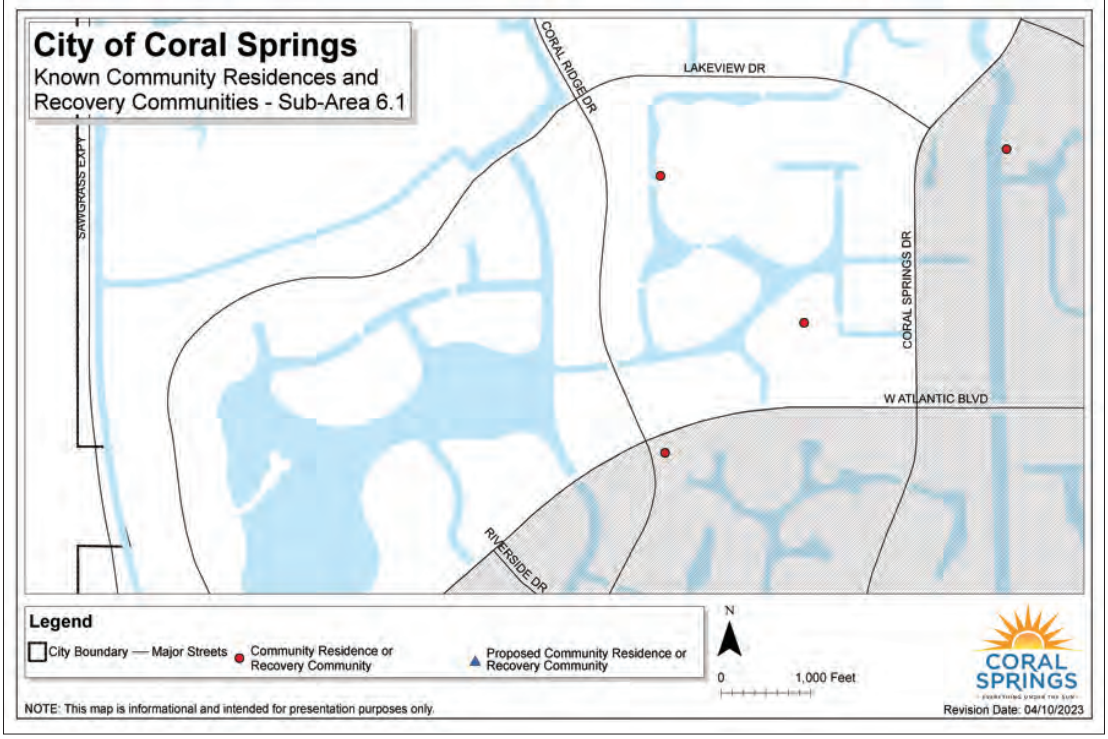
Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities at the west end of Sub–Area 5.2 are over 1,700 feet apart with ten lots between them. More than a mile to the east are four scattered sites, none of which is closer than 1,600 feet to another. The two most to the east are over 1,800 feet apart and separated by 13 lots. None are close enough to another to interfere with normalization or community integration.

None of the community residences and/or recovery communities in the adjacent sub–areas 4,1, 4.2, 5.1, 6.3, and 6.4 are located close enough to the sites in Sub–Area 5.2 to interfere with normalization or community integration of the occupants of the sub–area's community residences and/or recovery communities.

Sub–Area 6.1

Figure 19: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 6.1



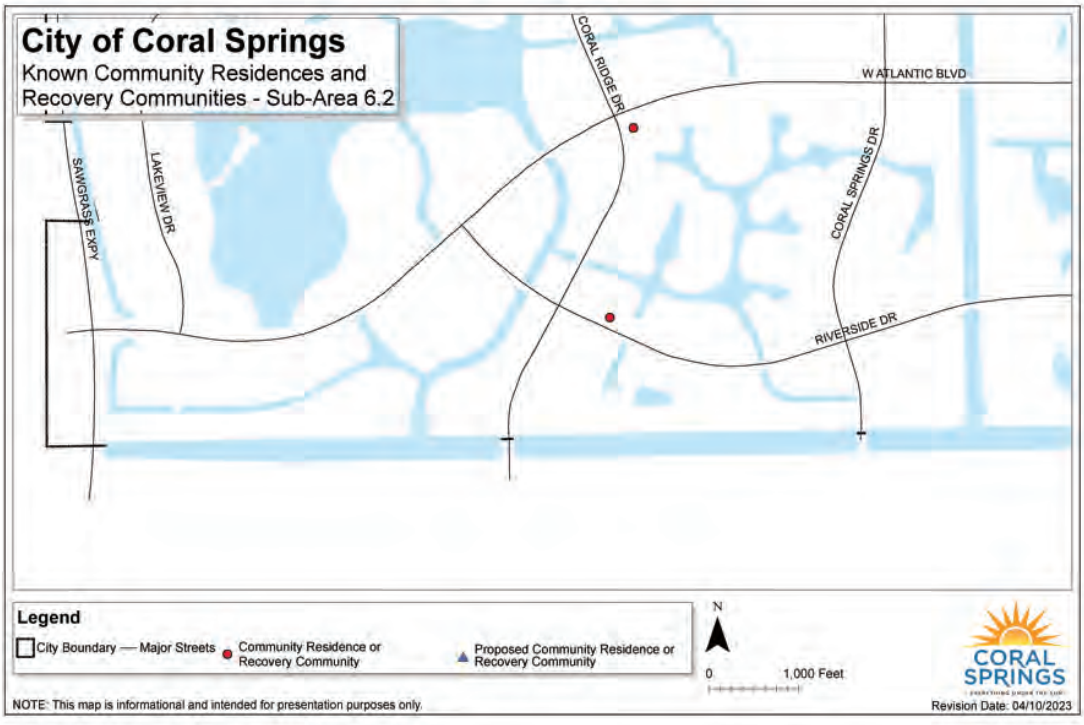
Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities in Sub–Area 1 are more than 2,180 feet from each other.

The site in Sub–Area 6.2 is 2,000 feet from the closest site in Sub–Area 6.1. None of the community residences and/or recovery communities in the adjacent sub–areas 4.2, 6.2, 6.3, and 6.4 are located close enough to the two sites in Sub–Area 6.1 to interfere with normalization or community integration at either of them.

Sub–Area 6.2

Figure 20: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 6.2



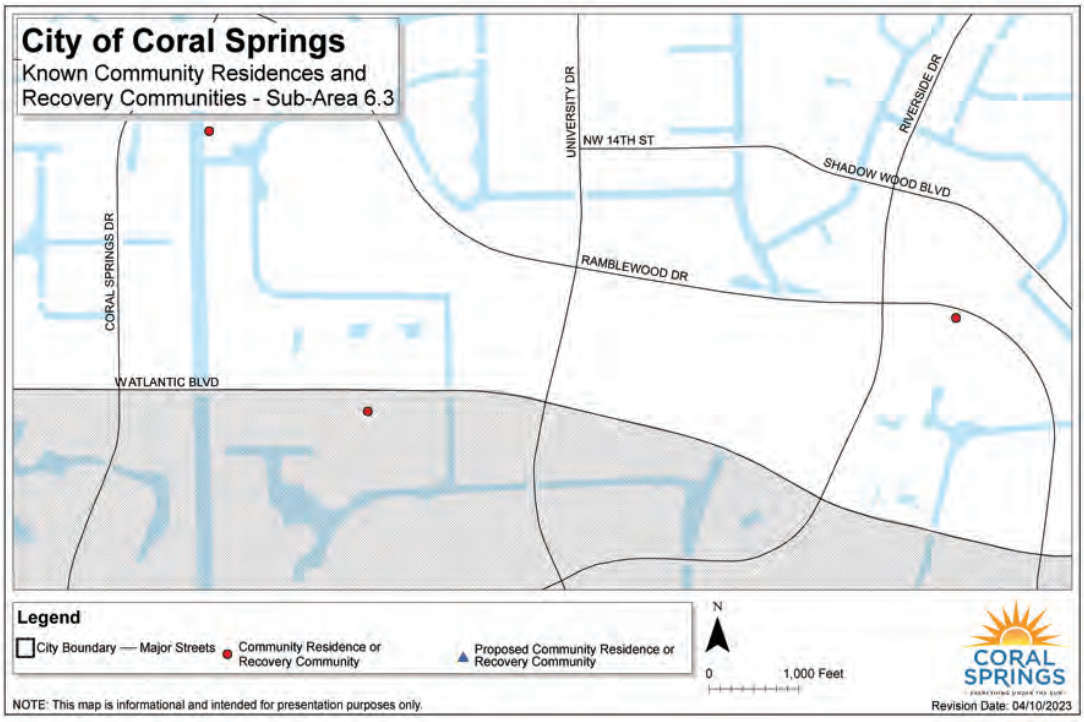
Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities here are more than 2,000 feet and 18 lots apart.

None of the community residences and/or recovery communities in the adjacent sub–areas 4.2, 6.1, 6.3, and 6.4 are located close enough to the sites in Sub–Area 6.2 to interfere with normalization or community integration at the community residences and/or recovery communities in Sub–Area 6.2.

Sub–Area 6.3

Figure 21: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 6.3



Source: City of Coral Springs, Florida, April 2023.

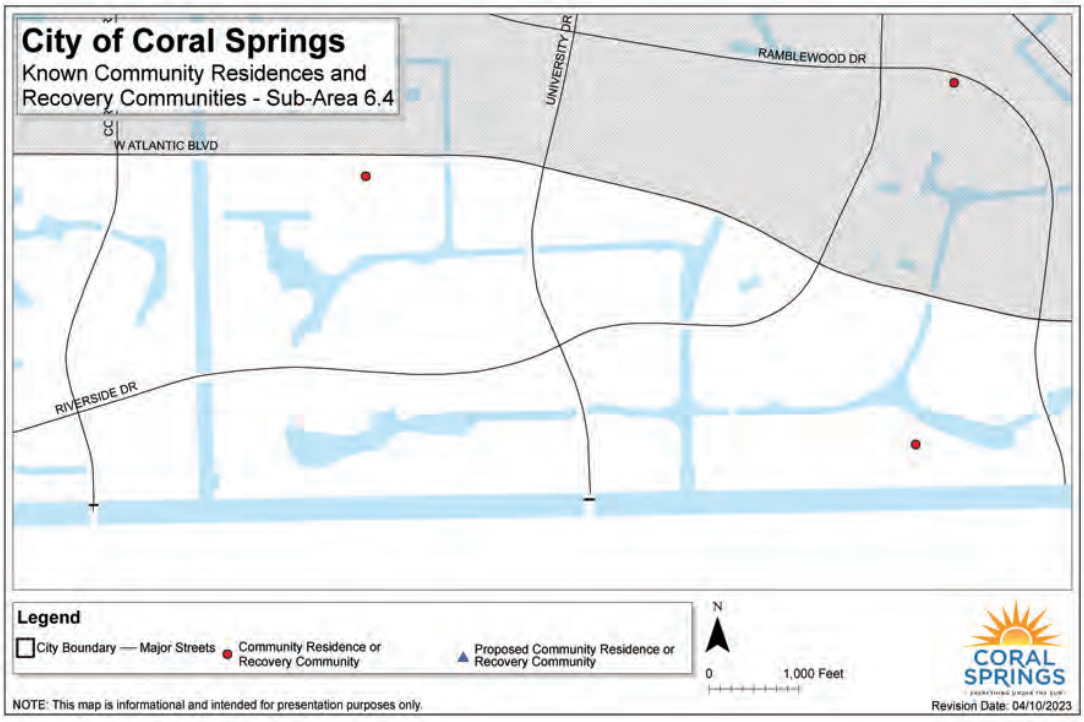
The two community residences and/or recovery communities in Sub—Area 6.3 are nearly two miles apart.

The closest sites in adjacent sub–areas include a site just south of West Atlantic Boulevard in Sub–Area 6.4 that is more than 3,370 feet and over 6,500 feet respectively from the west–most Sub–Area 6.3 site and the site near Ramblewood Drive in Sub–Area 6.3. Another community residence or recovery community is located in Sub–Area 5.2 more than 3,700 feet northeast from the site near Ramblewood Drive

None of the community residences and/or recovery communities in the adjacent sub–areas is close enough to either of these two sites to interfere with normalization or community integration.

Sub–Area 6.4

Figure 22: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 6.4



Source: City of Coral Springs, Florida, April 2023.

In Sub–Area 6.4, the two community residences and/or recovery communities are more than 6,700 feet from each other.

The closest community residence or recovery community in Sub–Area 6.3 is well over a half–mile from the nearest site in Sub–Area 6.4.

None of the community residences and/or recovery communities in the adjacent sub–areas 6.1 and 6.2 are close enough to the sites in Sub–Area 6.4 to interfere with normalization or community integration.

Observations

While the extremely intense concentrations of community residences and recovery communities that have formed in numerous southeast Florida jurisdictions have *not* yet developed in Coral Springs, there are signs of two existing concentrations and some nascent concentrations that may be developing as well as minimal clustering of sites in the city.

At the west end of Coral Springs, a concentration of community residences and/or recovery communities *may* be in the *very early* stages of developing in the south end of Sub–Area 1.2, north of West Sample Road between Corel Ridge Drive and NW 10th Avenue.

However, a concentration has already developed that includes the northeast end of Sub–Area 1.2 and the west end of Sub–Area 2.2. The heart of the concentration is a cluster of four community residences and/or recovery communities around Coral Hills Drive. Two are just 635 feet apart and separated by only three lots. Two blocks east of them are two sites within 556 feet of each other with four lots between them. None of these four is more than seven lots from another. This close juxtaposition of the four sites is unlikely to facilitate normalization or community integration, especially if all four house people with the same sort of disability. This arrangement is the poster child of "clustering."

A nascent concentration *might* be developing in the west–most third of Sub–Area 3.2 where five community residences and/or recovery communities are located. Two are 720 feet with five lots between them — hardly conducive to facilitating normalization or community integration.

Although there is no clustering, a concentration of nine community residences and/or recovery communities may be emerging in the central portion of Sub–Area 4.1 and adjacent Sub–Area 1.2.

Overall, in Coral Springs, there is just one concentration of community residences and/or recovery communities and just three instances where concentrations *might* be in their early stages. The city has just one instance where community residences and/or recovery communities are clustered near each other.

Adopting the narrowly–crafted zoning regulations this study recommends should prevent these possible nascent concentrations of community residences and/or recovery communities from growing into full–fledged concentrations that intensify and expand geographically over time to create *de facto* social service districts that alter the character of residential neighborhoods. Adopting the recommended zoning approach should also prevent new clusters from forming and curtail expansion of the existing cluster.

Overall, Coral Springs is well–positioned to employ the recommended rational zoning regulations in accord with the nation's Fair Housing Act that enable community residences and recovery communities to locate without clustering on blocks or concentrating in neighborhoods which undermine their ability to foster normalization, community integration, and use neighbors without disabilities as role models.

Recommended zoning framework

The 1988 amendments to the nation's Fair Housing Act require all government jurisdictions to make a "reasonable accommodation" in their zoning codes and other rules and regulations to enable group homes and other community residences for people with disabilities (as well as recovery communities) to locate in the residential districts essential to their success. The zoning ordinance amendments that will be proposed for Coral Springs make this reasonable accommodation that the Fair Housing Amendments Act of 1988 requires for those people with disabilities who wish to live in a community residence (or recovery community). The legislative history of the Fair Housing Amendments Act of 1988 makes it clear that jurisdictions *cannot* require a conditional use permit

(also known in other jurisdictions as a special exception or a special use permit) as the *primary* means of regulating family community residences for people with disabilities in residential districts. It does *not,* however, disallow requiring conditional use approval in single–family districts for transitional community residences. Nor does the Fair Housing Amendments Act of 1988 require that a local jurisdiction allow in residential districts those community residences occupied by persons who do *not* have disabilities since they do not constitute a protected class under the Fair Housing Act.

As explained below, there are two types of community residences: "family community residences" and "transitional community residences." A third community–based congregate living arrangement for people in recovery from substance use disorder is called a "recovery community" which does *not* emulate a family. Because recovery communities do not resemble a community residence in nature and performance, they warrant a slightly different treatment in the city's *Land Development Code* as explained beginning on page 61.

When a "community residence" is legally a "family"

Like any other dwelling, when a community residence for people with disabilities — whether it be "family" or "transitional" — fits within the cap of four unrelated persons as proposed for the definition of "family" in the city's *Land Development Code,* it must be allowed as of right in all residential districts the same as any other family or single housekeeping unit.[65]

The case law is very clear: No additional zoning restrictions can be imposed on a community residence for people with disabilities that fits within the cap on the number of unrelateds in the local definition of "family." ***Consequently, when a zoning code allows up to four unrelated people to constitute a "family," the zoning ordinance cannot require certification, licensing or a spacing distance around a community residence with as many as four occupants with disabilities.***[66]

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65. In addition, when a zoning code does not define "family" at all or allows any number of unrelated people to constitute a family, it *cannot* impose any additional zoning requirements on community residences for people with disabilities. If a jurisdictions did impose additional zoning requirements, it would be imposing them solely because the occupants were people with disabilities. But legally they constitute families like all other families and imposing licensing or spacing requirements in these circumstances would constitute housing discrimination on its face. In the absence of a definition of "family" (or its equivalent) or a cap on the number of unrelated individuals that can constitute a "family," zoning cannot legally regulate community residences for people with disabilities — and very likely recovery communities as well — through zoning.
66. Remember that there is a distinction to be made between local zoning and the state's licensing or certification requirements. *A state licensing or certification statute or rule can require licensing or certification of community residences for* any *number of residents,* including sober living homes. State licensing or certification *can* establish rational spacing requirements

As explained beginning on page 32, the definition of "family" recommended for Coral Springs' *Land Development Code* would allow four unrelated people living as a single housekeeping unit to constitute a family. **Any community residence for people with disabilities that fits within this cap must be treated as a "family" and such a home *cannot* be used for calculating spacing distances required by *local zoning*, as explained in footnotes beginning on page 17 and on page 55.**

So even though the recommended definition of "family" would not allow more than four unrelated people not in a single domestic partnership to live together, the Fair Housing Act does require the city to make a "reasonable accommodation" for community residences that would house more than the recommended four unrelated people with disabilities so they can locate in the residential districts in which they need to locate to achieve their purposes. That fact situation — when the number of occupants exceeds the maximum number of unrelated occupants allowed under a city's definition of "family" — is when a zoning code can establish a spacing distance and licensing or certification requirement for community residences (and recovery communities) *allowed as permitted uses*. A local jurisdiction must establish a case–by–case review process as a backup to make a further "reasonable accommodation" when these two requirements are not met. In Coral Springs, this backup process would be a conditional use.

General principles for making the zoning reasonable accommodation

Taken as a whole, the case law suggests that any reasonable accommodation must meet these three tests:

- The proposed zoning regulation must be *intended* to achieve a legitimate government purpose.
- The proposed zoning regulation must *actually achieve* that legitimate government purpose.
- The proposed zoning regulation must be the *least drastic means necessary to achieve* that legitimate government purpose.

In *Bangerter v. Orem City Corporation,* the federal Court of Appeals said the same thing a bit differently, "Restrictions that are narrowly tailored to the particular individuals affected could be acceptable under the FHAA if the benefits to the handicapped in their housing opportunities clearly outweigh whatever burden may result to them."[67]

But the nation's Fair Housing Act is not the only law that affects how cities and counties in Florida can regulate community residences for people with disabilities. The State of Florida has adopted several statutes that restrict local zoning of state–licensed community residences for specific populations with disabilities.

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between community residences of any number of residents — even those that fit within a jurisdiction's definition of "family." This is a nearly universal practice by states across the nation.

67. 46 F.3d 1491 (10th Cir. 1995) 1504.

When to apply a spacing distance

It is critical to remember that spacing distances are applied and measured *only* between community residences and recovery communities. As explained beginning on page 17, a *spacing distance is not applied to, nor measured from, a community residence that fits within the jurisdiction's limit on unrelated individuals that can constitute a "family" in its zoning code.* It is classified as a "family" under zoning and must be treated as a "family." To do otherwise would constitute housing discrimination on its face.

So if Coral Springs adopts the recommended zoning definition of "family" that allows up to four unrelated individuals to dwell together, a community residence housing as many as four people with disabilities is classified as a "family" for zoning purposes and no spacing distance for community residences or recovery communities is measured from it or to it.

While the *Land Development Code* cannot require a license or certification for a community residence that fits within the zoning definition of "family," the *State of Florida* can require a license or certification no matter how many people live in a community residence and no matter how a city or county defines "family.".

The proposed zoning amendments take into account both federal fair housing law and the provisions in the Florida statutes that restrict local zoning that are legal under the nation's Fair Housing Act.[68]

The zoning amendments to be written to implement the recommendations of this study will seek to enable community residences to locate in all appropriate residential zoning districts through the least drastic regulation needed to accomplish the legitimate government interests of preventing clustering and concentrations (which undermine the ability of community residences to accomplish their purposes and function properly, and which alter the residential character of a neighborhood) and of protecting the residents of the community residences from abuse and improper or incompetent care. The amendments will be narrowly tailored to the needs of the residents with disabilities to provide greater

68. Our review suggests that there is a need to coordinate the state statutes and revise them to eliminate their weaknesses and facilitate more rational zoning treatment of community residences for people with disabilities throughout the State of Florida. The state statutes contain provisions that likely do not fully comply with the nation's Fair Housing Act as explained beginning on page 74.

benefits than any burden that might be placed upon them. And they constitute the requisite legitimate government purpose for regulating community residences for people with disabilities.[69]

The courts, however, recognize that the preservation of the residential character of neighborhoods is also a legitimate government interest. Local government "may regulate the residential character of its neighborhoods, so long as they devise a means to protect the ability of recovering people to live in the residential neighborhoods in a meaningful way which takes in mind their need for a group living substance free environment."[70] And this is exactly what the zoning based on the recommended framework will seek to accomplish for all people with disabilities.

Key to establishing a zoning approach in compliance with the Fair Housing Act is classifying community residences on the basis of functionality rather than on the number of people living in the community residence — at least as much as the legal provisions of Florida's statutes allow.

Community residences for people with disabilities (both family and transitional) that house no more than the recommended cap of four unrelated residents in a single housekeeping unit would be treated the same as any other family and cannot be included when calculating spacing distances between community residences for people with disabilities.

Voluntary Certification of Sober Homes and Recovery Communities. The Florida Association of Recovery Residences (FARR) is the state's certification entity as explained beginning on page 35. FARR uses a demanding certification process that determines whether a sober living home (or recovery community) is actually operated in accord with its certification standards rather than depending on a prospective operator's promises of how she will operate the home. The six steps required to achieve certification are available at http://farronline.org/certification/apply-for-certification. Detailed certification and compliance protocols are available to download at https://farronline.org/document-library.

FARR requires unrestricted access to interview management, staff, and residents to ensure that policies, procedures, and protocols are actually being followed at the sober living home (or recovery community).

So while an applicant must meet FARR's initial criteria to open a sober living home (or recovery community), FARR makes its final determination on certification after the sober living home (or recovery community) has been operating for at least three months. This enables FARR to conduct an inspec-

69. The proposed zoning provisions for recovery communities seek to achieve the same goals.

70. *Jeffrey O. v. City of Boca Raton,* 511 F. Supp. 2d 1339 (SD Florida 2007).

tion after a home has been operating for three months and to interview current and former residents and staff members.[71]

When a jurisdiction requires licensing or certification for community residences and recovery communities, FARR issues initial provisional certification based on the paper application until annual certification is issued following the on–site inspection and confirmation of compliance with FARR's standards. FARR's provisional certification will satisfy the certification requirements in the zoning recommended here for Coral Springs. If permanent certification is denied, the sober home or recovery community could not continue to operate in Coral Springs under the zoning to be recommended.

Community residences

As emphasized throughout this report, emulating a biological family is an essential core characteristic of every community residence. It is difficult to imagine how more than ten to 12 individuals can successfully emulate a biological family. (For the sake of simplicity, this report will use ten as the maximum number of occupants in a community residence allowed as of right. But any jurisdiction certainly could choose 12 with only a little less confidence that it can emulate a family.) Once the number of occupants exceeds ten, the home can start to take on the characteristics of a mini–institution rather than a family or a residential use. Coral Springs should consider defining community residences as housing no more than ten people,[72] while allowing for the conditional use case–by–case review process for proposed community residences that would house more than ten people. Standards for granting the conditional use should require the applicant to demonstrate how it can and will emulate a family as well as why it needs more than ten residents to assure therapeutic and/or economic viability.

The courts have been quite clear that zoning needs to allow more people with disabilities to live in a community residence than ordinarily permitted as of right — *when the additional residents are needed to ensure financial and/or therapeutic viability* (and the number of residents can still emulate a family). That legal principle is fully incorporated into the zoning framework that follows which establishes that as many as ten people can occupy a community residence as of right when the standards recommended here are met. But, as the court noted in its final order in *Jeffrey O. v. City of Boca Raton,* 511 F.Supp.2d 1339 (SD Florida, 2007) zoning must provide a way to make a further reasonable accommodation when, for example, more than ten occupants are needed for financial or therapeutic viability. The recommended conditional use backup provides a regulatory

71. Emails from John Lehman, past CEO and board member of the Florida Association of Recovery Residences to Daniel Lauber, Law Office of Daniel Lauber (Nov. 17, 2017, 9:34 a.m. CST and Nov. 20, 2017, 11:27 a.m. CST) (on file with the Law Office of Daniel Lauber).

72. The maximum number of residents allowed as of right should be an even number to take into account the established need of assuring all sober living home residents have a roommate. Similarly, there are therapuetic reasons that make it desirable for the occupants of a community residence for people with mental illness to have a roommate.

vehicle to make that further reasonable accommodation.[73]

Recommended zoning framework for "family community residences"

Unlike the transitional community residences discussed below, tenancy in family community residences is relatively permanent. There is no limit on how long people can live in them. In terms of stability, tenancy, and functionality, family community residences for people with disabilities are more akin to the traditional owner–occupied single–family home than are transitional community residences for people with disabilities.

To make this reasonable accommodation for more than four people with disabilities who wish to live in a community residence, the proposed zoning ordinance amendments will make family community residences for five to 10 people with disabilities a permitted use in all zoning districts where residential uses are currently allowed, subject to two objective, nondiscretionary administrative criteria:

- The specific community residence or its operator must receive authorization to operate the proposed family community residence by receiving the license that the State of Florida requires, the voluntary certification available through the Florida Association of Recovery Residences, or a self–imposed maintenance and set of criteria that are the functional equivalent of certification or licensing (namely the Oxford House Charter);[74] and

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73. Like nearly all decisions involving communty residences under the Fair Housing Act, these are quite fact–specific. So in some instances the plaintiff failed to prove that it the needed additional residents to ensure financial and/or therapeutic viability. Despite the different outcomes in these cases, the courts agreed that additional residents should be allowed to ensure financial and/or therapeutic viability.
S*ee Smith & Lee Associates, Inc. V. City of Taylor, Michigan*, 102 F.3d 781 (6th Cir. 1996) at 795–796 and *United States v. City of Taylor,* 872 F.Supp. 423 (E.D. Mich. 1995). *Also see Bryant Woods Inn, Inc. v. Howard County, 124 F.3d 597 (4th Cir. 1997)* (plaintiff failed to show that seven additional residents were needed to achieve financial or therapeutic viability); *Brandt v. Village of Chebanse, 82 F.3d 172, at 173–174 (7th Cir. 1996)* (For "groups of handicapped persons who seek to live together … for mutual support," such as in a sober-living home, "some minimum size may be essential to the success of the venture"); *Harmony Haus Westlake v. Parkstone Property Owners Ass'n,* 440 F.Supp.3d 654 (2020); *Elderhaven, Inc. v. City of Lubbock, Tex.*, 98 F.3d 175 (5th Cir. 1996) (noting a critical mass may be required to make a group home economically feasible — the court also looked at therapeutic viability); *U.S. v. Village of Palatine,* (N.D. Ill, 1993, Case No. 93 C 2154) (District court decision found that the requested larger number of residents was necessary to assure Oxford House's financial viability; the decision was overturned by the Seventh Circuit for procedural reasons in 37 F.3d 1230, 1234 (7th Cir. 1994).
74. There appears to be no legal reason why any local Florida jurisdiction could not require sober living homes to obtain certification from the State of Florida to satisfy this criterion. As noted above, Oxford House, which is recognized by Congress, maintains its own standards and procedures under the Oxford House Charter that are fairly comparable to the standards and

- The proposed family community residence is not located within a rationally–based distance of 750 feet or nine lots, whichever is greater, from an existing community residence or recovery community as measured from the nearest lot lines.

When a proposed family community residence does not meet both standards, the operator can apply for a case–by–case evaluation via the conditional use process as explained beginning on page 68.

Recommended zoning framework for "transitional community residences"

Residency in a "transitional community residence" is more transitory than in a "family community residence" because transitional community residences either impose a maximum time limit on how long people can live in them or actually house people for a few months or weeks.[75] Tenancy is measured in months or weeks, not years. This key characteristic makes a transitional community residence more akin to multiple–family residential uses that exhibit a higher turnover rate typical of rentals than the lower turnover rate of single–family dwellings.

Even though multifamily uses are not allowed in single–family districts, the Fair Housing Act requires every municipality and county to make a "reasonable accommodation" for transitional community residences for people with disabilities. This reasonable accommodation can be accomplished via the heightened scrutiny of a conditional use when an operator wishes to locate a transitional community residence in a single–family district.

However, in districts where multifamily is allowed as of right, a transitional community residence for five[76] or more people with disabilities should be allowed as a permitted use subject to two objective, nondiscretionary administrative criteria:

- The specific community residence or its operator must receive authorization to operate the proposed transitional community residence by receiving the license that the State of Florida requires, the voluntary certification available through the Florida Association of Recovery Residences, or a self–imposed set of criteria that are the functional equivalent of certification or licensing (the Oxford House Charter); and
- The proposed transitional community residence is not located within a

procedures of licensing laws in states around the country. Consequently, Oxford Houses, as well as recovery residences certified by the State of Florida, would meet this first criterion.

75. Time limits typically range from 30 days to 90 days, and as long as six, nine, or 12 months, depending on the nature of the specific transitional community residence and the population it serves. With no time limit, many residents of family community residences live in them for many years, even decades.

76. Assuming Coral Springs amends its definition of "family" to include up to four unrelated individuals living as a single housekeeping unit.

> rationally–based distance of 750 feet or nine lots, whichever is greater, from an existing community residence or recovery community as measured from the nearest lot lines.

When a proposed transitional community residence does not meet both standards, the operator can apply for a case–by–case evaluation through a conditional use as explained beginning on page 68.

Recovery communities

Community residences are not the only housing option available for people in recovery from substance use disorder, also known as drug and/or alcohol addiction or abuse. "Recovery communities" offer a more intensive living arrangement with more people than can emulate a family and a more segregated, slightly institutional–like atmosphere than a community residence. Recovery communities provide housing and are *not* inpatient facilities. *Due to their fundamental differences, recovery communities warrant somewhat different zoning treatment than community residences.*

A recovery community consists of multiple dwelling units in a single multifamily structure, a series of townhouses, or a series of single–family detached houses that are *not* available to the general public for rent or occupancy. A recovery community provides a drug–free and alcohol–free living arrangement for people in recovery from drug and/or alcohol addiction. But, unlike a community residence, a recovery community does *not* emulate a biological family. As explained below, a recovery community is a different land use than a community residence and it warrants a different zoning treatment.

Unlike a community residence with a maximum of roughly ten occupants whose essence is emulating a biological family, a recovery community can consist of dozens and even scores of people in recovery making it more akin to a mini–institution in nature and number of occupants. The U.S. Department of Justice and Department of Housing and Urban Development have jointly noted that the U.S. Supreme Court's decision in *Olmstead v. L.C.*:[77]

> …ruled that the Americans With Disabilities Act (ADA) prohibits the unjustified segregation of persons with disabilities in institutional settings where necessary services could reasonably be provided in integrated, community-based settings. An integrated setting is one that enables individuals with disabilities to live and interact with individuals without disabilities to the fullest extent possible. By contrast, a segregated setting includes congregate settings populated exclusively or primarily by individuals with disabilities. Although Olmstead did not interpret the Fair Housing

77. 527 U.S. 581 (1999).

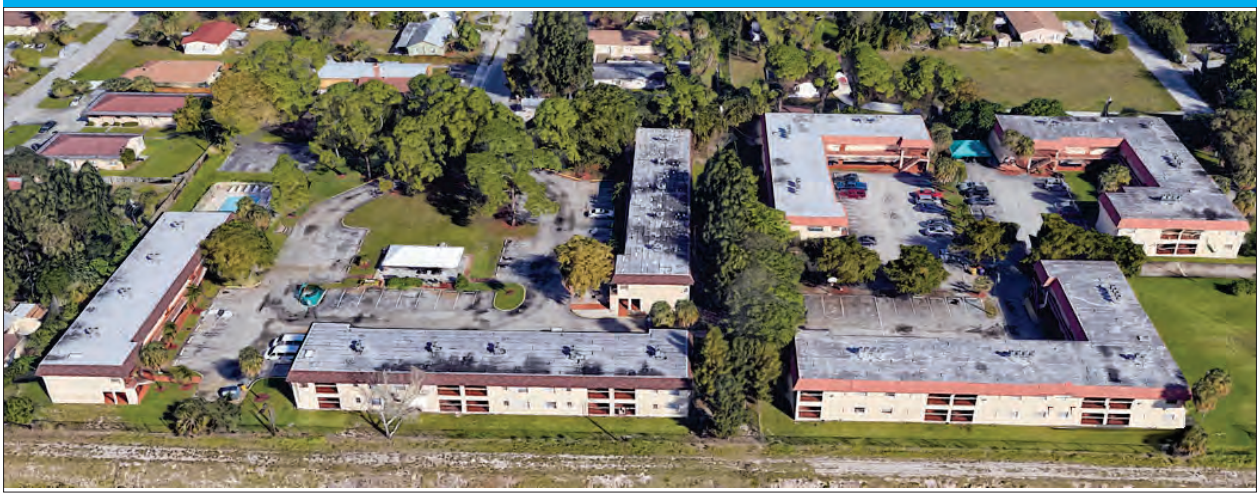
> Act, the objectives of the Fair Housing Act and the ADA, as interpreted in Olmstead, are consistent.[78] *[Emphasis added]*

As will be explained on the following pages, recovery communities constitute a fairly segregated setting that does not facilitate interaction with nondisabled people in the surrounding neighborhood — quite contrary to the core nature of community residences where interaction with neighbors without disabilities is a fundamental characteristic.

As of this writing, there may be one known uncertified recovery community in five dwelling units in Coral Springs and no certified recovery communities. The State of Florida does not have a license for recovery communities.

Generally speaking, a recovery community is located in multifamily buildings where the operator places several individuals in each unit. Some may occupy a large single–family house or a series of detached or attached single–family residences. They have been known to cluster together. One of the most extreme situations is a recovery community in Palm Beach County occupied by 152 individuals in recovery with another 100–person recovery community next door. Both are under the same ownership and are shown immediately below.

Figure 23: Example of Two Adjacent Recovery Communities in Palm Beach County



A total of 252 people in recovery occupy these two adjacent recovery communities, 100 in one and 152 in the other. Both are operated by the same recovery community provider.

The reality, however, is that these are functionally segregated mini–institutions that do *not* emulate a family, facilitate the use of non–disabled neighbors as role models, or foster integration into the surrounding community to the ex-

78. Joint Statement of the Department of Housing and Urban Development and the Department of Justice, *State and Local Land Use Laws and Practices and the Application of the Fair Housing Act,* 11 (Nov. 10, 2016)

tent that a community residence does.[79]

Operators of recovery communities are known to move residents from one apartment to another — *unlike how a family or roommates behave*. This sort of arrangement does *not* constitute a community residence in any sense of the term — remember that the essence of a community residence is to emulate a biological family. The segregated housing a recovery community creates can run counter to core purposes of a community residence: to achieve normalization and community integration using neighbors without disabilities as role models. The very structure of a recovery community encourages a more inward orientation for occupants that doesn't facilitate interaction with neighbors without substance use disorder.

Just a handful of jurisdictions have adjusted their zoning provisions to accommodate recovery communities. In the absence of zoning provisions for recovery communities, some providers have skirted zoning provisions intended to prevent adverse clustering and concentrations by misusing the cap on the number of unrelated individuals in the local zoning code's definition of "family." In these instances, when a jurisdiction has a cap of four unrelated individuals in its definition of "family" as recommended for Coral Springs, the operator places four people in recovery in each unit in an apartment building and sometimes several nearby buildings. The people in recovery, however, function as a single large "community," not as individual functional families. Concentrations and clusters of these mini–institutions can and do alter the residential nature of the surrounding community no less than a concentration of nursing homes would and maybe even more since the occupants of recovery communities are more ambulatory and may maintain a motor vehicle on the premises.

A single recovery community can effectively recreate the circumstances in other jurisdictions where the courts have concluded that an institutional atmosphere was recreated. In *Larkin v. State of Michigan Department of Social Services,* the Sixth Circuit Federal Court of Appeals arrived at this conclusion when it referenced the decisions in *Familystyle*. In the *Familystyle* case, the operator sought to increase the number of group homes on one and a half blocks from 21 to 24 and the number of people with mental illness housed in them from 119 to 130. Referring to the federal district and appellate court decisions in *Familystyle,* the *Larkin* court noted, "The courts were concerned that the plaintiffs were simply recreating an institutionalized setting in the community, rather than deinstitutionalizing the disabled."[80]

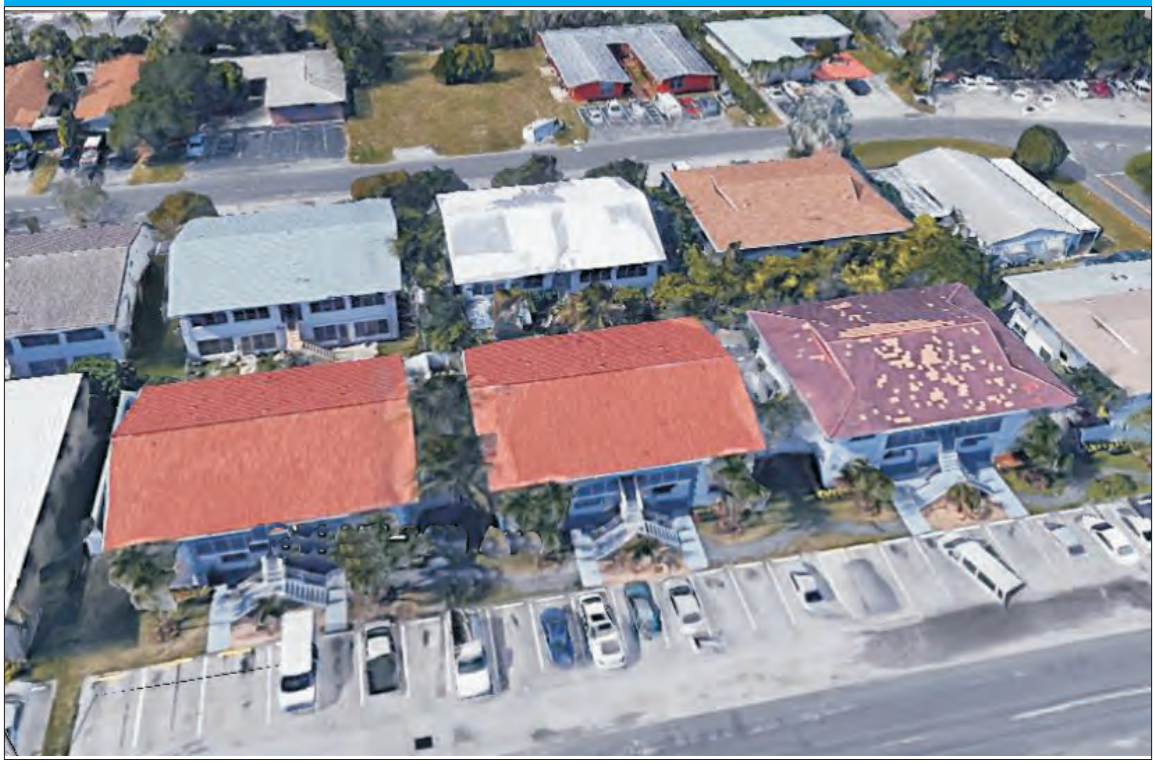
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79. Many of these recovery communities offer what is called "Level IV" support, the highest, most intense degree of support. In its description of "support levels" that service providers offer, the Florida Association of Recovery Residences (FARR) notes that "Level IV" "[m]ay be a more institutional *[sic]* in environment." *See* http://farronline.org/standards-ethics/support-levels.

80. *Larkin v. State of Michigan Department of Social Services,* 89 F.3d 285 6th Cir. (1996). *See also Familystyle of St. Paul, Inc. v. City of St. Paul*, 728 F.Supp. 1396 (D. Minn. 1990), aff'd, 923 F.2d 91 (8th Cir. 1991).

That is exactly what has happened in the Broward County cities of Pompano Beach and Oakland Park as well as in neighboring Palm Beach County.[81] In fact, the density of these large mini–institutions has often been greater than in the *Familystyle* case. The operators have recreated an institutional setting in the midst of a residential district. These mini–institutions not only interfere with the core goals of normalization and community integration, but also alter the character of the neighborhood and the city's zoning scheme.

Figure 24: Cluster of Four Clustered Recovery Communities in Pompano Beach



The four buildings with the colorful roofs in this photo from Google Earth are each occupied by 24 people in recovery, for a total of 96 people in 16 apartment units.

As noted earlier, a key reason for community residences locating in residential zoning districts has long been that the neighbors without disabilities serve as role models for the people with disabilities. Consequently, this essential rationale for community residences expects the occupants of the community resi-

81. *See* Daniel Lauber, *Pompano Beach, Florida: Principles to Guide Zoning for Community Residences for People With Disabilities* (River Forest, IL: Planning/Communications, June 2018) 37–38 and Daniel Lauber, *Zoning Principles for Community Residences for People With Disabilities and for Recovery Communities in Oakland Park* (River Forest, IL: Planning/Communications, March 2019) 38–40. The situation in the rest of Broward County is unknown because a county–wide study has not been conducted there. *Also see* Daniel Lauber, *Zoning Analysis and Framework for Community Residences for People With Disabilities and for Recovery Communities in Palm Beach County, Florida* (River Forest, IL: Planning/Communications, July 2020) 57–61.

dences to interact with their neighbors. Filling multiple dwelling units with people in recovery is not conducive to achieving these fundamental goals. Instead the occupants of the recovery community will almost certainly interact primarily with the other people in recovery rather than with the "clean and sober" people in the surrounding neighborhood.

As a larger and significantly more intense use than an community residence, recovery communities exert a wider influence on the neighboring community. Consequently, it stands to reason that a greater spacing distance from any existing recovery community or community residence is warranted for a proposed recovery community.

Introducing multiple mini–institutions such as these can and has altered and the residential character of the surrounding neighborhood.[82] In addition, there is no evidence that such arrangements do not affect property values, property turnover rates, or neighborhood safety. The studies of the impacts of community residences examined actual community residences that emulate a family, *not* these mini–institutions. The *de facto* social service districts that clusters of recovery communities produce fall far outside the foundations upon which the courts have long based their decisions to treat community residences as residential uses, including emulating a biological family and utilizing nearby neighbors without disabilities as role models to foster normalization as well as participation in the wider community to achieve community integration.

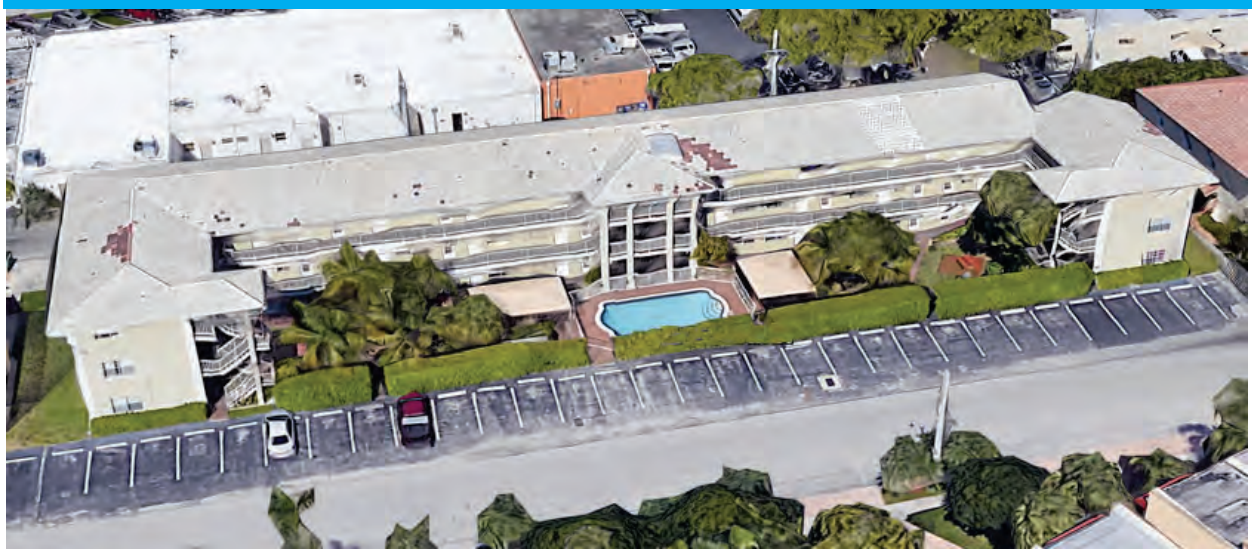
It is important to remember that zoning is based on how each land use functions and performs. The original community residence concept is based on the community residence behaving as a "functional family," namely emulating a biological family to attain normalization and community integration. Such homes need to be in a residential neighborhood where the nondisabled neighbors serve as role models. Those are key cornerstones that of the basis of the court rulings that require community residences to be allowed in residential districts — going back to before enactment of the Fair Housing Amendments Act of 1988 which made people with disabilities a protected class.

But filling a multifamily building with people in recovery — or filling adjacent houses or town homes with people in recovery — hardly emulates a biological family in a residential neighborhood. Instead of "clean and sober" people in the surrounding dwellings serving as role models, the folks trying to recover from substance use disorder are surrounded by other people in the same situation. It is difficult to imagine how such segregated living arrangements foster the normalization and community integration at the core of the community residence concept. Such arrangements are like a step back to the segregated institutions in which people with disabilities were placed before deinstitutionalization became the nation's policy more than half a century ago.

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82. Lest we forget, the courts agree that cities have a legitimate government interest in preserving the residential character of their neighborhoods as discussed earlier on page 57.

Figure 25: Eighty Person Recovery Community in Palm Beach County



Forty apartments are occupied by 80 people in this Palm Beach County recovery community.

These are among the reasons why spacing distances are so crucial to establishing an atmosphere in which community residences can enable their occupants to achieve normalization and community integration and facilitate utilization of neighbors as role models. And these are among the reasons why zoning should treat recovery communities as the mini–institutions that they functionally are.[83]

Since recovery communities are appropriately located in multifamily buildings, it makes no sense for a zoning code to allow new recovery communities to be located in single–family districts where new multifamily housing is not permitted. But it is rational and appropriate to allow recovery communities in those zoning districts where multifamily housing is allowed.

As explained beginning on page 30, the capacity of a neighborhood to absorb service dependent people into its social structure is limited. When two or more recovery communities are clustered on a block or adjacent blocks, it is very likely that they would exceed this capacity. Depending on the number of residents in a particular recovery community, this situation can warrant a significantly greater spacing distance for recovery communities allowed as of right in a zoning district than between community residences allowed as of right.

The distance between a proposed recovery community and the nearest com-

83. The case law that requires *zoning* to treat a community residence that fits within the cap on unrelateds in the definition of "family" is based on fact situations involving actual, individual community residences. *The case law under the Fair Housing Act regarding community residences for people with disabilities is very fact specific.* It is difficult to imagine that a court would fail to recognize that, for example, placing 20 or more people with disabilities in a building is an attempt to subvert the definition of "family" and would be anything but an institutional use set in a residential area.

munity residence, recovery community, or congregate living facility ought to vary based on the number of occupants of a proposed recovery community. The occupants of a recovery community with up to, for example, 16 residents would likely be absorbed into the social structure of a neighborhood much like the occupants of a community residence would be. Consequently, the spacing distance for such a *relatively* small recovery community could be the same as between community residences. However, a recovery community housing 100 or more people needs a much larger neighborhood with a larger social structure to absorb its much greater number of residents. Consequently larger recovery communities warrant a significantly greater spacing distance to facilitate absorption into a larger social structure and advance normalization and community integration through interaction with neighbors without disabilities.

When a recovery community is proposed to be located within the spacing distance of a community residence or another recovery community, the heightened scrutiny of a conditional use or its equivalent is warranted to identify the likely impacts of the proposed recovery community on the nearby existing community residence or recovery community, as well as their combined impacts on the neighborhood.

Under the zoning amendments that will be recommended to Coral Springs, an existing recovery community, if any, may become a legal nonconforming use as long as it obtains certification or licensing within a reasonable time frame. Such recovery communities, like any other legal nonconforming use, would not be allowed to expand.

Recommended zoning framework for recovery communities

As discussed above, recovery communities usually consist of multifamily housing although it is conceivable that a provider might string together a series of detached or attached single–family dwellings to create one. But since recovery communities possess a number of institutional performance characteristics as explained above, they are not compatible with single family housing and should be not allowed as permitted uses in single–family districts where multifamily housing is not allowed of right. In zoning districts where multifamily housing is *allowed as a conditional use*, recovery communities should be allowed as a conditional use subject to the narrowly–crafted criteria immediately below.

Recovery communities, however, are largely compatible with multifamily housing. Consequently, a recovery community should be a permitted use in multifamily districts and other zoning districts where multifamily housing is *allowed as of right,* subject to two objective, nondiscretionary administrative criteria:

- The specific recovery community or its operator is at least provisionally certified by the Florida Association of Recovery Residences,[84] and
- The appropriate distance between a proposed recovery community and the closest community residence, recovery community, or congregate living facility varies by the number of occupants in the proposed recovery community. A proposed recovery community for up to 16 occupants would be at least 750 feet or seven lots, whichever is greater, from the closest existing community residence, recovery community, or congregate living facility as measured from the nearest lot lines. The spacing distance should gradually increase to 1,300 feet or 13 lots, whichever is greater, for a recovery community with 100 or more residents.[85]

When a proposed recovery community does not meet both standards, the operator can apply for a case–by–case evaluation through a conditional use as explained immediately below.

Conditional use backup: Vital part of the reasonable accommodation

There are situations, explained earlier in this study, where the Fair Housing Act's mandate to make a "reasonable accommodation" for community residences for people with disabilities and for recovery communities warrants making exceptions when the standards to be allowed as permitted uses are not met.

Sometimes a housing provider will seek to establish a new community residence or recovery community within the designated spacing distance of an existing community residence or recovery community. For some types of community residences, licensing, certification, or accreditation may not even be offered by the State of Florida. And sometimes a community residence operator needs to house more than ten people living in a family–like environment to ensure the community residence's therapeutic and/or financial viability. These situations warrant the heightened scrutiny of conditional use review (1) to ensure that normalization and community integration would still be facilitated if the request is granted and (2) to protect the occupants of the prospective community residence or recovery community from the same mistreatment, exploitation, incompetence, and abuses that licensing, certification, or accreditation seeks to provide.[86]

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84. If the State of Florida replaces this certification with a license, then the local zoning should be amended to require the available license. If full certification is denied, the recovery community would not be allowed in Coral Springs if the city adopts this recommended approach.
85. The rationales for a longer spacing distance for recovery communities and this "tiered" approach to spacing distances, are explained beginning on page 65.
86. As noted earlier in footnote 23, a special exception or reasonable accommodation procedure would serve the same function as a conditional use. The city is perfectly free to choose from among these alternative processes. For the sake of simplicity, this study is using the term "conditional use" throughout.

There are four circumstances under which a conditional use could be sought:

(1) **Locating within the spacing distance.** To determine whether a proposed community residence or recovery community should be allowed within the specified spacing distance from the closest existing community residence or recovery community, the city would need to find that allowing the proposed use will not hinder the normalization for residents and community integration in any existing nearby community residences or recovery communities and not alter the character of the neighborhood. The conditional use process will give the city the ability to examine each request on a case–by–case basis which is essential because there will be instances where locating another community residence or recovery community within the spacing distance of an existing one will not generate those impacts.

(2) **When no local, state, or federal licensing, certification, or accreditation program is applicable.** If an operator seeks to establish a community residence in Coral Springs for which neither the State of Florida nor the federal government requires or offers a license or certification, or is not under a self–imposed license equivalency like the Oxford House Charter, the city would need to find that the applicant has shown that the proposed community residence will be operated in a manner comparable to typical licensing standards that protect the health, safety, and welfare of its occupants. This circumstance is applicable only to community residences. It does not apply to recovery communities because the State of Florida offers certification for recovery communities, currently through the Florida Association of Recovery Residences.

(3) **When the operator of a community residence seeks to house more than ten people** (including live–in staff, if any). As explained earlier in this study, one can be quite confident that as many as ten people in a *community residence* can emulate a family. That confidence declines as the number of occupants increases. When a housing provider needs to house more than ten occupants in a community residence to ensure therapeutic and/or financial viability, the operator should have the opportunity to seek approval for more than ten residents. The city would need to find that the applicant has demonstrated that the proposed community residence will be able to emulate a biological family with the number of occupants sought and that this greater number is needed to assure financial and/or therapeutic viability. This situation applies only to community residences and not to recovery communities.

(4) **When a transitional community residence is proposed to locate in a single–family district where multifamily housing is not allowed as of right.** As noted earlier, there are times when

a *transitional community residence* may be appropriate in single–family zoning districts that do not allow multifamily dwellings as a permitted use. The conditional use process provides the regulatory process to examine these proposals on a case–by–case basis.

When the required license, certification, or accreditation of a community residence or recovery community has been denied, suspended, or revoked, that use becomes an illegal under state law and obviously will be ineligible for a conditional use and cannot be located in Coral Springs.

Similarly, under the zoning framework recommended here, sober living homes subject to licensing or certification from the State of Florida or subject to an Oxford House Charter, and recovery communities subject to certification by the Florida Association of Recovery Residences whose certification is denied, suspended, or revoked will become an illegal use in Coral Springs and will be required to close and place its occupants in a safe and secure living environment within a reasonable period of time before closing.

When evaluating an application for a conditional use, a city *can* consider the cumulative effect of the proposed community residence because altering the character of the neighborhood or creating a *de facto* social service district interferes with the normalization and community integration and the use of neighbors without disabilities as role models — core characteristics of a community residence. A local jurisdiction can consider whether the proposed community residence or recovery community in combination with any existing community residences and recovery communities would alter the character of the surrounding neighborhood by creating an institutional atmosphere or by creating a *de facto* social service district by concentrating community residences and/or recovery communities on a block face or in a neighborhood respectively.

It is vital to stress that the decision on a conditional use must be based on a record of factual evidence and not on neighborhood opposition rooted in unfounded myths and misconceptions about people with disabilities. As explained earlier in this report, restrictive covenants *cannot* exclude a community residence for people with disabilities — and such restrictions are irrelevant when evaluating an application for the conditional use.

Additional issues to consider

The precise language of the recommended zoning amendments will need to make allowances for those provisions in the Florida state statutes on zoning for certain types of community residences for people with specific disabilities that are legal under the nation's Fair Housing Act.

Note that the state statute governing local zoning for most types of community residences for people with disabilities (called "community residential homes") allows local governments to adopt zoning that is *less restrictive* than the state statutes.[87] While the zoning proposed here is broader in scope than the state statutes — covering *all* types of community residences for *all* types of disabilities — some of the suggested zoning regulations fall within this statutory provision.

The state statutes, however, do *not* establish any zoning standards for most sober living homes — sober homes and small halfway houses for people in recovery — or for recovery communities. As discussed earlier, the state statutes do establish voluntary certification for sober living homes and recovery communities administered by the Florida Association of Recovery Residences. The credentialing standards and processes are even more demanding than existing licensing laws in many states.

Local zoning provisions for community residences need to also properly provide for the unstructured, self–governed sober living homes called "Oxford House." Congress has recognized Oxford House which has its own internal monitoring system in place to maintain compliance with the Oxford House Charter.[88] The standards and procedures that both Oxford House and the State of Florida's voluntary certification of sober living homes employ are functionally comparable to licensing requirements and procedures for sober living homes in other states. The zoning approach suggested here recommends that the Oxford House Charter and certification of sober living homes and recovery communities by the Florida Association of Recovery Residences be treated as the functional equivalent of state licensing.

Maximum number of occupants

Under the Fair Housing Act, it is clearly improper to apply building, housing, or property maintenance code standards for institutions, lodging houses, boarding houses, rooming houses, or fraternities and sororities to community residences for people with disabilities. These particular codes must treat these community residences the same as other residential uses.

Under fair housing case law, it is clear that *for determining the maximum number of occupants,* community residences established in single–family structures are to be treated the same as all other single–family residences. Those located in a multifamily structure are to be treated the same as all other multifamily residences.

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87. *Florida Statutes*, §419.001(12). "State law on community residential homes controls over local ordinances, but nothing in this section prohibits a local government from adopting more liberal standards for siting such homes."
88. Oxford House does not allow its sober living homes to open in a state until Oxford House has established its monitoring processes to assure that Oxford Houses will operate in accord with the standards set forth in the Oxford House Charter.

The maximum number of occupants is typically regulated to prevent overcrowding for health and safety reasons in a jurisdiction's minimum housing code, property maintenance code, or building code.

Coral Springs' *Minimum Housing Code* does not include any provisions to prevent overcrowding.[89] The city should seriously consider amending its *Minimum Housing Code* along the lines of the provisions in the most recent edition of the *International Property Maintenance Code* which establishes minimum floor areas in bedroom and "living rooms" (defined as rooms in which people live) to prevent overcrowding:

> **404.4.1 Room area.** Every living room shall contain not less than 120 square feet (11.2 m^2) and every bedroom shall contain not less than 70 square feet (6.5 m^2) and every bedroom occupied by more than one person shall contain not less than 50 square feet (4.6 m^2) of floor area for each occupant thereof.[90]

These minimum floor area requirements to prevent overcrowding would apply to *all* dwelling units in Coral Springs, including community residences for people with disabilities and units in a recovery community.

A bedroom in which just one person sleeps would need to be at least seven feet by ten feet or other dimensions that add up to 70 square feet. A bedroom in which two people sleep could be no smaller than 100 square feet, or ten by ten, for instance. A bedroom for three individuals would have to be at least 150 square feet, or ten by 15, for example.[91] Keep in mind that these are *minimum* criteria to prevent overcrowding based on health and safety standards. Bedrooms, of course, are often larger than these minimums. This sort of provision is the type that the U.S. Supreme Court has ruled applies to *all* dwelling units including community residences for people with disabilities and to recovery communities. The Court ruled that the Fair Housing Act does not require a city or county to grant a reasonable accommodation from this type of code provision.[92]

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89. *Coral Springs, Florida, Land Development Code,* Chapter 11 Minimum Housing Code.
90. Section 404.4.1, *2021 International Property Maintenance Code.*
91. Obviously these dimensions are merely examples. A 150 square foot room could also be 12 feet by 12.5 feet as well as other dimensions that add up to 150 square feet.
92. *City of Edmonds v. Oxford House, Inc.,* 514 U.S. 725, 115 S.Ct. 1776, 131 L.Ed.2d 801 (1995). "Maximum occupancy restrictions… cap the number of occupants per dwelling, typically in relation to available floor space or the number and type of rooms. See, e. g., International Conference of Building Officials, *Uniform Housing Code* § 503(b) (1988); Building Officials and Code Administrators International, Inc., BOCA National Property Maintenance Code §§ PM-405.3, PM-405.5 (1993) (hereinafter BOCA Code); Southern Building Code Congress, International, Inc., *Standard Housing Code* §§ 306.1, 306.2 (1991); E. Mood, APHA—CDC Recommended Minimum Housing Standards § 9.02, p. 37 (1986) (hereinafter APHA— CDC Standards).[6] *These restrictions ordinarily apply uniformly to all residents of all dwelling units. Their purpose is to protect health and safety by preventing dwelling overcrowding.* See, e. g., *BOCA Code* §§ PM-101.3, PM-405.3, PM-405.5 and commentary; Abbott, Housing Policy,

Very often a state's licensing rules and regulations for community residences set a maximum number of individuals that can live in a licensed community residence. In Florida, some types of community residences may house as many as 14 people. *But no matter how many people state licensing allows, the number of residents could not exceed the maximum number permissible under the provision suggested above — which applies to* all *residences*. For example, if a particular house has enough bedroom space to be occupied by seven people under the proposed formula, then no more than seven people can live there legally whether the residence is occupied by a biological family or the functional family of a community residence — no matter what how many residents state's licensing allows.

Nonetheless, a city can still establish a cap on the number of individuals who can live in a community residence based on a determination of how many unrelated people can successfully emulate a biological family. Given that emulation of a biological family is a core component of community residences for people with disabilities, it is reasonable for a jurisdiction's land–use code to establish the maximum number of individuals in a community residence it is confident can actually emulate a biological family. It is likely that ten unrelated individuals in a community residence can emulate a biological family. It is increasingly doubtful whether significantly larger aggregations can.

Consequently the proposed zoning amendments will cap community residences at ten occupants and apply the conditional use process to allow case–by–case consideration of proposals to house more than ten individuals in a community residence. The applicant would have the burden of showing that the community residence needs more than ten residents to achieve therapeutic and/or economic viability, and to convincingly demonstrate that the group will emulate a biological family. The proposed community residence would still be subject to the spacing and licensing/certification requirements applicable to all community residences housing more than four people with disabilities.

Other zoning regulations for community residences

All the other zoning district regulations apply to a community residence including height, lot size, yards, building coverage, habitable floor area, and signage. There is no need for a Land Development Code to repeat these requirements in its sections dealing with community residences for people with disabilities.

The state's statute reinforces this basic concept:

> A dwelling unit housing a community residential home established pursuant to this section shall be subject to the same lo-

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Housing Codes and Tenant Remedies: An Integration, 56 *Boston University Law Review,* 1, 41-45 (1976)." At 733. *[Emphasis added]*

> cal laws and ordinances applicable to other noncommercial, residential family units in the area in which it is established.[93]

Off–Street Parking. Even within the context of the state statute quoted immediately above, localities can establish off–street parking requirements for community residences for people with disabilities. Depending on the nature of the disabilities of residents, some community residences generate parking needs that exceed what a biological family would likely generate and others will need fewer spaces. However, there has to be a factual, rational basis to impose more demanding off–street parking requirements on community residences for people with disabilities that exceed the cap of four unrelated individuals suggested for Coral Springs's zoning definition of "family." It is important that those community residences that fall within the definition of "family" be subject to the same off–street parking requirements for the type of structure in which they are located (single–family detached, single–family attached, multifamily).

But for those community residences that exceed four residents, it's necessary to craft off–street parking requirements that recognize the different types of community residences because they generate very different off–street parking demand. Generally, the occupants of community residences do not drive. People with developmental disabilities and the frail elderly do not drive and will not maintain a motor vehicle on the premises. They will get around the city with a vehicle and driver that the operator provides, usually a van or minivan. A very small percentage, if any, of people with mental illness might have a driver's license and keep a vehicle on the premises.

But unlike the other categories of disabilities, people in recovery often drive and keep a motor vehicle, motorcycle, or scooter on the premises. A vehicle is critical for the recovery of many, especially if public transportation is not easily accessible. An essential component of their rehabilitation is relearning how to live on their own in a clean and sober manner. So one of the most common requirements to live in a legitimate sober home or recovery community is that each resident agrees to spend the day at work, looking for a job, or attending classes. They cannot just sit around the home during the day. Visitor parking can be accommodated the same as it is for all residential uses.

However, in addition to providing off–street parking for residents who maintain a motor vehicle at the premises, it is rational to require off–street parking for staff members, whether they be live–in staff or staff that works on shifts. Coral Springs needs to carefully craft off–street parking requirements for community residences for people with disabilities and for recovery communities that allow for the varying needs of people with *different* disabilities.

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93. *Florida State Statutes*, §419.001(8) (2019). However, as discusssed in the next section of this study, Florida's state statutes do allow somewhat different treatment under local land–use laws.

Factoring in the Florida state statute on locating community residences

The State of Florida has adopted statewide zoning standards for a mixed bag of what it calls "community residential homes" licensed by the Department of Elderly Affairs, the Agency for Persons with Disabilities, the Department of Juvenile Justice, the Department of Children and Families, or the Agency for Health Care Administration.[94] *Some of these homes house people with disabilities while others do not*.[95] This review focuses on community residences occupied by people with disabilities, the class protected under the nation's Fair Housing Act.

Before examining the impact of the state's statute on zoning for community residences, it is important to note that the Florida statute gives localities some leeway to craft local zoning provisions:

> Nothing in this section requires any local government to adopt a new ordinance if it has in place an ordinance governing the placement of community residential homes that meet the criteria of this section. State law on community residential homes controls over local ordinances, but *nothing in this section prohibits a local government from adopting more liberal standards for siting such homes*.[96]

Consequently, any local jurisdiction is free to adopt its own zoning regulations for community residences for people with disabilities that are "more liberal" — namely less restrictive — than the state's.[97]

As will become apparent from the analysis that follows, the state statute is a bit confusing, seems to contradict itself, and contains at least one provision that, if challenged, would very likely be found to run afoul of the nation's Fair Housing Act.

Keep in mind that no state law, including Florida's, provides a "safe harbor" for local zoning. A state statute that regulates local zoning for community residences for people with disabilities *can* run afoul of the nation's Fair Housing Act. For example, the State of Nevada had a state statute that required municipalities

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94. *The zoning standards appear in Title XXX, Social Welfare, Chapter 419, "Community Residential Homes," §419.001, "Site selection of community residential homes," Florida State Statutes,* §419.001 (2016).
95. The nature of the residents of these homes are defined in *Florida State Statutes*. Among those with disabilities are "frail elder"as defined in §429.65, "person with handicap" as defined in §760.22(7)9(a), and "nondangerous person with a mental illness" as defined in §394.455. Two other categories that may or may not include people with disabilities are "child found to be dependent" as defined in §39.01 or §984.03 and "child in need of services" as defined in §984.03 or §985.03. As of this writing, the State of Florida does not require licensing of community residences that serve people in recovery, although it offers voluntary credentialing.
96. *Florida State Statutes,* §419.001(10) (2019). *Emphasis added.*
97. While the author has never before seen statutory language using the phrase "more liberal," the most rational interpretation of the phrase is that it means the same as "less restrictive."

and counties to treat certain types of community residences for people with disabilities as residential uses, much like Florida's statute does. In 2008, a federal district court found that several other provisions in the Nevada statute on community residences for people with disabilities violated the Fair Housing Act.[98]

When sued in 2015 over its zoning treatment of community residences for people with disabilities, Beaumont, Texas claimed that it was merely complying with a 1987 state law that established a half–mile spacing distance between community residences for people with disabilities. Beaumont was applying that spacing distance to all group homes, including those that fit within its zoning code's definition of "family" which limits to three the number of unrelated people that can constitute a "family." Beaumont settled the case for $475,000 in damages while agreeing to discontinue imposing its unsupportable half–mile spacing distance as well as its excessive building code requirements.[99]

State Statute's Limited Scope

It is vital to remember that limitations on local zoning established by the state statute on the location of "community residential homes" apply only to the community residences licensed by the five state agencies specified in the statute. Local jurisdictions are perfectly free to establish different rationally–based zoning regulations for community residences not licensed by these five state agencies. As explained earlier, most sober living homes and recovery communities currently are subject to voluntary certification administered for the state by the Florida Association of Recovery Residences (FARR).

In Florida, the state statute defines "community residential home" as a dwelling unit licensed by one of the five state agencies listed above that "provides a living environment for seven to 14 unrelated residents who operate as the functional equivalent of a family, including such supervision and care by supportive staff as may be necessary to meet the physical, emotional, and social needs of the residents."[100] This language gives the impression that "community residential homes" house seven to 14 residents.

That's not exactly the case. Later the statute speaks of "[h]omes of six or fewer residents which otherwise meet the definition of a community residential home shall be deemed a single–family unit and a noncommercial, residential use for the purpose of local laws and ordinances."[101]

Without any stated rational basis, the statute treats homes for up to six residents differently than those for seven to 14 residents. Community residential

98. *Nevada Fair Housing Center, Inc. v. Clark County,* 565 F.Supp.2d 1178 (D. Nevada, 2008).
99. *United States of America v. City of Beaumont, Texas,* Consent Decree Civil Action No. 1:15–cv–00201–RC (E.D. Texas, May 4, 2016).
100. *Florida State Statutes,* §419.001(1)(a) (2016).
101. Ibid. at §419.001(2) (2016).

homes for up to six residents must "be allowed in single–family or multifamily zoning without approval by the local government, provided that such homes are not located within a radius of 1,000 feet of another existing such home with six or fewer residents or within a radius of 1,200 feet of another existing community residential home."[102] Here the phrase "another existing community residential home" *appears* to mean a home for seven to 14 residents.

The smaller homes are not required to comply with the statute's notification provisions if, before they receive their state license, the "sponsoring agency" supplies to the local jurisdiction the "most recently published data complied from the licensing entities that identifies all community residential homes within the jurisdictional limits of the local government in which the proposed site is to be located." This is required in order to show that the proposed homes would not be located within the state's 1,000 foot spacing distance from an existing community residential home for six or fewer residents or the state's 1,200 foot spacing distance of an existing community residential home for seven to 14 individuals. When the home is actually occupied, the sponsoring agency is required to notify the local government that the requisite license has been issued.[103]

This statute does not affect the legal nonconforming use status of any community residential home lawfully permitted and operating as of July 1, 2016.[104] In addition, the statute states that nothing in it "shall be deemed to affect the authority of any community residential home lawfully established prior to October 1, 1989, to continue to operate."[105]

The state statute departs from the rationality of sound, rational planning and zoning practice when it flips basic concepts on their head and requires a more intensive review of "community residential homes" in multiple family zoning districts than in single–family districts.[106] Unlike in single–family districts, the state statute gives local governments the ability to approve or disapprove of a proposed "community residential home."

> When a site for a community residential home has been selected by a sponsoring agency in an area zoned for multifamily, the agency shall notify the chief executive officer of the local government in writing and include in such notice the specific address of the site, the residential licensing category, the num-

102. Ibid.

103. Ibid. A sponsoring agency is "an agency or unit of government, a profit or nonprofit agency, or any other person or organization which intends to establish or operate a community residential home." At §419.001(1)(f) (2016).

104. Ibid.

105. Ibid. At §419.001(9) (2019).

106. Florida's statute is the first time in more than 40 years of monitoring zoning regulations for community residences that the author has seen more heightened scrutiny for locating community residences in multifamily zones than in single –family zones. Normally the greater scrutiny is applied in single–family zones. The information and logic upon which the legislature based this provision is unknown.

> ber of residents, and the community support requirements of the program. Such notice shall also contain a statement from the licensing entity indicating the licensing status of the proposed community residential home and specifying how the home meets applicable licensing criteria for the safe care and supervision of the clients in the home. The sponsoring agency shall also provide to the local government the most recently published data compiled from the licensing entities that identifies all community residential homes within the jurisdictional limits of the local government in which the proposed site is to be located. The local government shall review the notification of the sponsoring agency in accordance with the zoning ordinance of the jurisdiction.[107]

If a local government fails to render a decision to approve or disapprove the proposed home under its zoning ordinance within 60 days, the sponsoring agency may establish the home at the proposed site.[108]

This provision appears *to conflict with the earlier paragraph in the state statute establishing that "community residential homes" for six or fewer individuals "shall be allowed in single–family or multifamily zoning* ***without*** *approval by the local government" when the state's spacing distances are met.*[109]

The state statute specifies three grounds on which a local government can deny the siting of a "community residence home:"

- When the proposed home does not conform to "existing zoning regulations applicable to other multifamily uses in the area"[110]
- When the proposed home does not meet the licensing agency's applicable licensing criteria, "including requirements that the home be located to assure the safe care and supervision of all clients in the home"[111]
- When allowing the proposed home would result in a concentration of community residential homes in the area in proximity to the site selected, or would result in a combination of such homes with other residences in the community, that "the nature and character of the area would be substantially altered. A home that is located within a radius of 1,200 feet of another existing community residential home in a multifamily zone shall be an overconcentration of such homes that substantially alters the nature and character of the area. ***A home that is located within a radius of 500 feet of an area of single-family zoning substantially alters the nature and***

107. Ibid. at §419.001(3)(a) (2019).
108. Ibid. at $419.001(3)(b) (2019).
109. Ibid. at §419.001(2) (2019).
110. Ibid. at $419.001(3)(c)1. (2019).
111. Ibid. at $419.001(3)(c)2. (2019).

character of the area."[112]

While the first criterion is reasonable, it is also redundant because all residential uses are routinely required to conform to zoning regulations. It is unclear why the state statute needed to single out community residences for people with disabilities.

The second standard is unnecessary because a proposed home that doesn't meet the licensing agency's criteria would not receive the license required to operate. It is unclear what circumstances might exist where a community residence would receive a state license and then fail to "be located to assure the safe care and supervision of all clients in the home."

The third set of criteria almost certainly runs afoul of the nation's Fair Housing Act. The statute declares that locating a new community residence within the 1,200 spacing distance constitutes "an overconcentration" of community residences "that substantially alters the nature and character of the area."[113]

In 48 years of working with zoning for community residences for people with disabilities, we have never come upon any factual basis for that conclusion and this kind of *complete ban* on allowing community residences within a spacing distance. The rationale behind this report's recommendation to require a conditional use for a community residence that would be located within the spacing distance is to enable a case–by–case examination of the facts to determine whether the proposed home would, indeed, interfere with the ability of any existing community residence to achieve its core functions of normalization and community integration of its residents, and using neighbors as role models. We are unaware of any factual information to suggest that the *mere presence* of another community residence within the spacing distances of an existing community residence *always* creates an overconcentration or that it *always* substantially alters the nature and character of any area.[114]

Finally, the statute's declaration that locating a community residential home within 500 feet of single–family zoning "substantially alters the nature and character of the area" simply lacks any factual foundation. It is difficult to imagine a scenario in which a legal challenge to this statutory provision would fail.

The state statute simply does not allow for the necessary and proper review of an application to establish a community residence within the spacing distance required to be allowed as of right. It is critical that zoning allow for the case–by–case review of proposals for such homes to evaluate on the facts presented whether allowing the proposed community residence would actually re-

112. Ibid. at §419.001(3)(c)3. (2019). *Emphasis added.*

113. Ibid. at §419.001(3)(c)3 (2019).

114. For a thorough discussion of these points, *see* American Planning Association, *Policy Guide on Community Residences* (Chicago: American Planning Association, Sept. 22, 1997) 8. For an even more detailed analysis, *see* Daniel Lauber, "A Real LULU: Zoning for Group Homes and Halfway Houses Under the Fair Housing Amendments Act of 1988" *John Marshall Law Review,* Vol. 29, No 2, Winter 1996, 369–407. Both are available at http://www.grouphomes.law.

sult in an overconcentration or actually alter the character of the surrounding neighborhood. The Florida statute effectively disallows the proper review.

These state statute provisions regarding overconcentrations and alteration of the nature and character of an area constitute unsubstantiated conclusions that obstruct the ability of a local jurisdiction to make the "reasonable accommodation" that the nation's Fair Housing Act requires for community residences for people with disabilities. The state needs to remove these provisions from the state law if it wishes to comply with the Fair Housing Act.

However, as explained beginning on page 75, the state statute allows local jurisdictions to adopt zoning provisions that are less restrictive than the state's — which authorizes cities and counties to ignore these unjustifiable and almost certainly illegal state provisions and avoid exposing themselves to legal liability for housing discrimination. As Beaumont, Texas learned so painfully, following an illegal state statute does *not* protect the city from legal liability and paying rather substantial legal damages.

The actual zoning amendments for community residences for people with disabilities will be crafted to abide with those provisions of the state statutes that do comply with the nation's Fair Housing Act.[115]

Impact of Florida statute on vacation rentals

In some circles there appears to be confusion over the major differences between vacation rentals and community residences for people with disabilities. These are diametrically different land uses subject to different zoning and licensing or certification treatments.

The Florida legislature has adopted a state statute that pre–empted home rule and now allows vacation rentals in residential zoning districts throughout the state. Local laws regulating vacation rentals that were in place on June 1, 2011 were allowed to stand.[116] Coral Springs allows short–term and vacation rentals but has correctly not treated community residences or recovery communities as short–term or vacation rentals.[117]

This state law has no impact on how a jurisdiction can zone for community residences for people with disabilities. Vacation rentals are nothing like community residences for people with disabilities. The former are commercial uses akin to a mini–hotel while the latter are residential uses. The former do not make any attempt to emulate a biological family; the host is a landlord and

115. Local governments have learned that state statutes that violate the Fair Housing Act do *not* offer a "safe harbor." Texas and Wisconsin statutes had required a plainly illegal 2,500 foot spacing distance between group homes for people with disabilities. Attempts by cities to justify their 2,500 foot spacing distances based on the state statute failed to shield them from being found in violation of the Fair Housing Act.

116. *Florida State Statutes,* §509.032(7)(b) (2019).

117. Ordinance 2021-107, Vacation Rentals. Available at https://www.coralsprings.gov/Government/Departments/Business-Tax-Office/Vacation-Rental-Registration.

there is no effort for the guests to merge into a single housekeeping unit with the owner–occupant of the property.

The language in the state statutes does not suggest any similarities between vacation rentals and community residences for people with disabilities. The Florida state statutes define "vacation rental" as:

> any unit or group of units in a condominium or cooperative or any individually or collectively owned single–family, two–family, three–family, or four–family house or dwelling unit that is also a transient public lodging establishment but that is not a timeshare project.[118]

The state statutes define "transient public lodging establishment" as:

> any unit, group of units, dwelling, building, or group of buildings within a single complex of buildings which is rented to guests more than three times in a calendar year for periods of less than 30 days or 1 calendar month, whichever is less, or which is advertised or held out to the public as a place regularly rented to guests.[119]

Community residences for people with disabilities constitute a very different land use than a "transient public lodging establishment." No community residence for people with disabilities is "held out *to the public* as a place regularly rented to guests" *[emphasis added]*. Each community residence houses people with a certain type of disability — *not* members of the general public. In fact, by definition, occupants of a community residence are not "guests" in any sense of the word. They are residents, not vacationers.

In contrast to a "vacation rental" which, by state law, is a "transient public lodging establishment," a community residence is by definition a single housekeeping unit that seeks to emulate a biological family to achieve normalization and community integration of its occupants with disabilities. Family community residences offer a relatively permanent living arrangement that can last for years — far different than a vacation rental. Transitional community residences establish a cap on length of residency that can be as much as six months or close to a year — very different than vacation rentals.

Unlike the guests in a vacation rental unit, the occupants of a community residence for people with disabilities constitute a vulnerable service–dependent population for which each neighborhood has a limited carrying capacity to absorb into its social structure. The occupants of a community residence are seeking to attain normalization and community integration — two core goals absolutely absent from vacation rentals. The occupants of a community residence rely on their so–called "able bodied" neighbors to serve as role models to help foster habilitation or rehabilitation — a concept completely foreign to a

118. *Florida State Statutes,* §509.242(1)(c) (2019).

119. *lFlorida State Statutes,* §509.013(4)(a)1 (2019).

transient public lodging establishment. It is well–documented that the vulnerable occupants of a community residence need protection from unscrupulous operators and care givers. In terms of type of use, functionality, purpose, operations, relationship and nature of occupants, and regulatory framework, there is nothing comparable between community residences for people with disabilities including sober living homes and transient public lodging establishments including vacation rentals.

Recovery communities are also quite different than vacation rentals. Like a community residence, a recovery community houses only people with a disability, in this case people in recovery from substance use disorder. The residents in each dwelling unit are expected to provide support to one another as well as to everybody in the recovery community which can consist of dozen and even scores of people in recovery. Even though recovery communities are structurally different than community residences, both have the same core aims noted immediately above — goals not related to a vacation rental. From the perspective of type of use, functionality, purpose, operations, relationship and nature of occupants, and regulatory framework, recovery communities and transient public lodging establishments like vacation rentals are very different land uses.

Summary of recommendations

The zoning framework this study recommends constitutes the least restrictive means needed to achieve the legitimate government interests of:

- Protecting people with disabilities from unscrupulous and/or incompetent operators
- Assuring that health and safety needs of the occupants with disabilities are met
- Enabling normalization, community integration, and the use of neighbors without disabilities as role models to occur by preventing clustering and concentrations of community residences and/or recovery communities, and
- Preventing the creation of *de facto* social service districts which undermine the ability of community residences and recovery communities to achieve their core goals of normalization, community integration, and the utilization of neighbors as role models.

Protecting the occupants of community residences for people with disabilities and of recovery communities also protects the neighborhoods in which the homes are located. Adopting this study's recommendations would help assure that adverse impacts will not be generated. As with all land–use regulation issues, city staff would enforce compliance with the *Coral Springs, Florida, Land Development Code.*

Community residences. If the city adopts the definition of "family" that this study prescribes, amendments based on this zoning framework would treat community residences within the recommended cap of four unrelated individuals the same as any other family. Any proposed amendments would not impose any additional zoning requirements upon them and they would not be involved in calculating

spacing distances.

However, when the number of unrelated occupants in a proposed community residence exceeds the recommended cap of four unrelated individuals in definition of "family," zoning amendments based on this study would make "family community residences" for people with disabilities a permitted use in all residential districts when narrowly–tailored objective, rationally–based licensing/certification and spacing standards are met. Transitional community residences would be permitted as of right in all districts where multifamily housing is allowed subject to these same two criteria and would be allowed in single–family districts via a conditional use, special exception, or reasonable accommodation process based on narrowly–drawn standards that are as objective as possible to ensure compatibility with the single–family neighborhood.[120]

When a proposed community residence for more than four people does not satisfy both the spacing and licensing/certification criteria to be allowed as of right, the heightened scrutiny of a conditional use, special exception, or reasonable accommodation process would be warranted.

For example, a housing provider would have to be granted a conditional use, special exception, or reasonable accommodation (whichever process the city chooses to employ) to locate her proposed community residence within the spacing distance of 750 feet or nine lots, whichever is greater, from the closest existing community residence for five or more people, recovery community, or congregate living facility.[121]

An operator would need a conditional use, special exception, or reasonable accommodation (whichever the city chooses to use) when neither the State of Florida nor the federal government offers a license or certification, when no accreditation program is available, or when the proposed home is not eligible for an Oxford House Charter. The burden rests on the operator to show that the proposed home would meet the narrowly–crafted standards for awarding a conditional use, special exception, or reasonable accommodation based on this study. Under the zoning framework this study advances, *a community residence that has not been issued a required license, certification, accreditation, or Oxford House Charter would not be allowed at all in Coral Springs.* But when no certification, licensing, accreditation, or Oxford House Charter is even available, the operator of a proposed the community residence would need to seek a conditional use, special exception, or reasonable accommodation under the backup provision this study advises.

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120. As noted earlier, the city will choose one of these three functionally–equivalent approaches to determine, on a case–by–case basis, whether a proposed community residence (or recovery community) that does not meet the standards to be a permitted use, should be allowed at its proposed site.

121. While this study focuses on community residences for people with disabilities and recovery communities, it is necessary to include congregate living facilities when determining a spacing distance to enable the legitimate government interests that a spacing distance serves to be achieved.

A community residence proposed to house more than ten individuals would be required to obtain a conditional use, special exception, or reasonable accommodation. The housing provider would have to show that it meets the standards proposed in this study by showing (1) that more than ten occupants are necessary to ensure the financial and/or therapeutic viability of the proposed community residence, and (2) that this larger number of occupants will be able to emulate a family.

Recovery communities. Under the recommendations of this study, the city would establish a tiered approach to spacing distances for recovery communities based on the number of occupants in a proposed recovery community. A proposed recovery community would be a permitted use only in districts where multifamily housing is allowed as long as (1) the operator obtains the available state certification or licensing, and (2) the recovery community is located outside the designated spacing distance from the closest community residence, recovery community, or congregate living facility. This spacing distance would range from 750 feet or seven lots, whichever is greater, for recovery communities with up to 16 residents to 1,300 feet or 13 lots, whichever is greater, for recovery communities with 100 or more residents. A graduated scale of spacing distances will be needed for each tier of recovery communities with between 17 and 99 residents.

A recovery community proposed to be located within the applicable spacing distance of an existing community residence, recovery community, or congregate living facility would be subject to the heightened scrutiny of a conditional use, special exception, or reasonable accommodation (whichever option the city chooses).

No changes for other land uses. Any zoning amendments based on this study's findings would be strictly for recovery communities and community residences for people with disabilities. The current zoning treatment of halfway houses for prison pre–parolees or sex offenders, or of drug treatment facilities with an on–site residential component would be more restrictive than for community residences for people with disabilities and recovery communities. The city, of course, is free to refine how its zoning treats congregate living arrangements for people without disabilities.

Implementation. To implement and administer this study's recommendations, the city would need to maintain an internal map and its own internal database of all community residences for people with disabilities, recovery communities, and congregate living facilities within Coral Springs and within 1,300 feet or 12 lots, whichever is greater, of its borders[122] — otherwise it would be impossible to implement the recommended spacing distances. To balance

122. Since it is possible that community residences for people with disabilities and recovery communities may be located within whatever spacing distance the city chooses to adopt, it is critical that the city be fully aware of any community residences and recovery communities outside its borders that are located within the designated spacing distance. The spacing distance

the privacy interests of the residents of community residences for people with disabilities, recovery communities, and congregate living facilities with implementing the recommendations to the *Land Development Code,* availability of the map should be limited as much as federal and Florida law allow to city staff and verified potential applicants seeking to establish a community residence for people with disabilities, recovery community, or congregate living facility.

This study will be supplemented with a set of answers to "Frequently Asked Questions" that will explain in plain terms, without all the technicalities required for this study, how zoning for community residences for people with disabilities and for recovery communities would work should Coral Springs adopt amendments to its *Land Development Code* based on this study's recommendations.

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is measured from the closest existing community residence or recovery community including those outside Coral Springs' borders. The adverse effects of clusters and concentrations do not respect municipal boundaries.

Appendix A: Representative studies of community residence impacts

More than 50 scientific studies have been conducted to identify whether the presence of a community residence for people with disabilities has any effect on property values, neighborhood turnover, or neighborhood safety. No matter which scientifically–sound methodology was used, the studies consistently concluded that community residences that meet the health and safety standards imposed by licensing and that are not clustered together on a block have no effect on property values — even for the house next door— nor on the marketability of nearby homes, neighborhood safety, neighborhood character, parking, traffic, public utilities, or municipal services.

The studies that cover community residences for more than one population provide data on the impacts of the community residences for each population in addition to any aggregate data.

The following studies constitute a representative sample. You will no doubt notice that few studies have been conducted recently. That's because this issue has been examined exhaustively, consistently finding no adverse impacts when the homes are not clustered together on a block or two. Consequently, funding just isn't available to conduct more studies on this topic. The funding situation is like that for studies of whether smoking causes cancer. The question is simply too well–settled to justify funding even more studies.

Christopher Wagner and Christine Mitchell, *Non–Effect of Group Homes on Neighboring Residential Property Values in Franklin County* (Metropolitan Human Services Commission, Columbus, Ohio, Aug. 1979) (halfway house for persons with mental illness; group homes for neglected, unruly male wards of the county, 12–18 years old).

Eric Knowles and Ronald Baba, *The Social Impact of Group Homes: a study of small residential service programs in first residential areas* (Green Bay, Wisconsin Plan Commission June 1973) (disadvantaged children from urban areas, teenage boys and girls under court commitment, infants and children with severe medical problems requiring nursing care, convicts in work release or study release programs).

Daniel Lauber, *Impacts on the Surrounding Neighborhood of Group Homes for Persons With Developmental Disabilities*, (Governor's Planning Council on Developmental Disabilities, Springfield, Illinois, Sept. 1986) (found no effect on property values or turnover due to any of 14 group homes for up to eight residents; also found crime rate among group home residents to be, at most, 16 percent of that for the general population).

Minnesota Developmental Disabilities Program, Analysis of Minnesota Property Values of Community Intermediate Care Facilities for Mentally Retarded (ICF–MRs) (Dept. of Energy, Planning and Development 1982) (no difference in property values and turnover rates in 14 neighborhoods with group homes during the two years before and after homes opened, as compared to 14 comparable control neighborhoods without group homes).

Dirk Wiener, Ronald Anderson, and John Nietupski, Impact of Community–Based Residential Facilities for Mentally Retarded Adults on Surrounding Property Values Using Realtor Analysis Methods, 17 Education and Training of the Mentally Retarded 278 (Dec. 1982) (used real estate agents' "comparable market analysis" method to examine neighborhoods surrounding eight group homes in two medium–sized Iowa com-

munities; found property values in six subject neighborhoods comparable to those in control areas; found property values higher in two subject neighborhoods than in control areas).

Montgomery County Board of Mental Retardation and Developmental Disabilities, Property Sales Study of the Impact of Group Homes in Montgomery *County* (1981) (property appraiser from Magin Realty Company examined neighborhoods surrounding seven group homes; found no difference in property values and turnover rates between group home neighborhoods and control neighborhoods without any group homes).

Martin Lindauer, Pauline Tung, and Frank O'Donnell, *Effect of Community Residences for the Mentally Retarded on Real–Estate Values in the Neighborhoods in Which They are Located* (State University College at Brockport, N.Y. 1980) (examined neighborhoods around seven group homes opened between 1967 and 1980 and two control neighborhoods; found no effect on prices; found a selling wave just before group homes opened, but no decline in selling prices and no difficulty in selling houses; selling wave ended after homes opened; no decline in property values or increase in turnover after homes opened).

L. Dolan and J. Wolpert, *Long Term Neighborhood Property Impacts of Group Homes for Mentally Retarded People*, (Woodrow Wilson School Discussion Paper Series, Princeton University, Nov. 1982) (examined long–term effects on neighborhoods surrounding 32 group homes for five years after the homes were opened and found same results as in Wolpert, *infra*).

Julian Wolpert, *Group Homes for the Mentally Retarded: An Investigation of Neighborhood Property Impacts* (New York State Office of Mental Retardation and Developmental Disabilities Aug. 31, 1978) (most thorough study of all; covered 1570 transactions in neighborhoods of ten New York municipalities surrounding 42 group homes; compared neighborhoods surrounding group homes and comparable control neighborhoods without any group homes; found no effect on property values; proximity to group home had no effect on turnover or sales price; no effect on property value or turnover of houses adjacent to group homes).

Burleigh Gardner and Albert Robles, *The Neighbors and the Small Group Homes for the Handicapped: A Survey* (Illinois Association for Retarded Citizens Sept. 1979) (real estate brokers and neighbors of existing group homes for the retarded, reported that group homes had no effect on property values or ability to sell a house; unlike all the other studies noted here, this is based solely on opinions of real estate agents and neighbors; because no objective statistical research was undertaken, this study is of limited value).

Zack Cauklins, John Noak and Bobby Wilkerson, *Impact of Residential Care Facilities in Decatur* (Macon County Community Mental Health Board Dec. 9, 1976) (examined neighborhoods surrounding one group home and four intermediate care facilities for 60 to 117 persons with mental disabilities; members of Decatur Board of Realtors report no effect on housing values or turnover).

Suffolk Community Council, Inc., *Impact of Community Residences Upon Neighborhood Property Values* (July 1984) (compared sales 18 months before and after group homes opened in seven neighborhoods and comparable control neighborhoods without group homes; found no difference in property values or turnover between group home and control neighborhoods).

Metropolitan Human Services Commission, *Group Homes and Property Values: A Second Look* (Aug. 1980) (Columbus, Ohio) (halfway house for persons with mental illness; group homes for neglected, unruly male wards of the county, 12–18 years old).

Tom Goodale and Sherry Wickware, *Group Homes and Property Values in Residential Areas*, 19 Plan Canada 154–163 (June 1979) (group homes for children, prison pre–parolees).

City of Lansing Planning Department, *Influence of Halfway Houses and Foster Care Facilities Upon Property Values* (Lansing, Mich. Oct. 1976) (No adverse impacts on property values due to halfway houses and group homes for adult ex–offenders, youth offenders, alcoholics).

Michael Dear and S. Martin Taylor, *Not on Our Street,* 133–144 (1982) (group homes for persons with mental illness have no effect on property values or turnover).

John Boeckh, Michael Dear, and S. Martin Taylor, *Property Values and Mental Health Facilities in Metropolitan Toronto*, 24 The Canadian Geographer 270 (Fall 1980) (residential mental health facilities have no effect on the volume of sales activities or property values; distance from the facility and type of facility had no significant effect on price).

Michael Dear, *Impact of Mental Health Facilities on Property Values*, 13 Community Mental Health Journal 150 (1977) (persons with mental illness; found indeterminate impact on property values).

Stuart Breslow, *The Effect of Siting Group Homes on the Surrounding Environs* (1976) (unpublished) (although data limitations render his results inconclusive, the author suggests that communities can absorb a "limited" number of group homes without measurable effects on property values).

P. Magin, *Market Study of Homes in the Area Surrounding 9525 Sheehan Road in Washington Township, Ohio* (May 1975) (available from County Prosecutors Office, Dayton, Ohio). (found no adverse effects on property values.)

Appendix B: Sample zoning compliance application form

To implement the forthcoming amendments to the city's *Land Development Code* that will be based on this research, Coral Springs will need to create a form for applicants wishing to establish a community residence for *any* number of people with disabilities or a recovery community. The form will enable city staff to fairly quickly determine whether the proposed community residence or recovery community:

- Is a permitted use under the definition of "family" in the city's *Land Development Code*
- Is a permitted use in the zoning district in which it is proposed to be located
- Is required to apply for a conditional use because the proposed location is within the spacing distance of an existing community residence or recovery community
- Is required to apply for a conditional use because no acceptable license or certification is available
- Is required to apply for a conditional use to house more than ten individuals
- Meets the minimum floor area requirements to which *all* residences are subject,[1] and
- Provides the required minimum number of off–street parking spaces

The application form that Pompano Beach, Florida developed *illustrates* such a form. It can be adapted for use by Coral Springs.

It is crucial that the operators of *all* proposed community residences and recovery communities — including those that comply with the definition of "family" — be required to complete this form so city staff can identify the applicable spacing distances between community residences/recovery communities and determine appropriate zoning treatment. Only those application and development fees applicable to the sort of residential structure (single family detached, multifamily, etc.) that would be built or occupied should be charged to a community residence that city staff determines complies with the zoning definition of "family."

Completing this form places no burden on people with disabilities while offering them substantial benefits by enabling the city to prevent the clustering and concentrations that can impede the ability to achieve the normalization and community integration essential to successfully operate a community residence or recovery community, and assuring they are protected from abuse and exploitation by requiring that the housing provider be properly licensed or certified.

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1 This assumes that the city amends its *Minimum Housing Code* to include provisions to prevent overcrowding as recommended in this study.

City of Pompano Beach
Department of Development Services

100 W. Atlantic Blvd Pompano Beach, FL 33060
Phone: 954.786.4668 **Fax:** 954.786.4666

License Year _____

Community Residence & Recovery Community Application

Lying or misrepresentation in this application can lead to revocation. (155.8402.B. Revocation of Approval)

PROCEDURE:
Submit this completed application to the Business Tax Receipt Office *or* send the completed application to the Business Tax Receipt Division to the attention of the Chief BTR Inspector. Staff will process the application, and it will be routed to a planner for review.

APPLICATION CHECKLIST: The following documentation shall be submitted with this completed application:

	Submittal Requirement	Contact
☐	A copy of the state license with the State of Florida to operate the proposed community residence ***(when applicable)***	State of Florida Department of Health Address: 4052 Bald Cypress Way Tallahassee, FL 32399 Phone: 850-245-4277 Website: http://www.floridahealth.gov/
☐	A copy of the Oxford House's "Conditional Charter Certificate" or "Permanent Charter Certificate" ***(when applicable)***	Oxford House, Inc. Address: 1010 Wayne Avenue, Suite 300 Silver Spring, MD 20910 Phone: (800) 689-6411 Website: http://www.oxfordhouse.org/userfiles/file/index.php
☐	A copy of the provisional certification to operate the proposed community residence or recovery community ***(when applicable)***	Florida Association of Recovery Residences Address: 326 W Lantana Rd., Suite 1 Lantana, FL 33462 Phone: (561) 299-0405 Website: http://farronline.org/
☐	A copy of the certification or license to operate the proposed community residence or recovery community ***(when applicable)***	Florida Association of Recovery Residences Address: 326 W Lantana Rd., Suite 1 Lantana, FL 33462 Phone: (561) 299-0405 Website: http://farronline.org/
☐	A copy of the certification or license to operate the proposed assisted living facility ***(when applicable)***	Agency for Health Care Administration Address: 2727 Mahan Drive MS #30 Tallahassee, FL 32308 Phone: (850) 412-4304 Website: http://ahca.myflorida.com/
☐	A copy of the standard rental/lease agreement to be used when contracting with occupants.	
☐	Detailed exterior site plan identifying property lines, parking spaces, storage area of garbage receptacles, screening of garbage receptacles, fences, and other similar accessory features.	
☐	Detailed interior floor plan identifying all bedrooms (with dimensions excluding closets), exits and location of fire extinguishers. *(fill in the information required on the table on page 4 of this application)*	
☐	A letter of authorization that is notarized by the property owner or corporate officer (if the property is owned by a partnership, corporation, trust, etc. or the application is being submitted on behalf of the owner by an authorized representative.)	
☐	A copy of the development order, approving a Special Exception, for the proposed use (if applicable).	
☐	A copy of the order, approving Reasonable Accommodations, for the proposed use (if applicable).	

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Family (City Ordinance / Zoning Code / Chapter 155 Article 9 Part 5)
An individual or two or more persons related by blood, marriage, state-approved foster home placement, or court-approved adoption—or up to three unrelated persons—that constitute a single housekeeping unit. A family does not include any society, nursing home, club, boarding or lodging house, dormitory, fraternity, or sorority.

Family Community Residence (City Ordinance / Zoning Code / §155.4202. H.)
A family community residence is a community residence that provides a relatively permanent living arrangement for people with disabilities where, in practice and under its rules, charter, or other governing document, does not limit how long a resident may live there. The intent is for residents to live in a family community residence on a long-term basis, typically a year or longer. Oxford House is an example of a family community residence.

Transitional Community Residence (City Ordinance / Zoning Code / §155.4202. I.)
A transitional community residence community residence is a community residence that provides a temporary living arrangement for four to ten unrelated people with disabilities with a limit on length of tenancy less than a year that is measured in weeks or months as determined either in practice or by the rules, charter, or other governing document of the community residence. A community residence for people engaged in detoxification is an example of a very short-term transitional community residence.

Recovery Community (City Ordinance / Zoning Code / §155.4203. B.)
A recovery community consists of multiple dwelling units in a single multi-family structure that are not held out to the general public for rent or occupancy, that provides a drug-free and alcohol-free living arrangement for people in recovery from drug and/or alcohol addiction, which, taken together, do not emulate a single biological family and are under the auspices of a single entity or group of related entities. Recovery communities include land uses for which the operator is eligible to apply for certification from the State of Florida. When located in a multiple-family structure, a recovery community shall be treated as a multiple family structure under building and fire codes applicable in Pompano Beach.

Licensing and Certification									
☐	**Family Community Residence**	☐	**Transitional Community Residence**	☐	**Recovery Community**	☐	**Assisted Living Facility**	☐	**Other:** _____

☐	**Agency has issued a certification, provisional certificate or license to operate the community residence as a:**	
☐	**FARR Certification Level (if applicable)**	
☐	**Name of State Licensing or Certification Agency:**	
☐	**Statutory number under which license is required:**	

Describe the general nature of the resident's disabilities (developmental disabilities, recovery from addiction, mental illness, physical disability, frail elderly, etc.) *Do not discuss specific individuals:*

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Department of Development Services

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STREET ADDRESS (of the Subject Property):				**FOLIO #:**			
# of Live-in Staff				**Maximum # of Residents (Licensed)**			
Minimum Duration of Residency				**Maximum Duration of Residency**			
Day(s)	**Month(s)**	**Year(s)**	**No Minimum**	**Day(s)**	**Month(s)**	**Year(s)**	**No Maximum**
			☐				☐
# of Bedrooms				**# of Dwelling Units**			
Will the residents be able to maintain a motor vehicle?			**No** ☐				**Yes** ☐
# of Parking Spaces On-Site				**# of Parking Spaces Off-Site** *(if applicable)*			
Has a certification been applied for and a provisional certification been issued?			**No** ☐				**Yes** ☐
Special Exception # *(if applicable)*				**Date Provisional certification was issued** *(if applicable):*			

Property Owner (Please Print)	**Applicant / Agent Information (Complete if the applicant / agent is not the owner of the property)**
Business Name (if applicable):	**Business Name (if applicable):**
Print Name and Title:	**Print Name and Title:**
Mailing Street Address:	**Mailing Street Address:**
Mailing Address City/ State/ Zip:	**Mailing Address City/ State/ Zip:**
Primary Phone Number:	**Primary Phone Number:**
Secondary/ Cell Phone Number:	**Secondary/ Cell Phone Number:**
Email:	**Email:**

City of Pompano Beach
Department of Development Services

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Number of Occupants:

Bedroom	Dimensions of each bedroom (excluding closets) in feet: Width (ft) X Length (ft)		Total Square feet in bedroom (excluding closets) Area (ft^2)	Number of residents (including any live-in staff) to sleep in each bedroom	Total gross floor area of all habitable rooms
1			0		If you're unsure how to measure this, ask City staff for instructions. Print the total gross floor area in the cell below:
2			0		
3			0		
4			0		
5			0		
6			0		
7			0		
8			0		
			Totals	0 Residents	0 Square feet

Please return this completed application to:

Development Services Department
100 West Atlantic Boulevard Room 352
Pompano Beach, FL 33060

Questions? Need assistance?
Call city staff at (954) 786-4679

City of Pompano Beach
Department of Development Services

100 W. Atlantic Blvd Pompano Beach, FL 33060
Phone: 954.786.4668 **Fax:** 954.786.4666

License Year _____

Community Residence & Recovery Community Application

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Local 24 Hour Contact Affidavit

In accordance with the responsibilities of a 24-hour contact person as provided for in § 153.33(F), the responsibilities of the 24-hour contact person include:

- Be available and have the authority to address or coordinate problems associated with the property 24 hours a day, 7 days a week;
- Monitor the entire property and ensure that it is maintained free of garbage and refuse; provided however, this provision shall not prohibit the storage of garbage and litter in authorized receptacles for collection;
- See that provisions of this section are complied with and promptly address any violations of this section or any violations of law, which may come to the attention of the 24-hour contact person and
- Inform all occupants prior to occupancy of the property regulations regarding parking, garbage and refuse, and noise.

I certify that I have read and understand the information contained on this affidavit, and that to the best of my knowledge such information is true, complete, and accurate.

BEFORE ME, the undersigned authority, personally appeared _____ (PRINT NAME) Who after being duly sworn, deposes and says: That I am the person whose signature appears below, and that the information I have provided above in this document is true and correct.

24 Hour Contact	Property Owner ◯	Responsible Party ◯	Other (below) ◯
Business Name (if applicable):		**Print Name:**	
Relationship to Property Owner (if applicable):		**Title:**	
Physical Street Address of Home or Business:		**Address City/ State/ Zip:**	
Primary Phone Number:		**Secondary/ Cell Phone Number:**	
Signature:		**Date:**	

SWORN TO AND SUBSCRIBED before me this _____ day of _____ 20_____, in Pompano Beach, Broward County, Florida.

Notary Public
Seal of Office

_____
Notary Public, State of Florida

_____
(Print Name of Notary Public)

_____ Personally Known
_____ Produced Identification
Type of identification Produced:

City of Coral Springs
Planning & Zoning Meeting Agenda Item
Summary Sheet

P & Z BOARD MEETING OF: November 9, 2026

DIVISION/DEPARTMENT: Community Development/Development Services

PREPARED BY/DATE: Tina Jou
Director of Development Services
Date: November 4, 2026

PETITIONER/ADDRESS: Tunnel to Towers Foundation
2361 Hylan Boulevard
Staten Island, NY 10306

LOCATION: 3701 N University Drive (See Location Map)

PRIOR ACTION:
11/01/1994 Commission approved sign variance Q4-SV-94 for a wall sign and ground mounted sign associated with the La Quinta Inn.

STAFF RECOMMENDATION: THAT THE PLANNING AND ZONING BOARD:

1. **FORWARD AN UNFAVORABLE RECOMMENDATION RELATIVE TO CA26-0004; AND**

2. **SCHEDULE CA26-0004 FOR QUASI-JUDICIAL HEARING AND PUBLIC HEARING FOR CITY COMMISSION.**

Attachment:
#1 – Petition CA26-0004 with Backup
#2 – Distance Location Map
#3 – Site Map
#4 – Aerial Map
#5 – Site Plan, Elevations, Floor Plan & Landscape Plan
#6 – Coral Springs Zoning Framework for Community Residences for People with Disabilities and Recovery Communities Report

City of Coral Springs
Planning & Zoning Meeting Agenda Item
Summary Sheet
Meeting: November 9, 2026

Subject: Tunnel to Towers Congregate Living Facility (CA26-0004)

SUBJECT: PETITION OF TUNNEL TO TOWERS FOUNDATION SEEKING CONDITIONAL USE APPROVAL IN ACCORDANCE WITH SECTIONS 250412(3) AND 250152(3)(B) FOR A CONGREGATE LIVING FACILITY IN THE HIGH DENSITY MULTIPLE-FAMILY (RM-40) ZONING DISTRICT, LOCATED AT 3701 N UNIVERSITY DRIVE, LEGALLY DESCRIBED AS PORTIONS OF PARCEL A AND B, CORAL SPRINGS VILLAGE GREEN. (CA26-0004)

GENERAL INFORMATION

Petitioner: Tunnel to Towers Foundation

Location: 3701 N University Drive (See Location Map)

Legal Description: Portion of Parcels A & B, Coral Springs Village Green

Acreage: 4.48 acres (195,226 square feet)

Land Use: High Residential (20.01 – 40.00 du/acre)

Zoning: High Density Multiple-Family (RM-40)

Adjacent Zoning/Land Uses:

North: Townhouse development, The Reserve at Coral Springs, then NW 37th Place (80' wide private right-of-way), zoned Residential Cluster (RC-6).
South: Broken Woods Drive (80' right-of-way), then drive-through Starbucks and medical uses, zoned Downtown Mixed-Use (DT-MU).
East: Townhouse development, Reserve at Coral Springs, zoned Residential Cluster (RC-6) and multi-family condominium development, The Briarwood Club, zoned Medium High Density Multiple-Family (RM-30).
West: University Drive (106' right-of-way), then multi-family condominium development, Holiday Village of Coral Springs, zoned High Density Multiple-Family (RM-40).

DESCRIPTION/BACKGROUND

Tunnel to Towers Foundation ("Petitioner") is seeking conditional use approval to permit a 100-unit congregate living facility within an existing hotel building, currently operating as La Quinta.

The site is approximately 4.48 acres (195,226 square feet) and located within the High Density Multiple-Family (RM-40) Zoning District, directly north of the Community Redevelopment Area (CRA) and Downtown Mixed-Use (DT-MU) Zoning District.

The La Quinta (formerly a Holiday Inn) has been one of the original two locations serving as a hotel use for the City, which was established more than 40 years ago. The building is five stories tall containing 121 hotel units.

When the site was developed, it was required to meet the requirements associated for a hotel use. Because the Petitioner is proposing to convert the use to a congregate living facility, the

site is required to conform to current Code requirements for landscaping, parking, drainage, and the minimum requirements established within the redevelopment criteria established in Code Section 2501019.

The Petitioner is proposing to convert the hotel into a housing facility for housing-insecure veterans, operated and maintained by the Tunnel to Towers Foundation. The project is proposed to have a total of 100 units, with 21 one-bedrooms and 79 studio efficiencies each containing a kitchenette. The facility will also provide 24-hour on-site staff, case management for each of the residents, and accommodations for food (canteen and warming kitchen), transportation, well as a licensed clinician on site. The specific services are further detailed in the business narrative provided by the Petitioner, found in Attachment #1.

According to the Petitioner, the leases will be yearly for both men and women. It has been stated by the Petitioner, services include group and individual meetings for the veterans and trainings on financial literacy, credit counseling, and employment training. The Petitioner also states in their responses to the City's questions (Attachment #1), on-site staff will be present to assist the residents with family reintegration and legal issues. The on-site licensed clinician will be available for "providing supportive guidance and wellness-focused conversations, similar to a light-touch therapist or counselor". The Petitioner has confirmed no detox services will be provided as part of the facility.

Since long-term care, accommodations, food services, and assistive care services, including case management are proposed to be provided to unrelated individuals, the use is considered a congregate living facility. Specifically, the Code defines a congregate living facility as:

"*A facility that provides long-term care, accommodations, food service, and one or more assistive care services to persons not related to the owner or administrator by blood or marriage. A congregate living facility is a permanent or temporary group living arrangement for people without disabilities, a group living arrangement too large to emulate a family, a group living arrangement in which normalization and/or community integration are not integral elements, intermediate care or assisted living facilities that do not emulate a family, a group living arrangement that is an alternative to incarceration for people who pose a direct threat to the health or safety of others, a group living arrangement for people undergoing treatment in a program at the same site, and a facility for the treatment of substance use disorder where treatment is the primary purpose and use whether it provides only services or includes a residential component on site. A congregate living facility is not a community residence or recovery community*."

The Petitioner has also submitted a Special Exception petition (SE26-0007) for approval which is also subject to review by the Planning and Zoning Board and final approval by City Commission. The special exception petition is running concurrently with the subject Conditional Use request.

ANALYSIS

In 2022, the City retained a consultant, Daniel Lauber, who is the nation's leading expert in community residences, recovery communities, and congregate living facilities. He provided the City with a study of these types of facilities along with recommendations for providing a

framework for land use regulation. The regulations created definitions and provided procedures for community residences, recovery communities, and congregate living facilities. The Coral Springs Zoning Framework provides that it is most rational and reasonable to establish a spacing distance that keeps them apart. Clustering undermines normalization and community integration which may lead to altering the residential character of the neighborhood. Placing community residences, recovery communities, and congregate living facilities too close to each other can create a *de facto* social service district and can hinder their ability to achieve normalization and community integration of their residents.

Land Development Code (LDC) Section 250412 (3) requires congregate living facilities within the spacing distance specified in subsection 250152 (3)(b) to obtain Conditional Use approval. Congregate living facilities shall be located at least 1,300 linear feet or 13 lots, whichever is greater, from an existing community residence or congregate living facility. If located within this distance separation, the proposed congregate living facility *must obtain a conditional use which shall be approved only when it is found that the applicant has demonstrated by a preponderance of the evidence that it meets the standards for conditional uses specified in Section 250153 and that the following standard is met: the proposed congregate living facility will not interfere with the normalization and the community integration of the residents of any existing community residence, recovery community, or congregate living facility and that the presence of other community residences, recovery communities, and/or congregate living facilities will not interfere with the normalization and community integration of the residents of the proposed congregate living facility.*

As stated by the Petitioner, the proposed congregate living facility serves a specific population consisting of military veterans seeking stable housing, independence, and access to supportive resources. These supportive resources include, but are not limited to, Veterans Affairs (VA) assistance, employment training, educational opportunities, family reintegration, healthcare, transportation, financial literacy, and legal assistance. While the Petitioner states that the presence of another residential care facility within the distance separation requirements does not interfere with the normalization and community integration of the existing community residence, no specific evidence has been provided. The Petitioner only states that the proposed congregate living facility serves a “specifically identified population of military veterans.”

Additionally, the Petitioner further provides that “each facility will maintain its own physical identity, resident population, and operational responsibilities,” and also states “the presence of another residential care facility within the separation distance does not diminish these opportunities or prevent either facility from fulfilling its respective mission.” However, the Petitioner does not provide information of the other facility and the services or population they serve and, therefore, has not demonstrated by a preponderance of the evidence that the proposed congregate living facility will not interfere with the normalization and the community integration of the residents of the existing community residence and that the presence of other community residences, recovery communities, and/or congregate living facilities will not interfere with the normalization and community integration of the residents of the proposed congregate living facility. Furthermore, approval of a community residence, recovery community,

or congregate living facility located within a required distance separation may set a precedence for future requests, thereby creating an exception in the Code which supports clustering.

It should be noted that redevelopment of the existing transient hotel lodging into a permanent multi-family congregate living facility is not consistent with the LDC relative to building orientation, minimum unit sizes, buffering, landscaping, and parking lot requirements. As such, several special exceptions are being requested as a result for the conversion of a property intended for hotel use to multi-family. Though the Petitioner states the proposed use is a form of adaptive reuse of the existing property, the conversion of the hotel rooms should be performed in a manner suitable to meet the requirements of the Code. Adaptive reuse often requires transformation, retrofitting of the space, and redesigning the interior layout. Typically, adaptive reuse maintains the exterior while the interior is redesigned to comply with zoning and land use regulations, as well as public health, safety, and welfare.

CRITERIA FOR CONDITIONAL USE APPROVAL

According to LDC 250153(a)(2) it shall be the *"applicant's burden of proof to satisfy all applicable requirements for the proposed conditional use"*. An application for conditional use approval may be granted if the City Commission makes a finding that the following requirements, including all LDC requirements, have been met:

1. **That the use does not negatively impact adjacent residential areas or other existing or proposed uses.**

   The LDC requires congregate living facilities to be located 1,300 linear feet or 13 lots, whichever is greater, from an existing community residence or congregate living facility. While the proposed congregate living facility is over 1,300 linear feet from an existing community residence, it is located within the 13-lot requirement. The existing community residence is located at 3208 NW 90 Avenue, which is 11 lots away. As such, it does not meet the distance separation requirement and requires conditional use approval.

   The Petitioner provides that the proposed congregate living facility, "will not negatively impact adjacent residential areas because the conversion from an existing commercial hotel use to a residential use for veterans housing is compatible with the surrounding land use fabric and area, including the RM-40 Zoning District, which allows high density multifamily as a highly urbanized and suitable social and physical living environment." However, the proposed conversion of the hotel into multi-family residential does not consider the unit sizes of other multi-family developments in the area. The minimum floor area of a rental sleeping room in a hotel is 300 square feet while the minimum floor area for a permanent dwelling unit in a multiple dwelling if 550 square feet for an efficiency unit. As such, the proposed congregate living facility is inconsistent with adjacent residential areas as the unit sizes are not compatible with other multi-family developments in the area. This minimum floor area requirement ensures a certain quality in the standard of living in Coral Springs which includes aesthetics, adequate living space, storage, circulation, and overall quality of life for permanent residents.

Additionally, the site does not contain the required buffering or architectural features typical of other multi-family residential developments adjacent to the subject property. Therefore, without the site being brought up to Code because of the conversion from a transient lodging hotel to permanent multi-family residential dwelling, the proposed use negatively impacts adjacent residential areas and other existing uses. If approved, future residential projects may result in similar requests which do not meet the minimum floor area, thereby impacting the overall aesthetics and quality of life for Coral Springs residents.

Code Section 250152(3)(b) requires conditional uses be approved only "*when it is found that the applicant has demonstrated by a preponderance of the evidence that it meets the standards for conditional uses specified in Section 250153*." The Petitioner is not meeting the minimum buffering requirements of the conditional use section of the LDC, and has not provided documentation which demonstrates the minimum buffering standards be met. Sufficient evidence has not been provided by the Petitioner, and, without such evidence the Petitioner has not carried its burden as required by Code. Approval of this request would be inconsistent with the general public welfare of our community and conflicts with the intent of the Land Development Code.

Therefore, this criteria is **not met.**

2. The use furthers the goals, objectives and policies of the Comprehensive Plan.

The proposed congregate living facility requires Conditional Use approval when the distance separation requirement is not met. The proposed use includes redevelopment of a La Quinta hotel to a congregate living facility for the Tunnel to Towers Foundation. The existing La Quinta hotel has 120 hotel rooms. The proposed congregate living facility will be converted to 100 dwelling units, consisting of 21 one-bedroom units and 79 efficiency units which will only be 427 square feet. The Code requires a minimum of 550 square feet for efficiency units and 750 square feet for one-bedroom units.

As indicated by the Petitioner, "the project represents a substantial public benefit consistent with the City's commitment to the quality diverse housing types, responsible redevelopment, and community well-being that is commensurate with the surrounding land use fabric." However, there are several special exceptions being requested relative to building orientation, minimum unit sizes, buffering, landscaping, and parking lot requirements. These requirements ensure quality housing for residents as well as an aesthetically pleasing and attractive community, overall. There are several goals, objectives and policies of the Comprehensive Plan which require the Code to maintain regulations that strengthen the aesthetics and redevelopment criteria for future growth.

The proposed use would not further the goals, objectives and policies of the Future Land Use Element of the Comprehensive Plan based on the following:

Goal 1.0.0: To strengthen the City of Coral Springs' regulatory ability to ensure that the location, character and intensity of residential, commercial, employment and public areas are consistent with public policy considerations regarding the appropriate intensity and location(s) for each type of use area.

Policy 1.1.1: Future growth and the redevelopment of existing areas will be managed through the enforcement of land development regulations.

Policy 1.1.2: Land development regulations adopted to implement the Comprehensive Plan shall be based on and be consistent with the goals, objectives and policies contained within elements of the Comprehensive Plan.

Goal 2.0.0: To provide locations for accommodating housing that features a range of styles, types, intensities and amenities and that is variably priced and accessible to community facilities and services.

Objective 2.3.0: The City shall maintain and implement land development regulations that promote redevelopment and revitalization of residential properties and neighborhoods that are attractive, well-maintained and contribute to the health, safety and welfare of their residents.

Policy 2.3.1: The City shall maintain appropriate aesthetic, landscaping and security development regulations that encourage residential redevelopment and revitalization that maintain and improve the quality of life for its citizens.

Policy 2.3.3: The City shall maintain appropriate aesthetic, landscaping and security development regulations that ensure residential redevelopment and revitalization provide a safe and attractive living environment, both within and outside the confines of the residential property.

Approval of this conditional use request contradicts Goal 1.0.0 since it does not meet the distance separation requirement intentionally established by the Land Development Code. Furthermore, the Code provides requirements for building orientation, minimum unit sizes, buffering, landscaping, and parking lot requirements as indicated in Objective 2.3.0 and Policies 2.3.1 and 2.3.3 which are not being met. These policies encourage residential redevelopment projects to improve the quality of life and ensure safe and attractive living environments. However, without meeting some of the minimum requirements of the LDC, this has not been accomplished.

In addition, the proposed conditional use conflicts with the Housing Element of the City's Comprehensive Plan. Specifically, Further, the proposed exception contradicts the City's Goals, Policies and Objectives of the Housing Element, specifically:

Goal 1.0.0. Maintain a balanced mix of all housing types that will allow for residential needs for the existing and future population.

Policy 1.1.2. The City shall maintain development regulations and establish redevelopment regulations that support the integrity of the Comprehensive Plan, as well as the quantity, quality, and character of the City's housing stock.

Goal 2.0.0: Provide safe, affordable and quality housing in variable neighborhoods for the entire present and future population of the City.

The Comprehensive plan speaks to providing regulations to protect the quality, character, and integrity of housing within the City. The Petitioner is seeking special exceptions which would result in negating the minimum housing standards established by City Code for housing.

Code Section 250152(3)(b) requires conditional uses be approved only "*when it is found that the applicant has demonstrated by a preponderance of the evidence that it meets the standards for conditional uses specified in Section 250153*." The Petitioner is requesting special exceptions to the minimum dwelling unit sizes established by Code for the zoning district, which contradicts Policy 1.1.2. of the Housing Element of the City's Comprehensive Plan. The Petitioner has not provided floor plans which comply with the minimum housing standard for the proposed permanent residencies or demonstrate compliance with the regulations established by the Land Development Code pertaining to the redevelopment of the site. Given the minimum standard for a permanent housing unit differs from that of a transient hotel use, the necessity to meet code and have veteran housing meet the minimum requirements for their living space is not achieved from the proposed project as it is designed.

Sufficient evidence has not been provided by the Petitioner, and, without such evidence the Petitioner has not carried its burden as required by Code. Approval of this request would be inconsistent with the general public welfare of our community and conflicts with the intent of the Land Development Code.

Therefore, this criteria is **not met.**

3. **The use satisfies buffering requirements.**

Conditional uses are uses which require certain criteria met in order to be considered appropriate for a location. The Petitioner is requesting a special exception from the criteria of conditional use approval, which contradicts the intent of the code and is inconsistent with the City's Comprehensive Plan. The criteria is in place to ensure conditional uses have appropriate buffers to prevent negative impacts to adjacent properties.

The existing hotel was constructed several decades prior next to the former Broken Woods Country Club which did not require a buffer. Since then, the golf course has been redeveloped into a townhouse development, Reserve at Coral Springs, zoned Residential Cluster (RC-6). The Petitioner is proposing to convert the building from a transient hotel lodging use to a permanent multi-family congregate living facility which requires the property to comply with current Code, necessitating redevelopment of the site. Due to this conversion, there are several requirements that are not being met, one of which includes buffering. Buffering requirements include provisions for whether a wall or berm is being used and additional requirements when a conditional use is requested.

Section 250153(a)(6)(c) provides additional buffer requirements when a conditional use abuts residential uses. According to Code, the property is required to provide a 25 foot

buffer from RC-6 zoned plots, which affect the north and east property lines. The Petitioner is proposing a 10 foot buffer in lieu of this requirement.

The buffering is important as it provides protection to the existing residential zoning districts adjacent to the site. Since this is a requirement in which a conditional use must be considered, an approval of this special exception request would be inconsistent with the intent of the Land Development Code and application of criteria of all conditional uses, thereby creating a de facto permitted use.

The Petitioner states application of this requirement would require substantial reconstruction and redesign of the existing buffer areas and require removal of the existing parking lot, as well as impact off-site trees to accommodate new plans and materials. They also state it will interfere with the overall vegetative landscaping which exists. Due to the Petitioner's proposal to change the use from hotel to a congregate living facility, the conditional use request requires the buffer, and further, the entire site is required to conform to the current code requirements for landscaping.

Section 250153(a)(2) provides that "it shall be the applicant's burden of proof to satisfy all applicable requirements for the proposed conditional use." The Petitioner has not provided plans which demonstrate compliance with the minimum buffering requirements established in the conditional use regulations. Sufficient evidence has not been provided by the Petitioner, and, without such evidence the Petitioner has not carried its burden as required by Code. Approval of this request would be inconsistent with the general public welfare of our community and conflicts with the intent of the Land Development Code.

Consideration of a special exception from conditional use requirements may result in setting a precedence for future redevelopment projects, thereby creating an exception from Code requirements supporting substandard aesthetics resulting in lower quality of life. Due to the request of a special exception for buffering requirements, Staff finds the buffering is not being met and is therefore inconsistent with this criterion.

CONCLUSION

Based on the above analysis, Staff finds the proposed congregate living facility has not demonstrated by a preponderance of the evidence that the proposed congregate living facility will not interfere with the normalization and the community integration of the residents of the existing community residence and that the presence of other community residences, recovery communities, and/or congregate living facilities will not interfere with the normalization and community integration of the residents of the proposed congregate living facility. Additionally, the conditional use petition does not satisfy the criteria in Section 250153 of the LDC. As such, Staff recommends the Planning and Zoning Board forward an unfavorable recommendation to the City Commission relative to CA26-0004.

CORAL SPRINGS
-- EVERYTHING UNDER THE SUN --

Community Development
9500 West Sample Road | Coral Springs, FL 33065
coralsprings.gov/communitydevelopment
Phone: (954) 344-1160 | Fax: (954) 344-1181
Monday-Thursday 8:00 a.m.-5:30 p.m. | Friday 8:00 a.m.-3:00 p.m.

Hover form fields for instructions.

Conditional Use Approval (CA) Petition

Petitioner Information

Name	Phone	Petitioner's relationship to property
Tunnel to Towers Foundation	(718) 619-1982	Buyer- Veteran Housing

Street address: 2361 Hylan Boulevard

City: Staten Island State: New York ZIP Code: 10306

Email: gavin.naples@t2t.org

Property Owner Information (if different from petitioner)

Name	Phone
OM Coral Springs, LLC	

Street address: 6705 Shallowford Road

City: Chattanooga State: Tennessee ZIP Code: 37421

Email: jpatel@mdhospitalitygroup.com

Property Information

Legal description	Current zoning
See attached.	RM-40

Requested conditional use	Code section citation
Residential - Veterans Housing (Converted from hotel use)	250152 (3) - Congregate living facilities

According to Section 250153 of the Coral Springs Land Development Code, a CONDITIONAL USE shall be granted only after a finding that the following requirements are met (including those specified in other areas of the code).

How does this proposed use NOT negatively impact adjacent residential areas?

The proposed Veterans Village use at 3701 North University Drive will not negatively impact adjacent residential areas because the conversion from an existing commercial hotel use to a residential use for veterans housing (aka- "Congregate Living Facility") is compatible with the surrounding land use fabric and area, including the RM40 Zoning District, which allows high density multifamily as a highly urbanized and suitable social and physical living environment. Additionally, RM40 allows congregate living facilities, however, because this existing property doesn't meet the distance criteria per Sections 250153(a)(6) and 250152(3) for the proposed conversion of use. The hotel room count will be reduced and converted down to 100 dwelling to include kitchen facilities, including cooktops and related cabinetry, which did not existing previously. See attached for additional justification related to 250152(3)b.

How does this proposed use NOT negatively impact other existing or proposed uses?

The proposed Veterans Village use at 3701 North University Drive will not negatively impact other existing or proposed uses, because the conversion from an existing commercial hotel use to a residential use for veterans housing (aka- "Congregate Living Facility") is compatible with the surrounding land use fabric and area, including the nearby similar residential/congregate facility. The RM40 Zoning District allows high density multifamily as a highly urbanized and suitable social and physical living environment. Additionally, RM40 allows congregate living facilities, however, because this existing property doesn't meet the buffer or distance criteria per Sections 250153(a)(6) and 250152(3) for the proposed conversion of use. The hotel room count will be reduced and converted down to 100 dwelling to include kitchen facilities, including cooktops and related cabinetry, which did not existing previously. The building's visual presence, albeit proposed for renovation, including height and size will generally remain as-is. See attached for additional justification related to 250152(3)b.

How does this proposed use further the goals, objectives, and policies of the Coral Springs Comprehensive Plan?

The proposed Veterans Village directly furthers the goals, objectives, and policies of the Coral Springs Comprehensive Plan by transforming an old hotel into a safe, permanent residential community for military veterans. The project promotes neighborhood revitalization, adaptive reuse, housing diversity, and efficient utilization of existing infrastructure while addressing a critical community housing need. By eliminating the current blighted conditions and providing dignified, stable housing for those who have served our nation, the project represents a substantial public benefit consistent with the City's commitment to quality diverse housing types, responsible redevelopment, and community well-being that is commensurate with the surrounding land use fabric.

How does this proposed use satisfy all other requirements provided within the Coral Springs Land Development Code relative to that conditional use?

In concert with the Comprehensive Plan and as previously described, the proposed Veterans Village promotes the local land development code by transforming an old hotel into a safe, permanent residential community for military veterans. The project, as a "Congregate Living Facility", is consistent with RM40 Zoning District and promotes neighborhood revitalization, adaptive reuse, housing diversity, and efficient utilization of existing infrastructure while addressing a critical community housing need. By eliminating the current blighted conditions and providing dignified, stable housing for those who have served our nation, the project represents a substantial public benefit consistent with the City's commitment to quality diverse housing types, responsible redevelopment, and community well-being that is commensurate with the surrounding land use and zoning. See attached for additional justification related to 250152(3)b.

APPLICATION IS NOT COMPLETE AND WILL NOT BE PROCESSED UNTIL THE FOLLOWING ARE PROVIDED AND DEEMED COMPLETE BY THE PLANNING DEPARTMENT:

- Site, landscape, and buffer plans of subject property for actual submission to Planning & Zoning Board, including CD containing digital copies of all documents in PDF file.
- Two (2) 11"x17" sets of site plan of subject property.
- Proposed hours of operation.
- Proposed use restrictions.
- Consent of owner(s), including proof of ownership.
- $4,512.00 petition fee. Plus, recordation, property notification and legal advertising costs will be determined by the City Clerk upon filing.

This is to certify that I am the owner of the subject property described in the Conditional Use Petition. I have read this petition and the statements contained herein are true and correct to the best of my knowledge.

Owner signature/date

As owner, I authorize the following party to act as my agent in this matter.

Brad Wester (of Driver McAfee) (904) 294-3768

Authorized agent name Phone

Street address One Independent Drive, Suite 1200

City Jacksonville State Florida ZIP Code 32202

Notary Public

The foregoing instrument was acknowledged before me on 10-15-26

by means of: ☒ physical presence ○ online notarization ○ took an oath ○ did NOT take an oath

☒ personally known ○ produced identification ID type _____



Notary seal

Teresa Wade 10/15/26

Notary signature/date

My commission expires 10-16-2027

To be completed by the Community Development Division

Jenna Lane	CA26-0004	10/15/2026
Accepted by	Petition number	Date Field

TUNNEL TO TOWERS VETERANS VILLAGE

3701 North University Drive | Coral Springs, Florida
Supplemental Conditional Use Justification Statement
[Section 250152(3)(b)]

RECEIVED 10-20-2026

Project Overview and Purpose

The Tunnel to Towers Foundation proposes the adaptive reuse and substantial rehabilitation of an existing hotel property located at 3701 North University Drive into a Veterans Village, providing quality residential accommodations, supportive services, and opportunities for independent living for United States military veterans.

The proposed Veterans Village represents a significant public benefit through the revitalization of an existing developed property and the establishment of a professionally managed residential community dedicated to providing housing stability, personal independence, workforce development, and community reintegration for veterans.

The project is designed to provide more than residential accommodations. Its proposed amenities and supportive services, including recreational facilities, professional development opportunities, case management, and access to community resources, are intended to foster self-sufficiency, personal dignity, and meaningful participation in the broader Coral Springs community.

Compliance with Section 250152(3)(b)

Section 250152(3)(b) of the City of Coral Springs Land Development Code establishes a conditional use approval process for congregate living facilities located within 1,300 linear feet or thirteen lots, whichever is greater, of certain existing residential care facilities.

The applicant acknowledges the presence of an existing residential care facility located at 3280 NW 90th Avenue, within the prescribed separation distance. The intent of this provision is not to prohibit the reasonable proximity of residential care facilities, but rather to ensure that their coexistence does not adversely affect the normalization and community integration of their respective residents.

The proposed Veterans Village satisfies this standard for the following reasons:

1. Distinct Residential Purpose and Population

The proposed Veterans Village serves a specifically identified population of military veterans seeking stable housing, independence, and access to supportive resources. Its primary purpose is to provide a residential environment that encourages personal responsibility, financial stability, and successful integration into the surrounding community.

The Veterans Village is not proposed as an institutional treatment facility or as an extension of the existing residential care facility. Its residential mission, operating model, and supportive programming are intended to function independently of neighboring residential care operations.

Consequently, the proximity of the two facilities does not inherently establish an operational conflict or an adverse impact upon the residential opportunities available to either population.

2. Preservation of Normalization and Community Integration
The proposed Veterans Village directly advances the fundamental objectives of normalization and community integration contemplated by Section 250152(3)(b).

Rather than isolating residents from the surrounding community, the Veterans Village is intended to provide a stable residential setting from which veterans may pursue employment, educational opportunities, healthcare, recreation, shopping, social activities, and other aspects of everyday community life.

The property's location along the established North University Drive corridor provides access to the commercial establishments, public services, transportation opportunities, and community amenities that support independent living.

The proposed facility will not restrict or otherwise interfere with the ability of residents of the existing facility at 3280 NW 90th Avenue to participate in community activities, access neighborhood resources, or maintain normal residential lifestyles.

Likewise, the presence of the existing facility will not prevent Veterans Village residents from pursuing employment, developing social relationships, accessing services, or participating independently in the broader Coral Springs community.

The two facilities can therefore coexist while maintaining their respective residential missions and promoting the normalization and community integration of both resident populations.

3. Physical and Operational Independence
The Veterans Village will occupy an existing developed property with its own residential accommodations, internal circulation, parking facilities, common areas, and supportive amenities.

The proposed development does not require shared residential facilities, coordinated operations, or dependence upon the existing residential care facility.

Each facility will maintain its own physical identity, resident population, and operational responsibilities. This separation of functions substantially reduces the potential for conflicts between residents or interference with the operation of either facility.

The proposed adaptive reuse of the existing hotel also avoids the introduction of an entirely new development footprint and provides an opportunity to improve the property's appearance, functionality, and long-term compatibility with surrounding uses.

4. Advancement of Independent Living and Community Stability
The Tunnel to Towers Foundation's residential model is specifically intended to help veterans achieve long-term housing stability, greater independence, and improved opportunities for productive community participation.

The availability of supportive resources within the Veterans Village is intended to complement, rather than replace, residents' interaction with the broader community.

This approach is consistent with the normalization objectives underlying Section 250152(3)(b), as it encourages residents to establish stable living arrangements while maintaining access to employment, social services, community institutions, and ordinary neighborhood activities.

Importantly, the presence of another residential care facility within the separation distance does not diminish these opportunities or prevent either facility from fulfilling its respective mission.

5. Compatibility with Surrounding Development and Public Welfare
The proposed conversion of an existing hotel into a professionally managed residential community represents an appropriate adaptive reuse of an established developed property.

The project will provide a substantial community benefit by addressing housing needs among military veterans while reinvesting in an existing property along a well-established corridor.

The proposed use is not anticipated to create an inherent incompatibility with surrounding development or with the existing residential care facility solely because of the proximity of the two uses.

Subject to compliance with applicable site development, parking, landscaping, buffering, life-safety, and operational requirements, the Veterans Village can be accommodated without adversely affecting surrounding properties or the continued operation of existing residential uses.

The proposed project also supports the City's broader planning objectives related to housing opportunities, redevelopment, neighborhood stability, and the efficient utilization of existing infrastructure.

Conclusion

The proposed Tunnel to Towers Veterans Village satisfies the specific spirit and intent of Section 250152(3)(b) of the City of Coral Springs Land Development Code.

Although the proposed facility is located within the prescribed separation distance of an existing residential care facility, the two uses are functionally independent and varying in size, serve their respective resident populations, and can operate compatibly without interfering with the normalization and community integration of either facility's residents.

The proposed Veterans Village will promote independent living, housing stability, workforce participation, and meaningful community engagement while providing a significant public benefit through the adaptive reuse of an existing developed property.

THE HONORABLE

BRADLEY A. BLAKEMAN
Deputy Assistant to President George W. Bush 01'-04'
& 9/11 Family Member

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T2T.ORG

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Fax: (718) 987.3909

Descriptive Narrative detailing business operations:
3701 N. University Drive, Coral Springs, FL 33065

The Tunnel to Towers Foundation is committed to ensuring that no veteran is ever left on the streets of the country they volunteered to protect. We are dedicated to providing our nation's heroes with a pathway to reintegrate into the community through high-quality, long-term supportive housing and comprehensive wraparound services. Our programming is designed to address each veteran's unique emotional, financial, and physical needs, helping them achieve stability, independence, and an improved quality of life. All of our units comply with federal FHA and ADA requirements, and all of our units have the ability to be converted into handicap accessible units. As premier housing providers to veterans with catastrophic injuries, we also provide Smart Home technology for individuals who require specialized accommodations.

All of our residents have their own bathroom and kitchen- there is no communal living at our Village. Our extensive amenities build-out includes: libraries, game rooms, multi-purpose space, workforce development rooms, case management offices, canteens, dining areas, gyms, lounges, free laundry facilities, Zen gardens, memorial areas (in which we display public artwork memorializing all of the names of the First Responders, Gold Star Families, and Catastrophically Injured Veterans that Tunnel to Towers has assisted in the state of Florida), in addition to a comprehensive landscape addition and lighting plan specific to the area.

At our Veterans Villages, in addition to high-quality housing, we provide full-time, on-site supportive services for both male and female veterans. These services include education assistance, employment training, financial literacy, budgeting, credit counseling, case management, and more. Each veteran is assigned a dedicated case manager who coordinates individualized care and support to help them achieve their personal goals. The Veterans Village will employ 16 full-time employees (that receive full paid medical benefits and above-market salaries) and we ensure that our locations are staffed 24/7; 365 days a year.

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Tunnel to Towers Foundation
T2T.ORG

The safety and well-being of our residents and the surrounding community are of the utmost importance. We have a rigorous screening and intake process to ensure Veterans who have been dishonorably discharged or who have a history of sexual offenses or major violent crimes are not eligible for residency. We are not beholden to any federal or state contracts or funding that forces applicants into our apartments or creates a "revolving door". Our permanent units allow veterans who comply with our Program and pay their monthly fees to reside at the Veterans Village for as long as they wish: there is no time limit on their length of stay. To further enhance safety, all properties are equipped with 24/7 CCTV surveillance, beautified perimeter fencing with controlled access points, blue-light emergency safety stations, and license plate recognition technology. We further provide shift-change locations for all first responding agencies in the area, and have developed strong working relationships with local PD, FD, and EMT.

Tunnel to Towers also provides privately funded daily transportation services, ensuring veterans have reliable access to the nearest VA Medical Center as well as employment opportunities, banks, grocery stores, and other essential appointments within a reasonable travel radius.

Our Veterans Villages are designed to serve as hubs for community engagement and support. We actively partner with like-minded charities, organizations, volunteers, the Department of Veterans Affairs, American Legion, VFW, State Bar Association, and community members to provide additional services and resources that help transform our residences from simply a place to live into a true home for the veterans we serve.

This 20+ Million dollar privately-funded investment into Coral Springs and its veteran community will provide a place of dignity, hope, and respect for our nation's heroes.

Respectfully,

Gavin Naples, Esq.
Executive Vice President

10/8/26

Tunnel to Towers Foundation
Answers to City of Coral Springs Outstanding Questions Regarding Proposed Use

The Descriptive Narrative states: "We are dedicated to providing our nation's heroes with a pathway to reintegrate into the community through high-quality, long-term supportive housing and comprehensive wraparound services."

1. Please provide specific information on the long-term supportive housing and comprehensive wraparound services. We are providing permanent affordable housing to men and women veterans. We have on-site staff to assist veterans with veteran-related issues specific to VA compensation, employment, opportunities, financial literacy, family reintegration and legal issues. If you have specific questions, they will be answered with the planning and zoning meeting on November 9.
2. What is the term of the leases for rental, i.e., annual leases, monthly? Yearly
3. Will all residents be Coral Springs veterans? Will veterans residing in Coral Springs be granted priority consideration for residency at this facility? If so, how many units are proposed to be allocated for this purpose? Veteran residents of Coral Springs will be prioritized and given preference. We do not intend to transfer people from other cities or states into the area.
4. Are all units proposed to be single occupancy with one resident per unit? Are families or couples permitted at this facility? Yes, one occupant per unit. Families are taken care of through our National Case Management Network, which assists veterans with obtaining housing throughout all 50 states in US territories. We have housed nearly 27,000 veterans and 15,000 of their children in the last four years.
5. What are the monthly fee ranges for rentals? Are they considered affordable housing? If so, at what percent of Area Median Income? Fees are never more than the affordable housing maximum in the area and include all utilities as well. We are not claiming affordable housing credits or looking to be deemed an affordable housing project. However, our rates are considered "affordable." The fee would likely be at or below 60% AMI.
6. What are the guest and visitor rules? Are visitors allowed overnight? Residents are welcome to host visitors, including overnight guests, reflecting the independent nature of permanent housing.

7. What are the hours of operations for these services? Operations are typically 9:00 AM - 5:00 PM Monday through Friday. However, we have on-site staff 24/7.

8. Are the services available only to the renters? For veterans residing in the city and other cities? The on-site services are only for the veterans living at the Veterans Village. We have alternative methods of helping veterans and other cities and locations, but this is not a site that is open to the public.

9. What are the hours of operation for the Office spaces? Intake offices? See above. 9:00 AM - 5:00 PM

10. What are "entitlement issues" described in your previous email? Entitlement issues are VA related compensation claims and helping veterans get the most out of the government entitled awards for putting their lives on the line for everyone included in this email.

11. Can you provide marketing materials or flyers that have been distributed in the city or others? See attached.

12. Are the services provided in Jacksonville or other Florida cities the same as what is proposed at this location? Yes

It also states: "Our programming is designed to address each veteran's unique emotional, financial, and physical needs, helping them achieve stability, independence and an improved quality of life."

1. How do you address emotional, financial, and physical needs?

   a. Do you provide onsite medical, behavioral, physical services? If so, what is the scope? Where are the services provided? What licensure do they have? We have a licensed clinician on site. However, this is not a medical facility, and we do not provide medical services, medication dispensing, or formal mental health treatment. The clinician's role is limited to providing supportive guidance and wellness-focused conversations, similar to a light-touch therapist or counselor. Participation is voluntary, and these services are offered solely as an amenity for residents.

   b. Are addiction recovery services provided? Recovery support groups? Detox services? Will there be any third party that provides these services at the site? We do not offer detox services as this is not a recovery or substance abuse treatment

center. Our services are focused on supporting veterans. If a group touches on recovery in the course of a veteran centered support group, it is merely tangential.

c. Are medical professionals (doctors, nurses, medical assistants, etc.) staffed at the facility? No

d. Do you provide vehicle transportation to and from the services if they are not provided on site? Are they to specific locations or doctors? What is the "reasonable travel radius"? Is this paid transportation or free for the residents? Yes, we will provide free transportation for veterans that are older or do not have vehicles. Most of our veterans are employed and do have vehicles, however. There are not specific locations back and forth.

e. Provide the location of the Veterans Medical Center which will service the residents. While we do not mandate where veterans get their care from, VA Hospital Tamarac Commercial Blvd is within 20 minute driving distance from the village.

f. The site plan demonstrates 6 handicapped parking spaces. Are additional handicapped parking spaces needed for the residents served at the facility? Additional handicap spaces are not required. This is not a facility specifically for severely disabled individuals, nor is it an assisted living facility.

Additionally, it provides: "Our extensive amenities buildout includes: libraries, game rooms, multipurpose space, workforce development rooms, case management offices, canteens, dining areas, gyms, lounges, free laundry facilities, zen gardens, memorial areas…." "These services include education assistance, employment training, financial literacy, budgeting, credit counseling, case management, and more."

1. It was previously described that no on-site food service is provided; however, the site plan shows a floor area dedicated to "Canteen". Provide a description of the operations of the canteen. Is this paid or free? Our canteen is akin to a grab and go. It has soft drinks and snacks. There is no hot food prepared at the Veterans Village, nor are veterans receiving three meals a day from the Tunnel to Towers Foundation.

2. The floor plan does not demonstrate dining areas. Is this proposed on site? If not, the letter must be revised. Dining areas are a few tables and chairs that we provide in the lobby next to our warming kitchen. Again, no food is prepared on-site for our

veterans. If we host a Thanksgiving or Christmas Day event and we have to warm up some turkeys and stuffing, that is what the warming kitchen is for.

3. Provide a list of activities that take place in the meeting room and multipurpose room. Game nights, movie nights, art classes, music classes, Town Hall meetings, etc.

4. The statement within the narrative describes the library and game room amenities, which are not included in the site plan submittal. Confirm whether they are being provided and in which rooms. These take place in the multipurpose room. We have shelves with books and little reading nooks where veterans can read and relax.

5. Is the space dedicated to Clothing for donations to the residents or for purchase by them? We have donations of only new clothing that are distributed to the veterans if they need them for employment opportunities, and the like. These are not for sale items. We do not take anything that is used or worn.

6. Are the free laundry facilities for residents to use themselves or is this a service provided by staff? These are free, laundry facilities, inclusive of washers and dryers for the veterans use. On-site staff does not provide laundry service for the veterans.

7. Are the services related to employment training, financial literacy, budgeting, credit counseling provided in a classroom setting, individualized or both? Do you have program documents provided at other facilities? They can be done individualized or group setting, depending on the veteran's preference.

8. Case Management Offices: What type of case management? Does this include onsite behavioral, mental, or physical services? Provide specific examples. Case management is traditional parlance. These individuals are not licensed medical professionals or doctors. They serve as Veteran Advocates who assist veterans with veterans-related issues and support services. This includes guidance with VA disability compensation claims, employment opportunities, benefits navigation and other challenges or goals that veterans wish to address. Any specific questions will be addressed at the November 9 Planning and Zoning meeting.

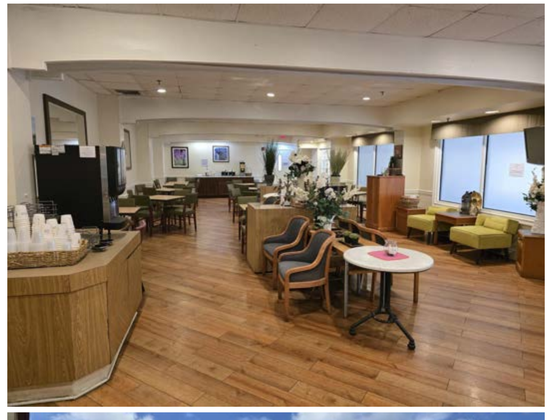
"We have a rigorous screening and intake process to ensure veterans who have been dishonorably discharged or who have a history of sexual offenses or major violent crimes are not eligible for residency." " To further enhance safety, all properties are equipped with 24/7 CCTV surveillance, beautified perimeter fencing with controlled access points, blue light emergency stations, and license plate recognition technology."

1. Provide the screening and intake process. Timeframe for approval. The type of background check. We run typical background checks on our veterans for criminal history. No different than any you would ever see in the residential context with another landlord. We substantiate a veterans status through their DD214 confirming honorable discharge. The screening process takes approximately three weeks.
2. What type of violent crimes are eligible for residency? If an assault and battery occurred 40 years ago, and there has been no subsequent criminal history, discretion may be provided in that type of scenario.
3. Are walk-in rental services provided? No
4. The fencing demonstrated on the previously submitted plans does not meet code and any fencing proposed on site would require compliance with code unless a special exception is approved. Confirm if this is no longer being proposed. If it is no longer being proposed, the narrative needs to be updated. Confirmed.

















TUNNEL TO TOWERS VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

REVISIONS

NO	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

T2T CORAL SPRINGS
08/28/2026

EXISTING CONDITIONS

AS100

NOT FOR CONSTRUCTION

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Tunnel to Towers Foundation

Coral Springs Veterans Village

3701 N University Drive, Coral Springs, FL

OUR MISSION



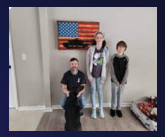
Since 9/11, the Tunnel to Towers Foundation has provided over 2,000 mortgage-free homes to catastrophically injured service members, the families of Fallen First Responders, and Gold Star families throughout the United States.

We have also made the commitment to provide every veteran who signs up to protect our country and our freedoms, access to permanent housing and supportive services.

OUR IMPACT









By end of 2026, through our Veterans Villages, National Case Management Network, and HUD-VASH team, our Foundation will have provided housing assistance and access to supportive services to:

27,500 VETERANS AND OVER 15,000 CHILDREN

This number will grow exponentially in the years to come as we grow our team, strengthen our relationship with the VA on a federal level, and continue to form strategic alliances with other organizations in the space.

1ST PRONG

"Veterans Villages"

To address the problem of affordable housing head on, T2T is building Veterans Villages in large metro markets throughout the United States.

To date, we are under development and construction of over 2,000 units of permanent supportive housing, across 19 different projects.

We intend to develop 100 Veterans Villages nationally within the next decade.



Option 1: Adaptive Reuse

The Foundation is currently purchasing distressed hotels (of approximately 100-150 units) to gut rehab and renovate into Long Term Supportive Housing complexes with 24/7 wrap-around supportive services on site. At 3701 N University Drive, we will gut renovate the existing dilapidated La Quinta and transform it into a beautiful home for 100 men and women veterans.



Option 2: Ground Up Development

The Foundation is currently purchasing raw land to entitle and develop Long Term Supportive Housing complexes with 24/7 wrap-around supportive services. Where feasible, we are also constructing a community of Comfort Homes (500 square foot, completely furnished homes) which are utilized by our older veterans, so they can have a **permanent place to call home**.

1ST PRONG
"Veterans Villages"

Intake, Screening, and Safety

The safety of our residents and surrounding community is of paramount importance to us.

All of our Veterans Villages include:

-24/7 CCTV surveillance capturing the entire village;

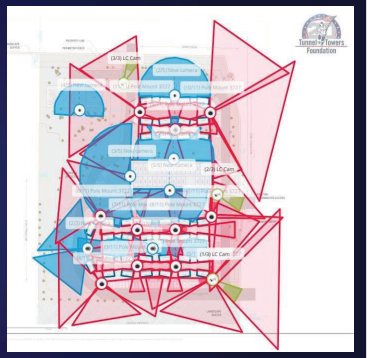
-Controlled entrance and exit from the village;

-Blue light "safety zones" and license plate scanners;

-24/7 staff of Full-Time Tunnel to Towers Employees. Our Villages are always manned with trained professionals, including case managers, peer support specialists, entitlements specialists, and employment specialists.

Further, Tunnel to Towers screens out all veterans who are dishonorably discharged, have any record of sexual offenses, or dangerous felony record, and these individuals will be precluded from the site.

Our Villages are not open to the public, and our residents have no time limit of stay – this can be their permanent home.



1ST PRONG
"Veterans Villages"

ATLANTA VETERANS VILLAGE TOUR

View our full list of amenities, including gyms, game rooms, libraries, workforce development rooms, dining rooms, screening rooms, case management suites, and lounges.

Link to the tour:

https://vv-tours.t2tassets.org/atlanta/?lang=en&id=intro

Veteran Alton M.
Houston, TX

Houston Veterans Village

Alton, an 89 year old Navy Veteran, was defrauded out of a substantial amount of money in early 2024, leaving him unable to pay his rent. He was being evicted from his apartment and had 2 days before the Sheriff would be putting his items to the curb. Alton explained that God answered his prayers about a place to live. His son happened to drive by the Village and stopped in. There were no roadblocks for him to be accepted into the Village.

He recently moved into a comfort home and he loves that he has privacy, a wide shower and and a ramp to get into his unit. He says he now feels at home.

Alton is so grateful for his new comfort home and that he can celebrate his 90th birthday in May with his beloved service dog and all of his new friends at the Houston Veterans Village.





Veteran James H.
Houston, TX

Houston Veterans Village

Upon graduating High School, James decided to join the Army because he wanted to take part in his country's pride and serve the Constitution. He explained the service was the foundation of his life and set him up for a lifetime of success. After leaving the service, he began working at Halliburton.

After James' wife divorced him however, he experienced a very low point in his life, which lasted years. On his road to redemption, he was sent to the West Houston Hospital. He heard another veteran talking about how nice the new Houston Veterans Village was, so he decided to come and see it for himself. He immediately became enamored with the property and moved in about 6 months ago.

James just transferred into one of our Comfort Homes, and he plans to stay for several years because he loves the structure of the community and the camaraderie he has built with the other residents and our staff.





Veteran Michael L.
Atlanta, GA

Atlanta Veterans Village

When Mike applied for housing at the Atlanta Veterans Village, he was spending nearly every dollar just to keep a roof over his head. With so much of his income going toward temporary housing, saving money and paying down debt felt impossible.

Now that he's moved into the Village, he has comfort in knowing he does not consistently have to fear eviction. Mike is working with our employment coordinator, entitlements coordinator, and his assigned case manager to increase his VA benefits, budget his monthly expenses, pay off his remaining debt, and find a more sustainable employment opportunity.

Mike hopes to reunite with his family under one roof once he is ready.





1ST PRONG
"Veterans Villages"

Currently Open:
Houston, TX
Atlanta, GA
Charleston, SC
Memphis, TN

Opening 2026:
Harrisburg, PA
Detroit, MI
Denver, CO

Opening 2027:
Bradenton, FL
Bayville, NJ
Buffalo, NY
Long Island, NY
Charlotte, NC
Birmingham, AL
Jacksonville, FL
Las Vegas, NV

Opening 2028:
Mayaguez, PR
Savannah, GA
Northfield, NJ
Dallas, TX
Cleveland, OH
Austin, TX
Coral Springs, FL
Virginia/D.C.



SERVICE CATEGORIES WITHIN VETERANS VILLAGES AND NATIONAL CASE MANAGEMENT NETWORK

Case Management
Behavioral Health Assistance
Employment Support
Entitlements Support
Legal Advocacy
Civilian Transition Assistance
Clothing/Toiletries
Disability Assistance
Education and Vocational Training

Financial Literacy & Budgeting
Meal and Nourishment Assistance
Family Reunification
Healthcare/Medical Navigation
Housing Assistance
Life Skills Training
Mental Health Support
Minority Affairs
Peer Support

Community Outreach
Pet Care / Assistance
Recreational Activities
Addiction Support
Temporary Lodging
Spouse and Family Needs
Transportation
VA Claims Navigation
Meditation and Wellness Courses

Our Program offers a "Hand Up", not a handout. Our Veterans pay monthly program fees to reside at the Village, and they participate in a carefully-curated service plan tailored to fit their specific set of needs, desires, and short-term and long objectives. Our ultimate metric of success is reintegration back into civilian life, including entrepreneurial career placements, family reunification, and financial stability and independence.

2nd PRONG
National Case
Management Network

Outside of large metro areas, our team provides for any and every veteran and their family, **no matter their location**.

Our National Case Management Network includes a team of Tunnel to Towers intake specialists, case managers, housing coordinators, and employment coordinators who work together to house veterans and their families and provide access to our network of more than **2,000 supportive service providers.**

Once housed, our case managers work on a client-specific plan of sustainability which includes assistance in obtaining their VA benefits, employment opportunities, and rehabilitation centers, mental health clinics and legal aid societies.

We offer assistance in the form of: first month's/second month's rent, security deposits, application fees, brokers fees, mortgage/rental arrears, food allowances, transportation allowances, and utility payments.







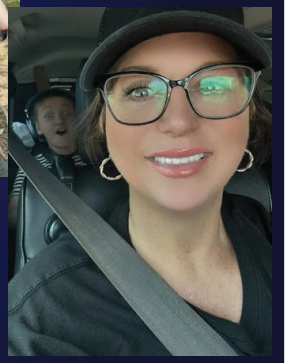


Veteran Todd S.

Spring Hill, TN

National Case Management Network





When Todd, a 58 year old Veteran, lost his job and failed to make 2 rental payments, the manager of the motel that Todd, his wife and 2 young children were residing in, kicked them out.

The day they were evicted, T2T stepped in, placed them immediately in a new housing accommodation, and began working closely with Todd on getting his life back on track.

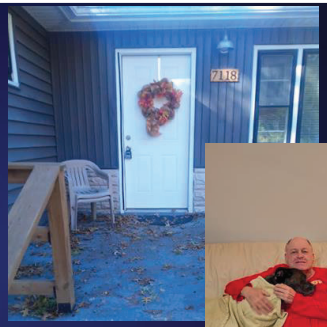
Through months of generating housing leads, working with Williamson County Alliance for housing eligibility, and assisting Todd with re-certifying his CDL license, T2T was able to help Todd secure a new job, and obtain an apartment his family could afford.

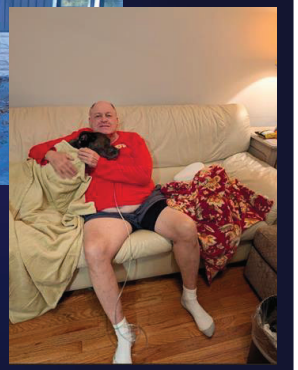
Todd and his family were able to achieve long-term housing, and now Todd has begun a savings plan to one day buy his family a new home.

Veteran Paul B.

Kansas City, MO

National Case Management Network





Due to a terminal illness which put him in serious financial hardship, Paul and his dog Blue were evicted 3 months ago and wound up living in a car. His landlord destroyed all of his belongings after his eviction, leaving him in a very bad spot.

T2T stepped in and placed Paul in housing immediately, so he could take a deep breath. Our case management team then helped Paul finalize his VA paperwork and collaborated with local brokers to secure him a new apartment near his family and his doctors, paying his first month's rent, security deposit, and pet fee.

We then assisted him with furnishing his new apartment to make sure he and Blue are comfortable and warm this winter.

"I can't express our gratitude enough for everything T2T did for me and Blue!" - Paul B.

3rd PRONG
HUD - VASH
Services

U.S. Department of Veterans Affairs

Our team has grown to include our new HUD-VASH Services division, which works directly with VA Case Workers to provide financial assistance to rapidly secure housing for veterans and their families throughout the nation.

With the help of our HUD-VASH Services team, the Tunnel to Towers Foundation is now providing assistance to veterans and their families in all **50 states in the nation, as well as Puerto Rico and Guam.**

*"I wanted you to know how much I appreciate T2T being able to pull something together at the last minute for the family I was working with. We were able to get them into their new unit before the cold and snow hit. I just wanted you to know that you made a **big difference yesterday**. I wish you could have seen the **relief in their eyes**. I know you and the entire T2T team do amazing work all the time, but you may not always get to hear about the difference your work is making." - VA Case Manager, Colorado*



TUNNEL TO TOWERS PRESENCE IN FLORIDA

Our Smart Home and Gold Star Programs have built homes/paid off mortgages for over 30 veterans and their families in the state of Florida.

SGT Corey Kent, ARMY
Sgt Michael Nicholson, USMC
U.S. Army Sergeant First Class Sualauvi Tuimaleali'ifano
Capt Yessenia Buckley, USMC
SPC James Donaldson, Army
SGT US Army Luis Antonio Oliver Galbreath
MSG Jose J. Gonzalez
USMC Captain Dustin Ryan Lukasiewicz
Army Sergeant Aaron Blasjo
US Army Sergeant LaDavid Terrence Johnson
First Lieutenant Ivan Derek Lechowich
US Navy CDR Charles Alphanzo Harris
Army Sergeant Robert Thronton
Army Specialist Jordan Schumann

Seabee Petty Officer 1st Class Peter Reid, NAVY
SFC Anthony Kenworthy, ARMY
US Army SPC (Vietnam Veteran) Jerome Rillera
PFC Ezequiel Rodriguez-Guadalupe, ARMY
MCPON Joel Steinbach, Navy
Army Sergeant First Class Javier Gutiérrez
US Army Master Sergeant Luis Felipe DeLeon-Figueroa
USN LCDR David Douglas Meadows
US Marine Corps Staff Sergeant Nicholas E. Ramoutar
Army Sgt. Terrence Hinton
Army SFC Benjamin Franklin Bitner
US Army CW2 Stephen Michael Shull
U.S. Coast Guard Chief Warrant Officer Michael Kozloski
HM3 US Navy Travis Levy Youngblood
Christophe Marquis





TUNNEL TO TOWERS PRESENCE IN FLORIDA

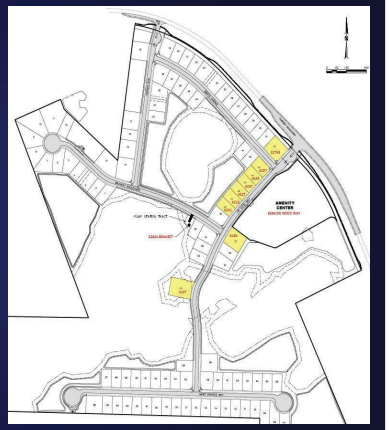
The *Let Us Do Good Village* — a first-of-its-kind neighborhood — will be comprised of more than 90 mortgage-free homes in Florida's Pasco County, 20 miles north of Tampa. The Village will be home to a community of wounded veterans, fallen first responder families, and Gold Star families.

The Village is being built on 75-acres in Land O' Lakes, generously donated to Tunnel to Towers by the Esther and Harold Mertz Foundation.

The Village will be more than houses. It will feature world-class amenities — indoor basketball court, swimming pool, tennis court, an ADA-accessible gym, movie theatre, game room and business center. The property will also be outfitted with multiple outdoor playgrounds & so much more.

Tunnel to Towers' hope is to bring families with similar backgrounds together to heal and to help one another.

The Village creates a community of families who will share a special bond, who understand the full weight of what it takes to keep our nation and communities safe.



FUNDING

Our $20 Million investment in Coral Springs is fully funded as of today. The acquisition, renovation, and maintenance is funded in perpetuity by the Tunnel to Towers Foundation.

We are not beholden to any government funding or subsided program for maintenance/services, which allows us to be incredibly nimble and responsive to the needs of our veterans and area in real time.

We will ensure the Coral Springs Veterans Village stays a beautiful component of the community forever.





October 9, 2026

3701 N UNIVERSITY DRIVE CORAL SPRINGS VILLAGE GREEN FOLIO: 484115032122

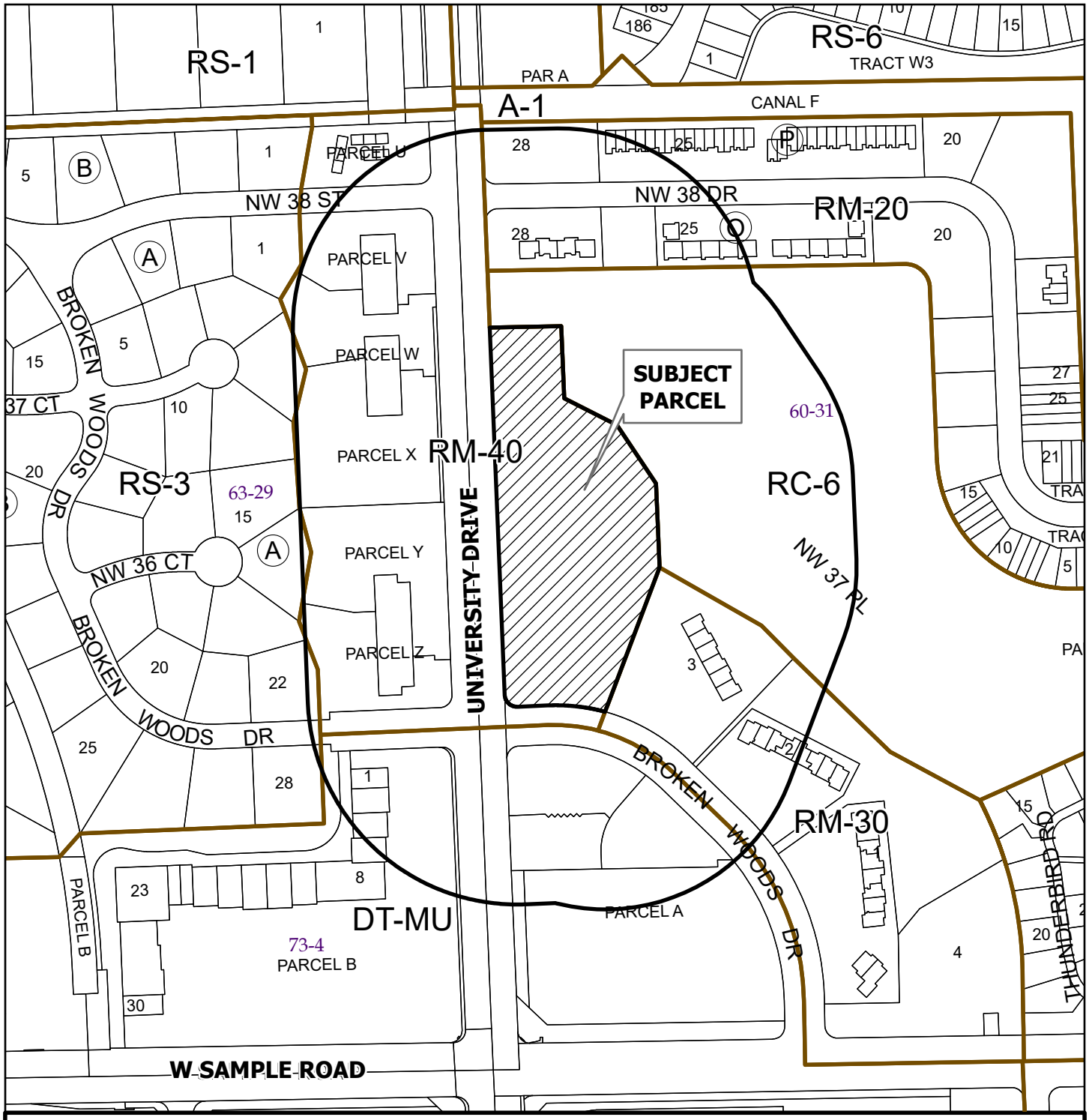
City Boundary

1,300' Buffer

Subject Parcel

EXISTING FACILITY: 3208 NW 90 AVE

CORAL SPRINGS
EVERYTHING UNDER THE SUN



October 22, 2026

SE26-0007 & CA26-0004
PORTIONS OF PARCEL PARCEL A & B
CORAL SPRINGS VILLAGE GREEN 60-31
FOLIO #484115032122

Subject Parcel

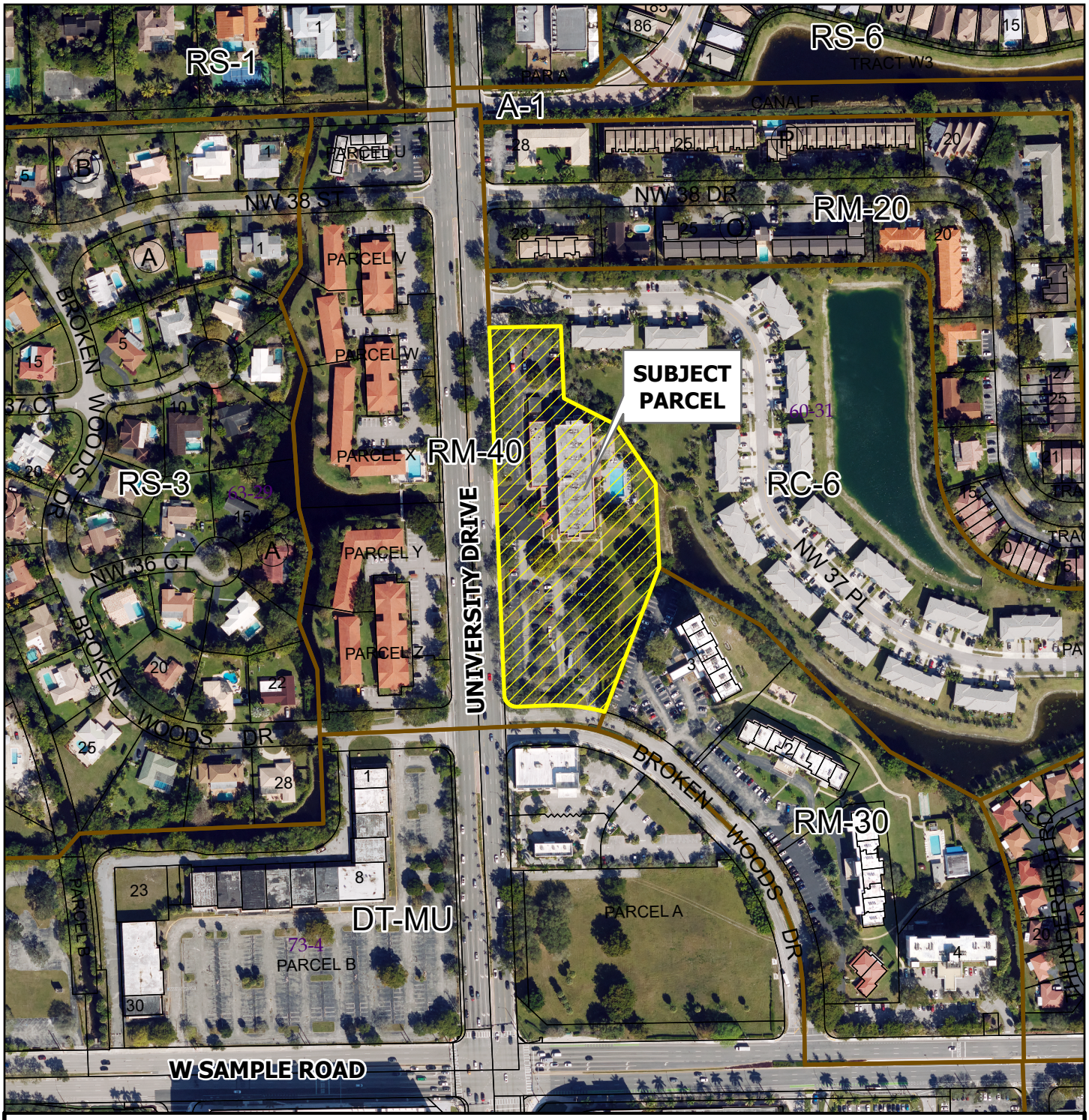
Zoning District

400' Buffer

0 75 150 300
US Feet

CORAL SPRINGS
EVERYTHING UNDER THE SUN

Jlane 10-22-2026



October 22, 2026

SE26-0007 & CA26-0004
PORTIONS OF PARCEL PARCEL A & B
CORAL SPRINGS VILLAGE GREEN 60-31
FOLIO #484115032122

Subject Parcel

Zoning District

0 75 150 300
US Feet

CORAL SPRINGS
EVERYTHING UNDER THE SUN

Jlane 10-22-2026

SITE DATA SUMMARY

PROPERTY

ADDRESS: 3701 N UNIVERSITY DR, CORAL SPRINGS, FL, 33065
FOLIO NUMBER : 48-41-15-13-2122
LOT TYPE: CORNER LOT
FRONTAGE: N UNIVERSITY DR & BROKEN WOODS DR
TOTAL SITE AREA: ±4.48 ACRES (±195,226 SF)
FUTURE LAND USE: MULTI FAMILY RESIDENTIAL
ZONING DESIGNATION: RM-40

LEGAL DESCRIPTION: A PORTION OF PARCELS "A" AND "B", CORAL SPRINGS VILLAGE GREEN, PLAT BOOK 60, PAGE 31, PUBLIC RECORDS OF BROWARD COUNTY, FLORIDA.
SEE SURVEY FOR COMPLETE LEGAL DESCRIPTION.

SETBACKS:	REQUIRED	PROVIDED
FRONT:	50 FT	50 FT
SIDE:	N/A	N/A
REAR:	N/A	N/A

BUILDING STRUCTURES

1 BUILDING
BUILDING SEPARATION: N/A - ONE BUILDING
FOOTPRINT: ±24,862 SF
LOT COVERAGE: ± 13%
MAXIMUM ALLOWED BUILDING HEIGHT: 120 FTCURRENT BUILDING HEIGHT: 60 FT

PERMITTED DENSITY: 179 DWELLINGS
PERMITTED DENSITY CALCULATIONS:
40 DWELLING UNITS/ACRE
4.48 ACRES X 40 = 179.2 DWELLINGS

CURRENT DWELLING UNITS: 121
PROPOSED DWELLING UNITS: 100
79 EFFICIENCY UNITS
21 ONE BEDROOM UNITS

SITE DATA SUMMARY CONTINUED

PARKING REQUIREMENTS

MINIMUM REQUIRED STALLS: 160 STALLS

REQUIRED PARKING CALCULATIONS:
1.4 STALLS/UNIT+10% OF TOTAL FOR GUEST
100 UNITS X 1.4 = 140 STALLS
GUEST PARKING (10%)= 14 STALLS
ADA PARKING: 6 STALLS
TOTAL REQUIRED: 160 PARKING STALLS

REQUIRED PARKING DIMENSIONS:
9 FT X 16 FT

PROPOSED PARKING: 183 (177 STALLS + 6 ADA)

BICYCLE RACK SPACES
MINIMUM REQUIRED BIKE RACKS: 5 OR 15 BIKE SPOTS

PROPOSED BIKE RACKS: 5

OPEN SPACE & IMPERVIOUS AREA

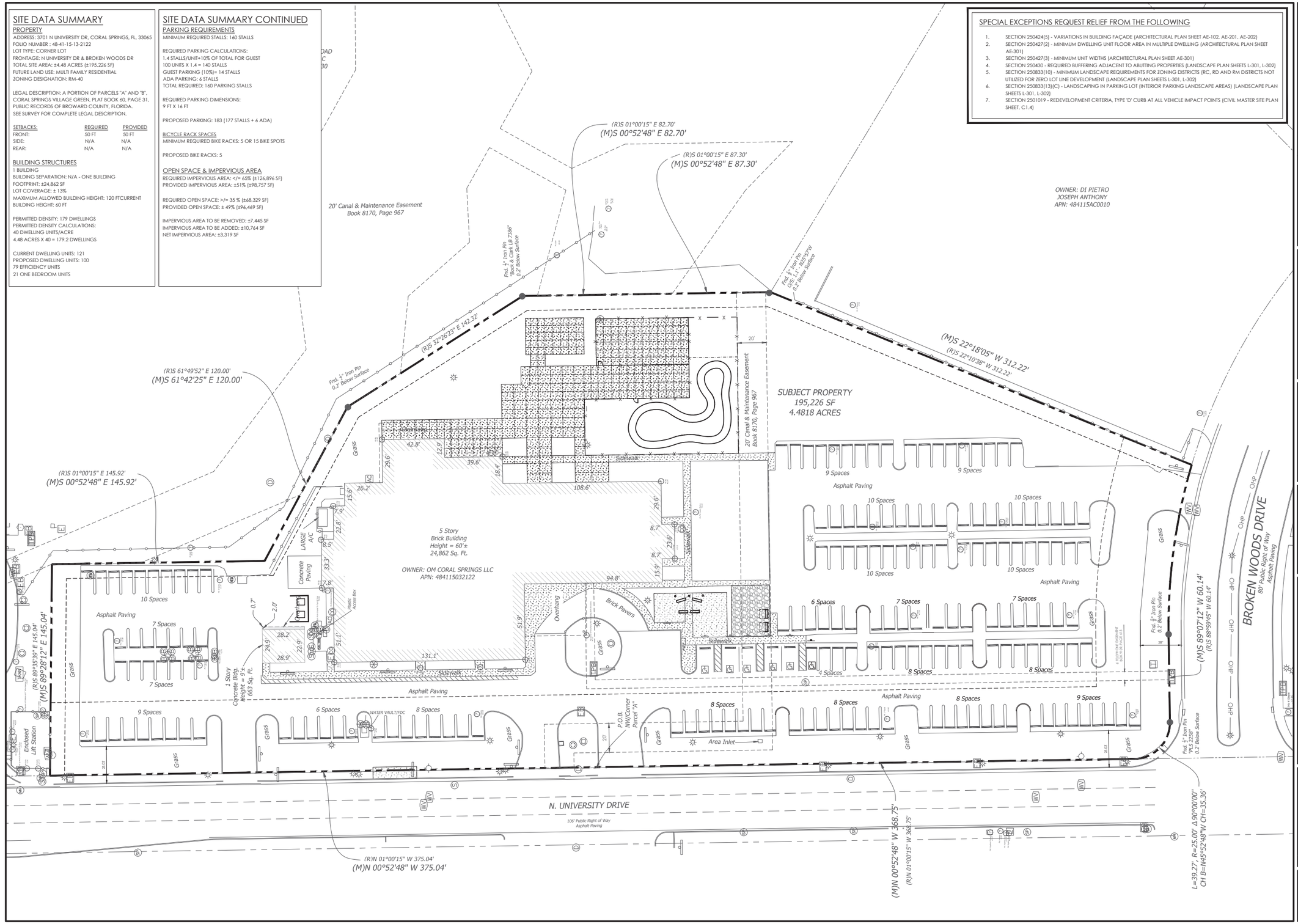
REQUIRED IMPERVIOUS AREA: </= 65% (±126,896 SF)
PROVIDED IMPERVIOUS AREA: ±51% (±98,757 SF)

REQUIRED OPEN SPACE: >/= 35 % (±68,329 SF)
PROVIDED OPEN SPACE: ± 49% (±96,469 SF)

IMPERVIOUS AREA TO BE REMOVED: ±7,445 SF
IMPERVIOUS AREA TO BE ADDED: ±10,764 SF
NET IMPERVIOUS AREA: ±3,319 SF

SPECIAL EXCEPTIONS REQUEST RELIEF FROM THE FOLLOWING

1. SECTION 250424(5) - VARIATIONS IN BUILDING FAÇADE (ARCHITECTURAL PLAN SHEET AE-102, AE-201, AE-202)
2. SECTION 250427(2) - MINIMUM DWELLING UNIT FLOOR AREA IN MULTIPLE DWELLING (ARCHITECTURAL PLAN SHEET AE-301)
3. SECTION 250427(3) - MINIMUM UNIT WIDTHS (ARCHITECTURAL PLAN SHEET AE-301)
4. SECTION 250430 - REQUIRED BUFFERING ADJACENT TO ABUTTING PROPERTIES (LANDSCAPE PLAN SHEETS L-301, L-302)
5. SECTION 250833(10) - MINIMUM LANDSCAPE REQUIREMENTS FOR ZONING DISTRICTS (RC, RD AND RM DISTRICTS NOT UTILIZED FOR ZERO LOT LINE DEVELOPMENT (LANDSCAPE PLAN SHEETS L-301, L-302)
6. SECTION 250833(13)(C) - LANDSCAPING IN PARKING LOT (INTERIOR PARKING LANDSCAPE AREAS) (LANDSCAPE PLAN SHEETS L-301, L-302)
7. SECTION 2501019 - REDEVELOPMENT CRITERIA. TYPE 'D' CURB AT ALL VEHICLE IMPACT POINTS (CIVIL MASTER SITE PLAN SHEET, C1.4)



JEAN M. ABI AOUN
LICENSE
No. 45128
STATE OF FLORIDA
PROFESSIONAL ENGINEER

Digitally signed by Jean Abi Aoun
Date: 2026.10.08 10:25:35-04'00'

NO.	REVISIONS	BY	DATE
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THOMAS & HUTTON
5553 Peachtree Road • Suite 175
Chamblee, GA 30341 • 470.893.1700
www.thomasandhutton.com

OVERALL MASTER SITE PLAN

T2T HVT - CORAL SPRINGS

PROJECT LOCATION:
3701 N UNIVERSITY DR
CORAL SPRINGS, FL 33065

CLIENT/OWNER:
TUNNEL TO TOWERS FOUNDATION
2361 HYLAND BLVD
STATEN ISLAND, NY 10306

30 0 15 30
1 INCH = 30 FEET

DATUM: HORIZ.: #### VERT.: ####

JOB NO:	31934.XXXX
DATE:	9/24/2026
DRAWN:	VG
DESIGNED:	ACW
REVIEWED:	ACW
APPROVED:	ACW
SCALE:	1" = 30'

C1.4

NOTES:
1. ALL SIGNAGE SHALL REQUIRE A SEPARATE BUILDING PERMIT
2. ALL DUMPSTER ENCLOSURES & SITE LIGHTING SHALL REQUIRE A SEPERATE BUILDING PERMIT

(R)S 61°49'52" E 120.00'
(M)S 61°42'25" E 120.00'
Fnd. ½" Iron Pin
0.2' Below Surface
(R)S 32°26'23" E 142.32'
Fnd. ½" Iron Pin
"Bock & Clark LB 7386"
0.2' Below Surface
(R)S 01°00'15" E 145.92'
(M)S 00°52'48" E 145.92'
(R)S 89°03'53" E 145.04'
(M)S 89°28'12" E 145.04'
LANDSCAPE AREA (SEE LANDSCAPE PLANS)
CONCRETE PAVEMENT WALKWAY, TYP.
SPECIAL EXCEPTION REQUEST FOR:TYPE "D" CURB AT ALL VEHICLE IMPACT POINTS, TYP.
10' LANDSCAPE BUFFER, TYP.
PROPERTY LINE, TYP.
FENCE, TYP.
FENCED SPORTS COURT
Typ. Curb Inlet
Gate
10 Spaces
Asphalt Paving
7 Spaces
7 Spaces
9 Spaces
Grass
Overhang
Concrete Paving
LARGE A/C
NEW TRASH ENCLOSURE
Plastic Access Box
Overhang
1 Story
Concrete Bldg.
Height = 9'±
663 Sq. Ft.
Enclosed Lift Station
5 Story
Brick Building
Height = 60'±
24,862 Sq. Ft.
OWNER: OM CORAL SPRINGS LLC
APN: 484115032122
6 Spaces
WATER VAULT/FDC
8 Spaces
Grass
Sidewalk
Asphalt Paving
131.1'
MATCH LINE - SEE SHEET NO. C1.0
Brick Pavers
Overhang
Grass
Sidewalk
FLAG POLES (3)
CONCRETE PAVEMENT AREA FOR MEMORIAL
MEMORIAL SIGN (2)
LANDSCAPE AREA.. SEE LANDSCAPE PLANS, TYP
P.O.B. NW/Corner Parcel "A"
Area In
50' BUILDING SETBACK
CONCRETE PAD FOR BUS LOADING ZONE
N. UNIVERSITY DRIVE
106' Public Right of Way
Asphalt Paving

Digitally signed by Jean Abi Aoun
Date: 2026.10.08 10:25:35-04'00'

NO.	REVISIONS	BY	DATE
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DETAILED MASTER SITE PLAN

T2T HVT - CORAL SPRINGS

PROJECT LOCATION:
3701 N UNIVERSITY DR
CORAL SPRINGS, FL 33065

CLIENT/OWNER:
TUNNEL TO TOWERS FOUNDATION
2361 HYLAND BLVD
STATEN ISLAND, NY 10306

20 0 10 20
1 INCH = 20 FEET

DATUM: HORIZ.: #### VERT.: ####

JOB NO:	31934.xxxx
DATE:	10/7/2026
DRAWN:	VG
DESIGNED:	ACW
REVIEWED:	ACW
APPROVED:	ACW
SCALE:	1" = 20'

C1.5

NOTES:
1. ALL SIGNAGE SHALL REQUIRE A SEPARATE BUILDING PERMIT
2. ALL DUMPSTER ENCLOSURES & SITE LIGHTING SHALL REQUIRE A SEPERATE BUILDING PERMIT

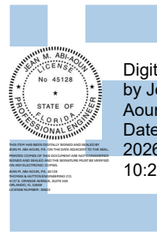
SUBJECT PROPERTY
195,226 SF
4.4818 ACRES

(M)S 22°18'05" W 312.22'
(R)S 22°10'38" W 312.22'

Fnd. 1" Iron Pin "Bock & Clark LB 7386" 0.2' Below Surface

Fnd. 5/8" Iron Pin O/S: 1.1' - N23°57'W 0.2' Below Surface

FENCE, TYP.
FENCED SPORTS COURT
LANDSCAPE AREA (SEE LANDSCAPE PLANS)
PROPERTY LINE, TYP.
10' LANDSCAPE BUFFER, TYP.
SPECIAL EXCEPTION REQUEST FOR:TYPE "D" CURB AT ALL VEHICLE IMPACT POINTS, TYP.
20' Canal & Maintenance Easement Book 8170, Page 967
LANDSCAPE AREA. SEE LANDSCAPE PLANS
Sidewalk
9 Spaces
9 Spaces
Asphalt Paving
10 Spaces
10 Spaces
10 Spaces
10 Spaces
LANDSCAPE AREA. SEE LANDSCAPE PLANS, TYP
FLAG POLES (3)
CONCRETE PAVEMENT AREA FOR MEMORIAL
MEMORIAL SIGN (2)
LANDSCAPE AREA (SEE LANDSCAPE PLANS)
BIKE RACKS, TYP.
6" TYPE D CURB, TYP.
1' CURB TAPER, TYP.
WHITE DOUBLE STRIPING
6 Spaces
7 Spaces
7 Spaces
Asphalt Paving
50' BUILDING SETBACK
Grass
6' TELEPHONE EASEMENT BOK 9109 PAGE 615
Fnd. 5/8" Iron Pin 0.2' Below Surface
(M)S 89°07'12" W 60.14'
(R)S 88°59'45" W 60.14'
BROKEN WOODS DRIVE
80' Public Right of Way
Asphalt Paving
Overhang
Brick Pavers
Sidewalk
4 Spaces
8 Spaces
8 Spaces
ADA PARKING
8 Spaces
8 Spaces
Asphalt Paving
8 Spaces
9 Spaces
50' BUILDING SETBACK
P.O.B. NW Corner Parcel "A"
Area Inlet
LANDSCAPE ISLAND, TYP. (SEE LANDSCAPE PLANS)
N. UNIVERSITY DRIVE
106' Public Right of Way
Asphalt Paving
368.75'
Δ 90°00'00"
CH=35.36'
SEE SHEET NO. C1.3
MATCH LINE
GS LLC



Digitally signed by Jean Abi Aoun
Date: 2026.10.08 10:25:35-04'00'

NO.	REVISIONS	BY	DATE
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DETAILED MASTER SITE PLAN

T2T HVT - CORAL SPRINGS

PROJECT LOCATION:
3701 N UNIVERSITY DR
CORAL SPRINGS, FL 33065

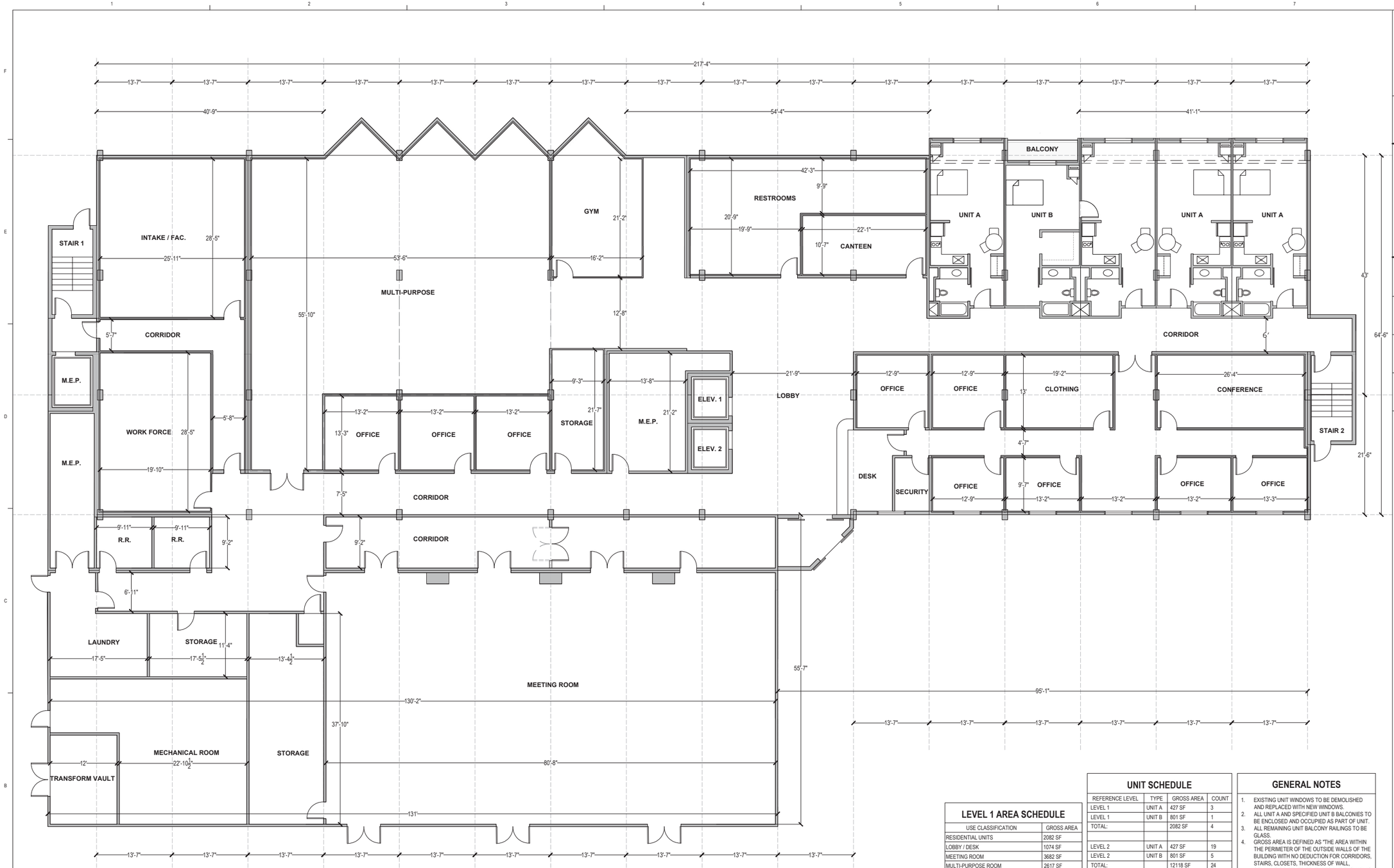
CLIENT/OWNER:
TUNNEL TO TOWERS FOUNDATION
2361 HYLAND BLVD
STATEN ISLAND, NY 10306

20 0 10 20
1 INCH = 20 FEET

DATUM: HORIZ.: #### VERT.: ####

JOB NO:	31934.XXXX
DATE:	10/7/2026
DRAWN:	VG
DESIGNED:	ACW
REVIEWED:	ACW
APPROVED:	ACW
SCALE:	1" = 20'

C1.6



A1 PROPOSED FLOOR PLAN - LEVEL 1

SCALE: 1/8" = 1'-0"

LEVEL 1 AREA SCHEDULE

USE CLASSIFICATION	GROSS AREA
RESIDENTIAL UNITS	2082 SF
LOBBY / DESK	1074 SF
MEETING ROOM	3682 SF
MULTI-PURPOSE ROOM	2617 SF
GYM	393 SF
CANTEEN	252 SF
CLOTHING	265 SF
WORKFORCE	599 SF
CONFERENCE	368 SF
OFFICES	1451 SF
STORAGE / M.E.P / SECURITY	2614 SF
LAUNDRY	267 SF
RESTROOMS	865 SF
INTAKE / FAC.	766 SF
CORRIDORS / CIRCULATION	4547 SF
GRAND TOTAL:	21842 SF

UNIT SCHEDULE

REFERENCE LEVEL	TYPE	GROSS AREA	COUNT
LEVEL 1	UNIT A	427 SF	3
LEVEL 1	UNIT B	801 SF	1
TOTAL:		2082 SF	4
LEVEL 2	UNIT A	427 SF	19
LEVEL 2	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 3	UNIT A	427 SF	19
LEVEL 3	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 4	UNIT A	427 SF	19
LEVEL 4	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 5	UNIT A	427 SF	19
LEVEL 5	UNIT B	801 SF	5
TOTAL:		12118 SF	24
GRAND TOTAL:		50554 SF	100

GENERAL NOTES

1. EXISTING UNIT WINDOWS TO BE DEMOLISHED AND REPLACED WITH NEW WINDOWS.
2. ALL UNIT A AND SPECIFIED UNIT B BALCONIES TO BE ENCLOSED AND OCCUPIED AS PART OF UNIT.
3. ALL REMAINING UNIT BALCONY RAILINGS TO BE GLASS.
4. GROSS AREA IS DEFINED AS "THE AREA WITHIN THE PERIMETER OF THE OUTSIDE WALLS OF THE BUILDING WITH NO DEDUCTION FOR CORRIDORS, STAIRS, CLOSETS, THICKNESS OF WALL, COLUMNS OR OTHER FEATURES BUT EXCLUDING UTILITY ROOMS NOT ACCESSIBLE FROM THE INTERIOR OF A DWELLING, UNENCLOSED PORCHES, TERRACES OR BREEZEWAYS AND CARPORTS OR GARAGE" PER CORAL SPRINGS GUIDELINES.
5. PUBLIC ART ORDINANCE: IN ACCORDANCE WITH CHAPTER 6 OF THE CORAL SPRINGS LAND DEVELOPMENT CODE THE OWNER IS TO PAY INTO THE PUBLIC ART TRUST FUND AS CALCULATED USING THE FORMULA ESTABLISHED IN THE USER FEE MANUAL PRIOR TO THE BUILDING PERMIT BEING ISSUED.
6. OWNER SHALL USE THE SERVICES OF THE CITY'S CONTRACTOR, COASTAL WASTE & RECYCLING AND BE RESPONSIBLE TO PAY FOR SUCH SERVICES AS DEFINED IN SECTION 8-1 (CODE OF ORDINANCES, CHAPTER 8-3.B)

TUNNEL TO TOWERS
VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS
FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

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REVISIONS

NO.	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

STATE OF FLORIDA
MICHAEL D. RODENBURG
AR95900
REGISTERED ARCHITECT

T2T CORAL SPRINGS
10/08/2026

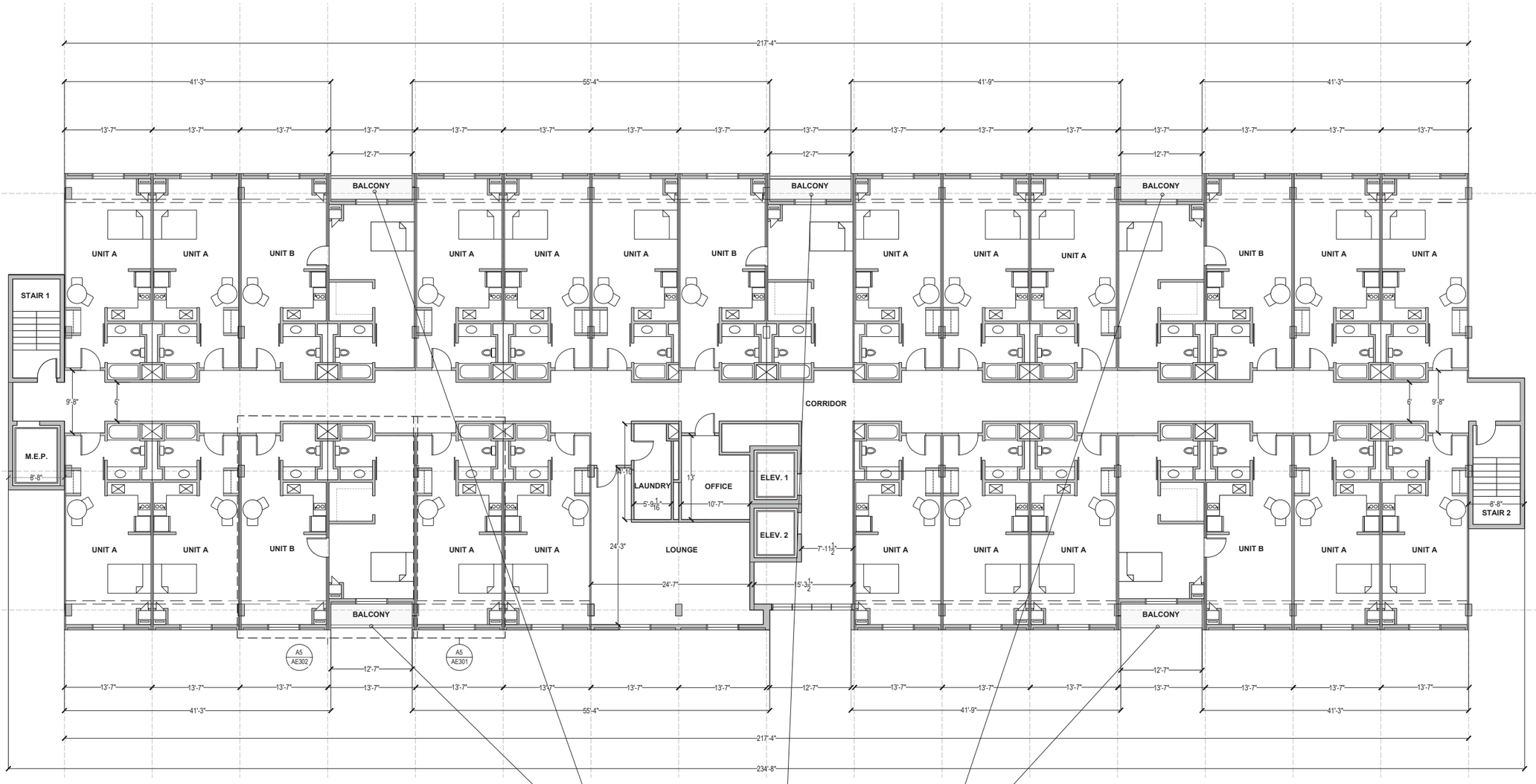
PROPOSED FLOOR PLAN - LEVEL 1

AE101

CONSTRUCTION

206

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BUILDING SETBACK VARIATION

EXISTING **WEST** FACADE LENGTH : **217'-4"** + **8'-8"** + **8'-8"** = **234'-8"** OR **100%** OF EXISTING FACADE LENGTH

CONTINUOUS VARIATION LENGTH **WEST** FACADE:
41'-3" + **55'-4"** + **41'-9"** + **41'-3"** =
179'-7" OR **77%** OF EXISTING EAST FACADE VARIATION

SETBACK VARIATION LENGTH **WEST** FACADE (PER DIMS PROVIDED ABOVE):
12'-7" + **12'-7"** + **12'-7"** + **8'-8"** + **8'-8"** =
55'-1" OR **23%** OF EXISTING FACADE VARIATION (INCLUDES BALCONIES AND STAIRS)

BUILDING SETBACK VARIATION

EXISTING **EAST** FACADE LENGTH : **217'-4"** + **8'-8"** + **8'-8"** = **234'-8"** OR **100%** OF EXISTING FACADE LENGTH

CONTINUOUS VARIATION LENGTH **EAST** FACADE:
41'-3" + **55'-4"** + **41'-9"** + **41'-3"** =
179'-7" OR **77%** OF EXISTING EAST FACADE VARIATION

SETBACK VARIATION LENGTH **EAST** FACADE (PER DIMS PROVIDED ABOVE):
12'-7" + **12'-7"** + **12'-7"** + **8'-8"** + **8'-8"** =
55'-1" OR **23%** OF EXISTING FACADE VARIATION (INCLUDES BALCONIES AND STAIRS)

SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250424(5) REQUIRING FACADES THAT ARE IN EXCESS OF 100'-0" IN LENGTH, AT LEAST TWO PORTIONS OF THE BUILDING SHALL HAVE A VARIATION IN SETBACK OF AT LEAST 5'-0" IN DEPTH. THE COMBINATION SHALL AMOUNT TO MORE THAN 15% OF THE TOTAL FACADE LENGTH. REFER TO BUILDING SETBACK VARIATION TABLE ON SHEET AE102. EXISTING BUILDING CONFIGURATION PROVIDES +/- 4'-0" VARIATION. SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION. REFER TO SHEET AE301 AND AE302 FOR ADDITIONAL INFORMATION.

AREA SCHEDULE PER LEVEL 2-5

USE CLASSIFICATION	GROSS AREA
RESIDENTIAL UNITS	12118 SF
LAUNDRY	91 SF
LOUNGE	461 SF
OFFICE	134 SF
M.E.P.	74 SF
CORRIDOR / CIRCULATION	2557 SF
GRAND TOTAL PER LEVEL:	15435 SF

UNIT SCHEDULE

REFERENCE LEVEL	TYPE	GROSS AREA	COUNT
LEVEL 1	UNIT A	427 SF	3
LEVEL 1	UNIT B	801 SF	1
TOTAL:		2082 SF	4
LEVEL 2	UNIT A	427 SF	19
LEVEL 2	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 3	UNIT A	427 SF	19
LEVEL 3	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 4	UNIT A	427 SF	19
LEVEL 4	UNIT B	801 SF	5
TOTAL:		12118 SF	24
LEVEL 5	UNIT A	427 SF	19
LEVEL 5	UNIT B	801 SF	5
TOTAL:		12118 SF	24
GRAND TOTAL:		50554 SF	100

GENERAL NOTES

1. EXISTING UNIT WINDOWS TO BE DEMOLISHED AND REPLACED WITH NEW WINDOWS.
2. ALL UNIT A AND SPECIFIED UNIT B BALCONIES TO BE ENCLOSED AND OCCUPIED AS PART OF UNIT.
3. ALL REMAINING UNIT BALCONY RAILINGS TO BE GLASS.
4. GROSS AREA IS DEFINED AS "THE AREA WITHIN THE PERIMETER OF THE OUTSIDE WALLS OF THE BUILDING WITH NO DEDUCTION FOR CORRIDORS, STAIRS, CLOSETS, THICKNESS OF WALL, COLUMNS OR OTHER FEATURES BUT EXCLUDING UTILITY ROOMS NOT ACCESSIBLE FROM THE INTERIOR OF A DWELLING, UNENCLOSED PORCHES, TERRACES OR BREEZEWAYS AND CARPORTS OR GARAGE" PER CORAL SPRINGS GUIDELINES.
5. PUBLIC ART ORDINANCE: IN ACCORDANCE WITH CHAPTER 6 OF THE CORAL SPRINGS LAND DEVELOPMENT CODE THE OWNER IS TO PAY INTO THE PUBLIC ART TRUST FUND AS CALCULATED USING THE FORMULA ESTABLISHED IN THE USER FEE MANUAL PRIOR TO THE BUILDING PERMIT BEING ISSUED.
6. OWNER SHALL USE THE SERVICES OF THE CITY'S CONTRACTOR, COASTAL WASTE & RECYCLING AND BE RESPONSIBLE TO PAY FOR SUCH SERVICES AS DEFINED IN SECTION 8-1 (CODE OF ORDINANCES, CHAPTER 8-3.B)

A1 **PROPOSED FLOOR PLAN - LEVEL 2/3/4/5**
SCALE: 1/8" = 1'-0"

TUNNEL TO TOWERS
VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS
FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

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REVISIONS

NO.	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

STATE OF FLORIDA
MICHAEL D. RODEGHIERO
AR95900
REGISTERED ARCHITECT

T2T CORAL SPRINGS
10/08/2026

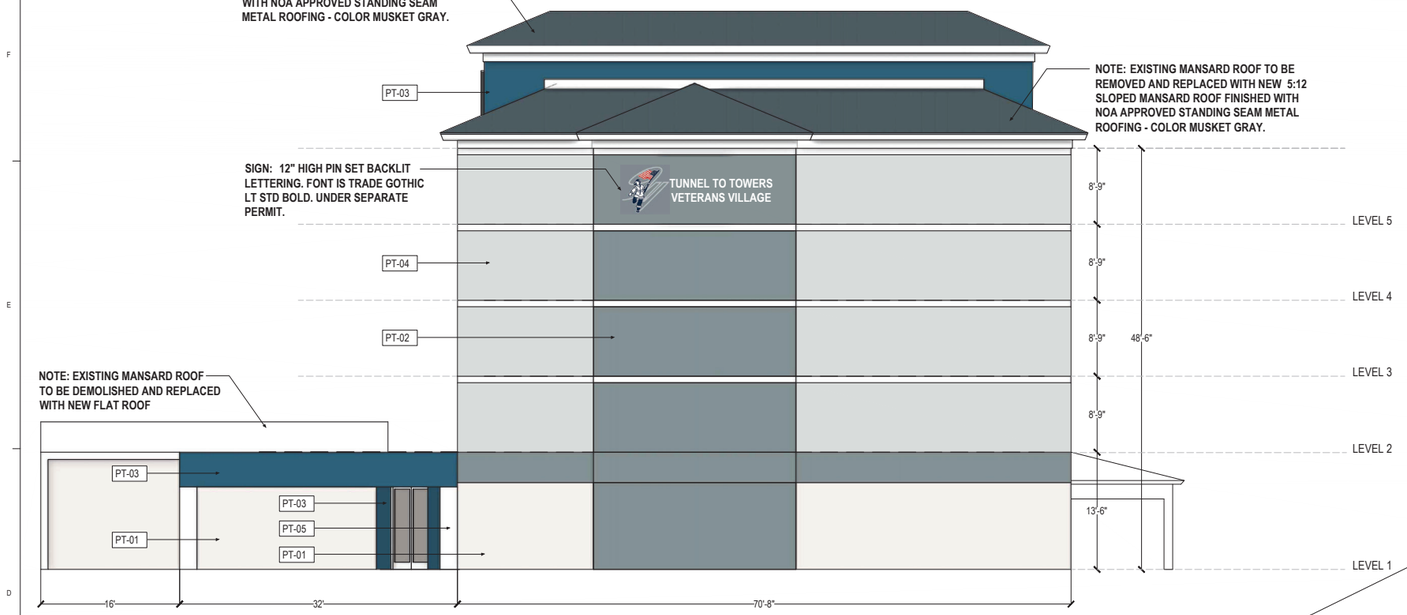
PROPOSED FLOOR PLAN -
LEVEL 2/3/4/5

AE102

CONSTRUCTION

207

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D1 EXTERIOR SOUTH ELEVATION

SCALE: 1/8" = 1'-0"

SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250424(5) REQUIRING FACADES THAT ARE IN EXCESS OF 100'-0" IN LENGTH, AT LEAST TWO PORTIONS OF THE BUILDING SHALL HAVE A VARIATION IN SETBACK OF AT LEAST 5'-0" IN DEPTH. THE COMBINATION SHALL AMOUNT TO MORE THAN 15% OF THE TOTAL FACADE LENGTH. REFER TO BUILDING SETBACK VARIATION TABLE ON SHEET AE102. EXISTING BUILDING CONFIGURATION PROVIDES +/- 4'-0" VARIATION. SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION. REFER TO SHEET AE301 AND AE302 FOR ADDITIONAL INFORMATION.

BUILDING SETBACK VARIATION

EXISTING **WEST** FACADE LENGTH : **217'-4"** + **8'-8"** + **8'-8"** = **234'-8"** OR **100%** OF EXISTING FACADE LENGTH

CONTINUOUS VARIATION LENGTH **WEST** FACADE:
41'-3" + **55'-4"** + **41'-9"** + **41'-3"** =
179'-7" OR **77%** OF EXISTING EAST FACADE VARIATION

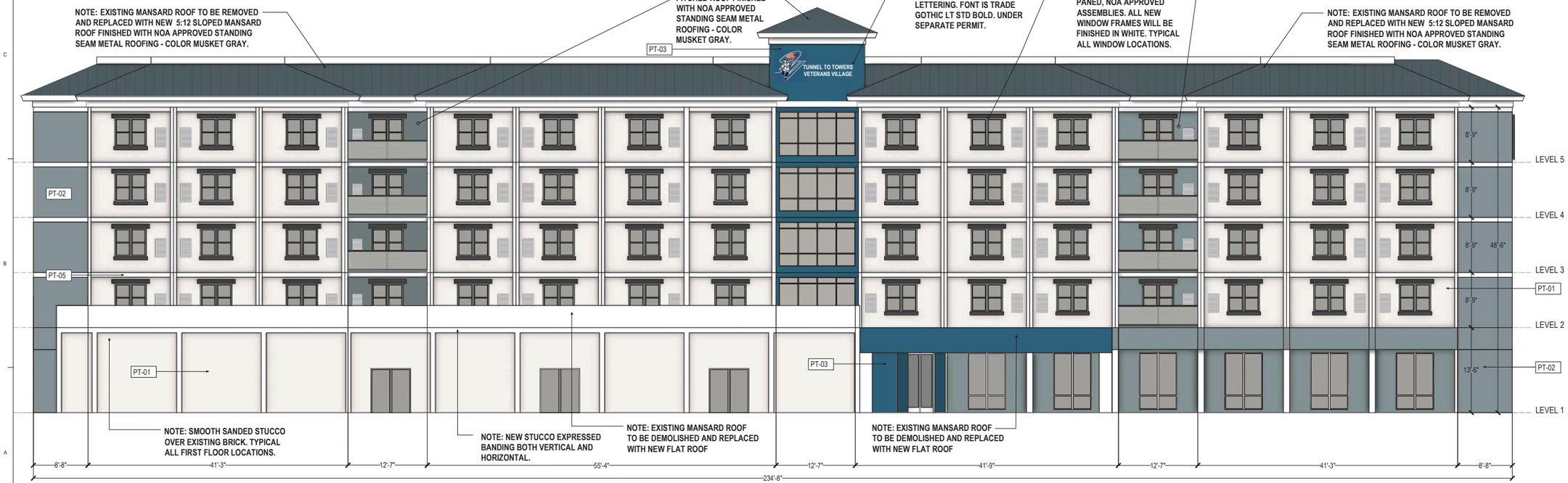
SETBACK VARIATION LENGTH **WEST** FACADE (PER DIMS PROVIDED ABOVE):
12'-7" + **12'-7"** + **12'-7"** + **8'-8"** + **8'-8"** =
55'-1" OR **23%** OF EXISTING FACADE VARIATION (INCLUDES BALCONIES AND STAIRS)

EXTERIOR PAINT LEGEND

PT-01		PPG1048-1 LAUREN'S LACE
PT-02		PPG1036-6 PHANTOM
PT-03		PPG13-27 PLYMOUTH BLUE
PT-04		PPG1001-3 THIN ICE
PT-05		PPG1001-1 DELICATE WHITE

GENERAL NOTES

1. ALL TYPICAL UNIT WINDOWS SHALL HAVE 8" WIDE TOP TRIM AND 6" WIDE BOTTOM TRIM.
2. ALL UNIT TYPE A AND SPECIFIED TYPE B BALCONIES TO BE ENCLOSED. NEW CONSTRUCTION WILL MEET ALL CURRENT CODE REQUIREMENTS.
3. ALL REMAINING BALCONIES TO HAVE GLASS RAILINGS.



A1 EXTERIOR WEST ELEVATION

SCALE: 1/8" = 1'-0"

TUNNEL TO TOWERS VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

REVISIONS

NO.	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

STATE OF FLORIDA
MICHAEL D. RODEBAUGH
AR95900
REGISTERED ARCHITECT

Digitally signed by Michael Rodebaugh
Date: 2026.10.09 14:24:58-04'00'

T2T CORAL SPRINGS
10/08/2026

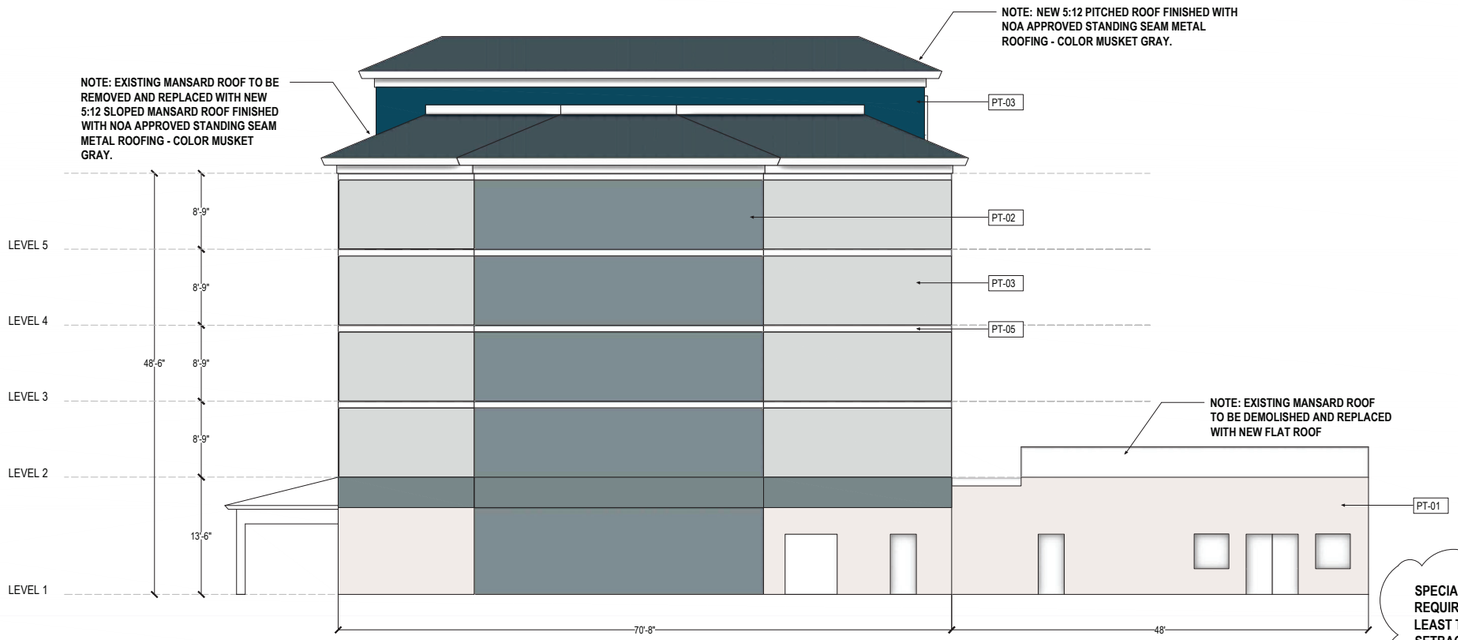
EXTERIOR ELEVATIONS - WEST / SOUTH

AE201

CONSTRUCTION

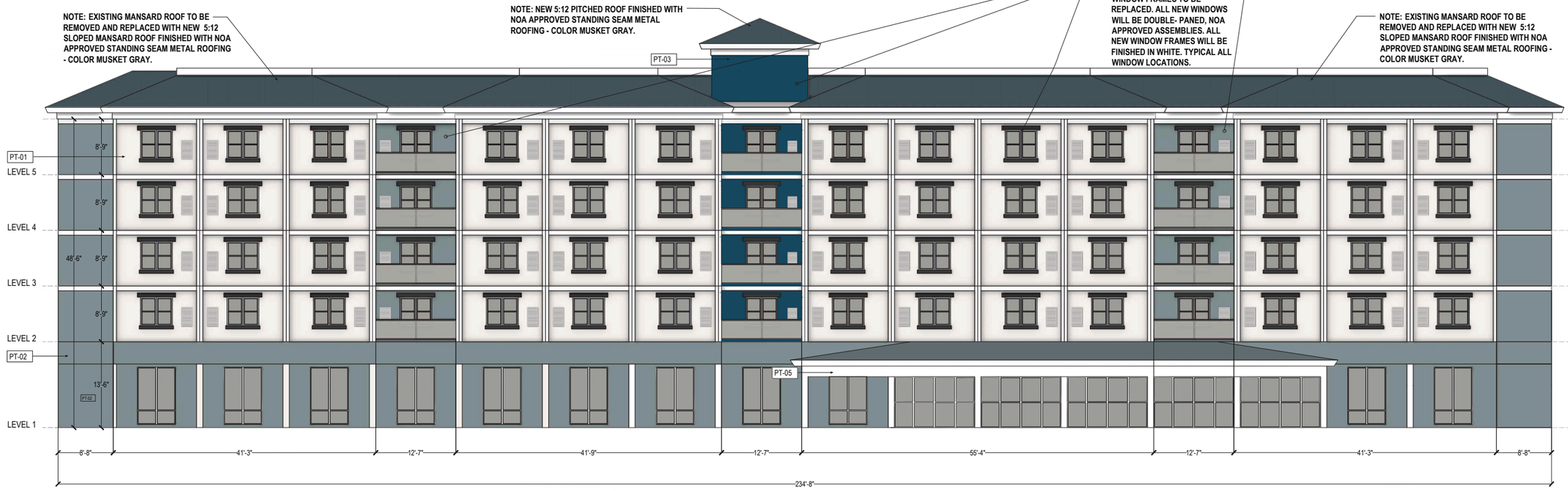
208

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D1 EXTERIOR NORTH ELEVATION

SCALE: 1/8" = 1'-0"



A1 EXTERIOR EAST ELEVATION

SCALE: 1/8" = 1'-0"

BUILDING SETBACK VARIATION

EXISTING **EAST** FACADE LENGTH : **217'-4"** + **8'-8"** + **8'-8"** = **234'-8"** OR **100%** OF EXISTING FACADE LENGTH

CONTINUOUS VARIATION LENGTH **EAST** FACADE: **41'-3"** + **55'-4"** + **41'-9"** + **41'-3"** = **179'-7"** OR **77%** OF EXISTING EAST FACADE VARIATION

SETBACK VARIATION LENGTH **EAST** FACADE (PER DIMS PROVIDED ABOVE): **12'-7"** + **12'-7"** + **12'-7"** + **8'-8"** + **8'-8"** = **55'-1"** OR **23%** OF EXISTING FACADE VARIATION (INCLUDES BALCONIES AND STAIRS)

SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250424(5) REQUIRING FACADES THAT ARE IN EXCESS OF 100'-0" IN LENGTH, AT LEAST TWO PORTIONS OF THE BUILDING SHALL HAVE A VARIATION IN SETBACK OF AT LEAST 5'-0" IN DEPTH. THE COMBINATION SHALL AMOUNT TO MORE THAN 15% OF THE TOTAL FACADE LENGTH. REFER TO BUILDING SETBACK VARIATION TABLE ON SHEET AE102. EXISTING BUILDING CONFIGURATION PROVIDES +/- 4'-0" VARIATION. SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION. REFER TO SHEET AE301 AND AE302 FOR ADDITIONAL INFORMATION.

EXTERIOR PAINT LEGEND

PT-01		PPG1048-1 LAUREN'S LACE
PT-02		PPG1036-6 PHANTOM
PT-03		PPG13-27 PLYMOUTH BLUE
PT-04		PPG1001-3 THIN ICE
PT-05		PPG1001-1 DELICATE WHITE

GENERAL NOTES

1. ALL TYPICAL UNIT WINDOWS SHALL HAVE 8" WIDE TOP TRIM AND 6" WIDE BOTTOM TRIM.
2. ALL UNIT TYPE A AND SPECIFIED TYPE B BALCONIES TO BE ENCLOSED. NEW CONSTRUCTION WILL MEET ALL CURRENT CODE REQUIREMENTS.
3. ALL REMAINING BALCONIES TO HAVE GLASS RAILINGS.

TUNNEL TO TOWERS
VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS
FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

REVISIONS

NO	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

STATE OF FLORIDA
MICHAEL D. RODEBAUGH
AR95900
REGISTERED ARCHITECT

Digitally signed by Michael Rodebaugh
Date: 2026.10.09 14:25:17-04'00'

T2T CORAL SPRINGS
10/08/2026

EXTERIOR ELEVATIONS - EAST / NORTH

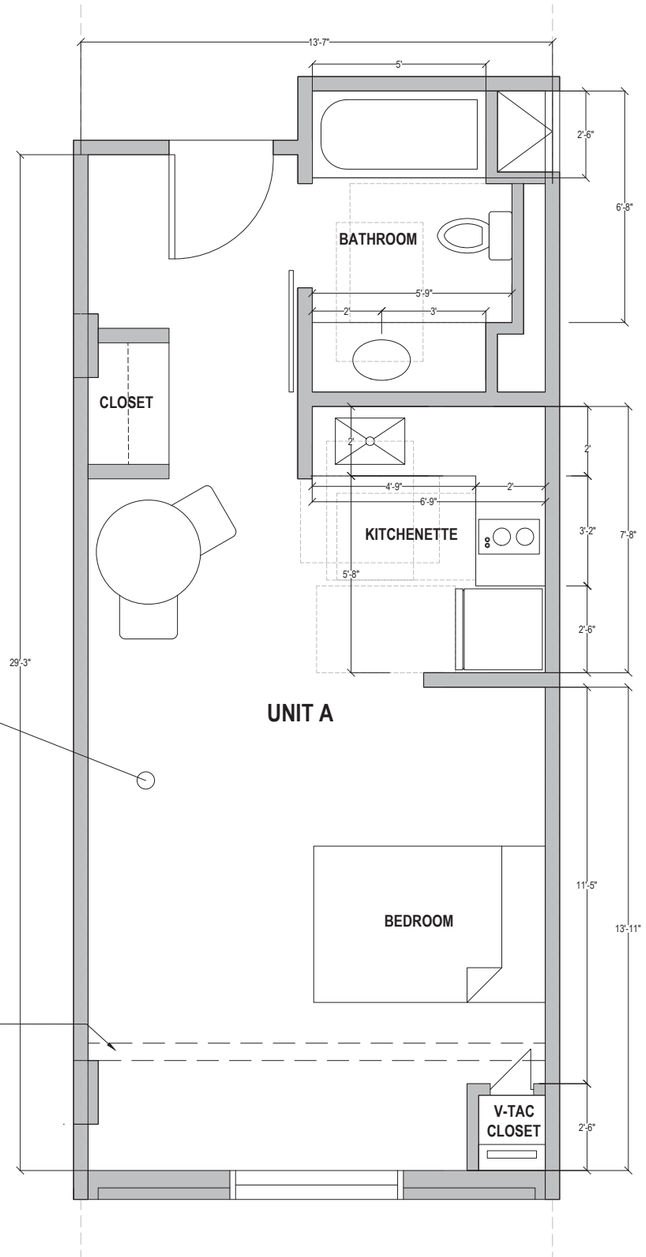
AE202

CONSTRUCTION 209

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GENERAL NOTES

1. ALL UNITS TO COMPLY WITH FHA STANDARDS, REFER TO SHEETS GI003/GI004.
2. 36" X 48" FHA CLEAR FLOOR SPACE.



SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250427(3), REQUIRING MINIMUM UNIT WIDTH OF 20'-0". EXISTING UNIT AND STRUCTURAL LAYOUT IS LIMITED TO 13'-7". SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION.

SPECIAL EXCEPTION REQUEST FROM CODE SECTION 250427(2) REQUIRING MINIMUM UNIT FLOOR AREA IN MULTI-FAMILY DWELLINGS TO BE 550 SF FOR EFFICIENCY UNITS. EXISTING UNIT AND STRUCTURAL LAYOUT IS LIMITED TO APPROXIMATELY 427 SF. SEE EXCEPTION REQUESTS FOR ADDITIONAL INFORMATION. REFER TO UNIT SCHEDULE FOR ADDITIONAL INFORMATION ON SHEET AE101 AND AE102.

NOTE: EXISTING BALCONY TO BE ENCLOSED AND OCCUPIED AS PART OF BEDROOM

A5 **PROPOSED UNIT TYPE A**
SCALE: 1/2" = 1'-0"

TUNNEL TO TOWERS
VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

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FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
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Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

REVISIONS

NO.	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

Digitally signed by Michael Rodebaugh
Date: 2026.10.09 14:25:37 -04'00'

STATE OF FLORIDA
MICHAEL D. RODEBAUGH
AR95900
REGISTERED ARCHITECT

T2T CORAL SPRINGS
10/08/2026

ENLARGED FLOOR PLAN - UNIT TYPE A

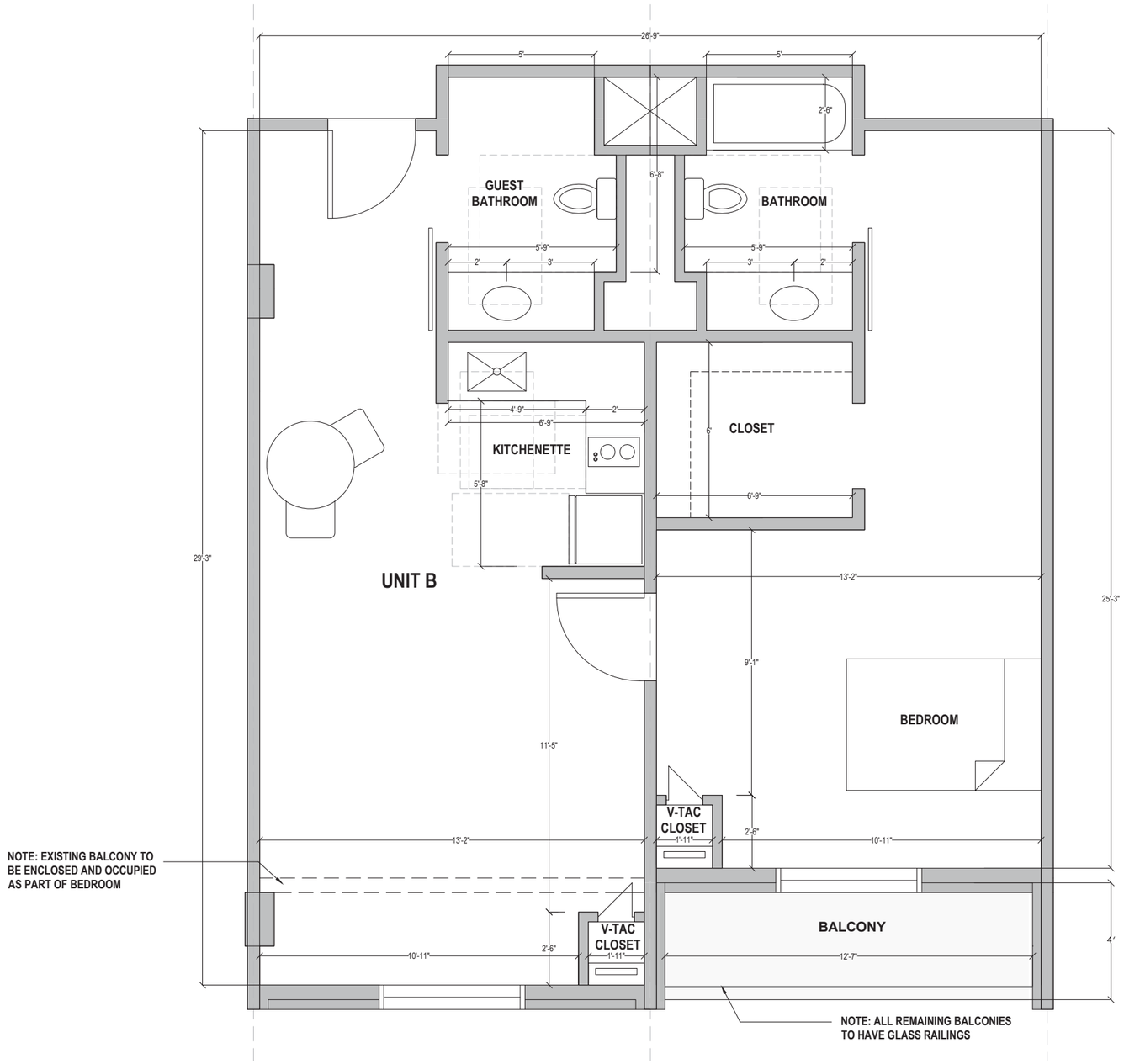
AE301

CONSTRUCTION

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GENERAL NOTES

1. ALL UNITS TO COMPLY WITH FHA STANDARDS, REFER TO SHEETS GI003/GI004.
2. 36" X 48" FHA CLEAR FLOOR SPACE.



A4 **PROPOSED UNIT TYPE B**
SCALE: 1/2" = 1'-0"

TUNNEL TO TOWERS VETERAN VILLAGE
3701 N. UNIVERSITY DR.
CORAL SPRINGS, FL 33065

TUNNEL TO TOWERS FOUNDATION
2361 HYLAN BLVD STATEN ISLAND, NY 10306

LEO A DALY
1400 CENTREPARK DRIVE, SUITE 500,
WEST PALM BEACH, FL 33401
Tel 561.688.2111 Fax 561.697.8040

KEY PLAN

REVISIONS

NO.	DESCRIPTION	DATE

FILE LOG

ACTIVITY	BY
Manager	
Design	
Draw	
Check	

STAMP

STATE OF FLORIDA
MICHAEL D. RODEBAUGH
AR95900
REGISTERED ARCHITECT

Michael Rodebaugh Digitally signed by Michael Rodebaugh Date: 2026.10.09 14:25:58-04'00'

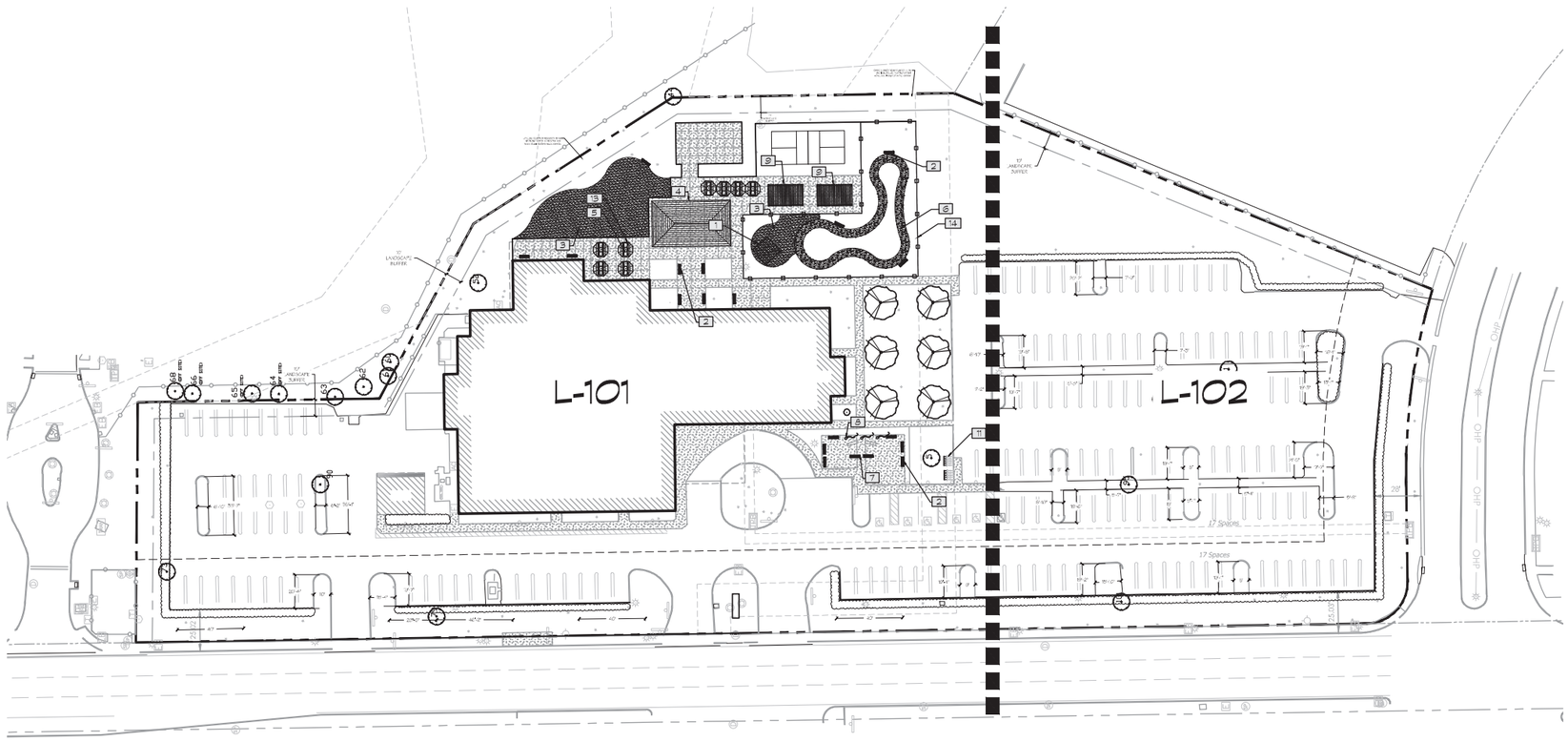
T2T CORAL SPRINGS
10/08/2026

ENLARGED FLOOR PLAN - UNIT TYPE B

AE302

CONSTRUCTION

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REFERENCE NOTES SCHEDULE

SYMBOL	CODE	DESCRIPTION	DETAIL
	1	PAVILION- 12X12	
	2	BENCH WITH BACK ANOVA - RCPMCG MADISON 6' RECYCLED PLASTIC CONTOUR BENCH	
	3	ARTIFICIAL TURF	
	4	LARGE PAVILION	
	5	PICNIC TABLE ANOVA - T2003R 6' RECTANGULAR RECYCLED PLASTIC PICNIC TABLE	
	6	CRUSHED STONE PATHWAY ALT: PAVERS	
	7	BACKLESS BENCH ANOVA - RCPMFG MADISON 6' RECYCLED PLASTIC FLAT BENCH	
	8	FLAGPOLE	
	9	18X13' PERGOLA PERGOLUX - PREGOLA 4 PRO MAX	
	10	ONEPUL DOG WASTE STATION COLOR - GREEN ITEM# D029	
	11	BIKE RACK ANOVA - BRF300FA ULTRA SINGLE SIDE BICK RACK FUSION ADVANTAGE FINISH 7 BIKE CAPACITY	
	12	GAME TABLE ANOVA - BH1831R-GT BEACON HILL RECYCLED PLASTIC ADA GAME TABLE WITH 3 FLAT SEATS	
	13	UMBRELLA ANOVA - 864FM-SR-NBA 11' FIBERGLASS PULLEY LIFT MARKET UMBRELLA FRAME FINISH - MATTE BLACK	
	14	4' HIGH ALUMINUM PICKET FENCE COLOR: BLACK	

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License No. LA6667258

HARDSCAPE PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS

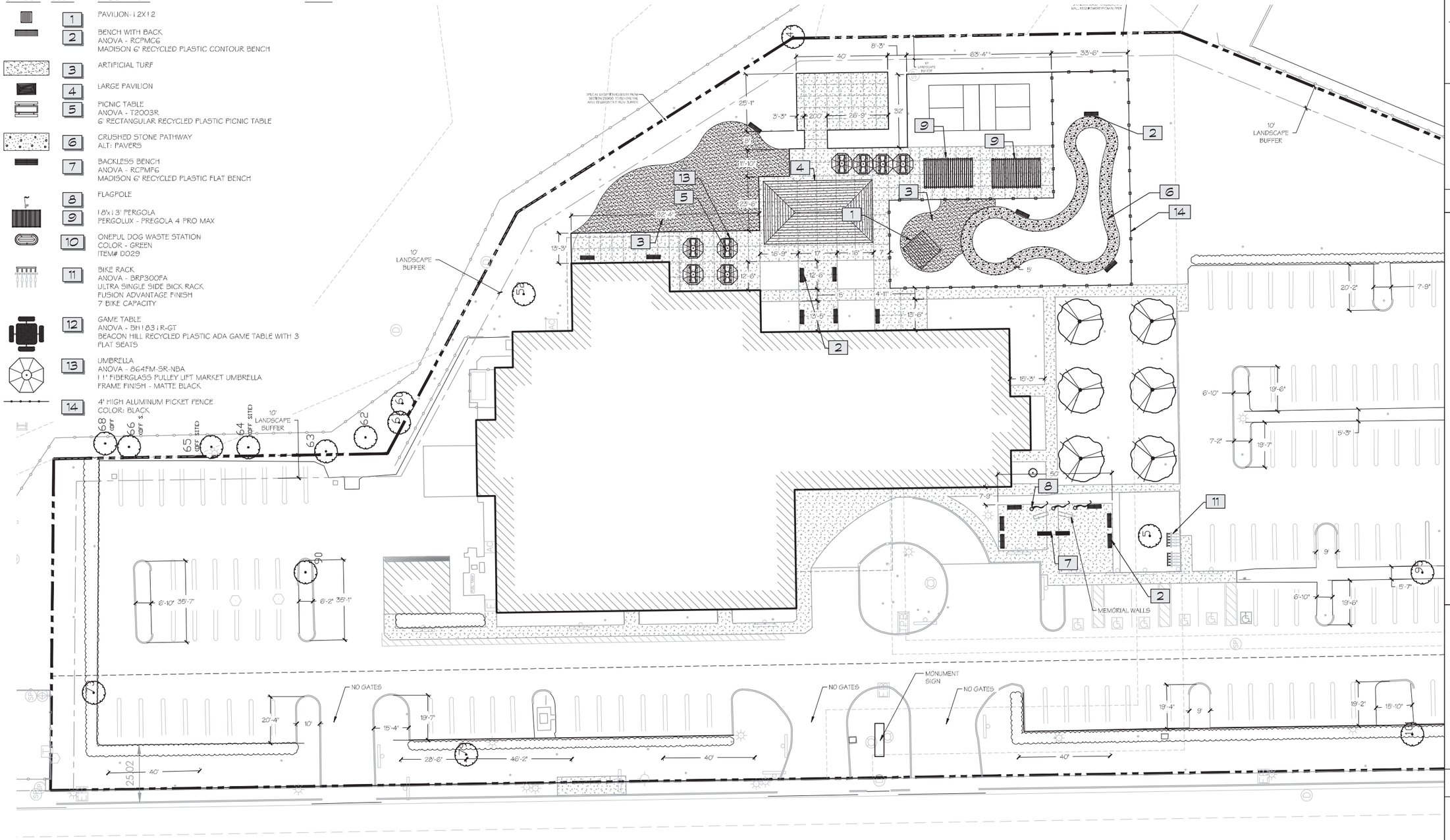
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1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

0' 20' 40' 80'
SCALE: 1"=40'-0"

PROJ.: 2650
SCALE: 1"=40'-0"
DATE: 8/21/26
SHEET:
L-100

REFERENCE NOTES SCHEDULE

SYMBOL	CODE	DESCRIPTION	DETAIL
	1	PAVILION- 12X12	
	2	BENCH WITH BACK ANOVA - RCPMCG MADISON 6' RECYCLED PLASTIC CONTOUR BENCH	
	3	ARTIFICIAL TURF	
	4	LARGE PAVILION	
	5	PICNIC TABLE ANOVA - T2003R 6' RECTANGULAR RECYCLED PLASTIC PICNIC TABLE	
	6	CRUSHED STONE PATHWAY ALT: PAVERS	
	7	BACKLESS BENCH ANOVA - RCPMFG MADISON 6' RECYCLED PLASTIC FLAT BENCH	
	8	FLAGPOLE	
	9	18'x13' PERGOLA PERGOLUX - PREGOLA 4 PRO MAX	
	10	ONEPUL DOG WASTE STATION COLOR - GREEN ITEM# D029	
	11	BIKE RACK ANOVA - BRP300FA ULTRA SINGLE SIDE BICK RACK FUSION ADVANTAGE FINISH 7 BIKE CAPACITY	
	12	GAME TABLE ANOVA - BH183 IR-GT BEACON HILL RECYCLED PLASTIC ADA GAME TABLE WITH 3 FLAT SEATS	
	13	UMBRELLA ANOVA - 864FM-SR-NBA 11' FIBERGLASS PULLEY LIFT MARKET UMBRELLA FRAME FINISH - MATTE BLACK	
	14	4' HIGH ALUMINUM PICKET FENCE COLOR: BLACK	



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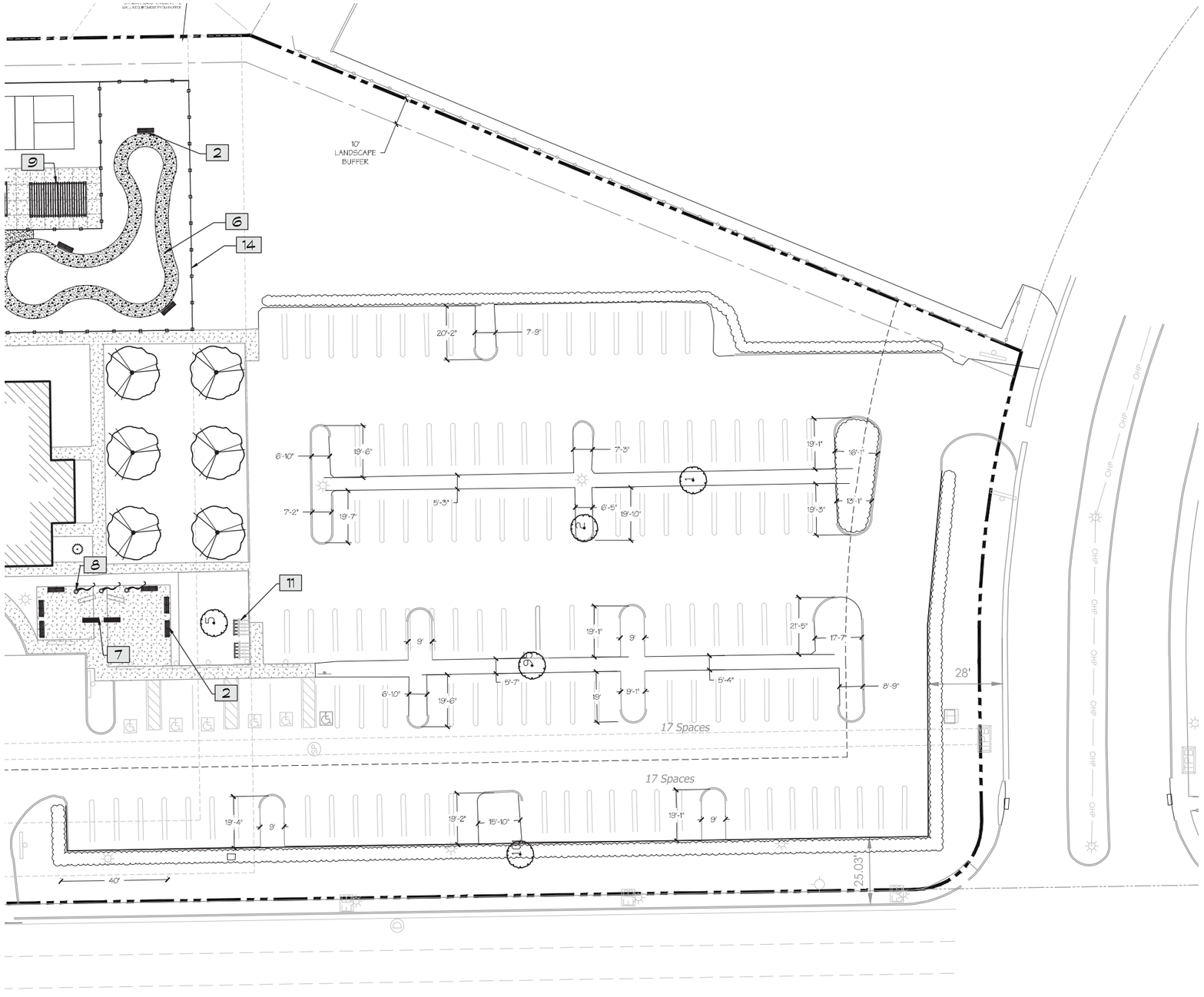
HARDSCAPE PLAN

TUNNEL TO TOWERS FOUNDATION
3701 N. UNIVERSITY DRIVE
CORAL SPRINGS, FLORIDA

REVISIONS			
DESCRIPTION	BY	DATE	
REMOVE FENCE	SPV	9/14/26	
RESPONSE TO COMMENTS	SPV	10/9/26	

0' 10' 20' 40'
SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:
L-101



REFERENCE NOTES SCHEDULE

SYMBOL	CODE	DESCRIPTION	DETAIL
	1	PAVILION- 12X12	
	2	BENCH WITH BACK ANOVA - RCPMC6 MADISON 6' RECYCLED PLASTIC CONTOUR BENCH	
	3	ARTIFICIAL TURF	
	4	LARGE PAVILION	
	5	PICNIC TABLE ANOVA - T2003R 6' RECTANGULAR RECYCLED PLASTIC PICNIC TABLE	
	6	CRUSHED STONE PATHWAY ALT: PAVERS	
	7	BACKLESS BENCH ANOVA - RCPMF6 MADISON 6' RECYCLED PLASTIC FLAT BENCH	
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	11	BIKE RACK ANOVA - BRP300FA ULTRA SINGLE SIDE BICK RACK FUSION ADVANTAGE FINISH 7 BIKE CAPACITY	
	12	GAME TABLE ANOVA - BM1831R-GT BEACON HILL RECYCLED PLASTIC ADA GAME TABLE WITH 3 FLAT SEATS	
	13	UMBRELLA ANOVA - 864PM-SR-NBA 11' FIBERGLASS PULLEY LIFT MARKET UMBRELLA FRAME FINISH - MATTE BLACK	
	14	4' HIGH ALUMINUM PICKET FENCE COLOR: BLACK	

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HARDSCAPE PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

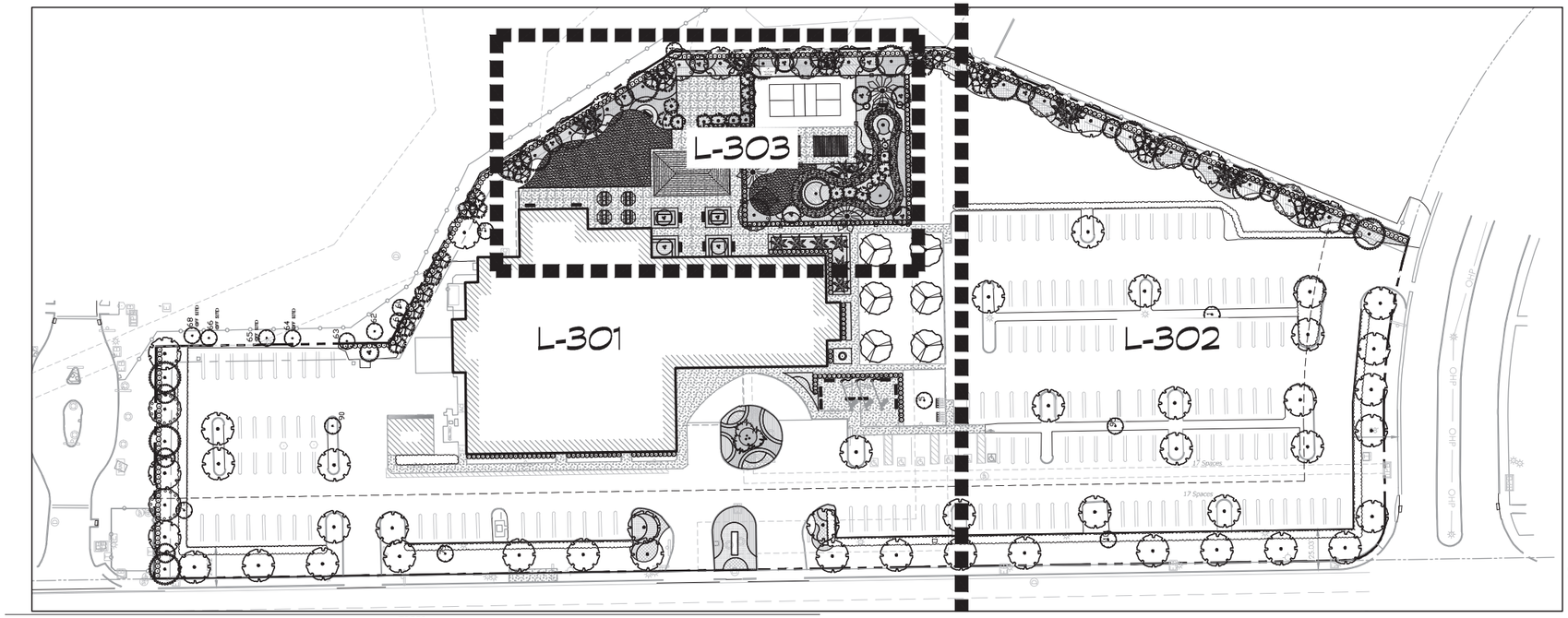
CORAL SPRINGS, FLORIDA

REVISIONS		
DATE	BY	DESCRIPTION
9/14/26	SPV	REMOVE FENCE
10/9/26	SPV	RESPONSE TO COMMENTS

SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:

L-102



TREES

CODE	QTY	BOTANICAL NAME	COMMON NAME	CAL	SIZE	REMARKS
BNO	3	Bismarckia nobilis	Bismark Palm		20` O.A. HT	OVERALL HEIGHT, `SILVER` VAR.
BS	9	Bursera simaruba	Gumbo Limbo		3" 14`-16`	
DR	12	Delonix regia	Royal Poinciana		4" 14`-16`	
LD	30	Livistona decipiens	Ribbon Palm			OA. HEIGHTS SHOWN ON PLAN
LIN	18	Lagerstroemia indica `Natchez`	Natchez` Crape Myrtle		3" 7`-8`	STANDARD
LJ	4	Ligustrum japonicum	Japanese Privet		3" 10`x10`	3-5 MAIN TRUNKS, WELL DEVELOPED FORM, 3` CLEAR TRUNK
MV	1	Melaleuca viminalis	Weeping Bottlebrush		3" 10' HT	
PE	21	Ptychosperma elegans	Alexander Palm		14' HT	
PR	1	Phoenix reclinata	Senegal Date Palm		25' HT	
QS	6	Quercus shumardii	Shumard Red Oak		4" 14`-16`	
QV	52	Quercus virginiana	Southern Live Oak		5" 14`-16`	SINGLE STRAIGHT TRUNK, WELL DEVELOPED CANOPY
WB	16	Wodyetia bifurcata	Foxtail Palm		16`	OVERALL HT. MATCHED

SHRUBS

CODE	QTY	BOTANICAL NAME	COMMON NAME	CONT	SIZE	REMARKS
CS	208	Clusia guttifera	Small Leaf Clusia	7 gal	30" HT	
SR	5	Strelitzia reginae	Bird Of Paradise	15 gal	38" HT	
VA	112	Viburnum awabuki	Mirror Leaf Viburnum	7 gal	30" HT	
VO	200	Viburnum odoratissimum	Sweet Viburnum	7 gal	30" HT	

SHRUB AREAS

CODE	QTY	BOTANICAL NAME	COMMON NAME	CONT	SIZE	SPACING	REMARKS
A	1260	Annuals spp.	Annuals	6" pot		9" o.c.	
AZ	276	Alpinia zerumbet `Variegata`	Variegated Shell Ginger	7 gal		36" o.c.	
CFR	47	Cordyline fruticosa`Red Sister`	Hawaiian Ti Plant	3 gal		36" o.c.	
CLI	41	Callistemon viminalis `Little John`	Dwarf Bottlebrush	3 gal		30" o.c.	
CO	35	Codiaeum variegatum `Bravo`	Bravo Croton	3 gal		36" o.c.	
DT	327	Dianella tasmanica	Blueberry Flax Lily	1 gal		18" o.c.	
EG	691	Evolvulus glomeratus	Blue Daze	1 gal		18" o.c.	
HP	96	Hamelia patens	Fire Bush	3 gal		30" o.c.	
IM	160	Ixora coccinea `Maui`	Maui Ixora	3 gal		36" o.c.	
LB	686	Liriope muscari `Big Blue`	Big Blue Lilyturf	1 gal		18" o.c.	
LO	83	Loropetalum chinense `Plum`	Loropetalum	3 gal		36" o.c.	
MU	259	Muhlenbergia capillaris	Pink Muhly	1 gal		24" o.c.	
PA	250	Plumbago auriculata `Imperial Blue`	Plumbago	3 gal		36" o.c.	
TR	23	Tripsacum dactyloides	Fakahatchee Grass	3 gal		36" o.c.	
VOM	171	Viburnum obovatum `Mrs. Shillers Delight`	Mrs. Shillers Delight Viburnum	3 gal		30" o.c.	
ZP	69	Zamia pumila	Coontie	3 gal		30" o.c.	

BUFFER CHARTS

NORTH BUFFER

LENGTH	145	
	REQUIRED	PROVIDED
TOTAL TREES	11	11
MIN. SHADE TREES	8	8

EAST BUFFER*

LENGTH	890	
	REQUIRED	PROVIDED
TOTAL TREES	67	47
MIN. SHADE TREES	45	22

SOUTH BUFFER (ROW)

LENGTH	169	
	REQUIRED	PROVIDED
TOTAL TREES	5	5

WEST BUFFER (ROW)

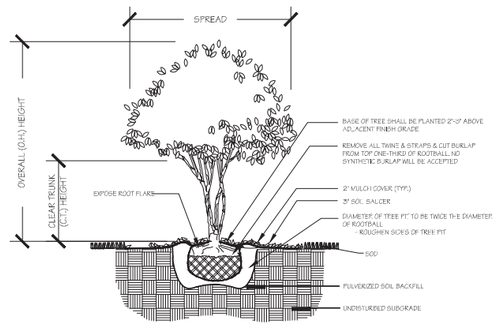
LENGTH	640	
	REQUIRED	PROVIDED
TOTAL TREES	16	17

SITE LANDSCAPE REQUIREMENTS

TOTAL GREEN SPACE	69,614 SF	
	REQUIRED	PROVIDED
TREES	35	102
SHRUBS	209	525
CANOPY TREES (50% MIN)	18	79
TOTAL BUFFER TREES REQUIRED.		99
TOTAL SITE TREES REQUIRED		35
OVERALL TREES REQUIRED		134
OVERALL TREES PROVIDED		102

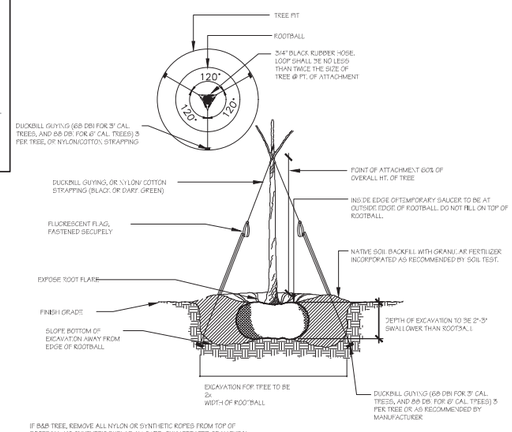
CITY OF CORAL SPRINGS NOTES:

1. A Landscape Maintenance Agreement Is Required To Be Executed With The City Of Coral Springs Prior To Final Landscape And Zoning Inspection.
2. Poles And Ties Are To Be Removed From Trees Prior To Planting. Trees Are To Be Able To Stand Without Support. Those That Cannot Stand Upright Alone Will Be Rejected.
3. The Use Of Sisal Strapping/Rope Is Required To Be Incorporated Around The Tree When Wellington Tape Is Used To Stabilize The Planting.
4. The Use Of Cypress Mulch Is Discouraged And All Mulch Is To Be Kept At A Minimum Of 6 Inches From The Base Of All Plant Material.
5. A Pre-Planting Meeting Shall Be Scheduled With The City Forester Or Landscape Inspector And The Landscape Contractor Before Any Installation Begins. Provide The Name Of The Landscape Contractor Handling The Project.
6. All Existing Plant Material On Site Needs To Be Mulched For Final Landscape Inspection.
7. All Mechanical Equipment, Dumpster Enclosures, Ac Units, Etc. Shall Be Screened In Addition To The Minimum Landscape Requirements.
8. All Existing Trees And Palms Will Be Properly Pruned By A Certified Arborist Prior To The Final Landscape Inspection.
9. The Eradication Of Nuisance Vegetation, AKA Exotics, Is Required On All Sites, Including Abutting Rights-Of-Way, Prior To The Issuance Of A Certificate Of Occupancy. Privately Owned Natural Areas Shall Be Included In This Requirement. Existing Natural Features Shall Be Preserved To The Maximum Extent Possible In The Design Of The Improvement. Natural Features Shall Be Defined As Being Trees, Hammocks, Bodies Of Water, Historical Spots And Similar Assets. Factors Used In Evaluation Natural Features Shall Include Size And Shape, Topography, Geology, Tree Cover, Access And Location. (LDC Section 250834.15)



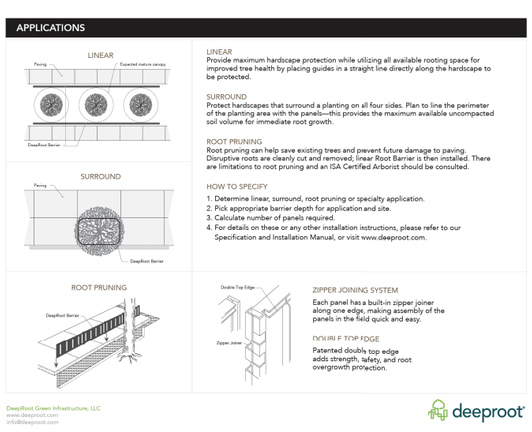
1 MULTI-TRUNK PLANTING DETAIL

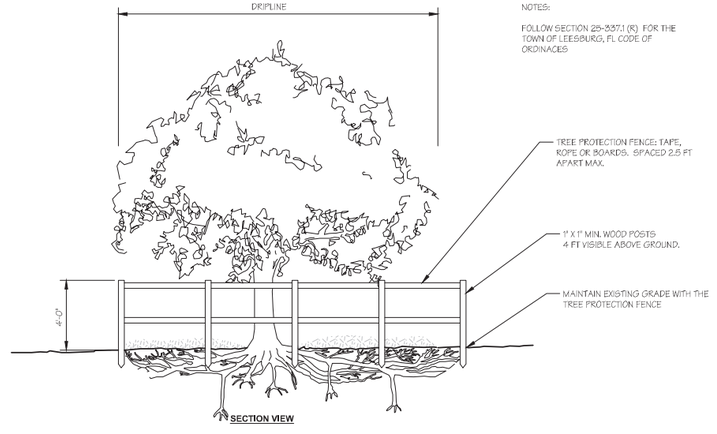
P1-02



2 TYP. TREE PLANTING & STAKING DETAIL

NTS FOR 4"+ CALIPER TREES





3 TREE PROTECTION DETAIL

1/4" = 1'-0"

TREE PROTECTION TO BE INSTALLED PRIOR TO THE TREE REMOVAL PERMIT BEING ISSUED

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License No. LA6667258

LANDSCAPE_PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS

	DESCRIPTION	BY	DATE
1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

0' 20' 40' 80'

SCALE: 1"=40'-0"

PROJ.: 2650
SCALE: 1"=40'-0"
DATE: 8/21/26
SHEET:

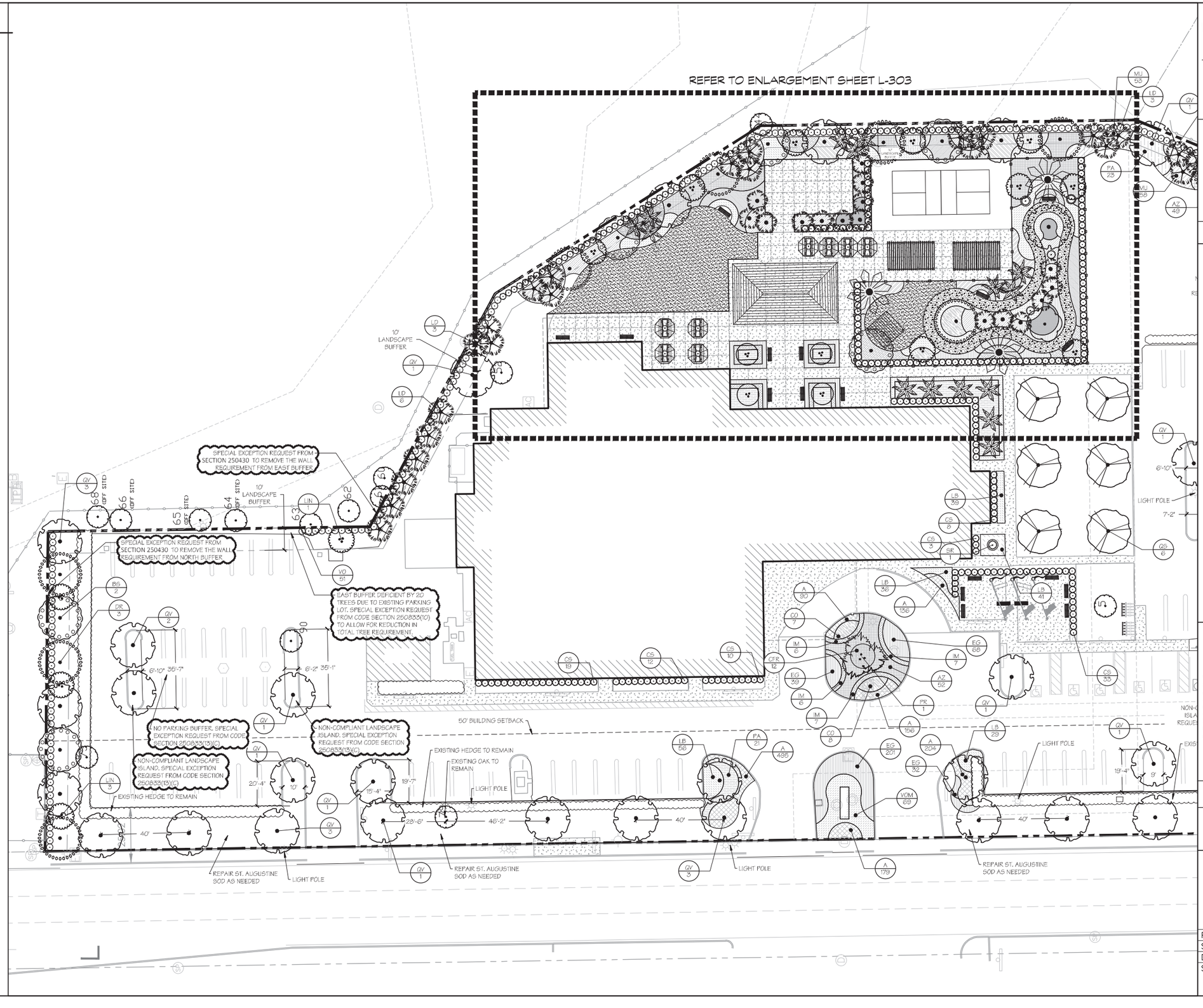
P1-01.1-25

L-300

PLANT SCHEDULE

SYMBOL	CODE	BOTANICAL / COMMON NAME
TREES		
	BNO	Bismarckia nobilis Bismark Palm
	BS	Bursera simaruba Gumbo Limbo
	DR	Delonix regia Royal Poinciana
	LD	Livistona decipiens Ribbon Palm
	LIN	Lagerstroemia indica `Natchez` Natchez` Crape Myrtle
	LJ	Ligustrum japonicum Japanese Privet
	MV	Melaleuca viminalis Weeping Bottlebrush
	PE	Ptychosperma elegans Alexander Palm
	PR	Phoenix reclinata Senegal Date Palm
	QV	Quercus virginiana Southern Live Oak
	WB	Wodyetia bifurcata Foxtail Palm
SHRUBS		
	CS	Clusia guttifera Small Leaf Clusia
	SR	Strelitzia reginae Bird Of Paradise
	VA	Viburnum awabuki Mirror Leaf Viburnum
	VO	Viburnum odoratissimum Sweet Viburnum

SHRUB AREAS		
	A	Annuals spp. Annuals
	AZ	Alpinia zerumbet `Variegata` Variegated Shell Ginger
	CFR	Cordyline fruticosa`Red Sister` Hawaiian Ti Plant
	CLJ	Callistemon viminalis `Little John` Dwarf Bottlebrush
	CO	Codiaeum variegatum `Bravo` Bravo Croton
	DT	Dianella tasmanica Blueberry Flax Lily
	EG	Evolvulus glomeratus Blue Daze
	IM	Ixora coccinea `Maui` Maui Ixora
	LB	Liriope muscari `Big Blue` Big Blue Lilyturf
	LO	Loropetalum chinense `Plum` Loropetalum
	TC	Tabernaemontana divaricata Pinwheel Jasmine
	TR	Tripsacum dactyloides Fakahatchee Grass
	VOM	Viburnum obovatum `Mrs. Shillers Delight` Mrs. Shillers Delight Viburnum
	ZP	Zamia pumila Coontie



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LANDSCAPE_PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

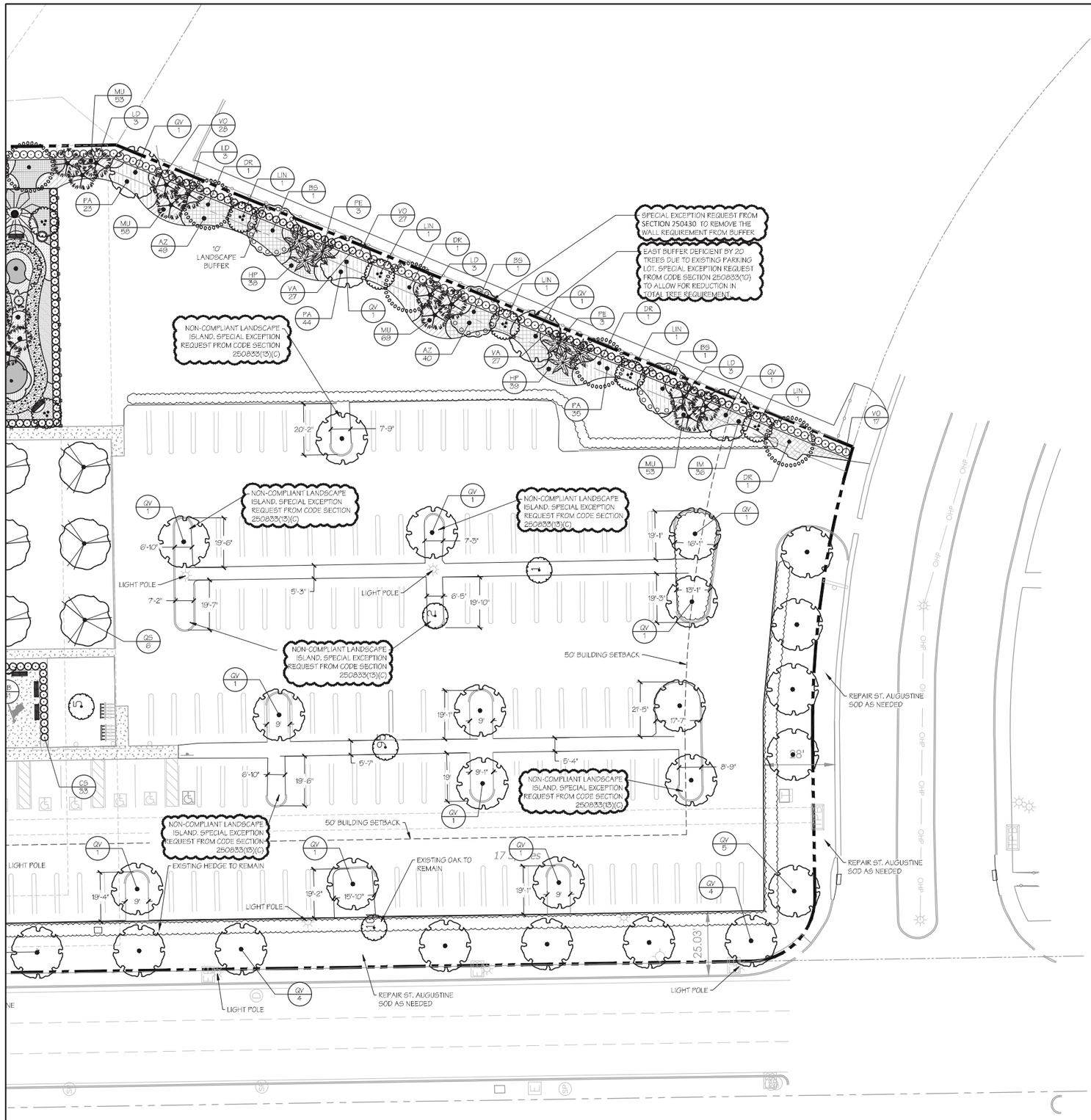
CORAL SPRINGS, FLORIDA

REVISIONS	DESCRIPTION	BY	DATE
1	REMOVE FENCE	SPV	9/14/26
2	RESPONSE TO COMMENTS	SPV	10/9/26

SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:

L-301



PLANT SCHEDULE

SYMBOL	CODE	BOTANICAL / COMMON NAME
TREES		
	BNO	Bismarckia nobilis Bismark Palm
	BS	Bursera simaruba Gumbo Limbo
	DR	Delonix regia Royal Poinciana
	LD	Livistona decipiens Ribbon Palm
	LIN	Lagerstroemia indica `Natchez` Natchez` Crape Myrtle
	LJ	Ligustrum japonicum Japanese Privet
	MV	Melaleuca viminalis Weeping Bottlebrush
	PE	Ptychosperma elegans Alexander Palm
	PR	Phoenix reclinata Senegal Date Palm
	QV	Quercus virginiana Southern Live Oak
	WB	Wodyetia bifurcata Foxtail Palm
SHRUBS		
	CS	Clusia guttifera Small Leaf Clusia
	SR	Strelitzia reginae Bird Of Paradise
	VA	Viburnum awabuki Mirror Leaf Viburnum
	VO	Viburnum odoratissimum Sweet Viburnum
SHRUB AREAS		
	A	Annuals spp. Annuals
	AZ	Alpinia zerumbet `Vanegata` Vanegated Shell Ginger
	CFR	Cordyline fruticosa`Red Sister` Hawaiian Ti Plant
	CLJ	Callistemon viminalis `Little John` Dwarf Bottlebrush
	CO	Codiaeum variegatum `Bravo` Bravo Croton
	DT	Dianella tasmanica Blueberry Flax Lily
	EG	Evolvulus glomeratus Blue Daze
	IM	Ixora coccinea `Maui` Maui Ixora
	LB	Liriope muscari `Big Blue` Big Blue Lilyturf
	LO	Loropetalum chinense `Plum` Loropetalum
	TC	Tabernaemontana divaricata Pinwheel Jasmine
	TR	Tripsacum dactyloides Fakahatchee Grass
	VOM	Viburnum obovatum `Mrs. Shillers Delight` Mrs. Shillers Delight Viburnum
	ZP	Zamia pumila Coontie

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LANDSCAPE_PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS			
DATE	BY	DESCRIPTION	
9/14/26	SPV	REMOVE FENCE	
10/9/26	SPV	RESPONSE TO COMMENTS	

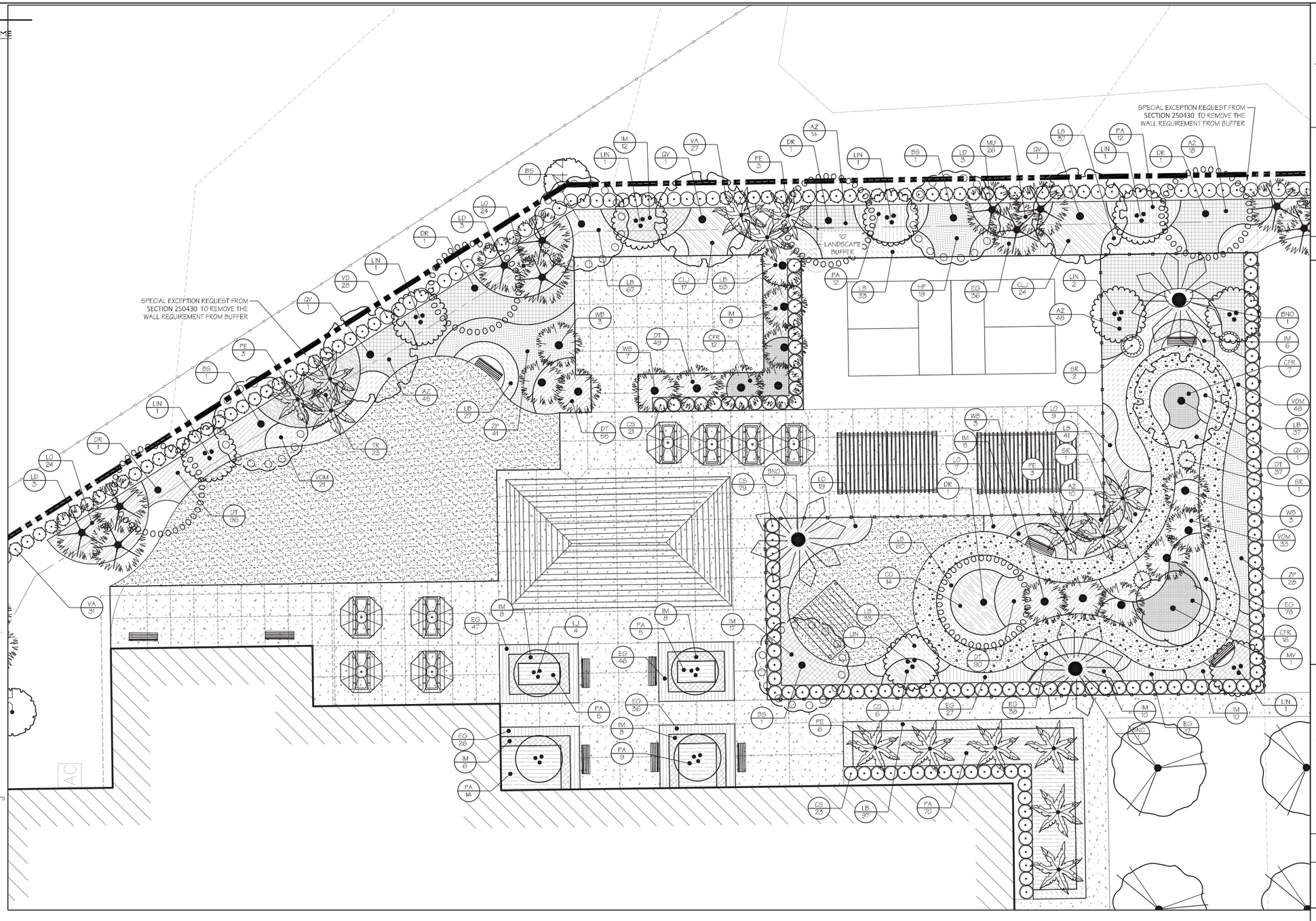
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PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:

L-302

PLANT SCHEDULE

SYMBOL	CODE	BOTANICAL / COMMON NAME
TREES		
	BNO	Bismarckia nobilis Bismark Palm
	BS	Bursera simaruba Gumbo Limbo
	DR	Delonix regia Royal Poinciana
	LD	Livistona decipiens Ribbon Palm
	LIN	Lagerstroemia indica `Natchez` Natchez` Crape Myrtle
	LJ	Ligustrum japonicum Japanese Privet
	MV	Melaleuca viminalis Weeping Bottlebrush
	PE	Ptychosperma elegans Alexander Palm
	PR	Phoenix reclinata Senegal Date Palm
	QV	Quercus virginiana Southern Live Oak
	WB	Wodyetia bifurcata Foxtail Palm
SHRUBS		
	CS	Clusia guttifera Small Leaf Clusia
	SR	Strelitzia reginae Bird Of Paradise
	VA	Viburnum awabuki Mirror Leaf Viburnum
	VO	Viburnum odoratissimum Sweet Viburnum
SHRUB AREAS		
	A	Annuals spp. Annuals
	AZ	Alpinia zerumbet `Variegata` Variegated Shell Ginger
	CFR	Cordyline fruticosa`Red Sister` Hawaiian Ti Plant
	CLJ	Callistemon viminalis `Little John` Dwarf Bottlebrush
	CO	Codiaeum variegatum `Bravo` Bravo Croton
	DT	Dianella tasmanica Blueberry Flax Lily
	EG	Evolvulus glomeratus Blue Daze
	IM	Ixora coccinea `Maui` Maui Ixora
	LB	Liriope muscari `Big Blue` Big Blue Lilyturf
	LO	Loropetalum chinense `Plum` Loropetalum
	TC	Tabernaemontana divancata Pinwheel Jasmine
	TR	Tripsacum dactyloides Fakahatchee Grass
	VOM	Viburnum obovatum `Mrs. Shillers Delight` Mrs. Shillers Delight Viburnum
	ZP	Zamia pumila Coontie



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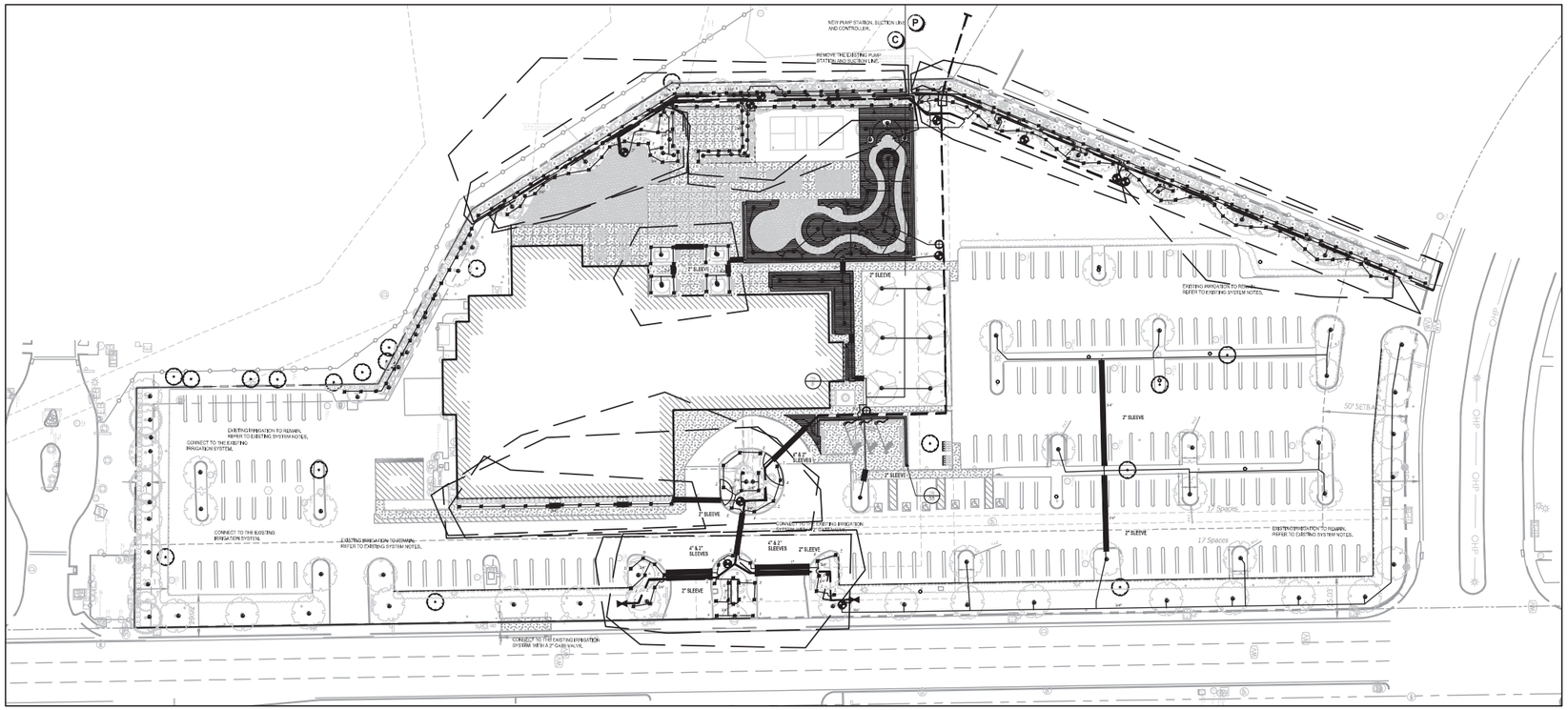
TUNNEL TO TOWERS FOUNDATION
3701 N. UNIVERSITY DRIVE
CORAL SPRINGS, FLORIDA

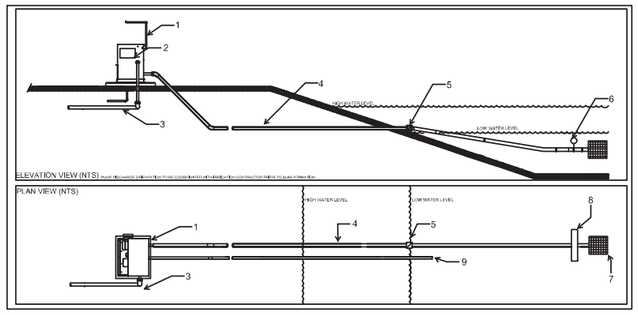
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2	RESPONSE TO COMMENTS	SPV	10/9/26

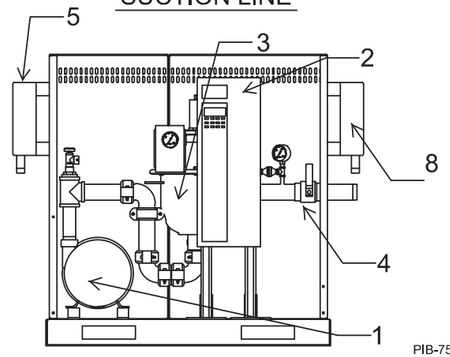
0' 5' 10' 20'
SCALE: 1"=10'-0"

PROJ.: 2650
SCALE: 1"=10'-0"
DATE: 8/21/26
SHEET:
L-303





SUCTION LINE



FRONT ELEVATION VIEW

LEGEND

1 SEE PIB PUMP DETAIL
2 NON-POTABLE WATER SIGNAGE
3 2" GROOVED GALV. X " DISCHARGE PIPE
4 3" DR17 HDPE INTAKE PIPING
5 3" GROOVED SWING CHECK VALVE AT SHORELINE
6 3/8" SS SUSPENSION CABLE
7 4" SS INTAKE SCREEN
8 6" DR17 HDPE FLOAT
9 2" FLUSH RETURN

NOTES

1 HDPE FLOAT TO BE ATTACHED TO INTAKE WITH 3/8" SS SUSPENSION CABLE.
2 ALL NON-METALLIC PIPING SHALL BE BUTT-FUSION WELDED
3 CONFIRM POWER REQUIREMENTS BEFORE ORDERING THE PUMP STATION.THE EXACT EQUIPMENT AND SPECIFICATIONS SHALL BE AS PER THE MODEL NUMBER.

LEGEND

1 7.5 HP PUMP TEFC MOTOR
2 7.5 HP PUMP VARIABLE DRIVE 230V-3 PHASE
3 F6-12VC-2013D1 AUTO FILTER, 120 MICON
4 VICTAULIC BUTTERFLY VALVE
5 (XXX-XXX) LOAD CENTER WITH NEUTRAL
6 MARINE GRADE TAN ALUMINIM ENCLOSURE
7 VICTAULIC STYLE COUPLINGS AND FITTINGS
8 IRRIGATION CONTROLLER CA01-HU2-75-RS
9 2" METER AND MASTER VALVE

PIB-75-C-231/ALC-1-125/F6-12VC-3013A1/CA01-HU2-75/ICM/RSE/MV/wm2
208-230V / IPH 60A Minimum Service
80 GPM @ 60 PSI

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IRRIGATION PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

CORAL SPRINGS, FLORIDA

REVISIONS

DESCRIPTION	BY	DATE
REMOVE FENCE	SPV	9/14/26
RESPONSE TO COMMENTS	SPV	10/9/26

0' 20' 40' 80'
SCALE: 1"=40'-0"

PROJ.: 2650
SCALE: 1"=40'-0"
DATE: 8/21/26
SHEET: L-400

NEW PUMP STATION, SUCTION LINE AND CONTROLLER.

REMOVE THE EXISTING PUMP STATION AND SUCTION LINE.

EXISTING IRRIGATION TO REMAIN, REFER TO EXISTING SYSTEM NOTES.

CONNECT TO THE EXISTING IRRIGATION SYSTEM.

CONNECT TO THE EXISTING IRRIGATION SYSTEM.

EXISTING IRRIGATION TO REMAIN, REFER TO EXISTING SYSTEM NOTES.

CONNECT TO THE EXISTING IRRIGATION SYSTEM WITH A 2" GATE VALVE.

CONNECT TO THE EXISTING IRRIGATION SYSTEM WITH A 2" GATE VALVE.

2" SLEEVE

4" & 2" SLEEVES

ZONE 1 PLANT 50 M

ZONE 2 PLANT 33 M

ZONE 3 PLANT 47 M

ZONE 4 TREE 52 M

ZONE 8 PLANT 40 M

ZONE 9 PLANT 20 M

ZONE 10 PLANT 19 M

ZONE 11 PLANT 44 M

ZONE 12 PLANT 55 M

ZONE 13 TREE 8 M

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IRRIGATION PLAN

TUNNEL TO TOWERS FOUNDATION

3701 N. UNIVERSITY DRIVE

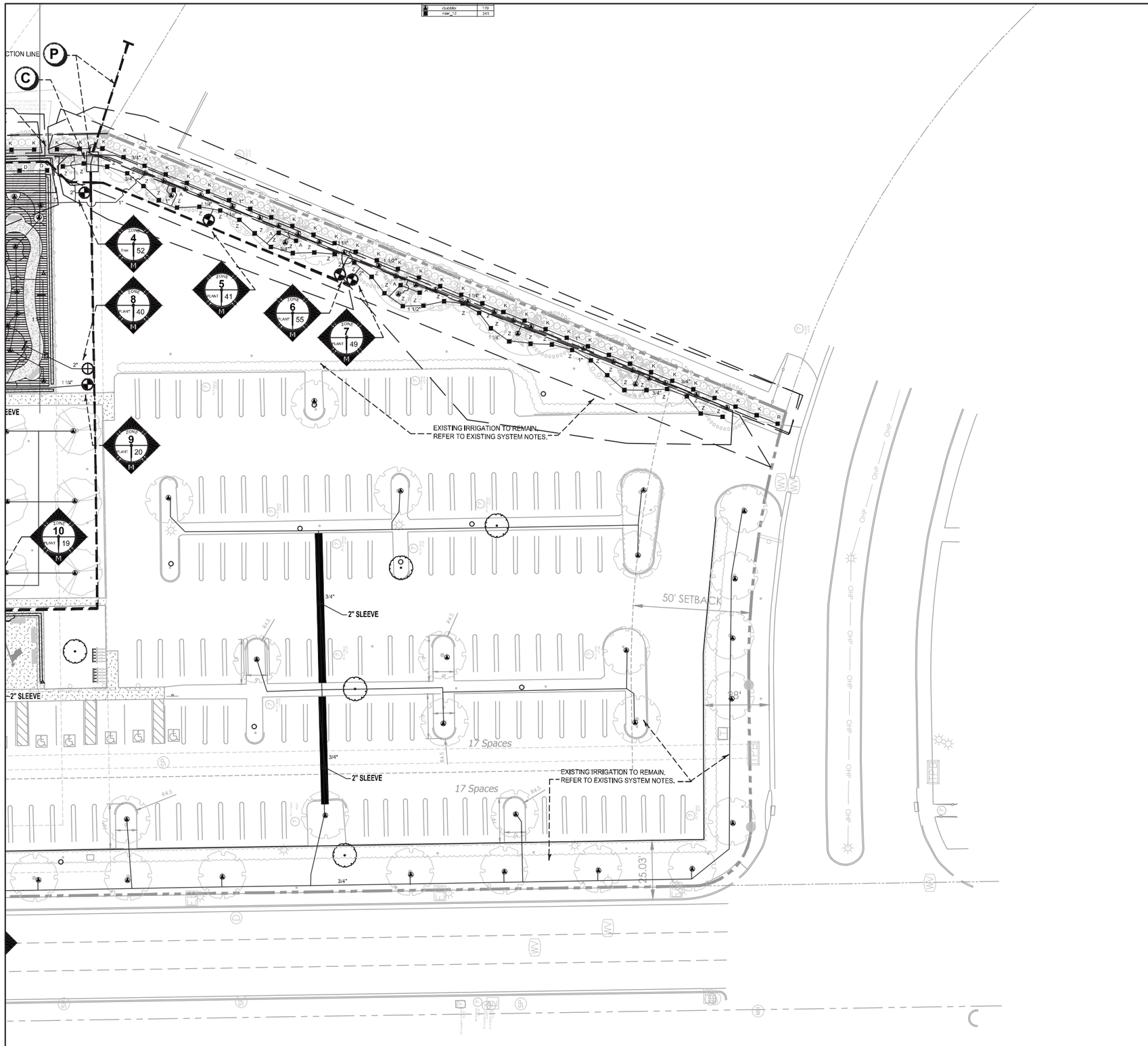
CORAL SPRINGS, FLORIDA

REVISIONS	DESCRIPTION	BY	DATE
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2	RESPONSE TO COMMENTS	SPV	10/9/26

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SCALE: 1"=20'-0"

PROJ.: 2650
SCALE: 1"=20'-0"
DATE: 8/21/26
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IRRIGATION PLAN

TUNNEL TO TOWERS FOUNDATION
3701 N. UNIVERSITY DRIVE
CORAL SPRINGS, FLORIDA

REVISIONS

	DATE	BY	DESCRIPTION
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SCALE: 1"=20'-0"
DATE: 8/21/26
SHEET:
L-402

Coral Springs Zoning Framework for Community Residences for People With Disabilities and for Recovery Communities

Prepared by Daniel Lauber, AICP

July 2023

Law Office Daniel Lauber

Attorney/Planner: Daniel Lauber, AICP

Published by:

PLANNING/COMMUNICATIONS

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Table of Contents

Introduction 1

Community residences 13

Types of community residences 17

Family community residences 17

Transitional community residences 24

Rational bases for regulating community residences 25

Locations of community residences and recovery communities in Coral Springs 37

Observations 52

Recommended zoning framework 53

When a “community residence” is legally a “family” 54

General principles for making the zoning reasonable accommodation 55

Community residences 58

Recommended zoning framework for “family community residences” 59

Recommended zoning framework for “transitional community residences” . . . 60

Recovery communities 61

Recommended zoning framework for recovery communities 67

Conditional use backup: Vital part of the reasonable accommodation 67

Additional issues to consider 70

Maximum number of occupants 71

Other zoning regulations for community residences 73

Factoring in the Florida state statute on locating community residences 74

Impact of Florida statute on vacation rentals 79

Summary of recommendations 81

Appendix A: Representative studies of community residence impacts 85

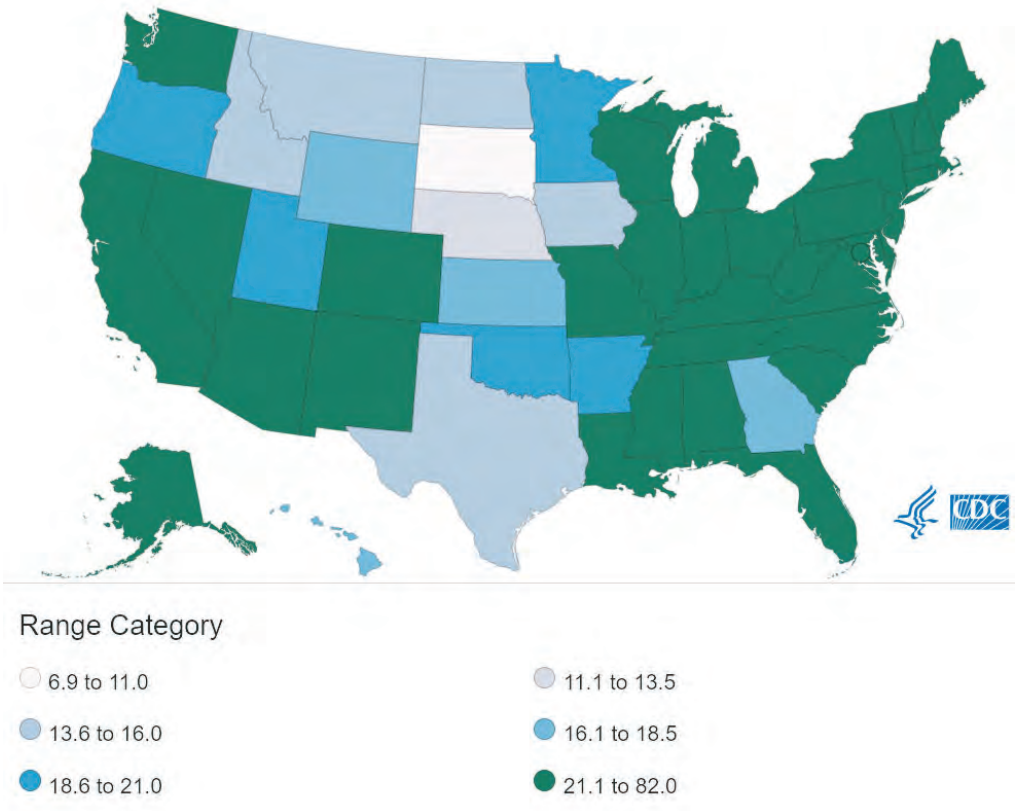
Appendix B: Sample zoning compliance application form 88

Introduction

As Figure 1 below suggests, the State of Florida is among the states that lead the nation in the deadly and heartbreaking nationwide drug overdose epidemic of unprecedented proportions. We're talking about the deadly rise in the misuse and abuse of opioids on top of the on–going health crisis created by the misuse and abuse of alcohol and drugs — all of which is technically known as "substance use disorder." Provisional data from the National Center for Health Statistics reported an estimated 93,331 drug overdose deaths across the nation in 2020 — a 29.4 percent increase in just one year.[1]

From 2016 through at least 2020, Florida has been among the states with the highest rates of death due to drug overdoses. The "range categories" in Figure 1 below represent the range of overdose deaths by county within a state. In 2020, only California experienced more overdose deaths than Florida, albeit with a significantly lower age–adjusted death *rate* of 21.8 compared to Florida's 35.

Figure 1: Number and Age–Adjusted Drug Overdose Deaths by State: 2020



Source: Center for Disease Control and Prevention, "2020 Drug Overdose Death Rates," https://www.cdc.gov/drugoverdose/deaths/2020.html.

1. Center for Disease Control and Prevention, "Drug Overdose Deaths in the U.S. Up 30% in 2020," https://www.cdc.gov/nchs/pressroom/nchs_press_releases/2021/20210714.htm.

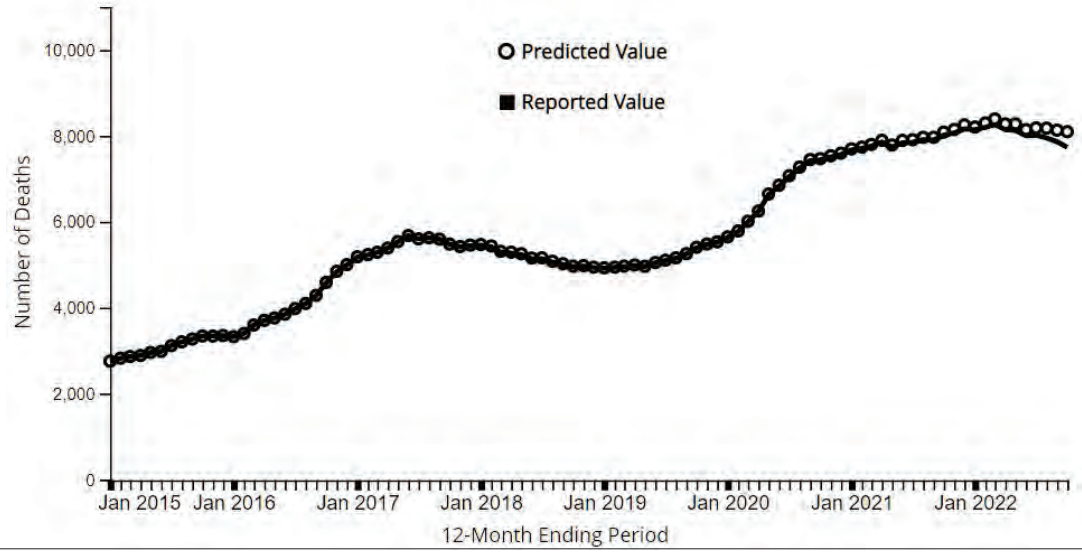
The sober living home or recovery residence has long been one of the most effective tools to combat substance use disorder and help its residents attain a long–term clean and sober life. Properly operated and located, sober homes (one type of community residence for people with disabilities) offer a supportive living environment that emulates a biological family as much as possible while fostering the normalization and community integration essential to achieve long–term, hopefully permanent sobriety.

This study recommends to Coral Springs officials a framework for land–use regulation of "community residences for people with disabilities" including "sober homes" as well as the related, but much larger "recovery community" for people recovering from substance use disorder. This study examines the basis for each of these two land uses, how they function and perform, the research on their impacts on the surrounding neighborhood, and the legal framework for regulating them within the mandates of the nation's Fair Housing Act and those Florida statutes that comply with the Fair Housing Act.

This study recommends a zoning approach that constitutes the reasonable accommodation that the Fair Housing Act requires land–use codes to make for people with disabilities. It also recommends zoning provisions that simultaneously protect the often vulnerable and fragile occupants of recovery communities and community residences for people with disabilities from mistreatment, abuse, exploitation, and incompetence while advancing their normalization and community integration which are core principles of community residences for people with disabilities.

The State of Florida and Broward County

Figure 2: Deaths Due to Drug Use in the State of Florida: 2015 through 2022

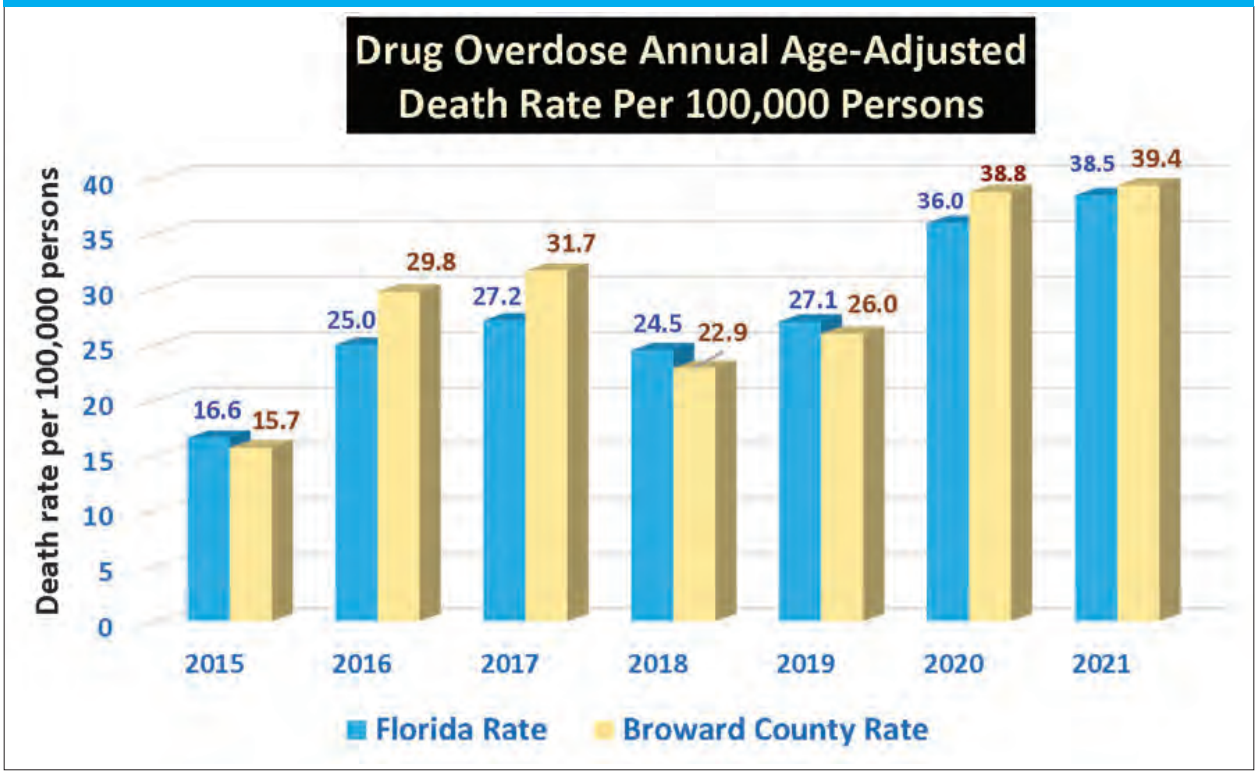


Source: "12 Month–ending Provisional Monthly National and State–Level Drug Overdose Death Counts" based on data available for analysis on March 5, 2023, at https://www.cdc.gov/nchs/nvss/vsrr/drug-overdose-data.htm.

As Figure 2 above illustrates, the annual number of deaths in Florida due to drug use has more than doubled since 2015.

But deaths due to drug use varies geographically within Florida. As shown in Figure 3 below, the statewide death rate due to drug overdoses increased by 132 percent from 2016 through 2021. Meanwhile, the increase in the death rate in Broward County where Coral Springs is located was 151 percent. In 2021 the death rate in Broward County was nearly one percentage point greater than for the state as a whole.

Figure 3: Drug Overdose Death Rate in Broward County and the State of Florida: 2015–2021

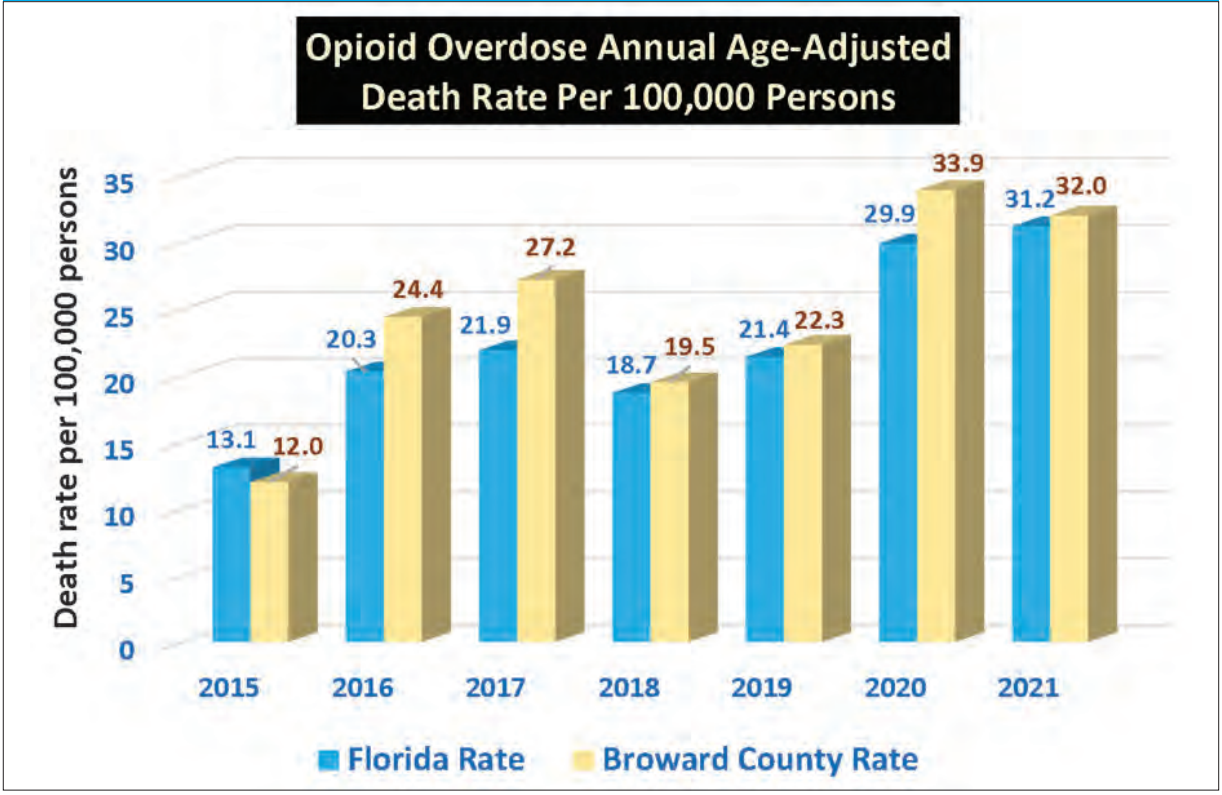


Source: *Substance Use Dashboard,* Florida Department of Health, Bureau of Community Health Assessment, Division of Public Health Statistics and Performance Management. https://www.flhealthcharts.gov/ChartsDashboards/rdPage.aspx?rdReport=SubstanceUse.Report

Digging deeper into the data reveals that opiod use has been fueling the growing drug and alcohol epidemic throughout Florida, including in Broward County.

Beginning in 2016, the death rate from opioid–induced overdose deaths per 100,000 population in Broward County has consistently exceeded the statewide rate.

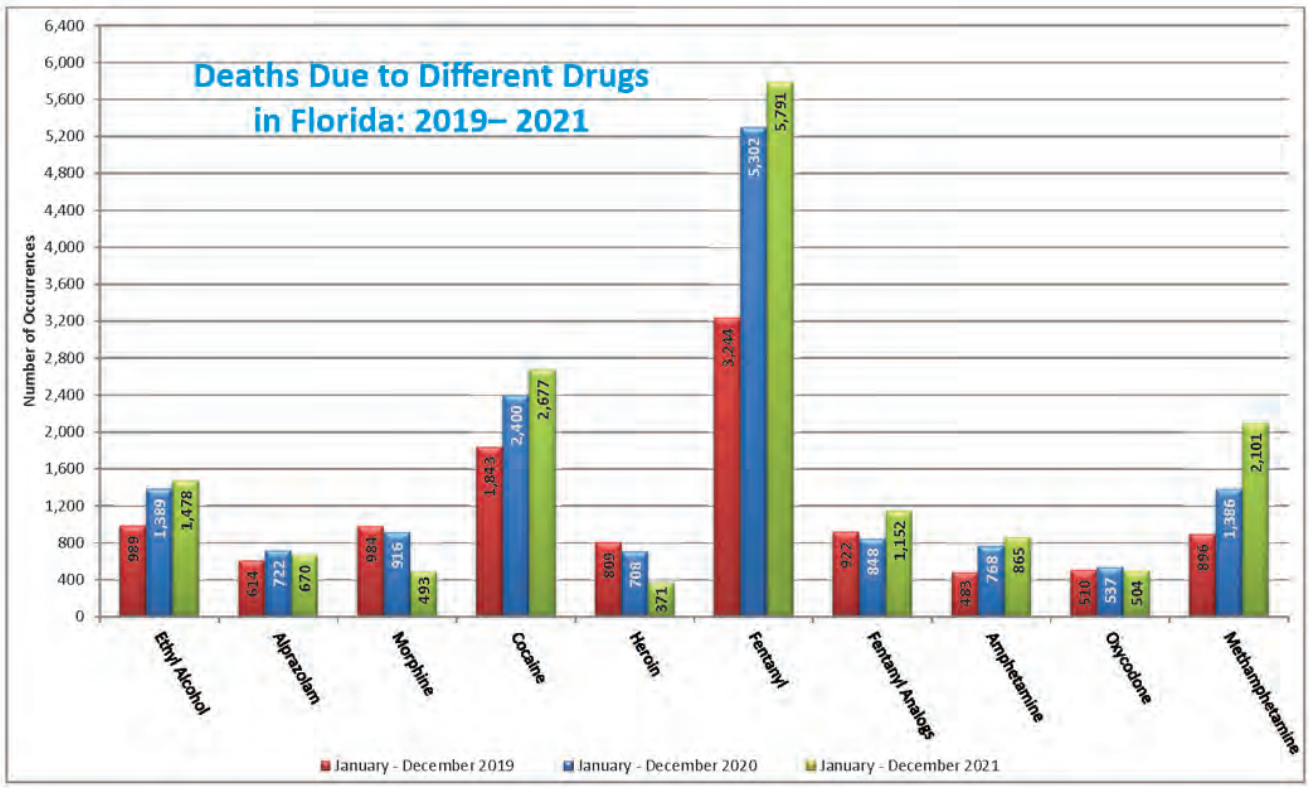
Figure 4: Opioid Overdose Death Rates in Broward County and the State of Florida: 2015–2021



Source: *Substance Use Dashboard,* Florida Department of Health, Bureau of Community Health Assessment, Division of Public Health Statistics and Performance Management. https://www.flhealthcharts.gov/ChartsDashboards/rdPage.aspx?rdReport=SubstanceUse.Report

And as revealed in Figure 5 below, fentanyl accounts for most of these increases. It's pretty obvious that fentanyl has displaced cocaine as the leading fatal drug in Florida by increasingly wider margins each year.

Figure 5: Deaths Due to Different Drugs in Florida: 2019–2021



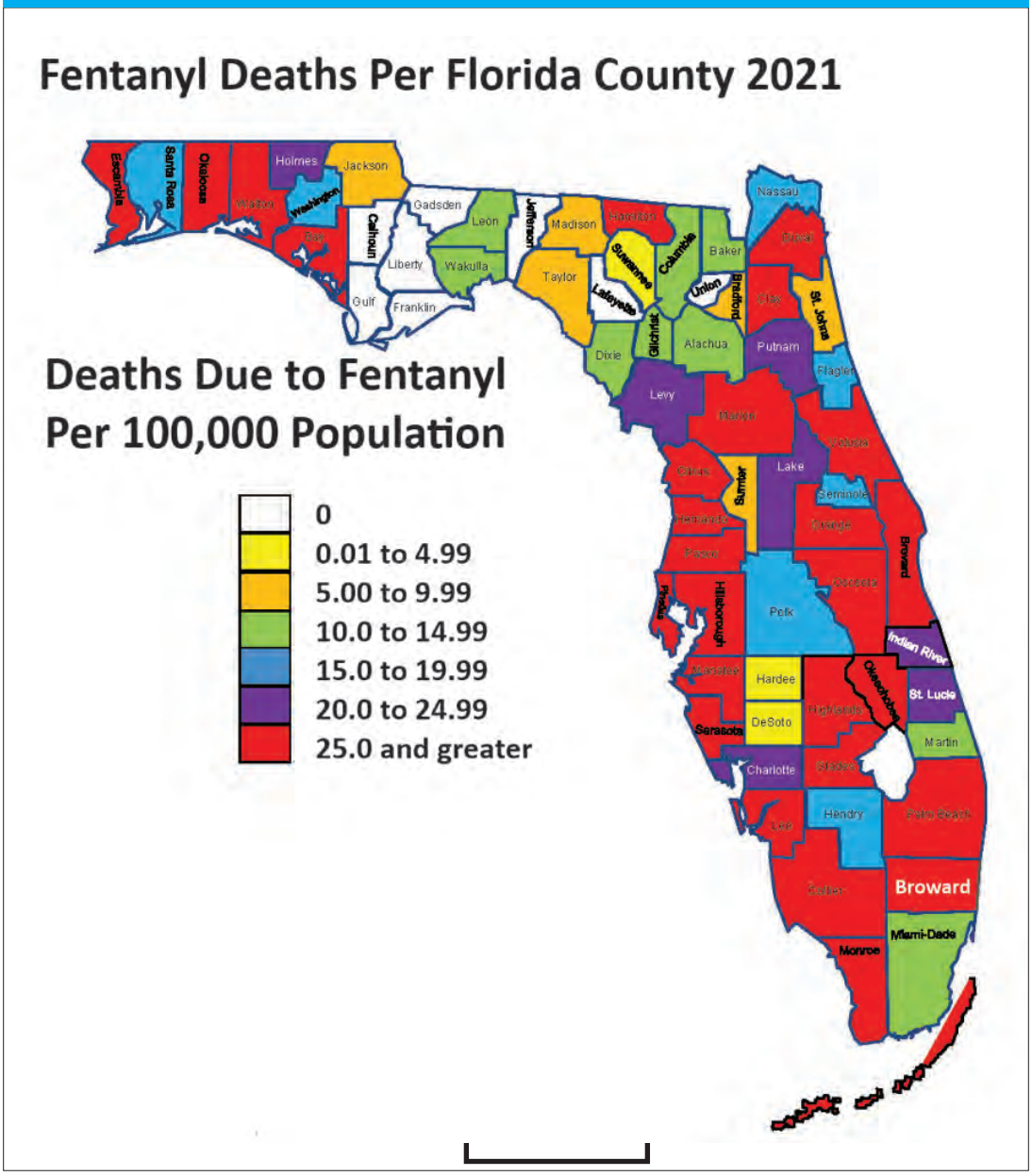
Source: *Florida Medical Examiners 2021 Annual Report*, (Florida Department of Law Enforcement, Dec. 2022) 7.

Broward County and Coral Springs

Back in 2014, only one Florida county, Manatee, saw 10 or more deaths from fentanyl per 100,000 population.[2] Since then, fentanyl use has exploded throughout the state. By 2016, fentanyl and fentanyl analogs[3] had become the leading cause of drug deaths in Florida.[4]

2. Florida Department of Law Enforcement, *Drugs Identified in Deceased Persons by Florida Medical Examiners, 2014 Report,* Sept. 2015, 32.
3. Fentanyl analogs are synthetic derivatives of the opioid fentanyl that are structurally and chemically similar, but with slight differneces from fentanyl that can made the analogs 100 times more potent than fentanyl, which itself is 50 to 100 times more potent than heroin. National Institute on Drug Abuse, "Fentanyl DrugFacts," Feb. 2019. *See* https://nida.nih.gov/publications/drugfacts/fentanyl.
4. Florida Department of Law Enforcement, *Drugs Identified in Deceased Persons by Florida Medical Examiners, 2016 Report,* Nov. 2017, ii.

Figure 6: Fentanyl Death Rates By Florida County: 2021



Source: *Florida Medical Examiners 2021 Annual Report,* (Florida Department of Law Enforcement, Dec. 2022) 32.

The plague of fentanyl continues to spread throughout the state. In 2020, 27 of Florida's 67 counties, including Broward County, were experiencing 20 or more fentanyl deaths per 100,000 population, the highest rates in the state, as shown above in Figure 6. By 2021, 33 counties fell into the highest rate categories. The death rate due to fentanyl has been significantly greater in Broward County where Coral Springs sits. In 2021, several neighboring counties — Collier, Glades, Highland, and Monroe — saw their fentanyl death rates leap from the 15 to 19.99 range in 2020 to the top range of 25 or more per 100,000 population.

A well–informed word of caution. The state data on opiod overdoses may very well *understate* the extent of opiod abuse according to Steven Farnsworth, former Executive Director of the Florida Association of Recovery Residences, the state's certification entity. He reports that an unknown but substantial number of nonfatal opioid overdoses are *not* being reported. Narcan® (naloxone HCl) Nasal Spray, the only FDA–approved nasal form of naloxone for the emergency treatment of an opioid overdose, is now widely distributed in Florida and saving the lives of many who overdose.

Even though most reasonable people would agree that emergency responders should be summoned when there is a suspected opioid overdose, Mr. Farnsworth notes that there are strong incentives *not* to call 911 when administering Narcan® succeeds. Calling 911 triggers a pretty massive response — ambulance, fire engine, police — with lights flashing and sirens roaring. Many sober home operators do not want that kind of attention which, candidly, can irritate and alienate their neighbors.

In addition, going to the emergency room often results in bills as high as $6,000 which few uninsured individuals who overdose can afford. After a few hours, the patient is usually released back into the same environment where she overdosed. To avoid these costs and the attention an emergency response brings, many sober home providers do not see much of a benefit from calling 911 when the Narcan® works, which skews lower the reported number of overdoses.

Consequently, while the number of reported deaths due to opioid overdoses and other drugs and alcohol had declined in some areas of the state prior to 2020, Farnsworth concludes that it should not be assumed that drug and alcohol abuse is diminishing. While reported deaths are down substantially, use may very well be continuing upward.

Farnsworth explains that the decline in reported deaths is often presented in an inaccurate narrative, minimizing the effect of the widespread availability of Narcan®. He is concerned that professionals of all kinds, including medical personnel, and particularly those who are financially driven, are desperate to prove positive outcomes to enhance their personal agendas. As a result, they almost always minimize the effect that Narcan® has had. Some of their efforts, particularly the intense and aggressive push of Medication Assisted Treatment (MAT), have likely resulted in a decline in deaths. However, Farnsworth notes, there is a plausible argument that it has also caused an increase in deaths when not appropriately monitored and may have a net–zero effect.[5]

---

5. Telephone Interview with Steven Farnsworth, Executive Director, Florida Association of Recovery Residences (Dec. 12, 2019) and email to Daniel Lauber (Dec 13, 2019, 11:12 am. CST) (on file with the Law Office of Daniel Lauber). These concerns are not limited to Florida. *See* "This Carroll County drug user got sober, as overdoses declined in 2019. But officials aren't celebrating yet," *Baltimore Sun,* Jan. 24, 2020. Available online at http://www.baltimoresun.com/maryland/carroll/news/cc-carroll-overdose-trends-20200124-.

It's more than drugs

But more than drugs are fueling this substance abuse epidemic in Florida and nationwide. Excessive consumption of alcoholic beverages continues to generate deadly effects even though the percentage of Florida adults who engage in excessive drinking declined in 2020 to 15.5 percent from a steady rate of 17 to 19 percent from 2011 through 2019.[6]

Steven Farnsworth, former Executive Director of the Florida Association of Recovery Residences, explains that while the opioid epidemic has been getting all the attention, alcohol–related deaths have remained fairly consistent. He notes that there are no reports of improvements in treatment of alcohol addiction and that alcoholism merits a discussion separate from that of opioid and drug abuse.

In 2022, alcohol alone was the most frequent cause of motor vehicle crash fatalities in Broward County. There were ten times more motor vehicle traffic crash fatalities in the county that involved alcohol than those involving only drugs or drugs *and* alcohol.[7]

Table 1: Broward County and Florida Alcohol Confirmed Motor Vehicle Traffic Crash Fatalities, Rate Per 100,000 Population: 2016-2021

Alcohol Confirmed Motor Vehicle Traffic Crash Fatalities, Rate Per 100,000 Population, Single Year

	Broward County				State of Florida			
Data Year	Count	Denom	Rate	MOV	Count	Denom	Rate	MOV
2021	12	1,946,733	0.6	0.3	407	22,005,587	1.8	0.2
2020	18	1,946,104	0.9	0.4	384	21,640,766	1.8	0.2
2019	9	1,927,014	0.5	0.3	378	21,268,553	1.8	0.2
2018	10	1,903,210	0.5	0.3	372	20,957,705	1.8	0.2
2017	6	1,884,545	0.3	0.3	374	20,555,728	1.8	0.2
2016	18	1,860,979	1.0	0.4	466	20,231,092	2.3	0.2

Source: https://www.flhealthcharts.gov/ChartsReports/rdPage.aspx?rdReport=NonVitalIndNoGrp.Dataviewer. "MOV" stands for "measure of variability," as explained at this site.

6. These figures represent the percentage of adults who reported binge drinking (drinks on one occastion in the past 30 days: women: four or more, men: five or more) or heavy drinking (drinks per week: women: eight or more, men 15 or more). *See* https://www.americashealthrankings.org/explore/annual/measure/ExcessDrink/population/ExcessDrink_Hispanic/state/FL.
7. *See* https://www.flhealthcharts.gov/ChartsDashboards/rdPage.aspx?rdReport=SubstanceUse.Report

As Table 1 above shows, the rate per 100,000 in Broward County each year has been consistently substantially less than the statewide rate.

Sober living homes and recovery communities are essential elements in efforts to reduce these consequences of substance use disorder.

Focus on the epicenter: Southeast Florida

Sober living homes and recovery communities are crucial components for attaining long–term recovery and sobriety. The experience of southeast Florida illustrates how wrong things can go in the absence of adequate government safe guards to protect the occupants of sober living homes and recovery communities from scam and incompetent operators.

In Florida, sober living homes and recovery communities are highly concentrated in the southeast corner of the state, in Broward and Palm Beach counties where 76 percent of Florida's state–certified sober living dwellings and 72 percent of beds are located. Both figures are up two percentage points since March 2022. Palm Beach County is home to more state–certified sober living dwelling units (635 with 2,712 beds) than any other county in the state, Broward County is second with 485 state–certified sober living dwelling units and 2,159 beds. The next highest number of state–certified sober living dwellings is 60 in Hillsborough County with 326 beds.[8]

Statewide, the number of beds in certified sober living homes and recovery communities has grown from 3,280 in July 2017 to 5,786 in January 2019, and to 6,834 in December 2022.[9] The number of Oxford House residents (explained in detail beginning on page 19) has risen from 248 in January 2020, to 405 in January 2021, to 681 in January 2022, and to 1,211 in March 2023.[10]

Delray Beach, dubbed "the recovery capital of America" a decade ago by the newspaper of record is in Palm Beach County. The *New York Times* reported that "Delray Beach, a funky outpost of sobriety between Fort Lauderdale and West Palm Beach, is the epicenter of the country's largest and most vibrant recovery community, with scores of halfway houses, more than 5,000 people at 12–step meetings each week, recovery radio shows, a recovery motorcycle club and a coffeehouse that boasts its own therapy group.…"[11] But this epidemic does not respect municipal or county boundaries.

During the past decade, operators of sober living homes have expanded north, south, and west of Delray Beach into the rest of Palm Beach County and beyond, largely into Broward County. Locating so many sober homes and recovery communities in just these two counties has led to clustering of community residences, es-

8. Florida Association of Recovery Residences data as of December 6, 2022.
9. Ibid. 2.
10. Data collected each year from https://oxfordhouse.org/directory_listing.php.
11. Jane Gross, "In Florida, Addicts Find an Oasis of Sobriety," *New York Times,* Nov. 11, 2007. Available online at http://www.nytimes.com/2007/11/16/us/16recovery.html

pecially sober living homes, on a block. It has led to concentrations of them in neighborhoods which reduces their efficacy by interfering with their ability to foster normalization and community integration, their key goals. For the residents of these homes to achieve long–term sobriety, it is critical to establish regulations and procedures that assure a proper family–like living environment, free of drugs and alcohol, that weed out the incompetent and unethical operators, and protect this vulnerable population from abuse, mistreatment, exploitation, enslavement, incompetence, and theft.

The southeast Florida media have been reporting on ongoing criminal investigations of sober living operators in the metropolitan area. These investigations have found so–called sober homes that kept residents on illegal drugs, patient brokering, kickbacks, bribery, and other abuses, and in one case, enslavement of residents into prostitution.[12]

These illegitimate "sober homes" almost certainly do not comply with the minimum "Quality Standards" that the National Alliance of Recovery Residences has promulgated or the certification standards the Florida Association of Recovery Residences administers. The greatest concentrations of these illegitimate "sober homes" have been in Broward and Palm Beach counties.

This failure to comply with even minimal standards of the recovery industry and the clustering of community residences in much of southeast Florida may help explain the inability of so many sober living homes in the region to achieve sobriety among their residents and for their relatively high recidivism rates. These failures are in contrast to the much lower recidivism rates around the country of residents of certified sober living homes and of homes in the Oxford House network which are subject to the requirements of the Oxford House Charter (the functional equivalent of certification) and the oversight of Oxford House International.[13]

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12. A sampling of articles: "Kenny Chatman pleads guilty to addiction treatment fraud," *mypalmbeachpost.com* (March 16, 2017); Christine Stapleton, "Three more sober home operators arrested in Delray Beach," *Palm Beach Post* (Feb. 27, 2017); Lynda Figueredo, "Two Delray Beach sober home owners arrested for receiving kickback," *cbs12.com* (Nov. 19, 2016); Pat Beall, "Patient–brokering charges against treatment center CEO ramped up to 95," *mypalmbeachpost.com* (Dec. 27, 2016).

13. L. Jason, M. Davis, and J. Ferrari, "The Need for Substance Abuse Aftercare: Longitudinal Analysis of Oxford House," 32 *Addictive Behaviors* (4), (2007), at 803-818. For additional studies, *also see* Office of Substance Abuse and Mental Health, *Recovery Residence Report Fiscal Year 2013–2014 General Appropriations Act,* Florida Department of Children and Families (Oct. 1, 2013), 21–25. Since the report focused on Palm Beach County, it did not provide similar data for cities outside that county. It is possible, however, that the residents of Oxford Houses tend to be more advanced in their recovery which could help account for the relatively low recidivism rate of Oxford House "graduates."

    Oxford House is discussed throughout this study. The discussion of Oxford House beginning on page 19 explains that, unlike the sober living homes so prevelent in southeast Florida, each Oxford House is a self–run and self–governed sober home completely independent from any treatment center.

The failure to comply with minimal standards was a focus of a grand jury that the Dave Aronberg, Palm Beach County State Attorney, convened to investigate fraud and abuse in the addiction treatment industry. While the grand jury naturally focused on Palm Beach County, the practices it identified are not limited to that one county. They occur in other Florida counties, including Broward, as well as in Palm Beach County.

The grand jury reported:[14]

> The Grand Jury received evidence from a number of sources that recovery residences operating under nationally recognized standards, such as those created by the National Alliance for Recovery Residences (NARR), are proven to be highly beneficial to recovery. The Florida Association of Recovery Residences (FARR) adopts NARR standards. One owner who has been operating a recovery residence under these standards for over 20 years has reported a 70% success rate in outcomes. The Grand Jury finds that recovery residences operating under these nationally approved standards benefit those in recovery and, in turn, the communities in which they exist.
>
> In contrast, the Grand Jury has seen evidence of horrendous abuses that occur in recovery residences that operate with no standards. For example, some residents were given drugs so that they could go back into detox, some were sexually abused, and others were forced to work in labor pools. There is currently no oversight on these businesses that house this vulnerable class. Even community housing that is a part of a DCF [Department of Children and Families] license has no oversight other than fire code compliance. This has proven to be extremely harmful to patients.

The grand jury reported 484 overdose deaths in nearby Delray Beach in 2016, up from 195 in 2015.[15] It recommended certification and licensure for "commercial recovery housing."[16] For full details on the grand jury's findings and recommendations, readers should see the grand jury's report.[17]

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14. Palm Beach Grand Jury in the Circuit Court of the 15th Judicial Circuit In and For Plam Beach County, Florida, *Report on the Proliferation of Fraud and Abuse in Florida's Addiction Treatment industry*, (Dec. 8, 2016) 16–17.
15. Ibid. 99–101.
16. Ibid. 18. In contrast to the self–governed Oxford Houses that adhere to the Oxford House Charter and are subject to inspections by Oxford House, "commercial recovery housing" is operated by a profit–making third party entity, sometimes affiliated with a specific treatment program, complete with supervisory staff like most community residences for people with disabilities. In Florida, as elsewhere, such homes are almost always requried to obtain a license from the state.
17. The grand jury's report is available online at: http://www.trbas.com/media/media/acrobat/2016-12/70154325305400-12132047.pdf.

Patient brokering and sober homes have migrated to other counties in southeast Florida like Broward in large part to the crackdown in Palm Beach County on patient brokering and other illegal practices characteristic of illegitimate predator sober homes. Authorities believe that illicit operators are leaving cities like Delray Beach, Pompano Beach, Oakland Park, West Palm Beach, and Fort Lauderdale where the zoning requires existing and proposed sober living homes and recovery communities to obtain certification from the Florida Association of Recovery Residences (FARR) or the appropriate license from the State of Florida.

According to the former head of the Florida Association of Recovery Residences, requiring certification or licensing of sober homes appears to deter "those who are driven to enter the recovery housing arena by opportunities to profit off this vulnerable population. When seeking where to site their programs, this predator group evaluates potential barriers to operation. For them, achieving and maintaining FARR Certification is a significant barrier."[18]

This may be coincidental, but as more Florida cities and counties adopt the sort of zoning framework suggested by this study, some illicit sober industry operators who engage in patient brokering and warehousing people in recovery are moving or expanding their operations to California. There are reports of patients in recovery from substance use disorder being brokered from Florida to Orange County, California[19] which the U.S. Department of Justice recently nicknamed the new epicenter of addiction fraud.[20]

This report examines ands presents the basis for a framework upon which to base text amendments to Coral Spring's *Land Development Code* to regulate community residences for people with disabilities and the related use, recovery communities, in accord with sound zoning and planning principles and the nation's Fair Housing Act. The forthcoming amendments based on this study will make the reasonable accommodation for community residences for people with disabilities and recovery communities that is needed to achieve full compliance with national law. The framework for the zoning approach this study recommends is based upon a careful review of:

- The functions and needs of community residences and the people with disabilities who live in them

18. Email from John Lehman, past CEO and current board member, Florida Association of Recovery Residences to Daniel Lauber, Law Office of Daniel Lauber (Nov. 16, 2017, 9:34 a.m. CST) (on file with the Law Office of Daniel Lauber).
19. Email from Alan S. Johnson, Chief Assistant State Attorney, 15th Judicial Circuit to Daniel Lauber, Law Office of Daniel Lauber (Dec. 21, 2021, 9:46 a.m. CST) (on file with the Law Office of Daniel Lauber).
20. "Dept. of Justice: Orange County is now nation's center for addiction fraud," *Orange County Register*, Dec. 16, 2021, available at https://www.ocregister.com/2021/12/16/dept-of-justice-orange-county-is-now-nations-center-for-addiction-fraud.

- The somewhat different functions and needs of recovery communities and the people recovering from substance use disorder who live in them
- Sound urban planning and zoning principles and policies
- The Fair Housing Amendments Act of 1988 (FHAA) and amended Title VIII of the Civil Rights Act of 1968, 42 U.S.C. Sections 3601–3619 (1982)
- Report No. 100–711 of the House Judiciary Committee interpreting the FHAA of 1988 amendments (the legislative history)
- The HUD regulations implementing the amendments, 24 C.F.R. Sections 100–121 (January 23, 1989)
- Case law interpreting the 1988 Fair Housing Act amendments relative to community residences for people with disabilities and recovery communities
- Joint Statement of the Department of Housing and Urban Development and the Department of Justice, *State and Local Land Use Laws and Practices and the Application of the Fair Housing Act* (Nov. 10, 2016)[21]
- Florida state statutes governing local zoning for different types of community residences: Title XXIX Public Health, chapters 393 (Developmental Disabilities), 394 (Mental Health), 397 (Substance Abuse Services), 419 (Community Residential Homes); Title XXX, chapters 429 (Assisted Care Communities — Part 1: Assisted Living Facilities, Part II: Adult Family–Care Homes); and Title XLIV, Chapter 760 (Discrimination in the Treatment of Persons; Minority Representation) (2019)
- Florida state statute establishing voluntary certification of sober living homes: Title XXIX Public Health, chapter 397 (Substance Abuse Services) §397.487 (2019)
- The actual Florida certification standards for sober living homes as promulgated and administered by the certifying entity, the Florida Association of Recovery Residences, based on standards established by the National Alliance of Recovery Residences
- The existing provisions of Coral Springs' *Land Development Code.*

Community residences

Community residences are an essential component for achieving the adopted goals of the United States and State of Florida to enable people with disabilities to live as normative a life as possible in the least restrictive living environment feasible. The nation has made great strides from the days when people with disabilities were warehoused out of sight and out of mind in inappropriate and excessively restrictive institutions.

21. At http://www.justice.gov/crt/page/file/909956/download.

People with substantial disabilities often need a living arrangement where they receive support from staff and each other to engage in the everyday life activities most of us take for granted. These sorts of living arrangements fall under the broad rubric "community residence" — a term that reflects their *residential nature and family–like living environment* rather than the institutional nature of a nursing home or hospital, or the non–family nature of a boarding or rooming house. Their primary use is as a residence or a home like yours and mine, not a treatment center, an institution, nor a lodging house.

One of the core elements of community residences is that they seek to function as much as possible as a family does whether they have staff or are self–governed like Oxford House. The staff (or officers elected from among the residents in the case of a self–governed Oxford House which is discussed in depth beginning on page 19) function in the role of parents, doing the same things our parents did for us and we do for our children. The residents with disabilities are in the role of the siblings, being taught or retaught the same life skills and social behaviors our parents taught us and we try to teach our children.

Community residences seek to achieve "normalization" of their residents and "community integration" by incorporating them into the social fabric of the surrounding community, They are operated under the auspices of a legal entity such as a non–profit association, for–profit private care provider, or a government entity.

Recovery communities

As explained beginning on page 61, a "recovery community" serves people in recovery from addiction to drugs and/or alcohol. It is a different land use than a community residence with dissimilar characteristics that warrant a somewhat different zoning approach.

The number of people who live in a specific community residence tends to depend on its residents' types of disabilities as well as therapeutic and financial needs.[22] Like other local jurisdictions across the nation, Coral Springs needs to adjust its land use regulations to enable community residences for people with disabilities to locate in all residential zoning districts, subject to objective standards via the least drastic means needed to actually achieve a legitimate government interest.

22. While the trend for people with developmental disabilities is toward smaller group home households, valid therapeutic and financial reasons lead to community residences for people with mental illness and/or people in recovery from substance use disorder (popularly known as "drug and/or alcohol addiction") to typically house eight to 12 residents. However, all community residences must comply with minimum floor area requirements that prevent overcrowding like any other residence. If the local building code or property maintenance code would allow only six people in a house, then six is the maximum number of people that can live in the house whether it's a community residence for people with disabilities or a biological family. *City of Edmonds v. Oxford House* 514 U.S. 725, 115 S.Ct. 1776, 131 L.Ed.2d 801 (1995). This legal principle is discussed at length later in this study.

When President Reagan signed the Fair Housing Amendments Act of 1988 (FHAA), he and Congress added people with disabilities to the classes the nation's Fair Housing Act (FHA) protects. The 1988 amendments recognized that many people with disabilities need a community residence (group home, sober living home, small halfway house, small assisted living facility) in order to live in the community in a family–like environment rather than being forced into an inappropriate institutional setting.

Direct threat exclusion. *People without disabilities and people with disabilities who pose "a direct threat to the health or safety of others" such as prison pre–parolees and sex offenders are not covered by the 1988 amendments to the Fair Housing Act. Therefore, cities and counties do not have to make a reasonable accommodation for them like they must for people with disabilities who do not pose "a direct threat to the health or safety of others." The zoning amendments to be based on this study will not allow halfway houses for people who fall into these categories of dangerous people as a permitted use in residential areas.* Also see page 24.

Consequently, the nation's Fair Housing Act requires all cities, counties, and states to allow for community residences for people with disabilities by making some exceptions in their zoning ordinance or Land Development Code provisions that place a cap or limit on how many unrelated people can live together in a dwelling unit.

To enable community residences for people with disabilities to locate in the residential zoning districts where they rightfully belong, the nation's Fair Housing Act has, since 1989, required all cities, counties, and states to make a "reasonable accommodation" in their zoning when the number of residents exceeds the local zoning code's cap on the number of unrelated people who can live together in a dwelling s.[23] **The zoning approach recommended in this study constitutes this reasonable accommodation by creating a zoning process that uses the least drastic means needed to actually achieve legitimate government interests — all of which is spelled out in this study.**

23. As explained in this study, "family community residences" should be allowed as a permitted use in all zoning districts where dwellings are allowed when located outside a rational spacing distance from the nearest existing community residence and if licensed or certified. "Transitional community residences" should be allowed as of right in districts where multiple family dwellings are permitted uses (subject to spacing and licensing) and as a conditional use or an equivalent process in other residential districts. A conditional use back–up (or its equivalent process) is needed for proposed community residences that would be located within the spacing distance or for which a license or certification is not available. Using a special exception or reasonable accommodation procedure would serve the same function as a conditional use. *For the sake of simplicity, this study will use the term "conditional use" throughout.*

The legislative history of the Fair Housing Amendments Act (FHAA) states:

> "The Act is intended to prohibit the application of special requirements through land–use regulations, restrictive covenants, and conditional or special use permits that have the effect of limiting the ability of such individuals to live in the residence of their choice within the community."[24]

While many advocates for people with disabilities contend that the Fair Housing Amendments Act prohibits all zoning regulation of community residences, the Fair Housing Amendments Act's legislative history (and the majority opinion of the courts) suggest otherwise:

> "Another method of making housing unavailable has been the application or enforcement of otherwise neutral rules and regulations on health, safety, and land–use in a manner which discriminates against people with disabilities. Such discrimination often results from false or overprotective assumptions about the needs of handicapped people, as well as unfounded fears of difficulties about the problems that their tenancies may pose. These and similar practices would be prohibited."[25]

Many states, counties, and cities across the nation continue to base their zoning regulations for community residences on these "unfounded fears." But the 1988 amendments to the Fair Housing Act require all levels of government to make a *reasonable accommodation* in their zoning rules and regulations to enable community residences for people with disabilities to locate in the same residential districts as other residential uses, albeit *not exactly the same as* single–family residences.[26]

It is well settled that for zoning purposes, a community residence is a residential use, not a business use. The Fair Housing Amendments Act of 1988 specifically invalidates restrictive covenants that would exclude community residences from a residential area. The Fair Housing Act renders these restrictive covenants invalid as applied to community residences for people with disabilities.[27]

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24. H.R. Report No. 711, 100th Cong., 2d Sess. 311 (1988), reprinted in 1988 U.S.C.C.A.N. 2173.
25. Ibid.
26. 42 U.S.C. §3604(f)(B) (1988).
27. H.R. Report No. 711, 100th Cong., 2d Sess. 311 (1988), reprinted in 1988 U.S.C.C.A.N. 2173, 2184. The overwhelming majority of federal and state courts that have addressesd the question have concluded that the restrictive covenants of a subdivision and the by–laws of a homeowner or condominium association that exclude businesses or "non–residential uses" do *not* apply to community residences for people with disabilities — even before passage of the Fair Housing Amendments Act of 1988. The author of this study has assembled a five–page list of these court decisions which is available upon request.

Types of community residences

Based on their performance characteristics, there are two categories of community residences that warrant slightly different zoning treatments tailored to these different characteristics:[28]

- **Family community residences** include uses commonly known as group homes and those sober living homes that offer a relatively permanent living environment that emulates a biological family
- **Transitional community residences** include uses commonly known as small halfway houses and sober living homes that offer a relatively temporary living environment. Both, however, emulate a biological family like all community residences do.[29]

The label an operator places on a community residence does *not* determine whether it is a family or a transitional community residence. That conclusion is based on the relevant performance characteristics of each community residence.

Family community residences

A ***family community residence*** gives people with disabilities a relatively permanent living arrangement that emulates a family. They are usually operated under the auspices of an association, corporation, or other legal entity, or the parents or legal guardians of the residents with disabilities. Some sober living homes for people in recovery from substance use disorder, like Oxford House, are self–governing.[30]

Residency, not treatment, is the home's primary function. *There is no limit to how long an individual can live in a family community residence. Depending on the nature of a specific family community residence, each resident is expected to live there for as long as each resident needs. Tenancy is measured in years, not*

28. Recovery communities are significantly different in nature than community residences and are examined in detail beginning on page 38.
29. The term "halfway house" is also often used to describe congregate living arrangements with dozens or even hundreds of occupants that are institutional in nature and do not emulate a family. The study does not examine those large halfway houses that do not emulate a family. They constitute a different land use than a transitional community residence and they warrant signficantly different zoning treatment.
30. When the issue of transiency arises, the majority judicial view has been that Oxford House residents are "not transient." The courts recognize that Oxford Houses offer a relatively permanent living arrangement with no limitation on how long people can live in them. Consequently this study concludes that Oxford Houses are "family community residences" and it is necessary for the forthcoming zoning to treat them as such. *See Oxford House, Inc. v. Babylon,* 819 F.Supp. 1179, 1183 (E.D.N.Y. 1993) and *Tsombanidis v. West Haven Fire Department,* 352 F.3d 565, 580 (2nd Cir. 2003). The following cases have also rejected the transient argument for sober homes: *Sharpvisions, Inc. V. Borough of Plum,* 475 F.Supp. 2d 514 (W.D. Pa 2007); *Lakeside Resort Enters., LP v. Board of Supervisors of Palmyra Township,* 455 F.3d 154, 157-158 (3d Cir. 2006); and *Community Services v. Heidelberg Township,* 439 F.Supp. 2d 380, 397 (M.D. Pa. 2006).

months. Family community residences are most often used to house people with developmental disabilities (mental retardation, autism, etc.), mental illness, physical disabilities including the frail elderly, and individuals in recovery from addiction to alcohol or drugs (legal or illegal) who are *not* currently "using."

Family community residences are often called *group homes* and, in the case of people with substance use disorder, sober living homes, recovery residences, or *sober homes.*[31] *Their key distinction from transitional community residences* is that people with disabilities can reside, are expected to reside, and actually do live in a family community residence for a year or longer, not just months or weeks. In a nation where the typical household lives in its home five to seven years, these are long–term, relatively permanent tenancies. There is no limit on how long people with disabilities can dwell in a family community residence as long as they obey the rules or do not constitute a danger to others or themselves, or in the case of recovering alcoholics or drug addicts, do not use alcohol or illegal drugs or abuse prescription drugs.

To achieve normalization and community integration of its occupants, a community residence needs to be located in a safe, conventional residential neighborhood. The underlying rationale for a community residence is that by placing people with disabilities in as "normal" a living environment as possible, they will be able to develop to their full capacities as individuals and citizens. The atmosphere and aim of a community residence is very much the *opposite* of an institution which essentially teaches its inmates how to live in an institution.

The family community residence functionally emulates a family in most every way. The activities in a family community residence are essentially the same as those in a dwelling occupied by a biologically–related family. Essential life skills are taught; just like we teach our children. Most family community residences provide "habilitative" services for their residents to enable them to develop their life skills to their full capacity. *Habilitation* involves learning life skills for the first time as opposed to *rehabilitation* which involves relearning life skills.

While recovery residences are like other group homes in most respects, they tend to engage more in *rehabilitation* where residents relearn the essential life skills we tend to take for granted. Some very long–term alcoholics or drug addicts in recovery, however, may be learning some of these life skills for the first time. Some sober living homes like Oxford House, have been referred to as *three–quarter houses* because they are more family–like and permanent than the better known *halfway house* which falls under the *transitional community residence* category.

Sober living homes provide the supportive living environment that is essen-

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31. For example, those "sober living homes" that limit how long occupants may live there are most accurately characterized as "transitional community residences." *It is crucial that a jurisdiction evaluates each proposed community residence on how it operates and not on how its operator labels it.*

tial for people in recovery to learn how to maintain sobriety — *before* they can return to their family. People can live for years in some sober living homes while others limit tenancy to just weeks or months (these are transitional community residences).

The sober living home concept is an outgrowth of the supportive living arrangement that Oxford House pioneered in 1975. In most community residences, including the typical "structured" sober living home, the live–in or shift staff function in the supervisory parental role. On the other hand, each Oxford House has no staff and is self–run and self–governing. The residents of each Oxford House periodically elect from among themselves officers who act in a supervisory role much like parents in a biological family. The other residents are like the siblings in a biological family. The courts have found that Oxford Houses "exhibit a social structure that mirrors a hierarchy" and emulates a family.[32]

Each Oxford House is subject to the demanding requirements of the Oxford House Charter which requires submitting to Oxford House International a monthly financial accounting, establishing monitoring and inspection procedures, and promulgating rules and standards to protect the residents and to foster normalization and community integration. For all practical purposes, the Oxford House Charter constitutes the functional equivalent of licensing and for the purposes of land–use control ordinances, can serve as a proxy for formal licensing or certification.

Table 2: Number of Oxford Houses in Florida By Number of Residents: 2023

Florida Oxford Houses (March 27, 2023)		
Number of Residents	Number of Oxford Houses	Total Number of Residents in This Size Oxford House
6	2	12
7	11	77
8	42	336
9	25	225
10	32	320
11	13	143
12	7	84
13	0	0
14	1	14
Totals	133	1,211

Source: https://oxfordhouse.org/directory_listing.php.

32. *Oxford House, Inc. V. H. "Butch"Browning,* 266 F.Supp.3d 896 (M.D. Louisiana 2017) provides a particularly clear explanation of how the courts have arrived at this conclusion.

In each Oxford House and in each community residence for people with disabilities, interaction between the people who live in the community residence is essential to achieving normalization. The relationship of a community residence's inhabitants is much closer than the sort of casual acquaintance that occurs in a boarding or lodging house where interaction between residents is merely incidental. In both family and transitional community residences, the residents share household chores and duties to the extent of which they are capable, learn from each other, and provide one another with emotional support — family–like relationships not essential for, nor present in lodging or rooming houses, boarding houses, fraternities, sororities, nursing homes, other institutional uses, or assisted living homes too large to emulate a family.

As shown in Table 2 above, while the number of occupants of an Oxford House ranges from six to 14, 74 percent house from eight to ten people. Eighty percent of Oxford House residents in Florida live in an Oxford House for ten or fewer people in recovery from substance use disorder.

In addition, interaction with neighbors without severe disabilities is an essential component to community residences and one of the reasons planners and the courts long ago recognized the need for them to be located in residential neighborhoods. Neighbors serve as role models, helping to foster the normalization and community integration at the core of community residences.

Table 3 below illustrates the many functional differences between community residences for people with disabilities, institutional uses (including nursing homes), and rooming or boarding houses. These functional differences help explain the rational basis for the city's *Land Development Code* to treat these land uses differently than community residences for people with disabilities.

Table 3: Differences Between Community Residences, Institutional Uses, and Rooming Houses

Differences Between Community Residences, Institutional Uses, and Rooming or Boarding Houses			
Characteristic	**Community Residence for People With Disabilities**	**Institutional Uses** (Includes Nursing Homes)	**Rooming or Boarding House**
Proper Environment	Residential Home–like	Institutional Hospital–like	Residential Hotel–like
Appropriate Zoning Districts	Single–family residential preferred Multiple–family in some instances	Institutional, commercial, mixed use, medical	Multiple–family residential
Relationship of Residents	Single housekeeping unit emulating a biological family Sibling–like relationships essential Bonding between residents highly desirable	Relationships not planned nor essential Incidental friendships may develop	No dependency on other residents Incidental friendships may develop Relationships not planned nor essential
Supervision	Staff in the role of the parents; officers in self–governed homes in role of parents	Total staff supervision	Landlord–tenant relationship
Values Fostered	Family values	None	None
Purpose	Achieve normalization and community integration Habilitation or rehabilitation	No effort to achieve normalization or community integration	No effort to achieve normalization, community integration, habilitation or rehabilitation
Relationship to Neighbors On the Block	Interaction with nondisabled neighbors is an essential component of normalization and community integration; neighbors without disabilities serve as role models to foster normalization and community integration	Interaction with neighbors not facilitated; use is largely self–contained. Neighbors have no role related to the occupants of the institutional use	Interaction with neighbors is hit or miss
Residential Integration	Integration with the surrounding community is essential in contrast to the segregation of living in an institution surrounded by people with the same disability	Essentially segregated from the surrounding community such that immediate neighbors are people with the same disability	Not applicable

— Table continued on next page

Table 3: *Continued from previous page*

Differences Between Community Residences, Institutional Uses, and Rooming or Boarding Houses			
Characteristic	**Community Residence for People With Disabilities**	**Institutional Uses** (Includes Nursing Homes)	**Rooming or Boarding House**
Primary Functions	Emulate a biological family Provides support in a family–like residential setting; residents dependent on each other like in a biological family	Provide medical treatment and institutional care No family–like living; not a residential nature	Lodging for unrelated individuals Residents are completely independent of each other
	Share family and household tasks Educate residents in many of the areas in which parents normally educate their children: Personal health and hygiene Eating habits Dressing/clothing care Household duties and chores House maintenance House safety Developing social and interpersonal skills Developing shopping skills Developing public behavior skills Developing recreational skills Using public transportation Use and value of money Using public facilities (stores, restaurants, theaters, recreational facilities, banks)	Patients not expected to perform household tasks; patients are cared for No educational role	Residents do not share household tasks; each boarder functions as an individual; no attempt to emulate a biological family No educational role

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As was realized a century ago, being segregated away in an institution only teaches people how to live in an institution. It does nothing to facilitate learning the skills needed to be all you can be, live as independently as possible, and integrate into community life.

For example, filling an apartment building with people in recovery — a "recovery community" — segregates them away with other people in recovery as their neighbors, minimizing the interaction, if any, they might have with sober neighbors which helps foster normalization and community integration. Functionally, placing people in recovery in a series of adjacent single–family homes or townhouses is the same as filling an apartment building and, for all practical purposes, also constitutes a recovery community. While these arrangements possess some of the characteristics of community residences, they also possess many institutional characteristics and function more like mini–institutions than the biological family a community residence is supposed, by definition, to emulate.

As the courts have consistently concluded, community residences foster the same family values that even the most restrictive residential zoning districts promote. Family community residences comply with the purposes of Coral Springs zoning districts that allow residential uses, be they single–family or multifamily.

Even before passage of the 1988 amendments to the Fair Housing Act, most courts concluded that family community residences for people with disabilities must be allowed as of right in *all* zoning districts where residential uses are allowed, at least when certain factually–based conditions are met. Under the Fair Housing Act, a municipality or county can require (1) a rationally–based spacing distance between community residences and (2) a license or certification for community residences allowed as permitted uses when the number of residents in a proposed community residences *exceeds* the cap on unrelated occupants in the jurisdiction's zoning code definition of "family."

Transitional community residences

In contrast to the group homes and sober living homes that fit in the category of family community residences, a *transitional community residence* is a comparatively temporary living arrangement that is more transitory than a group home or sober living home and a bit less family–like. Residency is measured in weeks or months, not years. A recovery residence that imposes a limit on how long someone can live there exhibits the performance characteristics of a transitional community residence, much like the better known *small* halfway house.[33]

33. As used in this study, the term "halfway house" refers to the original halfway house concept that is small enough to emulate a biological family, *not* to large halfway houses occupied by 20, 50, or 100+ people. Nor does term here refer to detoxification facilities that do not emulate a family. These larger congregate living facilities exhibit the performance characteristics of a mini–institution and *not* the characteristics of a residential use that emulates a biological family. Consequently, sound zoning principles call for them to be located in commerical, medical, or

Typical of the people with disabilities who need a temporary living arrangement like a halfway house are people with mental illness who leave an institution and need only a relatively short stay in a halfway house before moving to a less structured and less restrictive living environment. Similarly, people recovering from substance use disorder move to a halfway house or short–term sober living home after detoxification in an institution until they are capable of living in a relatively permanent long–term sober living home or other less restrictive and less structured environment.

"Direct threat exclusions"

United States: Individuals with disabilities who "constitute a direct threat to the health or safety of others" are not covered by the Fair Housing Amendments Act of 1988. 42 U.S.C. § 3602(f)(9) (1988). Consequently, municipal ordinances that prohibit such individuals from living in community residences do not run afoul of the Fair Housing Act.

State of Florida: "Nothing in this section shall permit persons to occupy a community residential home who would constitute a direct threat to the health and safety of other persons or whose residency would result in substantial physical damage to the property of others." *Florida Statutes* §419.001 (10) (2019). This prohibition which applies to homes the state licenses is equivalent to the Fair Housing Act's exclusion for people who constitute a direct threat.

Halfway houses provide prison pre–parolees with transitional housing before going out on their own. *However, this class of individuals do not constitute people with disabilities.* Zoning can be more restrictive for halfway houses for people the Fair Housing Act does not cover. Consequently zoning codes can and should treat halfway houses for prison pre–parolees or other populations *not* covered by the Fair Housing Act more restrictively than the protected classes under the Fair Housing Act.

The community residences for people with disabilities that limit the length of tenancy are also residential uses that need to locate in residential neighborhoods to succeed. But since the length of tenancy is relatively temporary and so much shorter than would be expected in a typical single–family neighborhood, it is rational for a jurisdiction to apply to them the heightened scrutiny of a conditional use to locate in single–family districts while allowing them as a permitted use in zoning districts where multifamily housing is allowed (subject to the two objective standards explained later in this report).

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institutional zoning districts. A residential neighborhood is *not* essential for the larger halfway houses that do not emulate a biological family to function successfully.

However, it is important to remember that a conditional use cannot be denied on the basis of neighborhood opposition rooted in unfounded myths and misconceptions about the residents with disabilities of a proposed transitional community residence.[34]

Rational bases for regulating community residences

The impacts, or lack thereof, of community residences for people with disabilities have probably been studied more than any other small land use. To understand the rationale for the guidelines to regulate community residences this study proffers, it is vital to review what is known about community residences, including their appropriate location, number of residents needed to be both therapeutically and financially viable, means of protecting their vulnerable populations from mistreatment or neglect as well as excluding dangerous individuals from living in them, and their impacts, if any, on the surrounding community. Most of the principles discussed in this section apply to both community residences and recovery communities.

Relative location of community residences. For at least 40 years, researchers have found that numerous community residence operators will locate their community residences close to other community residences, especially when zoning does not allow community residences for people with disabilities as of right (with objective, narrowly–crafted standards) in all residential districts. They tend to be clustered in a community's lower cost or older neighborhoods and in areas around colleges.[35] In every jurisdiction for which Planning/Communications has conducted an Analysis of Impediments to Fair Housing Choice, there was clustering or concentrations of community residences when the zoning did *not* require a rationally–based spacing distance between community residences allowed as of right.

Why clustering is counterproductive. Placing community residences (and recovery communities) too close to each other can create a *de facto* social service district and can hinder their ability to achieve normalization and community integration of their residents — two of the core foundations upon which the concept

34. Note that the proposed definitions of "community residence," "family community residence," and "transitional commmunity residence" all speak of a family–like living environment. These definitions *exclude* the large institutional facilities for many more occupants that, today, are often called "halfway houses." The city's current zoning treatment of these large facilities may also require revision.

35. *See* General Accounting Office, *Analysis of Zoning and Other Problems Affecting the Establishment of Group Homes for the Mentally Disabled* (August 17, 1983) 19. This comprehensive study found that 36.2 percent of the group homes for people with developmental disabilities surveyed were located within two blocks of another community residence or an institutional use. *Also see* Daniel Lauber and Frank Bangs, Jr., *Zoning for Family and Group Care Facilities,* American Society of Planning Officials Planning Advisory Service Report No. 300 (1974) at 14; and *Familystyle of St. Paul, Inc., v. City of St. Paul,* 923 F.2d 91 (8th Cir. 1991) where 21 group homes that housed 130 people with mental illness were established on just two blocks.

of community residences is based. In today's society, people tend to get to know nearby neighbors on their block within a few doors of their home (unless they have children together in school or engage in walking, jogging, or other neighborhood activities). The underlying precepts of community residences expect neighbors who live close to a community residence (and recovery community) to serve as role models to the occupants of a community residence (and recovery community) — which requires interacting with them.

For normalization to occur, it is essential that occupants of a community residence interact with neighbors without disabilities as role models. But if another community residence (or a recovery community) is opened very close to an existing community residence (or recovery community) — such as next door or within a few doors of it — the residents of the new home can replace the role models without disabilities with individuals with disabilities and quite possibly hamper the normalization and community integration efforts of the existing community residence. Clustering three or more community residences on one or two adjacent blocks not only undermines normalization and community integration, but could inadvertently lead to a *de facto* social service district that alters the residential character of the neighborhood.

The known evidence shows that one or two nonadjacent community residences for people with disabilities on an average American block of 660 feet, or ten or 11 lots apart, are not likely to alter the residential character of a neighborhood or interfere with the goals of community residences.[36] The author has not been able to find any similar studies of recovery communities. One can estimate with some confidence that two or more recovery communities on a block face will very likely alter the residential character of the block thanks to their larger size and population, more intense concentration, and institutional nature.

The research strongly suggests that as long as several community residences are not clustered on the same block face or adjacent blocks, they will not generate these adverse impacts. Consequently, *when community residences are allowed as a permitted use,* it is most rational and reasonable to establish a spacing distance between them that keeps them apart at least the length of an average American block, which amounts to ten or 11 lots apart assuming a typical minimum lot width of 60 to 65 feet. This distance should asure there are enough dwellings between them to lessen the chances their occupants will interact primarily or only with the occupants of the nearby community residence(s). This sort of distance facilitates the core goals of normalization, community integration, and use of neighbors without disabilities as role models.

36. See General Accounting Office, *Analysis of Zoning and Other Problems Affecting the Establishment of Group Homes for the Mentally Disabled* 27 (August 17, 1983).

Figure 7: Example of a Block Face



The area within the orange rectangle is a conventional "block face." In Coral Springs, much of the residential blocks do not adhere to this rectangular shape and are curved instead.

However, residential lot widths in Coral Springs can be significantly greater than the typical 60 to 65 foot minimum lot size. They instead range from 75 to 150 feet in single–family zoning districts to as much as 300 feet in multiple family districts.[37] So, under the approach described above, community residences could locate as of right just four or five lots apart in a district with a 150 foot minimum lot width, This would increase the likelihood that the residents of the two community residences would interact mostly or exclusively with the occupants of the other community residence rather than with their neighbors without disabilities. The likelihood is even greater when both community residences serve people with the same disability.

In addition, not that many of Coral Springs' residential neighborhoods outside the central business district are composed of rectilinear blocks. Applying a rigid spacing distance radius of linear feet to neighborhoods with largely curvilinear streets will not necessarily provide enough lots between community residences allowed as of right to facilitate normalization, community integration, and the use of neighbors without disabilities as role models.

In these circumstances, the zoning approach needs some flexibility to allow for these larger minimum lot widths and the prevalent curvilinear streets in Coral Springs' residential neighborhoods. Consequently, this study recommends that when community residences (and recovery communities) are al-

37. Minimum lot widths specified in the city's *Zoning Ordinance* range from 70 to 150 feet in single family districts (RS–1, RS–3, RS–4, RS–5). The minimum lot widths in the RD–8 two–family district are 35 feet for duplexes and 75 feet for single–family attached dwellings. In two of the multiple family districts (RM–15, RM–20), the minimum lot width is 100 feet for a one acre lot and 300 feet for multiple dwellings on a five acre lot. In the medium high density multiple family RM–30 and high density multiple family RM–40 districts, the minimum lot width is 100 feet.

lowed as of right, the spacing distance between community residences (and recovery communities) should be a specific distance or a specific number of lots, whichever is greater. This approach has served as the least drastic means needed to attain the legitimate government interest of facilitating achievement of the core goals of community residences and recovery communities.

While we are confident that these goals will be achieved and no adverse impacts generated when community residences and recovery communities comply with the selected spacing distances, we are substantially less confident that these goals would be attained when another community residence (or recovery community) were to locate within the established spacing distance of an existing community residence (or recovery community).

However, there are circumstances when locating another community residence within the spacing distance of an existing community residence (or recovery community) will *not* interfere with normalization, community integration, or using nondisabled neighbors as role models. For example, if there is a geographic feature such as a freeway, drainage channel, or hill between the proposed and existing community residences that acts as a barrier to interaction of the occupants of the two homes, allowing the proposed community residence would not interfere with normalization and community integration, discourage the use of nondisabled neighbors as role models, or alter the community's character. Similarly, a proposed community residence for the frail elderly is extremely unlikely to have any effect on the ability of an existing sober living home down the block to achieve normalization and community integration of its residents and use neighbors without disabilities as role models.

These situations require a case–by–case evaluation to make sure they won't hinder these core aims of the closest existing community residence (or recovery community). This study recommends a zoning approach that allows for this case–by–case review via a conditional use with standards narrowly based on the reasons why the conditional use is being required. It is critical that this option be included in any zoning treatment of community residences and recovery communities designed to provide the reasonable accommodation the Fair Housing Act requires.

Measuring spacing distances. While spacing distances are measured from the lot line nearest an existing community residence (or recovery community) that is closest to a proposed community residence, there are several schools of thought on the most appropriate way to measure that spacing distance.

One school calls for measuring along the public or private pedestrian right of way. The idea is to measure the actual distance people would have to walk to go from one community residence to another, as opposed to measuring as the crow flies. Depending on the technology a jurisdiction has, *implementing this approach ranges from extremely difficult to next to impossible.* In addition, it fails to achieve the objectives of spacing distances when a jurisdiction contains "superblocks," namely blocks that are substantially lengthier than the average American urban block of 660 feet. The greater length of a superblock — twice that of a typical block — would allow clustering and concentrations to develop by enabling a community residence to locate as of right back to back or lot cor-

ner to lot corner with an existing community residence — one of the scenarios that spacing distances seek to prevent from happening.

The other school of thought holds that the spacing distance should be measured as the crow flies from the closest lot line of the existing community residence (or recovery community) and the proposed community residence. This method establishes a *predictable* radius around existing community residences that can quickly be measured using a jurisdiction's geographic information system or printed maps. Even with superblocks, this approach would preclude a new community residence from locating as of right back to back or lot corner to lot corner with an existing community residence. This is the more appropriate and pragmatic approach to use in Coral Springs and elsewhere.

Coral Springs should create a "Community Residence and Recovery Community Land Use Application" form much like the one in Appendix B of this study for all operators of every proposed community residence and recovery community to complete. This sort of form will enable the city to measure spacing distances from existing community residences and/or recovery communities and implement its zoning provisions for community residences and recovery communities. The city should also maintain a confidential database and map[38] of the locations of all existing community residences and recovery communities so it can apply the spacing distance to any proposed community residence or recovery community.[39]

This database and map need to be kept current so that a proposed community residence or recovery community is not subjected to a spacing distance from a community residence or recovery community that has ceased operations. A mechanism will be needed for an operator who closes one of these homes to promptly notify the city of its closure so the city can remove its location from this database and map.

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38. Confidentiality is recommended because it is possible that releasing the actual addresses of community residences and recovery communities *could* violate privacy laws. City attorneys will need to determine how this concern over privacy interacts with the requirements of Florida's public record laws. Keep in mind that the addresses of many community residences that the State of Florida licenses are easily available on state–operated websites. The proposed zoning approach, however, *cannot* be implemented without maintaining the recommended database and map.
39. While this is discussed in depth beginning on the next page, it is critical to note now that when the number of occupants of a community residence falls within the land–use code's cap on the number of unrelated individuals permitted in the jurisdiction's definition of "family," *the land–use ordinance must always treat the community residence as a "family" or "household"* — to do otherwise would constitute discrimination on its face in violation of the Fair Housing Act. In Coral Springs, the cap on unrelated individuals is currently two. Such homes *cannot* be used to calculate spacing distances for *zoning* purposes because they are "families" by definition. Spacing distances are applicable *only* to community residences for people with disabilities that *exceed* the cap on unrelated people in the definition of "family," "household," or "single housekeeping unit." This principle is most clearly ennunciated in *United States v. City of Chicago Heights,* 161 F. Supp. 2nd 819 (N.D. Ill. 2001). *Also see* Joint Statement of the Department of Housing and Urban Development and the Department of Justice, *State and Local Land Use Laws and Practices and the Application of the Fair Housing Act*, 10–12 (Nov. 10, 2016).

The technical explanation. This section speaks solely of community residences. The research on which it is based was conducted before recovery communities came into being.

Essential to the normalization and community integration that community residences seek to achieve for their residents with disabilities is absorption into the neighborhood's social structure. Generally speaking, the existing social structure of a neighborhood can accommodate no more than one or two community residences on a single block face. Neighborhoods seem to have a limited absorption capacity for service–dependent people that should not be exceeded.[40]

Social scientists note that while this capacity level exists, an absolute, precise level cannot be identified. Writing about service–dependent populations in general, Jennifer Wolch notes, "At some level of concentration, a community may become saturated by services and populations and evolve into a service–dependent ghetto."[41]

According to one planning study, "While it is difficult to precisely identify or explain, 'saturation' is the point at which a community's existing social structure is unable to properly support additional residential care facilities [community residences]. Overconcentration is not a constant but varies according to a community's population density, socio–economic level, quantity and quality of municipal services and other characteristics." There are no universally accepted criteria for determining how many community residences are appropriate for a given area.[42]

This research strongly suggests that there is a legitimate government interest to ensure that community residences do not cluster together on a block or concentrate in a neighborhood. While the research on the impact of community residences makes it quite clear that two community residences — especially those serving different populations — separated by at least several other houses on a block produce no negative impacts, there is a well–grounded concern that community residences located more closely together on the same block face — or more than two on a block face — can generate adverse impacts on both the surrounding neighborhood and on the ability of the community residences to facilitate the normalization of their residents, which is among their purposes.

Limitations on number of unrelated residents. The majority view of the courts, both before and after enactment of the Fair Housing Amendments Act of 1988, is that a community residence constitutes a functional family and that zoning should treat a community residence as a residential land use even when

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40. Kurt Wehbring, *Alternative Residential Facilities for the Mentally Retarded and Mentally Ill* 14 (no date) (mimeographed).
41. Jennifer Wolch, "Residential Location of the Service–Dependent Poor," 70 *Annals of the Association of American Geographers,* at 330, 332 (Sept. 1982).
42. S. Hettinger, *A Place They Call Home: Planning for Residential Care Facilities* 43 (Westchester County Department of Planning 1983). See also D. Lauber and F. Bangs, Jr., *Zoning for Family and Group Care Facilities* at 25.

the community residence does not fit within the definition of "family" in a jurisdiction's zoning or land use code.[43]

At first glance, that approach appears to fly in the face of a 1974 Supreme Court ruling that allows cities and counties to limit the number of unrelated people that constitutes a "family" or "household." Zoning ordinances typically define "family" or "household" as (1) any number of related individuals and (2) a specific number of unrelated persons living together as a single housekeeping unit. As explained in the paragraphs that follow, the U.S. Supreme Court ruled that a local zoning code's definition of "family" can place this cap on the number of unrelated persons living together as a single housekeeping unit.[44] *But the Fair Housing Act requires jurisdictions to make a* ***reasonable accommodation*** *for community residences for people with disabilities by making narrow exceptions to these caps on the number of unrelated people living together that constitute a "family" or "household."*

In *Belle Terre*, the U.S. Supreme Court upheld the Long Island resort community's zoning definition of "family" that permitted no more than two unrelated persons to live together. It's hard to quarrel with the Court's concern that the specter of "boarding housing, fraternity houses, and the like" would pose a threat to establishing a "quiet place where yards are wide, people few, and motor vehicles restricted.… These are legitimate guidelines in a land–use project addressed to family needs.…"[45] Unlike the six sociology students who rented a house during summer vacation in Belle Terre, a community residence functions like a family, is not a home for transients, and is the antithesis of an institution. Community residences for people with disabilities foster the same goals that zoning ordinances and the U.S. Supreme Court attribute to single–family zoning.

One of the first community residence court decisions to distinguish *Belle Terre* clearly explained the difference between community residences and other group living arrangements like boarding houses. In *City of White Plains v. Ferraioli,*[46] New York's highest court refused to enforce the city's definition of "family" against a community residence for abandoned and neglected children. The city's definition limited occupancy of single–family dwellings to related individuals. The court found that it "is significant that the group home is structured as a single housekeeping unit and is, to all outward appearances, a relatively normal, stable, and permanent family unit.…" [47]

Moreover, the court found that:

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43. The discussion that follows can get quite nuanced and readers should not come to a conclusion before reaching the end. The principles discussed here are applicable to community residences, but *not* to recovery communities, a land use that does *not* emulate a family and is essentially a mini–institution as explained later this in this study.
44. *Belle Terre v. Borass,* 416 U.S. 1 (1974).
45. Ibid. at 7–9.
46. 313 N.E.2d 756 (N.Y. 1974).
47. Ibid. at 758–759.

> "The group home is not, for purposes of a zoning ordinance, a temporary living arrangement as would be a group of college students sharing a house and commuting to a nearby school. (c.f., *Village of Belle Terre v. Boraas,* [citation omitted]). Every year or so, different college students would come to take the place of those before them. There would be none of the permanency of community that characterizes a residential neighborhood of private homes. Nor is it like the so–called 'commune' style of living. *The group home is a permanent arrangement and akin to the traditional family, which also may be sundered by death, divorce, or emancipation of the young.... The purpose is to emulate the traditional family and not to introduce a different 'life style.'"*[48]

The New York Court of Appeals explained that the group home does not conflict with the character of the single–family neighborhood that *Belle Terre* sought to protect, "and, indeed, is deliberately designed to conform with it."[49]

In *Moore v. City of East Cleveland,*[50] U.S. Supreme Court Justice Stevens favorably cited *White Plains* in his concurring opinion. He specifically referred to the New York Court of Appeals' language:

> "Zoning is intended to control types of housing and living and not the genetic or intimate internal family relations of human beings. So long as the group home bears the generic character of a family unit as a r*elatively permanent household*, and is not a framework for transients or transient living, it conforms to the purpose of the ordinance."[51]

Justice Stevens' focus on *White Plains* echoes the sentiments of New York Chief Justice Breitel who concluded that "the purpose of the group home is to be quite the contrary of an institution and to be a home like other homes."[52]

Since 1974, the vast majority of state and federal courts have followed the lead of *City of White Plains v. Ferraioli* and treated community residences as "functional families" that should be allowed in single–family zoning districts despite zoning ordinance definitions of "family" that place a cap on the number of unrelated residents in a dwelling unit. In a very real sense, the Fair Housing Amendments Act of 1988 essentially codified the majority judicial treatment of zoning ordinance definitions with "capped" definitions of "family."

The definition of "family" in the *Coral Springs Land Development Code* appears to aim to include differently structured biological and legal domestic living arrangements:

48. Ibid. at 758 [citation omitted]. *Emphasis added.*
49. Ibid.
50. 431 U.S. 494 (1977) at 517 n. 9.
51. Ibid. *Emphasis added.*
52. *City of White Plains v. Ferraioli,* 313 N.E. 2d at 758.

> *Family:* One (1) or more persons related by blood, marriage or legal adoption occupying a single dwelling unit, having one (1) set of culinary facilities and living as a single housekeeping unit as distinguished from a group occupying a boarding or rooming house, hotel or motel. The definition of family may also include no more than two (2) additional, unrelated natural persons in addition to the above definition of family. Legal custodians of individuals who have not attained the age of eighteen (18) and those individuals, shall be considered family members.[53]

For a variety of reasons, it is highly recommended that the city replace this definition with a more precise definition inclusive of modern domestic living arrangements along the lines of the following:

> *Family: A family consists of any person living alone or any number of people related by blood, marriage, adoption, or guardianship; two unrelated individuals in a domestic partnership living as a single housekeeping unit along with their children including step children, adopted children, and children under guardianship; or up to four unrelated individuals who are not living together in a single domestic partnership with each other.*

This recommended definition of "family" encompasses nuclear, blended, and extended families while preserving the legal ability of the city to zone for community residences for more than four unrelated people with disabilities. The city is certainly free to set a different cap on the number of unrelated individuals not in a domestic partnership that constitute a "family." Four rather than three unrelated occupants is recommended to better facilitate those small community residences where having a roommate is needed for therapeutic viability. But as explained below, zoning must treat any proposed community residence that fits within the chosen cap exactly the same as any other family.

While this recommended definition of "family" would not allow groups of more than four unrelated people to occupy a dwelling unit, the Fair Housing Act requires the city to make a "reasonable accommodation" for community residences that house more than the four unrelated individuals allowed under this recommended definition of "family." The zoning approach this study proposes for the city's *Land Development Code* makes this requisite reasonable accommodation for community residences occupied by more than four unrelated individuals with disabilities.[54] And it makes the necessary reasonable accommodation for recovery communities.

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53. *Coral Springs, Florida, Land Development Code,* Sec. 250105.

54. Like all cities and counties, Coral Springs is free to make the legislative decision to amend its definition of "family" to allow more than two unrelated individuals to constitute a "family." The most common caps on the number of unrelated persons that can constitute a "family" are three and four. Four is more desirable because it enables roommates which is often needed in a community residence or recovery community for therapeutic purposes. The *land development*

However, as explained below, *the bottom line that determines the maximum number of occupants in any dwelling would be a provision added to Coral Springs'* Minimum Housing Code *to prevent overcrowding that applies to all dwellings.*[55] *The U.S. Supreme Court has made it clear that if the formula under this universal provision would allow, for example, just six people to live in a dwelling, then no more than six can live there whether or not related including if the dwelling is a community residence for people with disabilities.*

The U.S. Supreme Court brought this point home in its 1995 decision *City of Edmonds v. Oxford House.*[56] The Court ruled that housing codes that "ordinarily apply uniformly to all residents of all dwelling units … to protect health and safety by preventing dwelling overcrowding" are legal.[57] Zoning ordinance restrictions that focus on the "composition of households rather than on the total number of occupants living quarters can contain" are subject to the Fair Housing Act.[58]

As the discussion above implies, classifying community residences on the basis of the number of residents lacks a rational basis. A more appropriate, rational, and legal approach is proffered beginning on page 57 of this report.

Protecting the residents. People with disabilities who live in community residences constitute a vulnerable population that needs protection from possible abuse and exploitation. Community residences for these vulnerable individuals need to be regulated to assure that their residents receive adequate care and supervision.

Licensing and certification are the regulatory vehicles used to assure adequate care and supervision.[59] Florida, like many other states, has not established licensing or certification for some populations with disabilities that community residences serve. In these situations, certification by an appropriate national certifying organization or agency that is more than simply a trade group can be used in lieu of formal licensing. Licensing and certification also tend to exclude from community residences people who pose a danger to others, themselves, or property. As noted earlier, the Fair Housing Act includes a "direct threat exclusion" for such individuals.

Therefore, there is a legitimate government interest in requiring that a com-

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code must treat any community residence that fits within the chosen cap, as noted above, the same as any other "family."

55. See discussion beginning on page 71. A provision to prevent overcrowding could instead be included in a jurisdiction's property maintenance code or building code.
56. 514 U.S. 725, 115 S.Ct. 1776, 131 L.Ed.2d 801 (1995).
57. Ibid. at 1781*[emphasis added]*. See the discussion of minimum floor area requirements beginning on page 71.
58. Ibid. at 1782.
59. Any local or state licensing must be consistent with the Fair Housing Act. Joint Statement of the Department of Housing and Urban Development and the Department of Justice, *State and Local Land Use Laws and Practices and the Application of the Fair Housing Act* (Nov. 10, 2016) 13.

munity residence or its operator be licensed or certified in order to be allowed as of right as a permitted use. If state licensing or certification does not exist for a particular type of community residence, the residence can meet the certification of an appropriate national certifying agency, if one exists, or is otherwise sanctioned by the federal or state government.[60] Florida law appears to allow a municipality or county to establish its own licensing requirements for community residences *not* covered by state licensing. For example, while community residences for people with eating disorders are beginning to appear around the country, we are unaware of any state that has established a license or certification for them. In such a situation, the heightened scrutiny of a conditional use is warranted so the city can make sure that the residents of such a proposed community residence are protected by requiring the applicant to demonstrate that it will operate with the sort of occupant protections that licensing and certification normally require.

The State of Florida does not *require* licensing or certification of many sober living homes or recovery communities. Instead, the state established *voluntary certification* for sober living homes and recovery communities in 2015.[61] The state statute required the Florida Department of Children and Family Services to approve at least one credentialing entity by December 1, 2015.[62] The department named the Florida Association of Recovery Residences as the sole credentialing entity. As §397.487 mandates, the association promulgates and administers requirements for certifying sober living homes (and recovery communities) and establishes procedures for the application, certification, recertification, and disciplinary processes. It has instituted a monitoring and inspection compliance process, developed a code of ethics, and provided for training for owners, managers, and staff.[63]

As the state statute requires, the operator of a proposed sober living home (and recovery community) must submit with its application and fee a policy and procedures manual that includes job descriptions for all staff positions; drug–testing requirements and procedures; a prohibition of alcohol, illegal drugs, and using somebody else's prescription medications; policies that support recovery efforts; and a good neighbor policy.[64] Each certified sober living home (and recovery community) must be inspected at least annually for compli-

60. For example, the U.S. Congress has recognized and sanctioned the sober living homes that operate under the auspices of Oxford House. Oxford House maintains its own procedures and staff to inspect and monitor individual Oxford Houses to enforce the organization's strict charter and standards designed to protect the residents of each Oxford House and foster community integration and positive relations with its neighbors. An Oxford House can lose its authorization if found in violation of the Oxford House Charter. The charter and inspections are the functional equivalent of licensing or certification.
61. *Florida State Statutes,* §397.487 (2019).
62. Ibid. at §397.487(2).
63. Ibid. The demanding standards that the Florida Association of Recovery Residences adopted are based on the nationally–accepted standards of the National Alliance of Recovery Residences. This certification applies to sober living homes, recovery residences, and recovery communities.
64. Ibid. at §397.487(3).

ance. The certification process allows for issuance of provisional certification so the home can open. Provisional certification is issued based on the paperwork submitted to the Florida Association of Recovery Residences. Actual certification is issued only after the home has been inspected and current and former residents and staff interviewed after the home has been in actual operation for at least three months. Because so many jurisdictions run afoul of the Fair Housing Act regarding community residences for people with disabilities and recovery communities, the certification process does *not* inquire into whether or not the jurisdiction in which the sober home or recovery community would be located has issued zoning approval.

The requirements of Florida's voluntary certification process and standards for sober living homes (and recovery communities) are comparable to the state's existing licensing processes and standards for community residences that serve other populations of people with disabilities.

Impacts of community residences. The impacts of community residences have been studied more than those of any other small land use. Taken together, more than 50 statistically–rigorous studies have found that licensed community residences *not clustered* on a block face do not generate adverse impacts on the surrounding neighborhood. They do not affect property values, nor the ability to sell even the houses adjacent to them. They do not affect neighborhood safety nor neighborhood character — *as long as they are licensed and not clustered on a block face.* They do not create excessive demand on public utilities, sewer systems, water supply, street capacity, or parking. They do not produce any more noise than a conventional family of the same size. All told, *licensed or certified, unclustered* group homes, sober living homes, and halfway houses small enough to emulate a family have consistently been found to be good neighbors just like traditional families.

Clustering community residences only undermines their ability to achieve their core goals of normalization and community integration. A community residence needs to be surrounded by so–called "normal" or conventional households, the sort of households this living arrangement seeks to emulate. Clustering community residences adjacent to one another or within a few doors of each other increases the chances that their residents will interact only with other service–dependent people living in a nearby community residence rather than conventional households with non–service dependent people who, under the theory and practice that provide the foundation for the community residence concept, serve as role models.

Appendix A is an annotated bibliography of representative studies. The evidence is so overwhelming that few studies have been conducted in recent years since the issue is well settled: *Community residences that are licensed and not clustered on a block face do not generate adverse impacts on the surrounding community.*

Unfortunately a similar body of research does *not* exist on the impacts of recovery communities.

Locations of community residences and recovery communities in Coral Springs

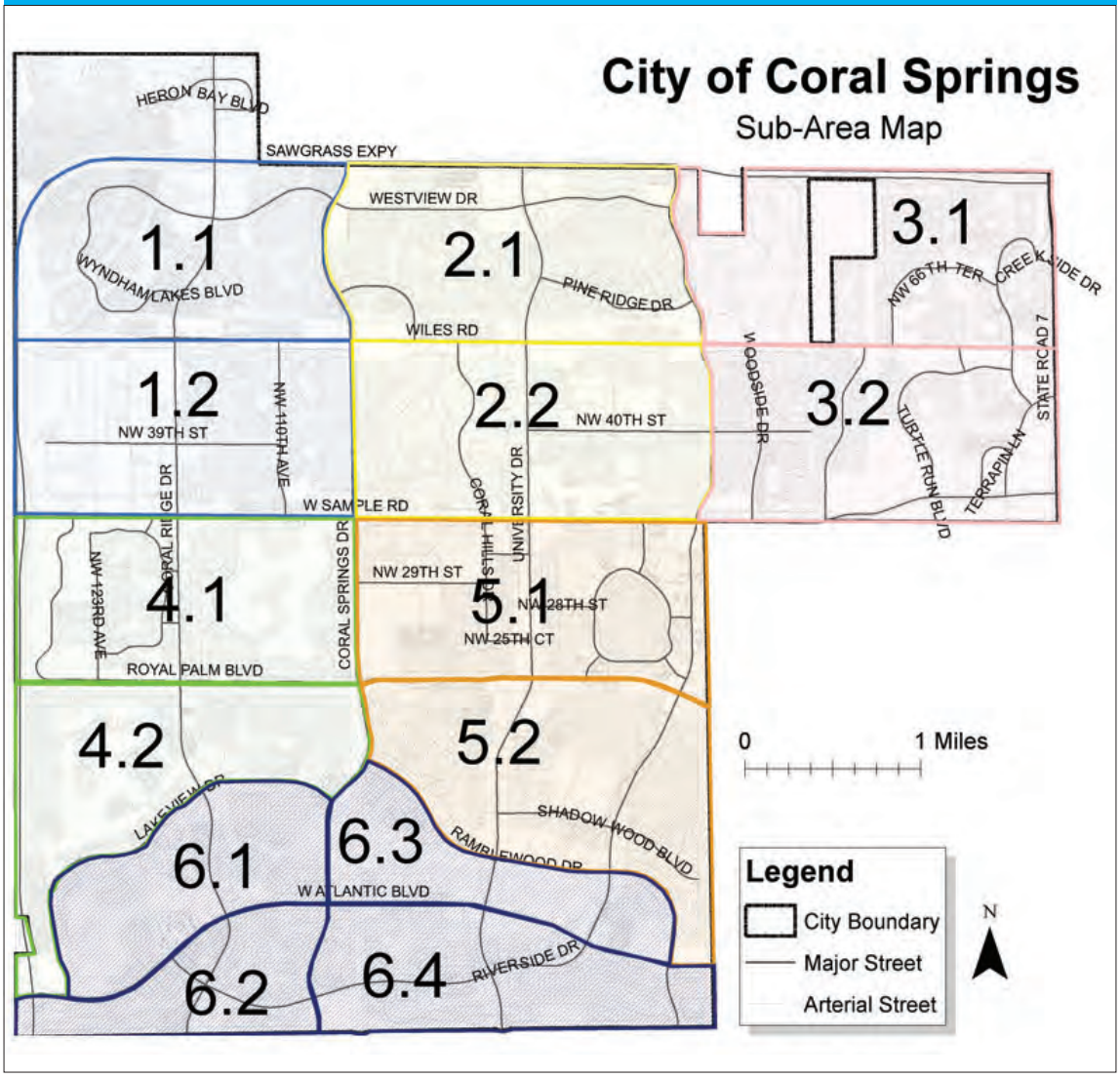
As of the beginning of 2023, Coral Springs was aware of 59 community residences for people with disabilities and recovery communities. To identify these uses, we examined information from the following sources:

1. The Florida Agency for Health Care Administration's database of the following state–licensed community residences for people with disabilities that have been either (a) certified under the Florida state statute establishing voluntary certification of recovery residences: Title XXIX Public Health, chapter 397 (Substance Abuse Services) §397.487 (2019) or (b) licensed under Title XXIX Public Health, chapters 393 (Developmental Disabilities), 394 (Mental Health), 397 (Substance Abuse Services), 419 (Community Residential Homes); Title XXX, chapters 429 (Assisted Care Communities — Part 1: Assisted Living Facilities, Part II: Adult Family–Care Homes); and Title XLIV, Chapter 760 (Discrimination in the Treatment of Persons; Minority Representation) (2019);
2. Recovery residences and recovery communities certified by the state's certification entity, the Florida Association of Recovery Residences; and
3. Oxford Houses listed in Oxford House's online directory.

As explained in this study, clustering and concentrations threaten the ability of the people with disabilities living in community residences and recovery communities to achieve normalization and community integration, and to use neighbors without disabilities as role models. These three factors are among the essential core characteristics of community residences and, to a similar extent, of recovery communities. Consequently, this review of the locations of these two land uses within Coral Springs necessarily focuses on whether any community residences (and/or recovery communities) are currently located in a way that would hinder achieving these three core characteristics.

City staff divided the city into 14 sub–areas to enable analysis and show the relative locations of community residences and recovery communities on the pages that follow. The map below shows the relative location of each of the 14 sub–areas.

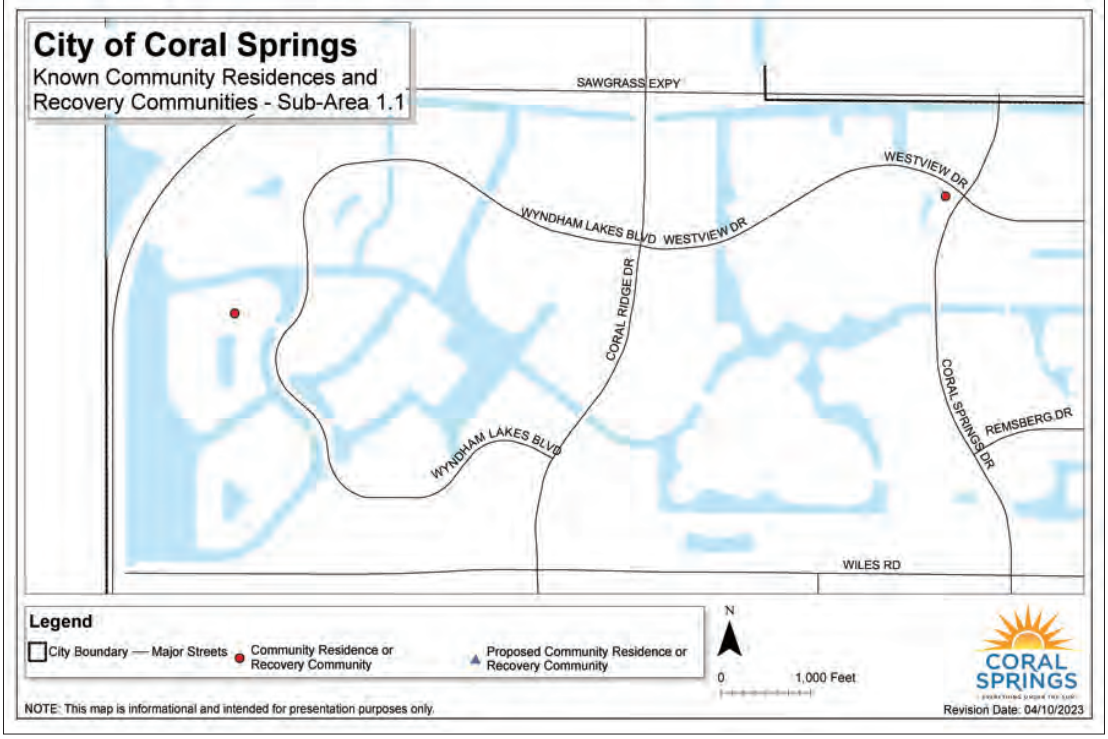
Figure 8: Coral Springs Sub–Areas



Source: City of Coral Springs, Florida, March 2023.

Sub–Area 1.1

Figure 9: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 1.1

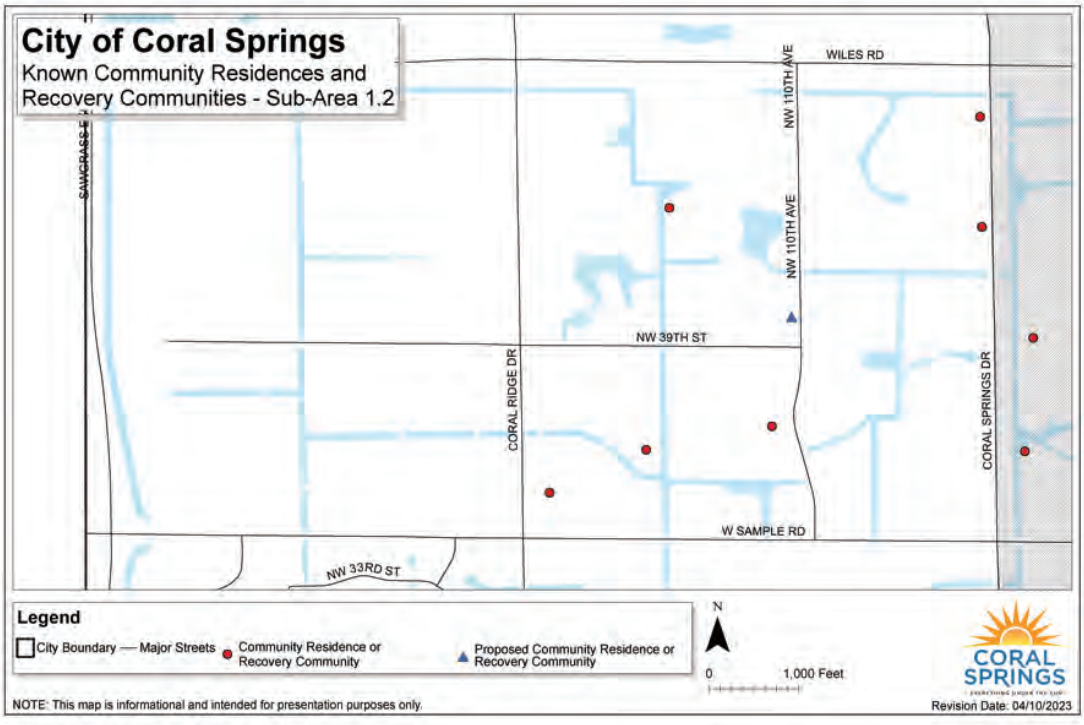


Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities in Sub–Area 1.1 are nearly 8,000 feet apart. There are no community residences and/or recovery communities even remotely nearby in the adjacent sub–areas 1.2 and 2.1.

Sub–Area 1.2

Figure 10: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 1.2



Source: City of Coral Springs, Florida, April 2023.

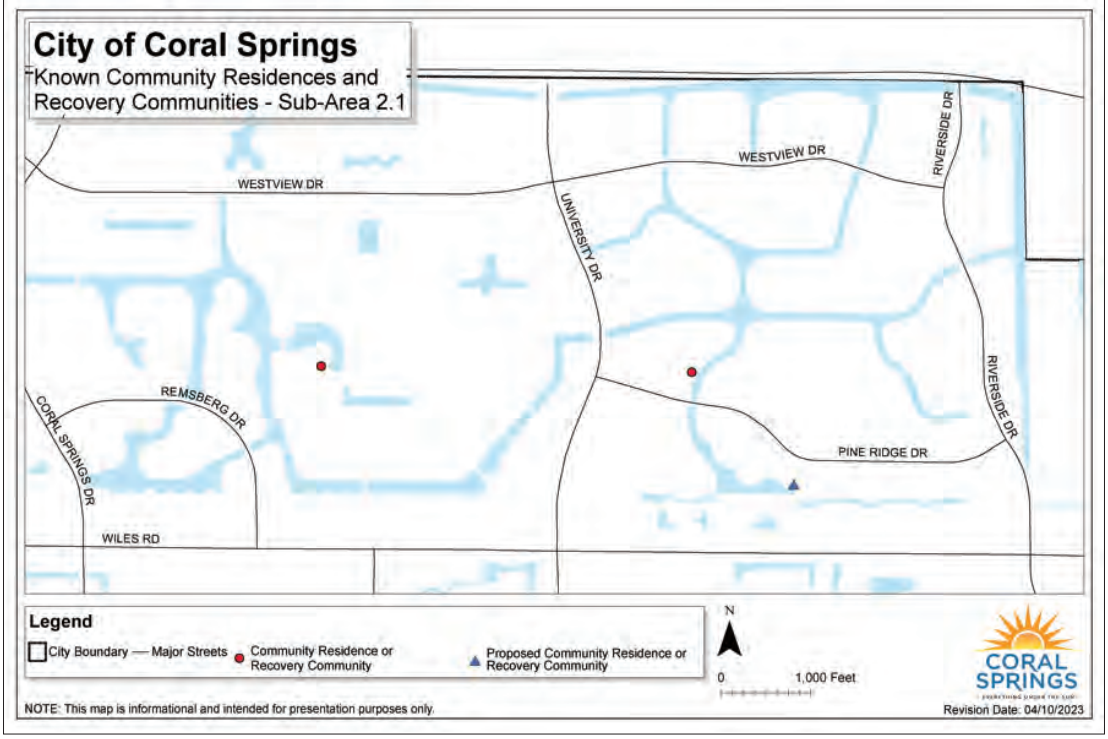
All six of the community residences and/or recovery communities in Sub–Area 1.2 are east of Coral Ridge Drive. The two closest community residences or recovery communities in Sub–Area 1.2 are separated by seven lots and 1,045 feet. The next two closest are ten lots and 1,300 feet apart. The two homes in the northeast corner are over 1,130 feet and 11 lots apart. Both of the other two community residences and/or recovery communities are separated by more than 2,550 feet and 17 lots from the closest community residence or recovery community.

A nascent concentration *could* be developing north of West Sample Road between Corel Ridge Drive and NW 10th Avenue.

At the east end of Sub–Area 1.2, a concentration appears to have developed consisting of the two sites in Sub–Area 1.2 along Coral Springs Drive coupled with the six community residences and/or recovery communities east of Coral Springs Drive in Sub–Area 2.2 where some clustering has occurred.

Sub–Area 2.1

Figure 11: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 2.1



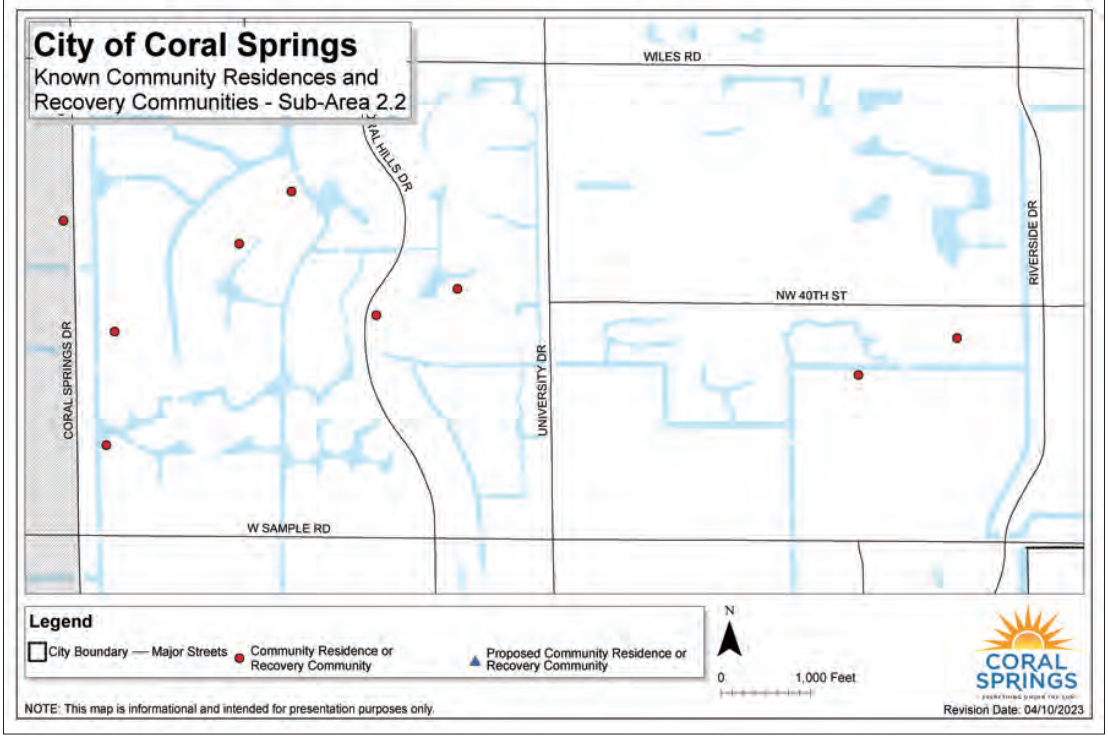
Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities in Sub–Area 2.1 are separated by more than 3,900 feet and more than 30 lots.

Both of these are even further away from the closest community residences and/or recovery communities in adjacent sub–areas 1.1, 2.2, and 3.1.

Sub–Area 2.2

Figure 12: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 2.2



Source: City of Coral Springs, Florida, April 2023.

Two of the four community residences and/or recovery communities in the large lot area surrounding Coral Hills Drive are just 635 feet apart, separated by just three lots. Two blocks east of them are two more community residences and/or recovery communities within 556 feet of each other, with four lots between them. None of these four community residences and/or recovery communities is more than seven lots from another one. The juxtaposition of these four homes is the very definition of a cluster.

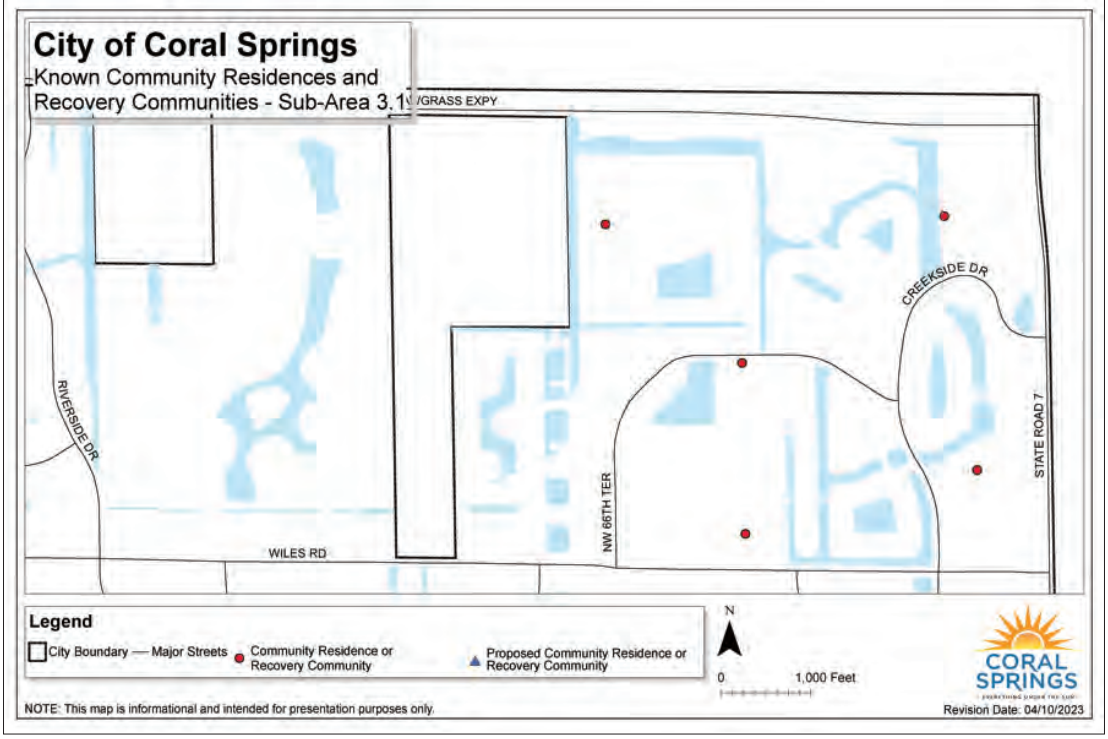
Southeast of this cluster are two more community residences and/or recovery communities, the first of which is about 1,500 feet from the cluster and separated by ten lots. About eight lots south of this site is another site that is a bit over 1,120 feet away.

Another community residence or recovery community is over 4,300 feet east of the cluster. An eighth community residence and/or recovery community is 1,040 feet away, separated by eight lots.

The concentration in the west end of Sub–Area 2.2 starts about ten lots away from the two nearby community residences and/or recovery communities in the northeast corner of Sub–Area 1.2. There are no nearby community residences and/or recovery communities in the other sub–areas adjacent to Sub–Area 2.2.

Sub–Area 3.1

Figure 13: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 3.1



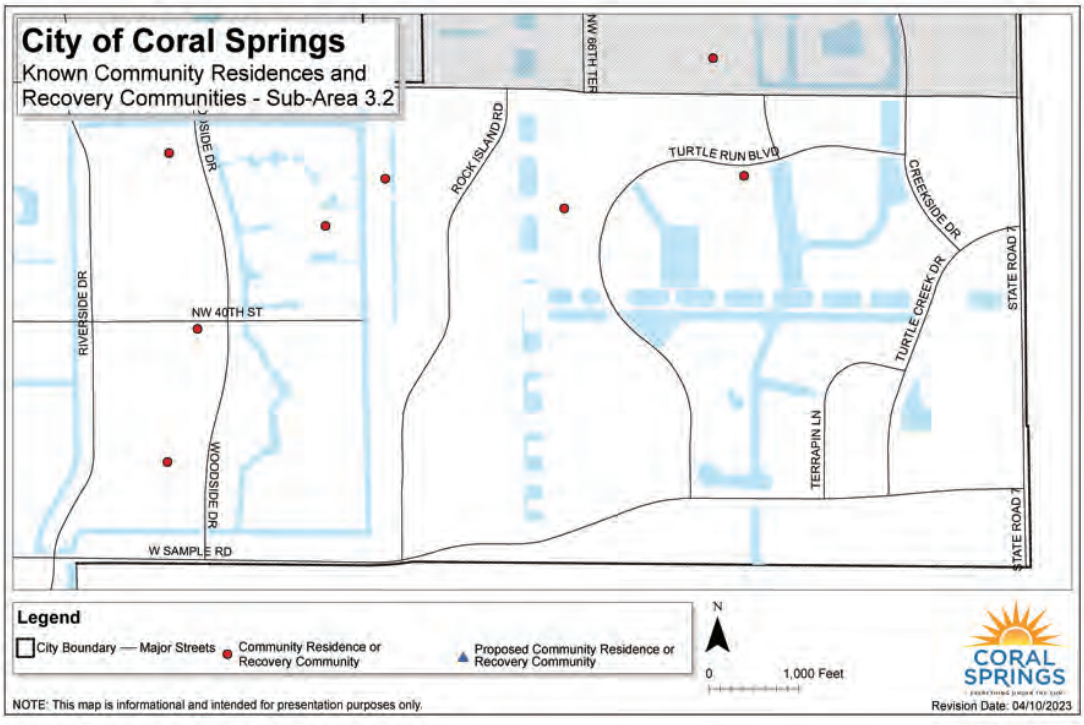
Source: City of Coral Springs, Florida, April 2023.

The closest any of the five community residences and/or recovery communities in Sub–Area 3.1 come to another one is over 1,800 feet. All five appear to be sufficiently far apart so they would not interfere with normalization or community integration at another community residence and/or recovery community.

No community residences and/or recovery communities in the adjacent sub–areas 2.1 and 3.2 are remotely close to the community residences and/or recovery communities in Sub–Area 3.1.

Sub–Area 3.2

Figure 14: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 3.2



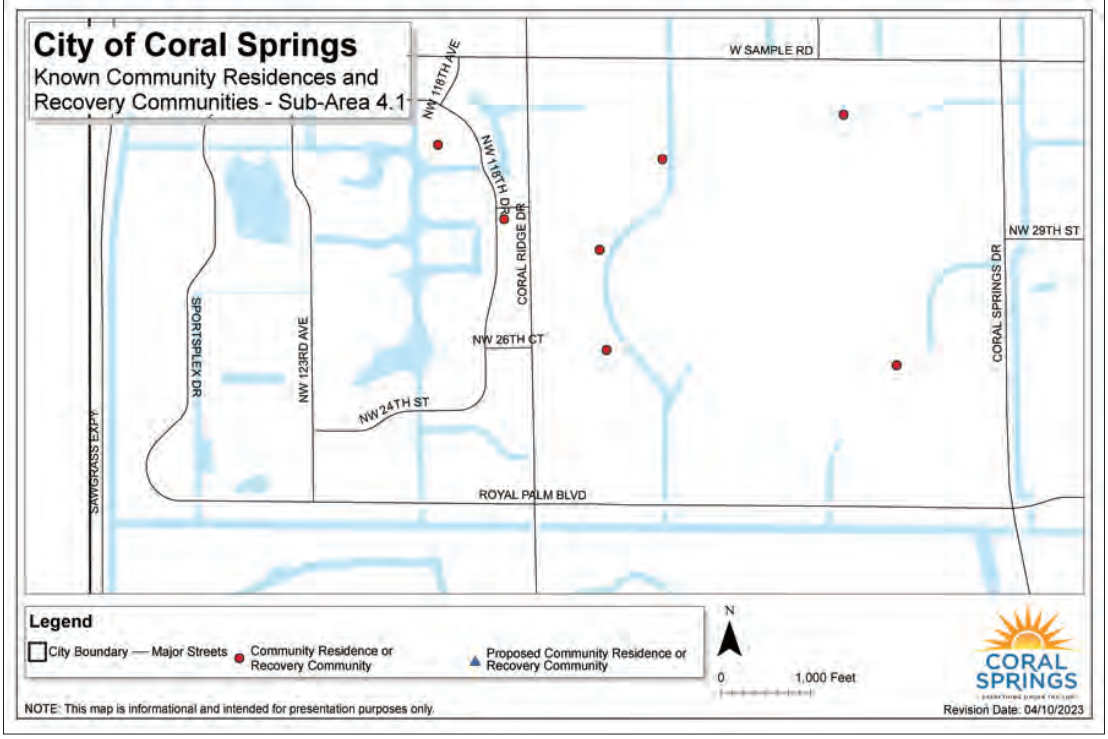
Source: City of Coral Springs, Florida, April 2023.

All but two of the eight community residences and/or recovery communities in Sub–Area 3.2 are well scattered. Two, however, are separated by 720 feet with five lots between them. However, the presence of this many sites may be a sign of a nascent concentration developing in the western portion of Sub–Area 3.2.

None of the community residences and/or recovery communities in the adjacent sub–areas 2.2 and 3.1 are anywhere close to the sites in Sub–Area 3.2.

Sub–Area 4.1

Figure 15: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 4.1



Source: City of Coral Springs, Florida, April 2023.

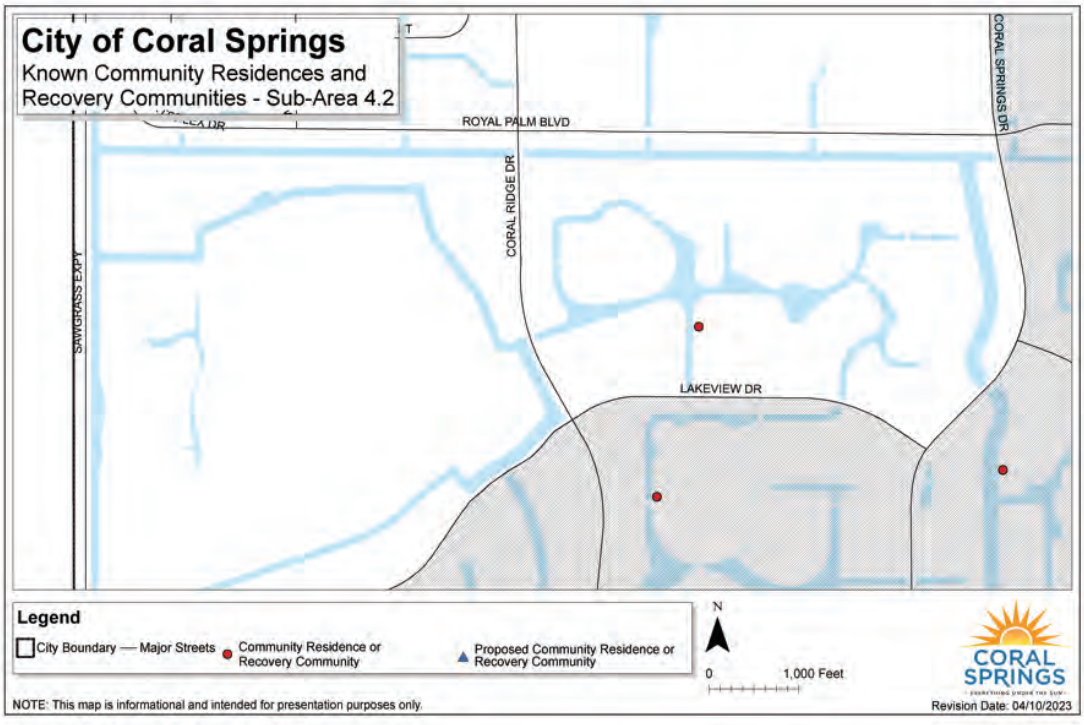
Seven community residences and/or recovery communities are concentrating, albeit not clustering, in the central portion of Sub–Area 4.1. The most northwest site is just over 950 feet from the closest community residence or recovery community, separated by five lots and two streets. That second site is about 950 feet west of a third site, separated by six lots and two streets. Over 950 south of this third site is a fourth separated by nine lots and two streets. A fifth site is a bit over 1,020 feet northeast up the street, separated by eight lots. The site to the northeast of the fifth site is more than 1,900 feet away. The seventh site is about half a mile southeast. It is more than 3,000 feet from the fourth site to its west.

A community residence or recovery community in adjacent Sub–Area 1.2 to the north sits about eight lots and three streets away from the closest community residence or recovery community in Sub–Area 4.1,

All of the other community residences and/or recovery communities in the adjacent sub–areas 4.2 and 5.1 are sufficiently far away that they are not going to interfere with normalization or community integration at the sites in Sub–Area 4.1.

Sub–Area 4.2

Figure 16: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 4.2



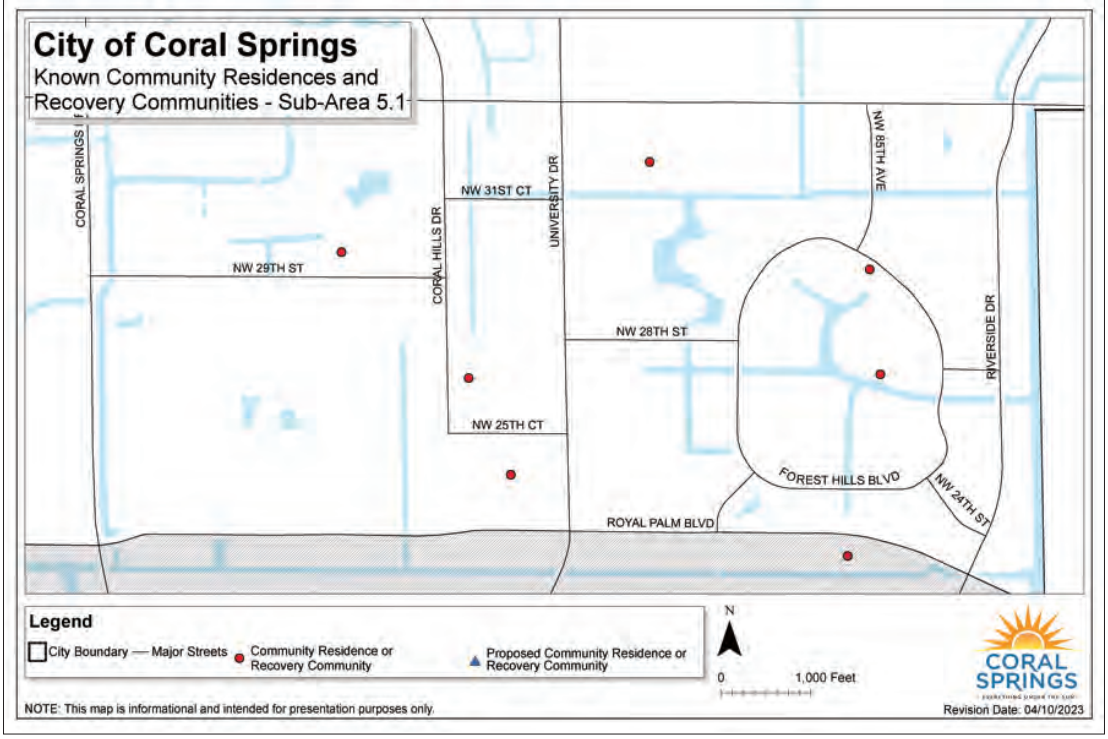
Source: City of Coral Springs, Florida, April 2023.

The single community residence or recovery community in Sub–Area 4.2 is sufficiently far from the closest ones in adjacent sub–areas 6.1 and 6.3 that it will not interfere with normalization or community integration at one of the other sites. The site in Sub–Area 4.2 is more than 1,840 feet from the site in Sub–Area 6.1. The Sub–Area 6.1 site is over 3,600 feet from the Sub–Area 6.3 site.

None of the community residences and/or recovery communities in adjacent sub–areas 4.1, 5.2, 6.1, and 6.3 is remotely close to the community residence or recovery community in Sub–Area 4.2.

Sub–Area 5.1

Figure 17: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 5.1



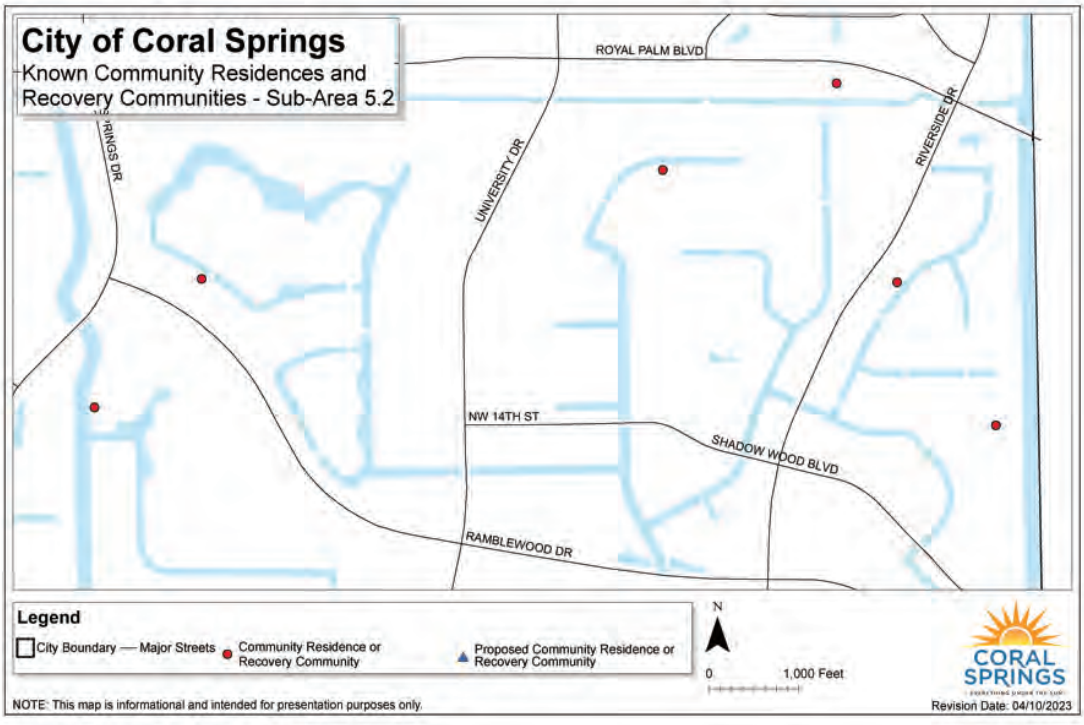
Source: City of Coral Springs, Florida, April 2023.

All but two of the community residences and/or recovery communities in Sub–Area 5.1 are sufficiently separated to facilitate normalization and community integration. The two in the center of the east end are more than 1,040 feet apart with seven lots and one street separating them.

All of the community residences and/or recovery communities in the adjacent sub–areas 1.2, 2.2, 3.2, 4.1, 4.2, and 5.2 are sufficiently far enough from the community residences and/or recovery communities in Sub–Area 5.1 that they will not interfere with normalization or community integration of the occupants of the community residences and/or recovery communities in Sub–Area 5.1.

Sub–Area 5.2

Figure 18: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 5.2



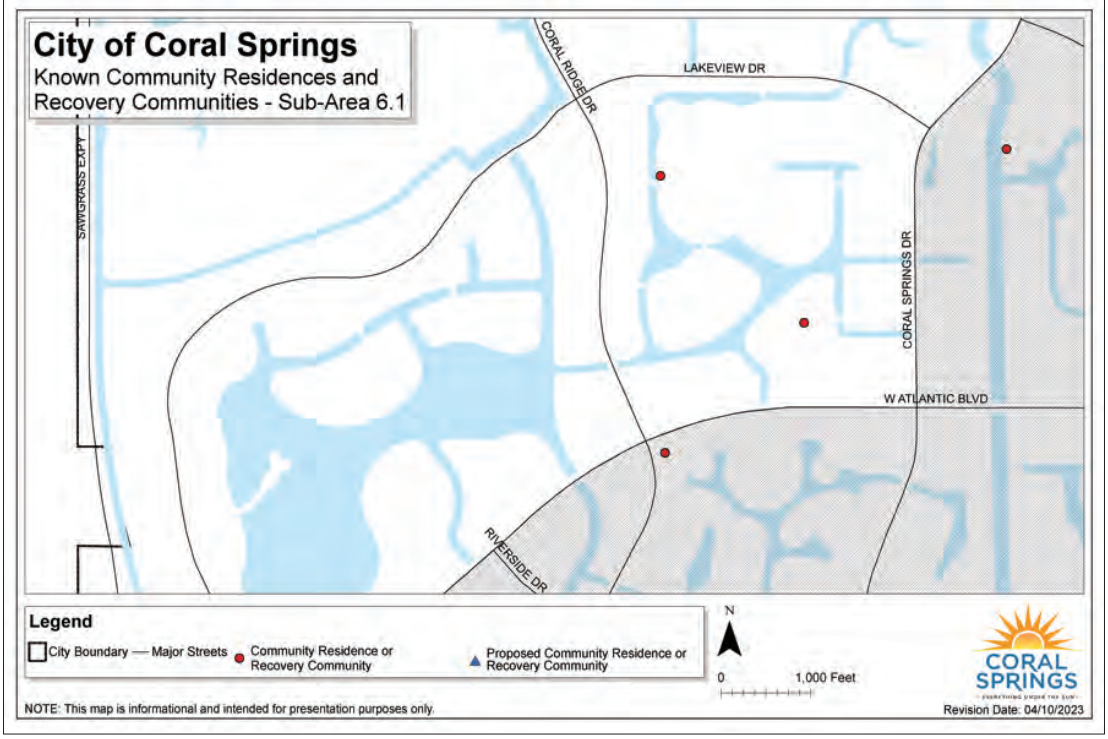
Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities at the west end of Sub–Area 5.2 are over 1,700 feet apart with ten lots between them. More than a mile to the east are four scattered sites, none of which is closer than 1,600 feet to another. The two most to the east are over 1,800 feet apart and separated by 13 lots. None are close enough to another to interfere with normalization or community integration.

None of the community residences and/or recovery communities in the adjacent sub–areas 4,1, 4.2, 5.1, 6.3, and 6.4 are located close enough to the sites in Sub–Area 5.2 to interfere with normalization or community integration of the occupants of the sub–area's community residences and/or recovery communities.

Sub–Area 6.1

Figure 19: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 6.1



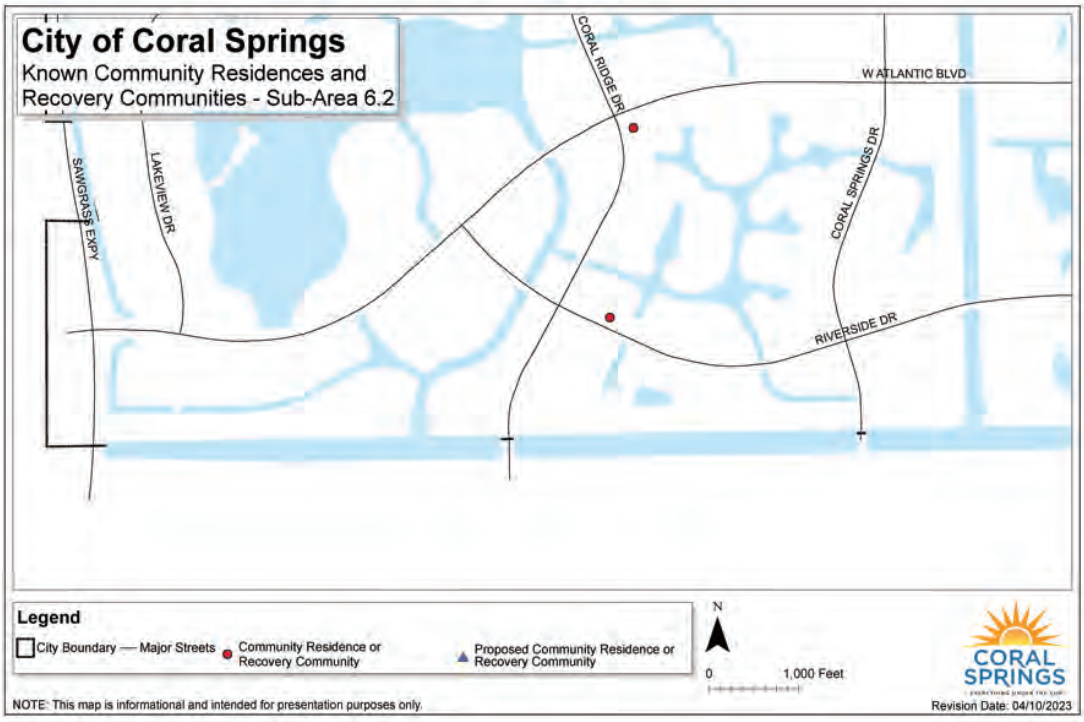
Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities in Sub–Area 1 are more than 2,180 feet from each other.

The site in Sub–Area 6.2 is 2,000 feet from the closest site in Sub–Area 6.1. None of the community residences and/or recovery communities in the adjacent sub–areas 4.2, 6.2, 6.3, and 6.4 are located close enough to the two sites in Sub–Area 6.1 to interfere with normalization or community integration at either of them.

Sub–Area 6.2

Figure 20: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 6.2



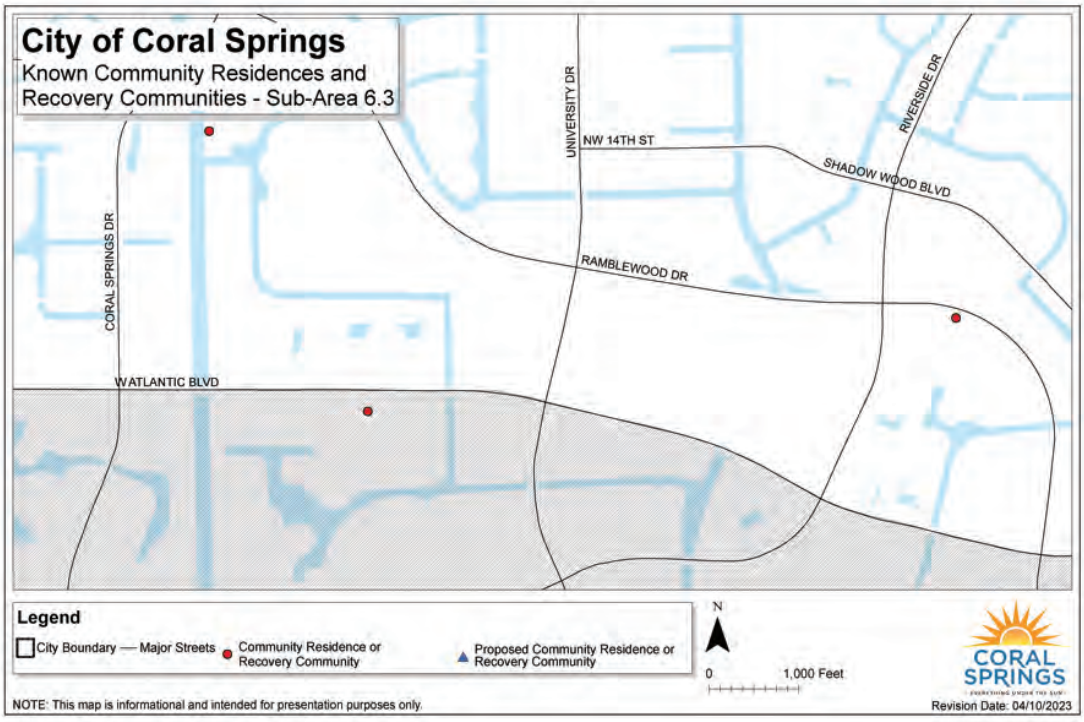
Source: City of Coral Springs, Florida, April 2023.

The two community residences and/or recovery communities here are more than 2,000 feet and 18 lots apart.

None of the community residences and/or recovery communities in the adjacent sub–areas 4.2, 6.1, 6.3, and 6.4 are located close enough to the sites in Sub–Area 6.2 to interfere with normalization or community integration at the community residences and/or recovery communities in Sub–Area 6.2.

Sub–Area 6.3

Figure 21: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 6.3



Source: City of Coral Springs, Florida, April 2023.

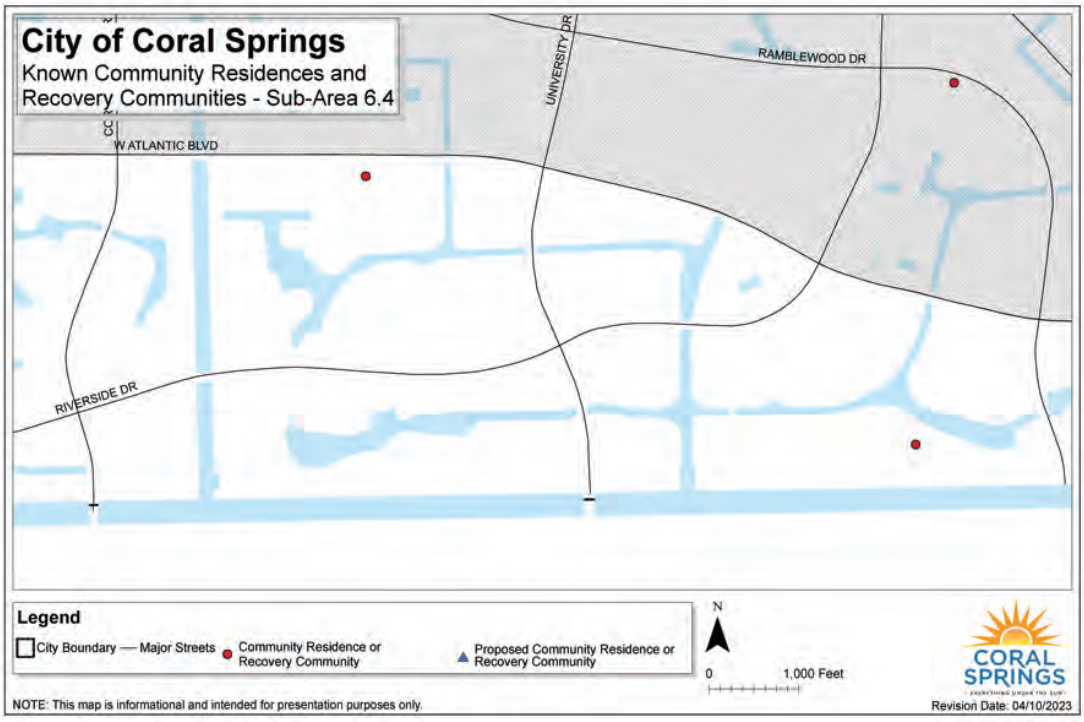
The two community residences and/or recovery communities in Sub—Area 6.3 are nearly two miles apart.

The closest sites in adjacent sub–areas include a site just south of West Atlantic Boulevard in Sub–Area 6.4 that is more than 3,370 feet and over 6,500 feet respectively from the west–most Sub–Area 6.3 site and the site near Ramblewood Drive in Sub–Area 6.3. Another community residence or recovery community is located in Sub–Area 5.2 more than 3,700 feet northeast from the site near Ramblewood Drive

None of the community residences and/or recovery communities in the adjacent sub–areas is close enough to either of these two sites to interfere with normalization or community integration.

Sub–Area 6.4

Figure 22: Relative Locations of Known Community Residences and Recovery Communities in Sub–Area 6.4



Source: City of Coral Springs, Florida, April 2023.

In Sub–Area 6.4, the two community residences and/or recovery communities are more than 6,700 feet from each other.

The closest community residence or recovery community in Sub–Area 6.3 is well over a half–mile from the nearest site in Sub–Area 6.4.

None of the community residences and/or recovery communities in the adjacent sub–areas 6.1 and 6.2 are close enough to the sites in Sub–Area 6.4 to interfere with normalization or community integration.

Observations

While the extremely intense concentrations of community residences and recovery communities that have formed in numerous southeast Florida jurisdictions have *not* yet developed in Coral Springs, there are signs of two existing concentrations and some nascent concentrations that may be developing as well as minimal clustering of sites in the city.

At the west end of Coral Springs, a concentration of community residences and/or recovery communities *may* be in the *very early* stages of developing in the south end of Sub–Area 1.2, north of West Sample Road between Corel Ridge Drive and NW 10th Avenue.

However, a concentration has already developed that includes the northeast end of Sub–Area 1.2 and the west end of Sub–Area 2.2. The heart of the concentration is a cluster of four community residences and/or recovery communities around Coral Hills Drive. Two are just 635 feet apart and separated by only three lots. Two blocks east of them are two sites within 556 feet of each other with four lots between them. None of these four is more than seven lots from another. This close juxtaposition of the four sites is unlikely to facilitate normalization or community integration, especially if all four house people with the same sort of disability. This arrangement is the poster child of "clustering."

A nascent concentration *might* be developing in the west–most third of Sub–Area 3.2 where five community residences and/or recovery communities are located. Two are 720 feet with five lots between them — hardly conducive to facilitating normalization or community integration.

Although there is no clustering, a concentration of nine community residences and/or recovery communities may be emerging in the central portion of Sub–Area 4.1 and adjacent Sub–Area 1.2.

Overall, in Coral Springs, there is just one concentration of community residences and/or recovery communities and just three instances where concentrations *might* be in their early stages. The city has just one instance where community residences and/or recovery communities are clustered near each other.

Adopting the narrowly–crafted zoning regulations this study recommends should prevent these possible nascent concentrations of community residences and/or recovery communities from growing into full–fledged concentrations that intensify and expand geographically over time to create *de facto* social service districts that alter the character of residential neighborhoods. Adopting the recommended zoning approach should also prevent new clusters from forming and curtail expansion of the existing cluster.

Overall, Coral Springs is well–positioned to employ the recommended rational zoning regulations in accord with the nation's Fair Housing Act that enable community residences and recovery communities to locate without clustering on blocks or concentrating in neighborhoods which undermine their ability to foster normalization, community integration, and use neighbors without disabilities as role models.

Recommended zoning framework

The 1988 amendments to the nation's Fair Housing Act require all government jurisdictions to make a "reasonable accommodation" in their zoning codes and other rules and regulations to enable group homes and other community residences for people with disabilities (as well as recovery communities) to locate in the residential districts essential to their success. The zoning ordinance amendments that will be proposed for Coral Springs make this reasonable accommodation that the Fair Housing Amendments Act of 1988 requires for those people with disabilities who wish to live in a community residence (or recovery community). The legislative history of the Fair Housing Amendments Act of 1988 makes it clear that jurisdictions *cannot* require a conditional use permit

(also known in other jurisdictions as a special exception or a special use permit) as the *primary* means of regulating family community residences for people with disabilities in residential districts. It does *not,* however, disallow requiring conditional use approval in single–family districts for transitional community residences. Nor does the Fair Housing Amendments Act of 1988 require that a local jurisdiction allow in residential districts those community residences occupied by persons who do *not* have disabilities since they do not constitute a protected class under the Fair Housing Act.

As explained below, there are two types of community residences: "family community residences" and "transitional community residences." A third community–based congregate living arrangement for people in recovery from substance use disorder is called a "recovery community" which does *not* emulate a family. Because recovery communities do not resemble a community residence in nature and performance, they warrant a slightly different treatment in the city's *Land Development Code* as explained beginning on page 61.

When a "community residence" is legally a "family"

Like any other dwelling, when a community residence for people with disabilities — whether it be "family" or "transitional" — fits within the cap of four unrelated persons as proposed for the definition of "family" in the city's *Land Development Code,* it must be allowed as of right in all residential districts the same as any other family or single housekeeping unit.[65]

The case law is very clear: No additional zoning restrictions can be imposed on a community residence for people with disabilities that fits within the cap on the number of unrelateds in the local definition of "family." ***Consequently, when a zoning code allows up to four unrelated people to constitute a "family," the zoning ordinance cannot require certification, licensing or a spacing distance around a community residence with as many as four occupants with disabilities.***[66]

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65. In addition, when a zoning code does not define "family" at all or allows any number of unrelated people to constitute a family, it *cannot* impose any additional zoning requirements on community residences for people with disabilities. If a jurisdictions did impose additional zoning requirements, it would be imposing them solely because the occupants were people with disabilities. But legally they constitute families like all other families and imposing licensing or spacing requirements in these circumstances would constitute housing discrimination on its face. In the absence of a definition of "family" (or its equivalent) or a cap on the number of unrelated individuals that can constitute a "family," zoning cannot legally regulate community residences for people with disabilities — and very likely recovery communities as well — through zoning.
66. Remember that there is a distinction to be made between local zoning and the state's licensing or certification requirements. *A state licensing or certification statute or rule can require licensing or certification of community residences for* any *number of residents,* including sober living homes. State licensing or certification *can* establish rational spacing requirements

As explained beginning on page 32, the definition of "family" recommended for Coral Springs' *Land Development Code* would allow four unrelated people living as a single housekeeping unit to constitute a family. **Any community residence for people with disabilities that fits within this cap must be treated as a "family" and such a home *cannot* be used for calculating spacing distances required by *local zoning*, as explained in footnotes beginning on page 17 and on page 55.**

So even though the recommended definition of "family" would not allow more than four unrelated people not in a single domestic partnership to live together, the Fair Housing Act does require the city to make a "reasonable accommodation" for community residences that would house more than the recommended four unrelated people with disabilities so they can locate in the residential districts in which they need to locate to achieve their purposes. That fact situation — when the number of occupants exceeds the maximum number of unrelated occupants allowed under a city's definition of "family" — is when a zoning code can establish a spacing distance and licensing or certification requirement for community residences (and recovery communities) *allowed as permitted uses*. A local jurisdiction must establish a case–by–case review process as a backup to make a further "reasonable accommodation" when these two requirements are not met. In Coral Springs, this backup process would be a conditional use.

General principles for making the zoning reasonable accommodation

Taken as a whole, the case law suggests that any reasonable accommodation must meet these three tests:

- The proposed zoning regulation must be *intended* to achieve a legitimate government purpose.
- The proposed zoning regulation must *actually achieve* that legitimate government purpose.
- The proposed zoning regulation must be the *least drastic means necessary to achieve* that legitimate government purpose.

In *Bangerter v. Orem City Corporation,* the federal Court of Appeals said the same thing a bit differently, "Restrictions that are narrowly tailored to the particular individuals affected could be acceptable under the FHAA if the benefits to the handicapped in their housing opportunities clearly outweigh whatever burden may result to them."[67]

But the nation's Fair Housing Act is not the only law that affects how cities and counties in Florida can regulate community residences for people with disabilities. The State of Florida has adopted several statutes that restrict local zoning of state–licensed community residences for specific populations with disabilities.

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between community residences of any number of residents — even those that fit within a jurisdiction's definition of "family." This is a nearly universal practice by states across the nation.

67. 46 F.3d 1491 (10th Cir. 1995) 1504.

When to apply a spacing distance

It is critical to remember that spacing distances are applied and measured *only* between community residences and recovery communities. As explained beginning on page 17, a *spacing distance is not applied to, nor measured from, a community residence that fits within the jurisdiction's limit on unrelated individuals that can constitute a "family" in its zoning code.* It is classified as a "family" under zoning and must be treated as a "family." To do otherwise would constitute housing discrimination on its face.

So if Coral Springs adopts the recommended zoning definition of "family" that allows up to four unrelated individuals to dwell together, a community residence housing as many as four people with disabilities is classified as a "family" for zoning purposes and no spacing distance for community residences or recovery communities is measured from it or to it.

While the *Land Development Code* cannot require a license or certification for a community residence that fits within the zoning definition of "family," the *State of Florida* can require a license or certification no matter how many people live in a community residence and no matter how a city or county defines "family.".

The proposed zoning amendments take into account both federal fair housing law and the provisions in the Florida statutes that restrict local zoning that are legal under the nation's Fair Housing Act.[68]

The zoning amendments to be written to implement the recommendations of this study will seek to enable community residences to locate in all appropriate residential zoning districts through the least drastic regulation needed to accomplish the legitimate government interests of preventing clustering and concentrations (which undermine the ability of community residences to accomplish their purposes and function properly, and which alter the residential character of a neighborhood) and of protecting the residents of the community residences from abuse and improper or incompetent care. The amendments will be narrowly tailored to the needs of the residents with disabilities to provide greater

68. Our review suggests that there is a need to coordinate the state statutes and revise them to eliminate their weaknesses and facilitate more rational zoning treatment of community residences for people with disabilities throughout the State of Florida. The state statutes contain provisions that likely do not fully comply with the nation's Fair Housing Act as explained beginning on page 74.

benefits than any burden that might be placed upon them. And they constitute the requisite legitimate government purpose for regulating community residences for people with disabilities.[69]

The courts, however, recognize that the preservation of the residential character of neighborhoods is also a legitimate government interest. Local government "may regulate the residential character of its neighborhoods, so long as they devise a means to protect the ability of recovering people to live in the residential neighborhoods in a meaningful way which takes in mind their need for a group living substance free environment."[70] And this is exactly what the zoning based on the recommended framework will seek to accomplish for all people with disabilities.

Key to establishing a zoning approach in compliance with the Fair Housing Act is classifying community residences on the basis of functionality rather than on the number of people living in the community residence — at least as much as the legal provisions of Florida's statutes allow.

Community residences for people with disabilities (both family and transitional) that house no more than the recommended cap of four unrelated residents in a single housekeeping unit would be treated the same as any other family and cannot be included when calculating spacing distances between community residences for people with disabilities.

Voluntary Certification of Sober Homes and Recovery Communities. The Florida Association of Recovery Residences (FARR) is the state's certification entity as explained beginning on page 35. FARR uses a demanding certification process that determines whether a sober living home (or recovery community) is actually operated in accord with its certification standards rather than depending on a prospective operator's promises of how she will operate the home. The six steps required to achieve certification are available at http://farronline.org/certification/apply-for-certification. Detailed certification and compliance protocols are available to download at https://farronline.org/document-library.

FARR requires unrestricted access to interview management, staff, and residents to ensure that policies, procedures, and protocols are actually being followed at the sober living home (or recovery community).

So while an applicant must meet FARR's initial criteria to open a sober living home (or recovery community), FARR makes its final determination on certification after the sober living home (or recovery community) has been operating for at least three months. This enables FARR to conduct an inspec-

69. The proposed zoning provisions for recovery communities seek to achieve the same goals.

70. *Jeffrey O. v. City of Boca Raton,* 511 F. Supp. 2d 1339 (SD Florida 2007).

tion after a home has been operating for three months and to interview current and former residents and staff members.[71]

When a jurisdiction requires licensing or certification for community residences and recovery communities, FARR issues initial provisional certification based on the paper application until annual certification is issued following the on–site inspection and confirmation of compliance with FARR's standards. FARR's provisional certification will satisfy the certification requirements in the zoning recommended here for Coral Springs. If permanent certification is denied, the sober home or recovery community could not continue to operate in Coral Springs under the zoning to be recommended.

Community residences

As emphasized throughout this report, emulating a biological family is an essential core characteristic of every community residence. It is difficult to imagine how more than ten to 12 individuals can successfully emulate a biological family. (For the sake of simplicity, this report will use ten as the maximum number of occupants in a community residence allowed as of right. But any jurisdiction certainly could choose 12 with only a little less confidence that it can emulate a family.) Once the number of occupants exceeds ten, the home can start to take on the characteristics of a mini–institution rather than a family or a residential use. Coral Springs should consider defining community residences as housing no more than ten people,[72] while allowing for the conditional use case–by–case review process for proposed community residences that would house more than ten people. Standards for granting the conditional use should require the applicant to demonstrate how it can and will emulate a family as well as why it needs more than ten residents to assure therapeutic and/or economic viability.

The courts have been quite clear that zoning needs to allow more people with disabilities to live in a community residence than ordinarily permitted as of right — *when the additional residents are needed to ensure financial and/or therapeutic viability* (and the number of residents can still emulate a family). That legal principle is fully incorporated into the zoning framework that follows which establishes that as many as ten people can occupy a community residence as of right when the standards recommended here are met. But, as the court noted in its final order in *Jeffrey O. v. City of Boca Raton,* 511 F.Supp.2d 1339 (SD Florida, 2007) zoning must provide a way to make a further reasonable accommodation when, for example, more than ten occupants are needed for financial or therapeutic viability. The recommended conditional use backup provides a regulatory

71. Emails from John Lehman, past CEO and board member of the Florida Association of Recovery Residences to Daniel Lauber, Law Office of Daniel Lauber (Nov. 17, 2017, 9:34 a.m. CST and Nov. 20, 2017, 11:27 a.m. CST) (on file with the Law Office of Daniel Lauber).

72. The maximum number of residents allowed as of right should be an even number to take into account the established need of assuring all sober living home residents have a roommate. Similarly, there are therapuetic reasons that make it desirable for the occupants of a community residence for people with mental illness to have a roommate.

vehicle to make that further reasonable accommodation.[73]

Recommended zoning framework for "family community residences"

Unlike the transitional community residences discussed below, tenancy in family community residences is relatively permanent. There is no limit on how long people can live in them. In terms of stability, tenancy, and functionality, family community residences for people with disabilities are more akin to the traditional owner–occupied single–family home than are transitional community residences for people with disabilities.

To make this reasonable accommodation for more than four people with disabilities who wish to live in a community residence, the proposed zoning ordinance amendments will make family community residences for five to 10 people with disabilities a permitted use in all zoning districts where residential uses are currently allowed, subject to two objective, nondiscretionary administrative criteria:

- The specific community residence or its operator must receive authorization to operate the proposed family community residence by receiving the license that the State of Florida requires, the voluntary certification available through the Florida Association of Recovery Residences, or a self–imposed maintenance and set of criteria that are the functional equivalent of certification or licensing (namely the Oxford House Charter);[74] and

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73. Like nearly all decisions involving communty residences under the Fair Housing Act, these are quite fact–specific. So in some instances the plaintiff failed to prove that it the needed additional residents to ensure financial and/or therapeutic viability. Despite the different outcomes in these cases, the courts agreed that additional residents should be allowed to ensure financial and/or therapeutic viability.
S*ee Smith & Lee Associates, Inc. V. City of Taylor, Michigan*, 102 F.3d 781 (6th Cir. 1996) at 795–796 and *United States v. City of Taylor,* 872 F.Supp. 423 (E.D. Mich. 1995). *Also see Bryant Woods Inn, Inc. v. Howard County, 124 F.3d 597 (4th Cir. 1997)* (plaintiff failed to show that seven additional residents were needed to achieve financial or therapeutic viability); *Brandt v. Village of Chebanse, 82 F.3d 172, at 173–174 (7th Cir. 1996)* (For "groups of handicapped persons who seek to live together … for mutual support," such as in a sober-living home, "some minimum size may be essential to the success of the venture"); *Harmony Haus Westlake v. Parkstone Property Owners Ass'n,* 440 F.Supp.3d 654 (2020); *Elderhaven, Inc. v. City of Lubbock, Tex.*, 98 F.3d 175 (5th Cir. 1996) (noting a critical mass may be required to make a group home economically feasible — the court also looked at therapeutic viability); *U.S. v. Village of Palatine,* (N.D. Ill, 1993, Case No. 93 C 2154) (District court decision found that the requested larger number of residents was necessary to assure Oxford House's financial viability; the decision was overturned by the Seventh Circuit for procedural reasons in 37 F.3d 1230, 1234 (7th Cir. 1994).
74. There appears to be no legal reason why any local Florida jurisdiction could not require sober living homes to obtain certification from the State of Florida to satisfy this criterion. As noted above, Oxford House, which is recognized by Congress, maintains its own standards and procedures under the Oxford House Charter that are fairly comparable to the standards and

- The proposed family community residence is not located within a rationally–based distance of 750 feet or nine lots, whichever is greater, from an existing community residence or recovery community as measured from the nearest lot lines.

When a proposed family community residence does not meet both standards, the operator can apply for a case–by–case evaluation via the conditional use process as explained beginning on page 68.

Recommended zoning framework for "transitional community residences"

Residency in a "transitional community residence" is more transitory than in a "family community residence" because transitional community residences either impose a maximum time limit on how long people can live in them or actually house people for a few months or weeks.[75] Tenancy is measured in months or weeks, not years. This key characteristic makes a transitional community residence more akin to multiple–family residential uses that exhibit a higher turnover rate typical of rentals than the lower turnover rate of single–family dwellings.

Even though multifamily uses are not allowed in single–family districts, the Fair Housing Act requires every municipality and county to make a "reasonable accommodation" for transitional community residences for people with disabilities. This reasonable accommodation can be accomplished via the heightened scrutiny of a conditional use when an operator wishes to locate a transitional community residence in a single–family district.

However, in districts where multifamily is allowed as of right, a transitional community residence for five[76] or more people with disabilities should be allowed as a permitted use subject to two objective, nondiscretionary administrative criteria:

- The specific community residence or its operator must receive authorization to operate the proposed transitional community residence by receiving the license that the State of Florida requires, the voluntary certification available through the Florida Association of Recovery Residences, or a self–imposed set of criteria that are the functional equivalent of certification or licensing (the Oxford House Charter); and
- The proposed transitional community residence is not located within a

procedures of licensing laws in states around the country. Consequently, Oxford Houses, as well as recovery residences certified by the State of Florida, would meet this first criterion.

75. Time limits typically range from 30 days to 90 days, and as long as six, nine, or 12 months, depending on the nature of the specific transitional community residence and the population it serves. With no time limit, many residents of family community residences live in them for many years, even decades.

76. Assuming Coral Springs amends its definition of "family" to include up to four unrelated individuals living as a single housekeeping unit.

> rationally–based distance of 750 feet or nine lots, whichever is greater, from an existing community residence or recovery community as measured from the nearest lot lines.

When a proposed transitional community residence does not meet both standards, the operator can apply for a case–by–case evaluation through a conditional use as explained beginning on page 68.

Recovery communities

Community residences are not the only housing option available for people in recovery from substance use disorder, also known as drug and/or alcohol addiction or abuse. "Recovery communities" offer a more intensive living arrangement with more people than can emulate a family and a more segregated, slightly institutional–like atmosphere than a community residence. Recovery communities provide housing and are *not* inpatient facilities. *Due to their fundamental differences, recovery communities warrant somewhat different zoning treatment than community residences.*

A recovery community consists of multiple dwelling units in a single multifamily structure, a series of townhouses, or a series of single–family detached houses that are *not* available to the general public for rent or occupancy. A recovery community provides a drug–free and alcohol–free living arrangement for people in recovery from drug and/or alcohol addiction. But, unlike a community residence, a recovery community does *not* emulate a biological family. As explained below, a recovery community is a different land use than a community residence and it warrants a different zoning treatment.

Unlike a community residence with a maximum of roughly ten occupants whose essence is emulating a biological family, a recovery community can consist of dozens and even scores of people in recovery making it more akin to a mini–institution in nature and number of occupants. The U.S. Department of Justice and Department of Housing and Urban Development have jointly noted that the U.S. Supreme Court's decision in *Olmstead v. L.C.*:[77]

> …ruled that the Americans With Disabilities Act (ADA) prohibits the unjustified segregation of persons with disabilities in institutional settings where necessary services could reasonably be provided in integrated, community-based settings. An integrated setting is one that enables individuals with disabilities to live and interact with individuals without disabilities to the fullest extent possible. By contrast, a segregated setting includes congregate settings populated exclusively or primarily by individuals with disabilities. Although Olmstead did not interpret the Fair Housing

77. 527 U.S. 581 (1999).

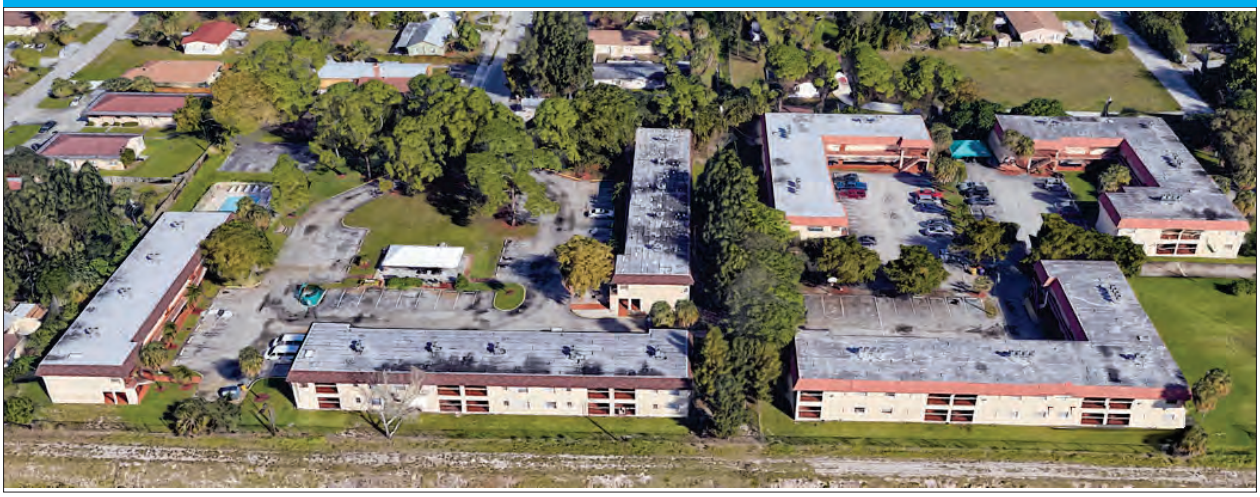
> Act, the objectives of the Fair Housing Act and the ADA, as interpreted in Olmstead, are consistent.[78] *[Emphasis added]*

As will be explained on the following pages, recovery communities constitute a fairly segregated setting that does not facilitate interaction with nondisabled people in the surrounding neighborhood — quite contrary to the core nature of community residences where interaction with neighbors without disabilities is a fundamental characteristic.

As of this writing, there may be one known uncertified recovery community in five dwelling units in Coral Springs and no certified recovery communities. The State of Florida does not have a license for recovery communities.

Generally speaking, a recovery community is located in multifamily buildings where the operator places several individuals in each unit. Some may occupy a large single–family house or a series of detached or attached single–family residences. They have been known to cluster together. One of the most extreme situations is a recovery community in Palm Beach County occupied by 152 individuals in recovery with another 100–person recovery community next door. Both are under the same ownership and are shown immediately below.

Figure 23: Example of Two Adjacent Recovery Communities in Palm Beach County



A total of 252 people in recovery occupy these two adjacent recovery communities, 100 in one and 152 in the other. Both are operated by the same recovery community provider.

The reality, however, is that these are functionally segregated mini–institutions that do *not* emulate a family, facilitate the use of non–disabled neighbors as role models, or foster integration into the surrounding community to the ex-

78. Joint Statement of the Department of Housing and Urban Development and the Department of Justice, *State and Local Land Use Laws and Practices and the Application of the Fair Housing Act,* 11 (Nov. 10, 2016)

tent that a community residence does.[79]

Operators of recovery communities are known to move residents from one apartment to another — *unlike how a family or roommates behave*. This sort of arrangement does *not* constitute a community residence in any sense of the term — remember that the essence of a community residence is to emulate a biological family. The segregated housing a recovery community creates can run counter to core purposes of a community residence: to achieve normalization and community integration using neighbors without disabilities as role models. The very structure of a recovery community encourages a more inward orientation for occupants that doesn't facilitate interaction with neighbors without substance use disorder.

Just a handful of jurisdictions have adjusted their zoning provisions to accommodate recovery communities. In the absence of zoning provisions for recovery communities, some providers have skirted zoning provisions intended to prevent adverse clustering and concentrations by misusing the cap on the number of unrelated individuals in the local zoning code's definition of "family." In these instances, when a jurisdiction has a cap of four unrelated individuals in its definition of "family" as recommended for Coral Springs, the operator places four people in recovery in each unit in an apartment building and sometimes several nearby buildings. The people in recovery, however, function as a single large "community," not as individual functional families. Concentrations and clusters of these mini–institutions can and do alter the residential nature of the surrounding community no less than a concentration of nursing homes would and maybe even more since the occupants of recovery communities are more ambulatory and may maintain a motor vehicle on the premises.

A single recovery community can effectively recreate the circumstances in other jurisdictions where the courts have concluded that an institutional atmosphere was recreated. In *Larkin v. State of Michigan Department of Social Services,* the Sixth Circuit Federal Court of Appeals arrived at this conclusion when it referenced the decisions in *Familystyle*. In the *Familystyle* case, the operator sought to increase the number of group homes on one and a half blocks from 21 to 24 and the number of people with mental illness housed in them from 119 to 130. Referring to the federal district and appellate court decisions in *Familystyle,* the *Larkin* court noted, "The courts were concerned that the plaintiffs were simply recreating an institutionalized setting in the community, rather than deinstitutionalizing the disabled."[80]

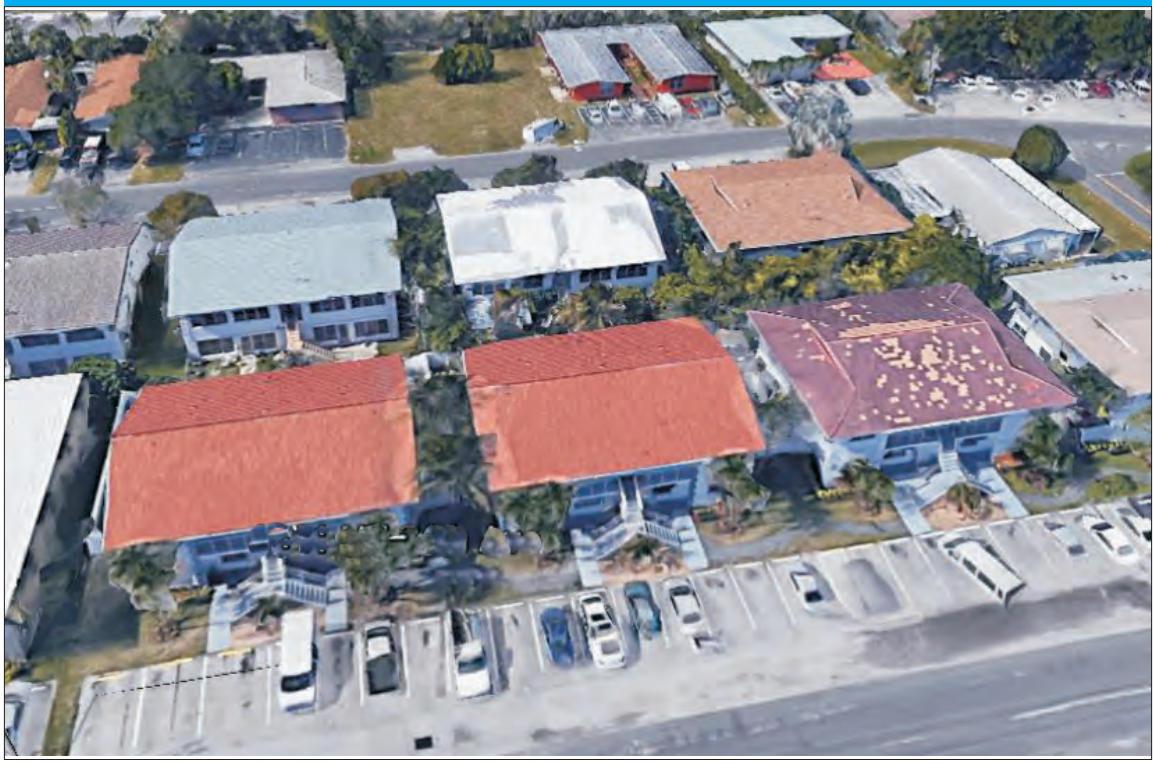
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79. Many of these recovery communities offer what is called "Level IV" support, the highest, most intense degree of support. In its description of "support levels" that service providers offer, the Florida Association of Recovery Residences (FARR) notes that "Level IV" "[m]ay be a more institutional *[sic]* in environment." *See* http://farronline.org/standards-ethics/support-levels.

80. *Larkin v. State of Michigan Department of Social Services,* 89 F.3d 285 6th Cir. (1996). *See also Familystyle of St. Paul, Inc. v. City of St. Paul*, 728 F.Supp. 1396 (D. Minn. 1990), aff'd, 923 F.2d 91 (8th Cir. 1991).

That is exactly what has happened in the Broward County cities of Pompano Beach and Oakland Park as well as in neighboring Palm Beach County.[81] In fact, the density of these large mini–institutions has often been greater than in the *Familystyle* case. The operators have recreated an institutional setting in the midst of a residential district. These mini–institutions not only interfere with the core goals of normalization and community integration, but also alter the character of the neighborhood and the city's zoning scheme.

Figure 24: Cluster of Four Clustered Recovery Communities in Pompano Beach



The four buildings with the colorful roofs in this photo from Google Earth are each occupied by 24 people in recovery, for a total of 96 people in 16 apartment units.

As noted earlier, a key reason for community residences locating in residential zoning districts has long been that the neighbors without disabilities serve as role models for the people with disabilities. Consequently, this essential rationale for community residences expects the occupants of the community resi-

81. *See* Daniel Lauber, *Pompano Beach, Florida: Principles to Guide Zoning for Community Residences for People With Disabilities* (River Forest, IL: Planning/Communications, June 2018) 37–38 and Daniel Lauber, *Zoning Principles for Community Residences for People With Disabilities and for Recovery Communities in Oakland Park* (River Forest, IL: Planning/Communications, March 2019) 38–40. The situation in the rest of Broward County is unknown because a county–wide study has not been conducted there. *Also see* Daniel Lauber, *Zoning Analysis and Framework for Community Residences for People With Disabilities and for Recovery Communities in Palm Beach County, Florida* (River Forest, IL: Planning/Communications, July 2020) 57–61.

dences to interact with their neighbors. Filling multiple dwelling units with people in recovery is not conducive to achieving these fundamental goals. Instead the occupants of the recovery community will almost certainly interact primarily with the other people in recovery rather than with the "clean and sober" people in the surrounding neighborhood.

As a larger and significantly more intense use than an community residence, recovery communities exert a wider influence on the neighboring community. Consequently, it stands to reason that a greater spacing distance from any existing recovery community or community residence is warranted for a proposed recovery community.

Introducing multiple mini–institutions such as these can and has altered and the residential character of the surrounding neighborhood.[82] In addition, there is no evidence that such arrangements do not affect property values, property turnover rates, or neighborhood safety. The studies of the impacts of community residences examined actual community residences that emulate a family, *not* these mini–institutions. The *de facto* social service districts that clusters of recovery communities produce fall far outside the foundations upon which the courts have long based their decisions to treat community residences as residential uses, including emulating a biological family and utilizing nearby neighbors without disabilities as role models to foster normalization as well as participation in the wider community to achieve community integration.

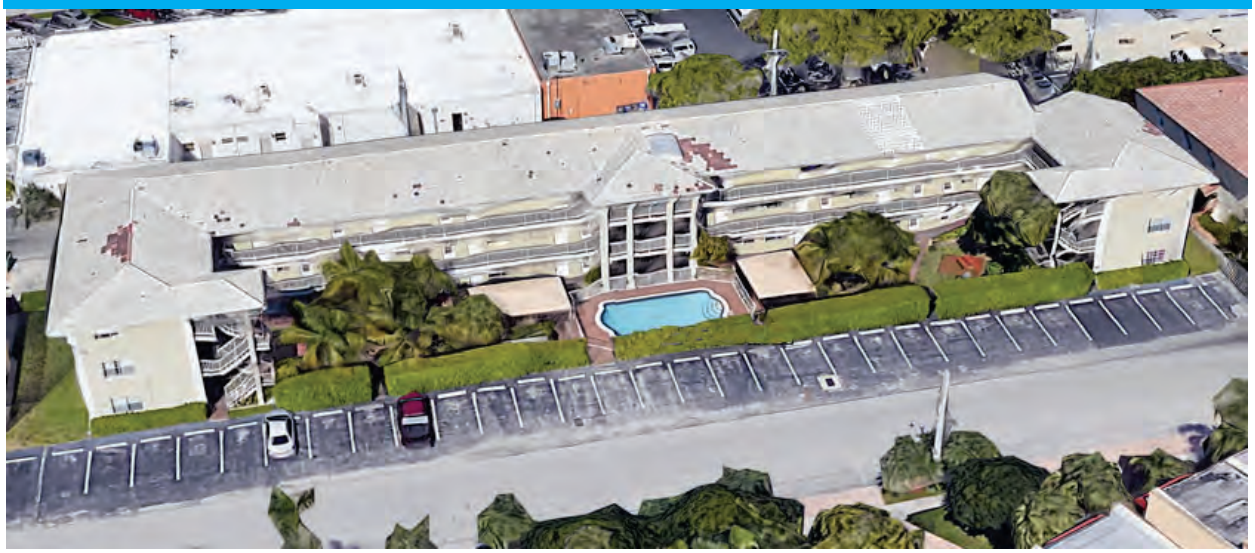
It is important to remember that zoning is based on how each land use functions and performs. The original community residence concept is based on the community residence behaving as a "functional family," namely emulating a biological family to attain normalization and community integration. Such homes need to be in a residential neighborhood where the nondisabled neighbors serve as role models. Those are key cornerstones that of the basis of the court rulings that require community residences to be allowed in residential districts — going back to before enactment of the Fair Housing Amendments Act of 1988 which made people with disabilities a protected class.

But filling a multifamily building with people in recovery — or filling adjacent houses or town homes with people in recovery — hardly emulates a biological family in a residential neighborhood. Instead of "clean and sober" people in the surrounding dwellings serving as role models, the folks trying to recover from substance use disorder are surrounded by other people in the same situation. It is difficult to imagine how such segregated living arrangements foster the normalization and community integration at the core of the community residence concept. Such arrangements are like a step back to the segregated institutions in which people with disabilities were placed before deinstitutionalization became the nation's policy more than half a century ago.

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82. Lest we forget, the courts agree that cities have a legitimate government interest in preserving the residential character of their neighborhoods as discussed earlier on page 57.

Figure 25: Eighty Person Recovery Community in Palm Beach County



Forty apartments are occupied by 80 people in this Palm Beach County recovery community.

These are among the reasons why spacing distances are so crucial to establishing an atmosphere in which community residences can enable their occupants to achieve normalization and community integration and facilitate utilization of neighbors as role models. And these are among the reasons why zoning should treat recovery communities as the mini–institutions that they functionally are.[83]

Since recovery communities are appropriately located in multifamily buildings, it makes no sense for a zoning code to allow new recovery communities to be located in single–family districts where new multifamily housing is not permitted. But it is rational and appropriate to allow recovery communities in those zoning districts where multifamily housing is allowed.

As explained beginning on page 30, the capacity of a neighborhood to absorb service dependent people into its social structure is limited. When two or more recovery communities are clustered on a block or adjacent blocks, it is very likely that they would exceed this capacity. Depending on the number of residents in a particular recovery community, this situation can warrant a significantly greater spacing distance for recovery communities allowed as of right in a zoning district than between community residences allowed as of right.

The distance between a proposed recovery community and the nearest com-

83. The case law that requires *zoning* to treat a community residence that fits within the cap on unrelateds in the definition of "family" is based on fact situations involving actual, individual community residences. *The case law under the Fair Housing Act regarding community residences for people with disabilities is very fact specific.* It is difficult to imagine that a court would fail to recognize that, for example, placing 20 or more people with disabilities in a building is an attempt to subvert the definition of "family" and would be anything but an institutional use set in a residential area.

munity residence, recovery community, or congregate living facility ought to vary based on the number of occupants of a proposed recovery community. The occupants of a recovery community with up to, for example, 16 residents would likely be absorbed into the social structure of a neighborhood much like the occupants of a community residence would be. Consequently, the spacing distance for such a *relatively* small recovery community could be the same as between community residences. However, a recovery community housing 100 or more people needs a much larger neighborhood with a larger social structure to absorb its much greater number of residents. Consequently larger recovery communities warrant a significantly greater spacing distance to facilitate absorption into a larger social structure and advance normalization and community integration through interaction with neighbors without disabilities.

When a recovery community is proposed to be located within the spacing distance of a community residence or another recovery community, the heightened scrutiny of a conditional use or its equivalent is warranted to identify the likely impacts of the proposed recovery community on the nearby existing community residence or recovery community, as well as their combined impacts on the neighborhood.

Under the zoning amendments that will be recommended to Coral Springs, an existing recovery community, if any, may become a legal nonconforming use as long as it obtains certification or licensing within a reasonable time frame. Such recovery communities, like any other legal nonconforming use, would not be allowed to expand.

Recommended zoning framework for recovery communities

As discussed above, recovery communities usually consist of multifamily housing although it is conceivable that a provider might string together a series of detached or attached single–family dwellings to create one. But since recovery communities possess a number of institutional performance characteristics as explained above, they are not compatible with single family housing and should be not allowed as permitted uses in single–family districts where multifamily housing is not allowed of right. In zoning districts where multifamily housing is *allowed as a conditional use*, recovery communities should be allowed as a conditional use subject to the narrowly–crafted criteria immediately below.

Recovery communities, however, are largely compatible with multifamily housing. Consequently, a recovery community should be a permitted use in multifamily districts and other zoning districts where multifamily housing is *allowed as of right,* subject to two objective, nondiscretionary administrative criteria:

- The specific recovery community or its operator is at least provisionally certified by the Florida Association of Recovery Residences,[84] and
- The appropriate distance between a proposed recovery community and the closest community residence, recovery community, or congregate living facility varies by the number of occupants in the proposed recovery community. A proposed recovery community for up to 16 occupants would be at least 750 feet or seven lots, whichever is greater, from the closest existing community residence, recovery community, or congregate living facility as measured from the nearest lot lines. The spacing distance should gradually increase to 1,300 feet or 13 lots, whichever is greater, for a recovery community with 100 or more residents.[85]

When a proposed recovery community does not meet both standards, the operator can apply for a case–by–case evaluation through a conditional use as explained immediately below.

Conditional use backup: Vital part of the reasonable accommodation

There are situations, explained earlier in this study, where the Fair Housing Act's mandate to make a "reasonable accommodation" for community residences for people with disabilities and for recovery communities warrants making exceptions when the standards to be allowed as permitted uses are not met.

Sometimes a housing provider will seek to establish a new community residence or recovery community within the designated spacing distance of an existing community residence or recovery community. For some types of community residences, licensing, certification, or accreditation may not even be offered by the State of Florida. And sometimes a community residence operator needs to house more than ten people living in a family–like environment to ensure the community residence's therapeutic and/or financial viability. These situations warrant the heightened scrutiny of conditional use review (1) to ensure that normalization and community integration would still be facilitated if the request is granted and (2) to protect the occupants of the prospective community residence or recovery community from the same mistreatment, exploitation, incompetence, and abuses that licensing, certification, or accreditation seeks to provide.[86]

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84. If the State of Florida replaces this certification with a license, then the local zoning should be amended to require the available license. If full certification is denied, the recovery community would not be allowed in Coral Springs if the city adopts this recommended approach.
85. The rationales for a longer spacing distance for recovery communities and this "tiered" approach to spacing distances, are explained beginning on page 65.
86. As noted earlier in footnote 23, a special exception or reasonable accommodation procedure would serve the same function as a conditional use. The city is perfectly free to choose from among these alternative processes. For the sake of simplicity, this study is using the term "conditional use" throughout.

There are four circumstances under which a conditional use could be sought:

(1) **Locating within the spacing distance.** To determine whether a proposed community residence or recovery community should be allowed within the specified spacing distance from the closest existing community residence or recovery community, the city would need to find that allowing the proposed use will not hinder the normalization for residents and community integration in any existing nearby community residences or recovery communities and not alter the character of the neighborhood. The conditional use process will give the city the ability to examine each request on a case–by–case basis which is essential because there will be instances where locating another community residence or recovery community within the spacing distance of an existing one will not generate those impacts.

(2) **When no local, state, or federal licensing, certification, or accreditation program is applicable.** If an operator seeks to establish a community residence in Coral Springs for which neither the State of Florida nor the federal government requires or offers a license or certification, or is not under a self–imposed license equivalency like the Oxford House Charter, the city would need to find that the applicant has shown that the proposed community residence will be operated in a manner comparable to typical licensing standards that protect the health, safety, and welfare of its occupants. This circumstance is applicable only to community residences. It does not apply to recovery communities because the State of Florida offers certification for recovery communities, currently through the Florida Association of Recovery Residences.

(3) **When the operator of a community residence seeks to house more than ten people** (including live–in staff, if any). As explained earlier in this study, one can be quite confident that as many as ten people in a *community residence* can emulate a family. That confidence declines as the number of occupants increases. When a housing provider needs to house more than ten occupants in a community residence to ensure therapeutic and/or financial viability, the operator should have the opportunity to seek approval for more than ten residents. The city would need to find that the applicant has demonstrated that the proposed community residence will be able to emulate a biological family with the number of occupants sought and that this greater number is needed to assure financial and/or therapeutic viability. This situation applies only to community residences and not to recovery communities.

(4) **When a transitional community residence is proposed to locate in a single–family district where multifamily housing is not allowed as of right.** As noted earlier, there are times when

a *transitional community residence* may be appropriate in single–family zoning districts that do not allow multifamily dwellings as a permitted use. The conditional use process provides the regulatory process to examine these proposals on a case–by–case basis.

When the required license, certification, or accreditation of a community residence or recovery community has been denied, suspended, or revoked, that use becomes an illegal under state law and obviously will be ineligible for a conditional use and cannot be located in Coral Springs.

Similarly, under the zoning framework recommended here, sober living homes subject to licensing or certification from the State of Florida or subject to an Oxford House Charter, and recovery communities subject to certification by the Florida Association of Recovery Residences whose certification is denied, suspended, or revoked will become an illegal use in Coral Springs and will be required to close and place its occupants in a safe and secure living environment within a reasonable period of time before closing.

When evaluating an application for a conditional use, a city *can* consider the cumulative effect of the proposed community residence because altering the character of the neighborhood or creating a *de facto* social service district interferes with the normalization and community integration and the use of neighbors without disabilities as role models — core characteristics of a community residence. A local jurisdiction can consider whether the proposed community residence or recovery community in combination with any existing community residences and recovery communities would alter the character of the surrounding neighborhood by creating an institutional atmosphere or by creating a *de facto* social service district by concentrating community residences and/or recovery communities on a block face or in a neighborhood respectively.

It is vital to stress that the decision on a conditional use must be based on a record of factual evidence and not on neighborhood opposition rooted in unfounded myths and misconceptions about people with disabilities. As explained earlier in this report, restrictive covenants *cannot* exclude a community residence for people with disabilities — and such restrictions are irrelevant when evaluating an application for the conditional use.

Additional issues to consider

The precise language of the recommended zoning amendments will need to make allowances for those provisions in the Florida state statutes on zoning for certain types of community residences for people with specific disabilities that are legal under the nation's Fair Housing Act.

Note that the state statute governing local zoning for most types of community residences for people with disabilities (called "community residential homes") allows local governments to adopt zoning that is *less restrictive* than the state statutes.[87] While the zoning proposed here is broader in scope than the state statutes — covering *all* types of community residences for *all* types of disabilities — some of the suggested zoning regulations fall within this statutory provision.

The state statutes, however, do *not* establish any zoning standards for most sober living homes — sober homes and small halfway houses for people in recovery — or for recovery communities. As discussed earlier, the state statutes do establish voluntary certification for sober living homes and recovery communities administered by the Florida Association of Recovery Residences. The credentialing standards and processes are even more demanding than existing licensing laws in many states.

Local zoning provisions for community residences need to also properly provide for the unstructured, self–governed sober living homes called "Oxford House." Congress has recognized Oxford House which has its own internal monitoring system in place to maintain compliance with the Oxford House Charter.[88] The standards and procedures that both Oxford House and the State of Florida's voluntary certification of sober living homes employ are functionally comparable to licensing requirements and procedures for sober living homes in other states. The zoning approach suggested here recommends that the Oxford House Charter and certification of sober living homes and recovery communities by the Florida Association of Recovery Residences be treated as the functional equivalent of state licensing.

Maximum number of occupants

Under the Fair Housing Act, it is clearly improper to apply building, housing, or property maintenance code standards for institutions, lodging houses, boarding houses, rooming houses, or fraternities and sororities to community residences for people with disabilities. These particular codes must treat these community residences the same as other residential uses.

Under fair housing case law, it is clear that *for determining the maximum number of occupants,* community residences established in single–family structures are to be treated the same as all other single–family residences. Those located in a multifamily structure are to be treated the same as all other multifamily residences.

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87. *Florida Statutes*, §419.001(12). "State law on community residential homes controls over local ordinances, but nothing in this section prohibits a local government from adopting more liberal standards for siting such homes."
88. Oxford House does not allow its sober living homes to open in a state until Oxford House has established its monitoring processes to assure that Oxford Houses will operate in accord with the standards set forth in the Oxford House Charter.

The maximum number of occupants is typically regulated to prevent overcrowding for health and safety reasons in a jurisdiction's minimum housing code, property maintenance code, or building code.

Coral Springs' *Minimum Housing Code* does not include any provisions to prevent overcrowding.[89] The city should seriously consider amending its *Minimum Housing Code* along the lines of the provisions in the most recent edition of the *International Property Maintenance Code* which establishes minimum floor areas in bedroom and "living rooms" (defined as rooms in which people live) to prevent overcrowding:

> **404.4.1 Room area.** Every living room shall contain not less than 120 square feet (11.2 m^2) and every bedroom shall contain not less than 70 square feet (6.5 m^2) and every bedroom occupied by more than one person shall contain not less than 50 square feet (4.6 m^2) of floor area for each occupant thereof.[90]

These minimum floor area requirements to prevent overcrowding would apply to *all* dwelling units in Coral Springs, including community residences for people with disabilities and units in a recovery community.

A bedroom in which just one person sleeps would need to be at least seven feet by ten feet or other dimensions that add up to 70 square feet. A bedroom in which two people sleep could be no smaller than 100 square feet, or ten by ten, for instance. A bedroom for three individuals would have to be at least 150 square feet, or ten by 15, for example.[91] Keep in mind that these are *minimum* criteria to prevent overcrowding based on health and safety standards. Bedrooms, of course, are often larger than these minimums. This sort of provision is the type that the U.S. Supreme Court has ruled applies to *all* dwelling units including community residences for people with disabilities and to recovery communities. The Court ruled that the Fair Housing Act does not require a city or county to grant a reasonable accommodation from this type of code provision.[92]

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89. *Coral Springs, Florida, Land Development Code,* Chapter 11 Minimum Housing Code.
90. Section 404.4.1, *2021 International Property Maintenance Code.*
91. Obviously these dimensions are merely examples. A 150 square foot room could also be 12 feet by 12.5 feet as well as other dimensions that add up to 150 square feet.
92. *City of Edmonds v. Oxford House, Inc.,* 514 U.S. 725, 115 S.Ct. 1776, 131 L.Ed.2d 801 (1995). "Maximum occupancy restrictions… cap the number of occupants per dwelling, typically in relation to available floor space or the number and type of rooms. See, e. g., International Conference of Building Officials, *Uniform Housing Code* § 503(b) (1988); Building Officials and Code Administrators International, Inc., BOCA National Property Maintenance Code §§ PM-405.3, PM-405.5 (1993) (hereinafter BOCA Code); Southern Building Code Congress, International, Inc., *Standard Housing Code* §§ 306.1, 306.2 (1991); E. Mood, APHA—CDC Recommended Minimum Housing Standards § 9.02, p. 37 (1986) (hereinafter APHA— CDC Standards).[6] *These restrictions ordinarily apply uniformly to all residents of all dwelling units. Their purpose is to protect health and safety by preventing dwelling overcrowding.* See, e. g., *BOCA Code* §§ PM-101.3, PM-405.3, PM-405.5 and commentary; Abbott, Housing Policy,

Very often a state's licensing rules and regulations for community residences set a maximum number of individuals that can live in a licensed community residence. In Florida, some types of community residences may house as many as 14 people. *But no matter how many people state licensing allows, the number of residents could not exceed the maximum number permissible under the provision suggested above — which applies to* all *residences*. For example, if a particular house has enough bedroom space to be occupied by seven people under the proposed formula, then no more than seven people can live there legally whether the residence is occupied by a biological family or the functional family of a community residence — no matter what how many residents state's licensing allows.

Nonetheless, a city can still establish a cap on the number of individuals who can live in a community residence based on a determination of how many unrelated people can successfully emulate a biological family. Given that emulation of a biological family is a core component of community residences for people with disabilities, it is reasonable for a jurisdiction's land–use code to establish the maximum number of individuals in a community residence it is confident can actually emulate a biological family. It is likely that ten unrelated individuals in a community residence can emulate a biological family. It is increasingly doubtful whether significantly larger aggregations can.

Consequently the proposed zoning amendments will cap community residences at ten occupants and apply the conditional use process to allow case–by–case consideration of proposals to house more than ten individuals in a community residence. The applicant would have the burden of showing that the community residence needs more than ten residents to achieve therapeutic and/or economic viability, and to convincingly demonstrate that the group will emulate a biological family. The proposed community residence would still be subject to the spacing and licensing/certification requirements applicable to all community residences housing more than four people with disabilities.

Other zoning regulations for community residences

All the other zoning district regulations apply to a community residence including height, lot size, yards, building coverage, habitable floor area, and signage. There is no need for a Land Development Code to repeat these requirements in its sections dealing with community residences for people with disabilities.

The state's statute reinforces this basic concept:

> A dwelling unit housing a community residential home established pursuant to this section shall be subject to the same lo-

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Housing Codes and Tenant Remedies: An Integration, 56 *Boston University Law Review,* 1, 41-45 (1976)." At 733. *[Emphasis added]*

cal laws and ordinances applicable to other noncommercial, residential family units in the area in which it is established.[93]

Off–Street Parking. Even within the context of the state statute quoted immediately above, localities can establish off–street parking requirements for community residences for people with disabilities. Depending on the nature of the disabilities of residents, some community residences generate parking needs that exceed what a biological family would likely generate and others will need fewer spaces. However, there has to be a factual, rational basis to impose more demanding off–street parking requirements on community residences for people with disabilities that exceed the cap of four unrelated individuals suggested for Coral Springs's zoning definition of "family." It is important that those community residences that fall within the definition of "family" be subject to the same off–street parking requirements for the type of structure in which they are located (single–family detached, single–family attached, multifamily).

But for those community residences that exceed four residents, it's necessary to craft off–street parking requirements that recognize the different types of community residences because they generate very different off–street parking demand. Generally, the occupants of community residences do not drive. People with developmental disabilities and the frail elderly do not drive and will not maintain a motor vehicle on the premises. They will get around the city with a vehicle and driver that the operator provides, usually a van or minivan. A very small percentage, if any, of people with mental illness might have a driver's license and keep a vehicle on the premises.

But unlike the other categories of disabilities, people in recovery often drive and keep a motor vehicle, motorcycle, or scooter on the premises. A vehicle is critical for the recovery of many, especially if public transportation is not easily accessible. An essential component of their rehabilitation is relearning how to live on their own in a clean and sober manner. So one of the most common requirements to live in a legitimate sober home or recovery community is that each resident agrees to spend the day at work, looking for a job, or attending classes. They cannot just sit around the home during the day. Visitor parking can be accommodated the same as it is for all residential uses.

However, in addition to providing off–street parking for residents who maintain a motor vehicle at the premises, it is rational to require off–street parking for staff members, whether they be live–in staff or staff that works on shifts. Coral Springs needs to carefully craft off–street parking requirements for community residences for people with disabilities and for recovery communities that allow for the varying needs of people with *different* disabilities.

93. *Florida State Statutes*, §419.001(8) (2019). However, as discusssed in the next section of this study, Florida's state statutes do allow somewhat different treatment under local land–use laws.

Factoring in the Florida state statute on locating community residences

The State of Florida has adopted statewide zoning standards for a mixed bag of what it calls "community residential homes" licensed by the Department of Elderly Affairs, the Agency for Persons with Disabilities, the Department of Juvenile Justice, the Department of Children and Families, or the Agency for Health Care Administration.[94] *Some of these homes house people with disabilities while others do not*.[95] This review focuses on community residences occupied by people with disabilities, the class protected under the nation's Fair Housing Act.

Before examining the impact of the state's statute on zoning for community residences, it is important to note that the Florida statute gives localities some leeway to craft local zoning provisions:

> Nothing in this section requires any local government to adopt a new ordinance if it has in place an ordinance governing the placement of community residential homes that meet the criteria of this section. State law on community residential homes controls over local ordinances, but *nothing in this section prohibits a local government from adopting more liberal standards for siting such homes*.[96]

Consequently, any local jurisdiction is free to adopt its own zoning regulations for community residences for people with disabilities that are "more liberal" — namely less restrictive — than the state's.[97]

As will become apparent from the analysis that follows, the state statute is a bit confusing, seems to contradict itself, and contains at least one provision that, if challenged, would very likely be found to run afoul of the nation's Fair Housing Act.

Keep in mind that no state law, including Florida's, provides a "safe harbor" for local zoning. A state statute that regulates local zoning for community residences for people with disabilities *can* run afoul of the nation's Fair Housing Act. For example, the State of Nevada had a state statute that required municipalities

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94. *The zoning standards appear in Title XXX, Social Welfare, Chapter 419, "Community Residential Homes," §419.001, "Site selection of community residential homes," Florida State Statutes,* §419.001 (2016).
95. The nature of the residents of these homes are defined in *Florida State Statutes*. Among those with disabilities are "frail elder"as defined in §429.65, "person with handicap" as defined in §760.22(7)9(a), and "nondangerous person with a mental illness" as defined in §394.455. Two other categories that may or may not include people with disabilities are "child found to be dependent" as defined in §39.01 or §984.03 and "child in need of services" as defined in §984.03 or §985.03. As of this writing, the State of Florida does not require licensing of community residences that serve people in recovery, although it offers voluntary credentialing.
96. *Florida State Statutes,* §419.001(10) (2019). *Emphasis added.*
97. While the author has never before seen statutory language using the phrase "more liberal," the most rational interpretation of the phrase is that it means the same as "less restrictive."

and counties to treat certain types of community residences for people with disabilities as residential uses, much like Florida's statute does. In 2008, a federal district court found that several other provisions in the Nevada statute on community residences for people with disabilities violated the Fair Housing Act.[98]

When sued in 2015 over its zoning treatment of community residences for people with disabilities, Beaumont, Texas claimed that it was merely complying with a 1987 state law that established a half–mile spacing distance between community residences for people with disabilities. Beaumont was applying that spacing distance to all group homes, including those that fit within its zoning code's definition of "family" which limits to three the number of unrelated people that can constitute a "family." Beaumont settled the case for $475,000 in damages while agreeing to discontinue imposing its unsupportable half–mile spacing distance as well as its excessive building code requirements.[99]

State Statute's Limited Scope

It is vital to remember that limitations on local zoning established by the state statute on the location of "community residential homes" apply only to the community residences licensed by the five state agencies specified in the statute. Local jurisdictions are perfectly free to establish different rationally–based zoning regulations for community residences not licensed by these five state agencies. As explained earlier, most sober living homes and recovery communities currently are subject to voluntary certification administered for the state by the Florida Association of Recovery Residences (FARR).

In Florida, the state statute defines "community residential home" as a dwelling unit licensed by one of the five state agencies listed above that "provides a living environment for seven to 14 unrelated residents who operate as the functional equivalent of a family, including such supervision and care by supportive staff as may be necessary to meet the physical, emotional, and social needs of the residents."[100] This language gives the impression that "community residential homes" house seven to 14 residents.

That's not exactly the case. Later the statute speaks of "[h]omes of six or fewer residents which otherwise meet the definition of a community residential home shall be deemed a single–family unit and a noncommercial, residential use for the purpose of local laws and ordinances."[101]

Without any stated rational basis, the statute treats homes for up to six residents differently than those for seven to 14 residents. Community residential

98. *Nevada Fair Housing Center, Inc. v. Clark County,* 565 F.Supp.2d 1178 (D. Nevada, 2008).
99. *United States of America v. City of Beaumont, Texas,* Consent Decree Civil Action No. 1:15–cv–00201–RC (E.D. Texas, May 4, 2016).
100. *Florida State Statutes,* §419.001(1)(a) (2016).
101. Ibid. at §419.001(2) (2016).

homes for up to six residents must "be allowed in single–family or multifamily zoning without approval by the local government, provided that such homes are not located within a radius of 1,000 feet of another existing such home with six or fewer residents or within a radius of 1,200 feet of another existing community residential home."[102] Here the phrase "another existing community residential home" *appears* to mean a home for seven to 14 residents.

The smaller homes are not required to comply with the statute's notification provisions if, before they receive their state license, the "sponsoring agency" supplies to the local jurisdiction the "most recently published data complied from the licensing entities that identifies all community residential homes within the jurisdictional limits of the local government in which the proposed site is to be located." This is required in order to show that the proposed homes would not be located within the state's 1,000 foot spacing distance from an existing community residential home for six or fewer residents or the state's 1,200 foot spacing distance of an existing community residential home for seven to 14 individuals. When the home is actually occupied, the sponsoring agency is required to notify the local government that the requisite license has been issued.[103]

This statute does not affect the legal nonconforming use status of any community residential home lawfully permitted and operating as of July 1, 2016.[104] In addition, the statute states that nothing in it "shall be deemed to affect the authority of any community residential home lawfully established prior to October 1, 1989, to continue to operate."[105]

The state statute departs from the rationality of sound, rational planning and zoning practice when it flips basic concepts on their head and requires a more intensive review of "community residential homes" in multiple family zoning districts than in single–family districts.[106] Unlike in single–family districts, the state statute gives local governments the ability to approve or disapprove of a proposed "community residential home."

> When a site for a community residential home has been selected by a sponsoring agency in an area zoned for multifamily, the agency shall notify the chief executive officer of the local government in writing and include in such notice the specific address of the site, the residential licensing category, the num-

102. Ibid.

103. Ibid. A sponsoring agency is "an agency or unit of government, a profit or nonprofit agency, or any other person or organization which intends to establish or operate a community residential home." At §419.001(1)(f) (2016).

104. Ibid.

105. Ibid. At §419.001(9) (2019).

106. Florida's statute is the first time in more than 40 years of monitoring zoning regulations for community residences that the author has seen more heightened scrutiny for locating community residences in multifamily zones than in single –family zones. Normally the greater scrutiny is applied in single–family zones. The information and logic upon which the legislature based this provision is unknown.

> ber of residents, and the community support requirements of the program. Such notice shall also contain a statement from the licensing entity indicating the licensing status of the proposed community residential home and specifying how the home meets applicable licensing criteria for the safe care and supervision of the clients in the home. The sponsoring agency shall also provide to the local government the most recently published data compiled from the licensing entities that identifies all community residential homes within the jurisdictional limits of the local government in which the proposed site is to be located. The local government shall review the notification of the sponsoring agency in accordance with the zoning ordinance of the jurisdiction.[107]

If a local government fails to render a decision to approve or disapprove the proposed home under its zoning ordinance within 60 days, the sponsoring agency may establish the home at the proposed site.[108]

This provision appears *to conflict with the earlier paragraph in the state statute establishing that "community residential homes" for six or fewer individuals "shall be allowed in single–family or multifamily zoning* ***without*** *approval by the local government" when the state's spacing distances are met.*[109]

The state statute specifies three grounds on which a local government can deny the siting of a "community residence home:"

- When the proposed home does not conform to "existing zoning regulations applicable to other multifamily uses in the area"[110]
- When the proposed home does not meet the licensing agency's applicable licensing criteria, "including requirements that the home be located to assure the safe care and supervision of all clients in the home"[111]
- When allowing the proposed home would result in a concentration of community residential homes in the area in proximity to the site selected, or would result in a combination of such homes with other residences in the community, that "the nature and character of the area would be substantially altered. A home that is located within a radius of 1,200 feet of another existing community residential home in a multifamily zone shall be an overconcentration of such homes that substantially alters the nature and character of the area. ***A home that is located within a radius of 500 feet of an area of single-family zoning substantially alters the nature and***

107. Ibid. at §419.001(3)(a) (2019).
108. Ibid. at $419.001(3)(b) (2019).
109. Ibid. at §419.001(2) (2019).
110. Ibid. at $419.001(3)(c)1. (2019).
111. Ibid. at $419.001(3)(c)2. (2019).

character of the area."[112]

While the first criterion is reasonable, it is also redundant because all residential uses are routinely required to conform to zoning regulations. It is unclear why the state statute needed to single out community residences for people with disabilities.

The second standard is unnecessary because a proposed home that doesn't meet the licensing agency's criteria would not receive the license required to operate. It is unclear what circumstances might exist where a community residence would receive a state license and then fail to "be located to assure the safe care and supervision of all clients in the home."

The third set of criteria almost certainly runs afoul of the nation's Fair Housing Act. The statute declares that locating a new community residence within the 1,200 spacing distance constitutes "an overconcentration" of community residences "that substantially alters the nature and character of the area."[113]

In 48 years of working with zoning for community residences for people with disabilities, we have never come upon any factual basis for that conclusion and this kind of *complete ban* on allowing community residences within a spacing distance. The rationale behind this report's recommendation to require a conditional use for a community residence that would be located within the spacing distance is to enable a case–by–case examination of the facts to determine whether the proposed home would, indeed, interfere with the ability of any existing community residence to achieve its core functions of normalization and community integration of its residents, and using neighbors as role models. We are unaware of any factual information to suggest that the *mere presence* of another community residence within the spacing distances of an existing community residence *always* creates an overconcentration or that it *always* substantially alters the nature and character of any area.[114]

Finally, the statute's declaration that locating a community residential home within 500 feet of single–family zoning "substantially alters the nature and character of the area" simply lacks any factual foundation. It is difficult to imagine a scenario in which a legal challenge to this statutory provision would fail.

The state statute simply does not allow for the necessary and proper review of an application to establish a community residence within the spacing distance required to be allowed as of right. It is critical that zoning allow for the case–by–case review of proposals for such homes to evaluate on the facts presented whether allowing the proposed community residence would actually re-

112. Ibid. at §419.001(3)(c)3. (2019). *Emphasis added.*

113. Ibid. at §419.001(3)(c)3 (2019).

114. For a thorough discussion of these points, *see* American Planning Association, *Policy Guide on Community Residences* (Chicago: American Planning Association, Sept. 22, 1997) 8. For an even more detailed analysis, *see* Daniel Lauber, "A Real LULU: Zoning for Group Homes and Halfway Houses Under the Fair Housing Amendments Act of 1988" *John Marshall Law Review,* Vol. 29, No 2, Winter 1996, 369–407. Both are available at http://www.grouphomes.law.

sult in an overconcentration or actually alter the character of the surrounding neighborhood. The Florida statute effectively disallows the proper review.

These state statute provisions regarding overconcentrations and alteration of the nature and character of an area constitute unsubstantiated conclusions that obstruct the ability of a local jurisdiction to make the "reasonable accommodation" that the nation's Fair Housing Act requires for community residences for people with disabilities. The state needs to remove these provisions from the state law if it wishes to comply with the Fair Housing Act.

However, as explained beginning on page 75, the state statute allows local jurisdictions to adopt zoning provisions that are less restrictive than the state's — which authorizes cities and counties to ignore these unjustifiable and almost certainly illegal state provisions and avoid exposing themselves to legal liability for housing discrimination. As Beaumont, Texas learned so painfully, following an illegal state statute does *not* protect the city from legal liability and paying rather substantial legal damages.

The actual zoning amendments for community residences for people with disabilities will be crafted to abide with those provisions of the state statutes that do comply with the nation's Fair Housing Act.[115]

Impact of Florida statute on vacation rentals

In some circles there appears to be confusion over the major differences between vacation rentals and community residences for people with disabilities. These are diametrically different land uses subject to different zoning and licensing or certification treatments.

The Florida legislature has adopted a state statute that pre–empted home rule and now allows vacation rentals in residential zoning districts throughout the state. Local laws regulating vacation rentals that were in place on June 1, 2011 were allowed to stand.[116] Coral Springs allows short–term and vacation rentals but has correctly not treated community residences or recovery communities as short–term or vacation rentals.[117]

This state law has no impact on how a jurisdiction can zone for community residences for people with disabilities. Vacation rentals are nothing like community residences for people with disabilities. The former are commercial uses akin to a mini–hotel while the latter are residential uses. The former do not make any attempt to emulate a biological family; the host is a landlord and

115. Local governments have learned that state statutes that violate the Fair Housing Act do *not* offer a "safe harbor." Texas and Wisconsin statutes had required a plainly illegal 2,500 foot spacing distance between group homes for people with disabilities. Attempts by cities to justify their 2,500 foot spacing distances based on the state statute failed to shield them from being found in violation of the Fair Housing Act.

116. *Florida State Statutes,* §509.032(7)(b) (2019).

117. Ordinance 2021-107, Vacation Rentals. Available at https://www.coralsprings.gov/Government/Departments/Business-Tax-Office/Vacation-Rental-Registration.

there is no effort for the guests to merge into a single housekeeping unit with the owner–occupant of the property.

The language in the state statutes does not suggest any similarities between vacation rentals and community residences for people with disabilities. The Florida state statutes define "vacation rental" as:

> any unit or group of units in a condominium or cooperative or any individually or collectively owned single–family, two–family, three–family, or four–family house or dwelling unit that is also a transient public lodging establishment but that is not a timeshare project.[118]

The state statutes define "transient public lodging establishment" as:

> any unit, group of units, dwelling, building, or group of buildings within a single complex of buildings which is rented to guests more than three times in a calendar year for periods of less than 30 days or 1 calendar month, whichever is less, or which is advertised or held out to the public as a place regularly rented to guests.[119]

Community residences for people with disabilities constitute a very different land use than a "transient public lodging establishment." No community residence for people with disabilities is "held out *to the public* as a place regularly rented to guests" *[emphasis added]*. Each community residence houses people with a certain type of disability — *not* members of the general public. In fact, by definition, occupants of a community residence are not "guests" in any sense of the word. They are residents, not vacationers.

In contrast to a "vacation rental" which, by state law, is a "transient public lodging establishment," a community residence is by definition a single housekeeping unit that seeks to emulate a biological family to achieve normalization and community integration of its occupants with disabilities. Family community residences offer a relatively permanent living arrangement that can last for years — far different than a vacation rental. Transitional community residences establish a cap on length of residency that can be as much as six months or close to a year — very different than vacation rentals.

Unlike the guests in a vacation rental unit, the occupants of a community residence for people with disabilities constitute a vulnerable service–dependent population for which each neighborhood has a limited carrying capacity to absorb into its social structure. The occupants of a community residence are seeking to attain normalization and community integration — two core goals absolutely absent from vacation rentals. The occupants of a community residence rely on their so–called "able bodied" neighbors to serve as role models to help foster habilitation or rehabilitation — a concept completely foreign to a

118. *Florida State Statutes,* §509.242(1)(c) (2019).

119. *lFlorida State Statutes,* §509.013(4)(a)1 (2019).

transient public lodging establishment. It is well–documented that the vulnerable occupants of a community residence need protection from unscrupulous operators and care givers. In terms of type of use, functionality, purpose, operations, relationship and nature of occupants, and regulatory framework, there is nothing comparable between community residences for people with disabilities including sober living homes and transient public lodging establishments including vacation rentals.

Recovery communities are also quite different than vacation rentals. Like a community residence, a recovery community houses only people with a disability, in this case people in recovery from substance use disorder. The residents in each dwelling unit are expected to provide support to one another as well as to everybody in the recovery community which can consist of dozen and even scores of people in recovery. Even though recovery communities are structurally different than community residences, both have the same core aims noted immediately above — goals not related to a vacation rental. From the perspective of type of use, functionality, purpose, operations, relationship and nature of occupants, and regulatory framework, recovery communities and transient public lodging establishments like vacation rentals are very different land uses.

Summary of recommendations

The zoning framework this study recommends constitutes the least restrictive means needed to achieve the legitimate government interests of:

- Protecting people with disabilities from unscrupulous and/or incompetent operators
- Assuring that health and safety needs of the occupants with disabilities are met
- Enabling normalization, community integration, and the use of neighbors without disabilities as role models to occur by preventing clustering and concentrations of community residences and/or recovery communities, and
- Preventing the creation of *de facto* social service districts which undermine the ability of community residences and recovery communities to achieve their core goals of normalization, community integration, and the utilization of neighbors as role models.

Protecting the occupants of community residences for people with disabilities and of recovery communities also protects the neighborhoods in which the homes are located. Adopting this study's recommendations would help assure that adverse impacts will not be generated. As with all land–use regulation issues, city staff would enforce compliance with the *Coral Springs, Florida, Land Development Code.*

Community residences. If the city adopts the definition of "family" that this study prescribes, amendments based on this zoning framework would treat community residences within the recommended cap of four unrelated individuals the same as any other family. Any proposed amendments would not impose any additional zoning requirements upon them and they would not be involved in calculating

spacing distances.

However, when the number of unrelated occupants in a proposed community residence exceeds the recommended cap of four unrelated individuals in definition of "family," zoning amendments based on this study would make "family community residences" for people with disabilities a permitted use in all residential districts when narrowly–tailored objective, rationally–based licensing/certification and spacing standards are met. Transitional community residences would be permitted as of right in all districts where multifamily housing is allowed subject to these same two criteria and would be allowed in single–family districts via a conditional use, special exception, or reasonable accommodation process based on narrowly–drawn standards that are as objective as possible to ensure compatibility with the single–family neighborhood.[120]

When a proposed community residence for more than four people does not satisfy both the spacing and licensing/certification criteria to be allowed as of right, the heightened scrutiny of a conditional use, special exception, or reasonable accommodation process would be warranted.

For example, a housing provider would have to be granted a conditional use, special exception, or reasonable accommodation (whichever process the city chooses to employ) to locate her proposed community residence within the spacing distance of 750 feet or nine lots, whichever is greater, from the closest existing community residence for five or more people, recovery community, or congregate living facility.[121]

An operator would need a conditional use, special exception, or reasonable accommodation (whichever the city chooses to use) when neither the State of Florida nor the federal government offers a license or certification, when no accreditation program is available, or when the proposed home is not eligible for an Oxford House Charter. The burden rests on the operator to show that the proposed home would meet the narrowly–crafted standards for awarding a conditional use, special exception, or reasonable accommodation based on this study. Under the zoning framework this study advances, *a community residence that has not been issued a required license, certification, accreditation, or Oxford House Charter would not be allowed at all in Coral Springs.* But when no certification, licensing, accreditation, or Oxford House Charter is even available, the operator of a proposed the community residence would need to seek a conditional use, special exception, or reasonable accommodation under the backup provision this study advises.

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120. As noted earlier, the city will choose one of these three functionally–equivalent approaches to determine, on a case–by–case basis, whether a proposed community residence (or recovery community) that does not meet the standards to be a permitted use, should be allowed at its proposed site.

121. While this study focuses on community residences for people with disabilities and recovery communities, it is necessary to include congregate living facilities when determining a spacing distance to enable the legitimate government interests that a spacing distance serves to be achieved.

A community residence proposed to house more than ten individuals would be required to obtain a conditional use, special exception, or reasonable accommodation. The housing provider would have to show that it meets the standards proposed in this study by showing (1) that more than ten occupants are necessary to ensure the financial and/or therapeutic viability of the proposed community residence, and (2) that this larger number of occupants will be able to emulate a family.

Recovery communities. Under the recommendations of this study, the city would establish a tiered approach to spacing distances for recovery communities based on the number of occupants in a proposed recovery community. A proposed recovery community would be a permitted use only in districts where multifamily housing is allowed as long as (1) the operator obtains the available state certification or licensing, and (2) the recovery community is located outside the designated spacing distance from the closest community residence, recovery community, or congregate living facility. This spacing distance would range from 750 feet or seven lots, whichever is greater, for recovery communities with up to 16 residents to 1,300 feet or 13 lots, whichever is greater, for recovery communities with 100 or more residents. A graduated scale of spacing distances will be needed for each tier of recovery communities with between 17 and 99 residents.

A recovery community proposed to be located within the applicable spacing distance of an existing community residence, recovery community, or congregate living facility would be subject to the heightened scrutiny of a conditional use, special exception, or reasonable accommodation (whichever option the city chooses).

No changes for other land uses. Any zoning amendments based on this study's findings would be strictly for recovery communities and community residences for people with disabilities. The current zoning treatment of halfway houses for prison pre–parolees or sex offenders, or of drug treatment facilities with an on–site residential component would be more restrictive than for community residences for people with disabilities and recovery communities. The city, of course, is free to refine how its zoning treats congregate living arrangements for people without disabilities.

Implementation. To implement and administer this study's recommendations, the city would need to maintain an internal map and its own internal database of all community residences for people with disabilities, recovery communities, and congregate living facilities within Coral Springs and within 1,300 feet or 12 lots, whichever is greater, of its borders[122] — otherwise it would be impossible to implement the recommended spacing distances. To balance

122. Since it is possible that community residences for people with disabilities and recovery communities may be located within whatever spacing distance the city chooses to adopt, it is critical that the city be fully aware of any community residences and recovery communities outside its borders that are located within the designated spacing distance. The spacing distance

the privacy interests of the residents of community residences for people with disabilities, recovery communities, and congregate living facilities with implementing the recommendations to the *Land Development Code,* availability of the map should be limited as much as federal and Florida law allow to city staff and verified potential applicants seeking to establish a community residence for people with disabilities, recovery community, or congregate living facility.

This study will be supplemented with a set of answers to "Frequently Asked Questions" that will explain in plain terms, without all the technicalities required for this study, how zoning for community residences for people with disabilities and for recovery communities would work should Coral Springs adopt amendments to its *Land Development Code* based on this study's recommendations.

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is measured from the closest existing community residence or recovery community including those outside Coral Springs' borders. The adverse effects of clusters and concentrations do not respect municipal boundaries.

Appendix A: Representative studies of community residence impacts

More than 50 scientific studies have been conducted to identify whether the presence of a community residence for people with disabilities has any effect on property values, neighborhood turnover, or neighborhood safety. No matter which scientifically–sound methodology was used, the studies consistently concluded that community residences that meet the health and safety standards imposed by licensing and that are not clustered together on a block have no effect on property values — even for the house next door— nor on the marketability of nearby homes, neighborhood safety, neighborhood character, parking, traffic, public utilities, or municipal services.

The studies that cover community residences for more than one population provide data on the impacts of the community residences for each population in addition to any aggregate data.

The following studies constitute a representative sample. You will no doubt notice that few studies have been conducted recently. That's because this issue has been examined exhaustively, consistently finding no adverse impacts when the homes are not clustered together on a block or two. Consequently, funding just isn't available to conduct more studies on this topic. The funding situation is like that for studies of whether smoking causes cancer. The question is simply too well–settled to justify funding even more studies.

Christopher Wagner and Christine Mitchell, *Non–Effect of Group Homes on Neighboring Residential Property Values in Franklin County* (Metropolitan Human Services Commission, Columbus, Ohio, Aug. 1979) (halfway house for persons with mental illness; group homes for neglected, unruly male wards of the county, 12–18 years old).

Eric Knowles and Ronald Baba, *The Social Impact of Group Homes: a study of small residential service programs in first residential areas* (Green Bay, Wisconsin Plan Commission June 1973) (disadvantaged children from urban areas, teenage boys and girls under court commitment, infants and children with severe medical problems requiring nursing care, convicts in work release or study release programs).

Daniel Lauber, *Impacts on the Surrounding Neighborhood of Group Homes for Persons With Developmental Disabilities*, (Governor's Planning Council on Developmental Disabilities, Springfield, Illinois, Sept. 1986) (found no effect on property values or turnover due to any of 14 group homes for up to eight residents; also found crime rate among group home residents to be, at most, 16 percent of that for the general population).

Minnesota Developmental Disabilities Program, Analysis of Minnesota Property Values of Community Intermediate Care Facilities for Mentally Retarded (ICF–MRs) (Dept. of Energy, Planning and Development 1982) (no difference in property values and turnover rates in 14 neighborhoods with group homes during the two years before and after homes opened, as compared to 14 comparable control neighborhoods without group homes).

Dirk Wiener, Ronald Anderson, and John Nietupski, Impact of Community–Based Residential Facilities for Mentally Retarded Adults on Surrounding Property Values Using Realtor Analysis Methods, 17 Education and Training of the Mentally Retarded 278 (Dec. 1982) (used real estate agents' "comparable market analysis" method to examine neighborhoods surrounding eight group homes in two medium–sized Iowa com-

munities; found property values in six subject neighborhoods comparable to those in control areas; found property values higher in two subject neighborhoods than in control areas).

Montgomery County Board of Mental Retardation and Developmental Disabilities, Property Sales Study of the Impact of Group Homes in Montgomery *County* (1981) (property appraiser from Magin Realty Company examined neighborhoods surrounding seven group homes; found no difference in property values and turnover rates between group home neighborhoods and control neighborhoods without any group homes).

Martin Lindauer, Pauline Tung, and Frank O'Donnell, *Effect of Community Residences for the Mentally Retarded on Real–Estate Values in the Neighborhoods in Which They are Located* (State University College at Brockport, N.Y. 1980) (examined neighborhoods around seven group homes opened between 1967 and 1980 and two control neighborhoods; found no effect on prices; found a selling wave just before group homes opened, but no decline in selling prices and no difficulty in selling houses; selling wave ended after homes opened; no decline in property values or increase in turnover after homes opened).

L. Dolan and J. Wolpert, *Long Term Neighborhood Property Impacts of Group Homes for Mentally Retarded People*, (Woodrow Wilson School Discussion Paper Series, Princeton University, Nov. 1982) (examined long–term effects on neighborhoods surrounding 32 group homes for five years after the homes were opened and found same results as in Wolpert, *infra*).

Julian Wolpert, *Group Homes for the Mentally Retarded: An Investigation of Neighborhood Property Impacts* (New York State Office of Mental Retardation and Developmental Disabilities Aug. 31, 1978) (most thorough study of all; covered 1570 transactions in neighborhoods of ten New York municipalities surrounding 42 group homes; compared neighborhoods surrounding group homes and comparable control neighborhoods without any group homes; found no effect on property values; proximity to group home had no effect on turnover or sales price; no effect on property value or turnover of houses adjacent to group homes).

Burleigh Gardner and Albert Robles, *The Neighbors and the Small Group Homes for the Handicapped: A Survey* (Illinois Association for Retarded Citizens Sept. 1979) (real estate brokers and neighbors of existing group homes for the retarded, reported that group homes had no effect on property values or ability to sell a house; unlike all the other studies noted here, this is based solely on opinions of real estate agents and neighbors; because no objective statistical research was undertaken, this study is of limited value).

Zack Cauklins, John Noak and Bobby Wilkerson, *Impact of Residential Care Facilities in Decatur* (Macon County Community Mental Health Board Dec. 9, 1976) (examined neighborhoods surrounding one group home and four intermediate care facilities for 60 to 117 persons with mental disabilities; members of Decatur Board of Realtors report no effect on housing values or turnover).

Suffolk Community Council, Inc., *Impact of Community Residences Upon Neighborhood Property Values* (July 1984) (compared sales 18 months before and after group homes opened in seven neighborhoods and comparable control neighborhoods without group homes; found no difference in property values or turnover between group home and control neighborhoods).

Metropolitan Human Services Commission, *Group Homes and Property Values: A Second Look* (Aug. 1980) (Columbus, Ohio) (halfway house for persons with mental illness; group homes for neglected, unruly male wards of the county, 12–18 years old).

Tom Goodale and Sherry Wickware, *Group Homes and Property Values in Residential Areas*, 19 Plan Canada 154–163 (June 1979) (group homes for children, prison pre–parolees).

City of Lansing Planning Department, *Influence of Halfway Houses and Foster Care Facilities Upon Property Values* (Lansing, Mich. Oct. 1976) (No adverse impacts on property values due to halfway houses and group homes for adult ex–offenders, youth offenders, alcoholics).

Michael Dear and S. Martin Taylor, *Not on Our Street,* 133–144 (1982) (group homes for persons with mental illness have no effect on property values or turnover).

John Boeckh, Michael Dear, and S. Martin Taylor, *Property Values and Mental Health Facilities in Metropolitan Toronto*, 24 The Canadian Geographer 270 (Fall 1980) (residential mental health facilities have no effect on the volume of sales activities or property values; distance from the facility and type of facility had no significant effect on price).

Michael Dear, *Impact of Mental Health Facilities on Property Values*, 13 Community Mental Health Journal 150 (1977) (persons with mental illness; found indeterminate impact on property values).

Stuart Breslow, *The Effect of Siting Group Homes on the Surrounding Environs* (1976) (unpublished) (although data limitations render his results inconclusive, the author suggests that communities can absorb a "limited" number of group homes without measurable effects on property values).

P. Magin, *Market Study of Homes in the Area Surrounding 9525 Sheehan Road in Washington Township, Ohio* (May 1975) (available from County Prosecutors Office, Dayton, Ohio). (found no adverse effects on property values.)

Appendix B: Sample zoning compliance application form

To implement the forthcoming amendments to the city's *Land Development Code* that will be based on this research, Coral Springs will need to create a form for applicants wishing to establish a community residence for *any* number of people with disabilities or a recovery community. The form will enable city staff to fairly quickly determine whether the proposed community residence or recovery community:

- Is a permitted use under the definition of "family" in the city's *Land Development Code*
- Is a permitted use in the zoning district in which it is proposed to be located
- Is required to apply for a conditional use because the proposed location is within the spacing distance of an existing community residence or recovery community
- Is required to apply for a conditional use because no acceptable license or certification is available
- Is required to apply for a conditional use to house more than ten individuals
- Meets the minimum floor area requirements to which *all* residences are subject,[1] and
- Provides the required minimum number of off–street parking spaces

The application form that Pompano Beach, Florida developed *illustrates* such a form. It can be adapted for use by Coral Springs.

It is crucial that the operators of *all* proposed community residences and recovery communities — including those that comply with the definition of "family" — be required to complete this form so city staff can identify the applicable spacing distances between community residences/recovery communities and determine appropriate zoning treatment. Only those application and development fees applicable to the sort of residential structure (single family detached, multifamily, etc.) that would be built or occupied should be charged to a community residence that city staff determines complies with the zoning definition of "family."

Completing this form places no burden on people with disabilities while offering them substantial benefits by enabling the city to prevent the clustering and concentrations that can impede the ability to achieve the normalization and community integration essential to successfully operate a community residence or recovery community, and assuring they are protected from abuse and exploitation by requiring that the housing provider be properly licensed or certified.

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1 This assumes that the city amends its *Minimum Housing Code* to include provisions to prevent overcrowding as recommended in this study.

City of Pompano Beach
Department of Development Services

100 W. Atlantic Blvd Pompano Beach, FL 33060
Phone: 954.786.4668 **Fax:** 954.786.4666

License Year _____

Community Residence & Recovery Community Application

Lying or misrepresentation in this application can lead to revocation. (155.8402.B. Revocation of Approval)

PROCEDURE:
Submit this completed application to the Business Tax Receipt Office *or* send the completed application to the Business Tax Receipt Division to the attention of the Chief BTR Inspector. Staff will process the application, and it will be routed to a planner for review.

APPLICATION CHECKLIST: The following documentation shall be submitted with this completed application:

	Submittal Requirement	Contact
☐	A copy of the state license with the State of Florida to operate the proposed community residence ***(when applicable)***	State of Florida Department of Health Address: 4052 Bald Cypress Way Tallahassee, FL 32399 Phone: 850-245-4277 Website: http://www.floridahealth.gov/
☐	A copy of the Oxford House's "Conditional Charter Certificate" or "Permanent Charter Certificate" ***(when applicable)***	Oxford House, Inc. Address: 1010 Wayne Avenue, Suite 300 Silver Spring, MD 20910 Phone: (800) 689-6411 Website: http://www.oxfordhouse.org/userfiles/file/index.php
☐	A copy of the provisional certification to operate the proposed community residence or recovery community ***(when applicable)***	Florida Association of Recovery Residences Address: 326 W Lantana Rd., Suite 1 Lantana, FL 33462 Phone: (561) 299-0405 Website: http://farronline.org/
☐	A copy of the certification or license to operate the proposed community residence or recovery community ***(when applicable)***	Florida Association of Recovery Residences Address: 326 W Lantana Rd., Suite 1 Lantana, FL 33462 Phone: (561) 299-0405 Website: http://farronline.org/
☐	A copy of the certification or license to operate the proposed assisted living facility ***(when applicable)***	Agency for Health Care Administration Address: 2727 Mahan Drive MS #30 Tallahassee, FL 32308 Phone: (850) 412-4304 Website: http://ahca.myflorida.com/
☐	A copy of the standard rental/lease agreement to be used when contracting with occupants.	
☐	Detailed exterior site plan identifying property lines, parking spaces, storage area of garbage receptacles, screening of garbage receptacles, fences, and other similar accessory features.	
☐	Detailed interior floor plan identifying all bedrooms (with dimensions excluding closets), exits and location of fire extinguishers. *(fill in the information required on the table on page 4 of this application)*	
☐	A letter of authorization that is notarized by the property owner or corporate officer (if the property is owned by a partnership, corporation, trust, etc. or the application is being submitted on behalf of the owner by an authorized representative.)	
☐	A copy of the development order, approving a Special Exception, for the proposed use (if applicable).	
☐	A copy of the order, approving Reasonable Accommodations, for the proposed use (if applicable).	

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Family (City Ordinance / Zoning Code / Chapter 155 Article 9 Part 5)
An individual or two or more persons related by blood, marriage, state-approved foster home placement, or court-approved adoption—or up to three unrelated persons—that constitute a single housekeeping unit. A family does not include any society, nursing home, club, boarding or lodging house, dormitory, fraternity, or sorority.

Family Community Residence (City Ordinance / Zoning Code / §155.4202. H.)
A family community residence is a community residence that provides a relatively permanent living arrangement for people with disabilities where, in practice and under its rules, charter, or other governing document, does not limit how long a resident may live there. The intent is for residents to live in a family community residence on a long-term basis, typically a year or longer. Oxford House is an example of a family community residence.

Transitional Community Residence (City Ordinance / Zoning Code / §155.4202. I.)
A transitional community residence community residence is a community residence that provides a temporary living arrangement for four to ten unrelated people with disabilities with a limit on length of tenancy less than a year that is measured in weeks or months as determined either in practice or by the rules, charter, or other governing document of the community residence. A community residence for people engaged in detoxification is an example of a very short-term transitional community residence.

Recovery Community (City Ordinance / Zoning Code / §155.4203. B.)
A recovery community consists of multiple dwelling units in a single multi-family structure that are not held out to the general public for rent or occupancy, that provides a drug-free and alcohol-free living arrangement for people in recovery from drug and/or alcohol addiction, which, taken together, do not emulate a single biological family and are under the auspices of a single entity or group of related entities. Recovery communities include land uses for which the operator is eligible to apply for certification from the State of Florida. When located in a multiple-family structure, a recovery community shall be treated as a multiple family structure under building and fire codes applicable in Pompano Beach.

Licensing and Certification									
☐	**Family Community Residence**	☐	**Transitional Community Residence**	☐	**Recovery Community**	☐	**Assisted Living Facility**	☐	**Other:** _____

☐	**Agency has issued a certification, provisional certificate or license to operate the community residence as a:**	
☐	**FARR Certification Level (if applicable)**	
☐	**Name of State Licensing or Certification Agency:**	
☐	**Statutory number under which license is required:**	

Describe the general nature of the resident's disabilities (developmental disabilities, recovery from addiction, mental illness, physical disability, frail elderly, etc.) *Do not discuss specific individuals:*

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STREET ADDRESS (of the Subject Property):				**FOLIO #:**			
# of Live-in Staff				**Maximum # of Residents (Licensed)**			
Minimum Duration of Residency				**Maximum Duration of Residency**			
Day(s)	**Month(s)**	**Year(s)**	**No Minimum**	**Day(s)**	**Month(s)**	**Year(s)**	**No Maximum**
			☐				☐
# of Bedrooms				**# of Dwelling Units**			
Will the residents be able to maintain a motor vehicle?			**No** ☐				**Yes** ☐
# of Parking Spaces On-Site				**# of Parking Spaces Off-Site** *(if applicable)*			
Has a certification been applied for and a provisional certification been issued?			**No** ☐				**Yes** ☐
Special Exception # *(if applicable)*				**Date Provisional certification was issued** *(if applicable):*			

Property Owner (Please Print)	**Applicant / Agent Information (Complete if the applicant / agent is not the owner of the property)**
Business Name (if applicable):	**Business Name (if applicable):**
Print Name and Title:	**Print Name and Title:**
Mailing Street Address:	**Mailing Street Address:**
Mailing Address City/ State/ Zip:	**Mailing Address City/ State/ Zip:**
Primary Phone Number:	**Primary Phone Number:**
Secondary/ Cell Phone Number:	**Secondary/ Cell Phone Number:**
Email:	**Email:**

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Number of Occupants:

Bedroom	Dimensions of each bedroom (excluding closets) in feet: Width (ft) X Length (ft)		Total Square feet in bedroom (excluding closets) Area (ft^2)	Number of residents (including any live-in staff) to sleep in each bedroom	Total gross floor area of all habitable rooms
1			0		If you're unsure how to measure this, ask City staff for instructions. Print the total gross floor area in the cell below:
2			0		
3			0		
4			0		
5			0		
6			0		
7			0		
8			0		
			Totals	0 Residents	0 Square feet

Please return this completed application to:

Development Services Department
100 West Atlantic Boulevard Room 352
Pompano Beach, FL 33060

Questions? Need assistance?
Call city staff at (954) 786-4679

City of Pompano Beach
Department of Development Services

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Local 24 Hour Contact Affidavit

In accordance with the responsibilities of a 24-hour contact person as provided for in § 153.33(F), the responsibilities of the 24-hour contact person include:

- Be available and have the authority to address or coordinate problems associated with the property 24 hours a day, 7 days a week;
- Monitor the entire property and ensure that it is maintained free of garbage and refuse; provided however, this provision shall not prohibit the storage of garbage and litter in authorized receptacles for collection;
- See that provisions of this section are complied with and promptly address any violations of this section or any violations of law, which may come to the attention of the 24-hour contact person and
- Inform all occupants prior to occupancy of the property regulations regarding parking, garbage and refuse, and noise.

I certify that I have read and understand the information contained on this affidavit, and that to the best of my knowledge such information is true, complete, and accurate.

BEFORE ME, the undersigned authority, personally appeared _____ (PRINT NAME) Who after being duly sworn, deposes and says: That I am the person whose signature appears below, and that the information I have provided above in this document is true and correct.

24 Hour Contact	Property Owner ◯	Responsible Party ◯	Other (below) ◯
Business Name (if applicable):		**Print Name:**	
Relationship to Property Owner (if applicable):		**Title:**	
Physical Street Address of Home or Business:		**Address City/ State/ Zip:**	
Primary Phone Number:		**Secondary/ Cell Phone Number:**	
Signature:		**Date:**	

SWORN TO AND SUBSCRIBED before me this _____ day of _____ 20_____, in Pompano Beach, Broward County, Florida.

Notary Public
Seal of Office

_____
Notary Public, State of Florida

_____
(Print Name of Notary Public)

_____ Personally Known
_____ Produced Identification
Type of identification Produced: