Plaza Del Sol CPD Amendment
Zoning Staff Report

For Planning Zoning and Design Board

November 17, 2026

PROJECT NAME:	**Mission Grove of Estero**
CASE TYPE:	**Amendment to Commercial Planned Development**
CASE NUMBER:	**DCI2026-E004**
PLANNING ZONING AND DESIGN BOARD MEETING:	**November 17, 2026**

SUMMARY OF REQUEST

The applicant, Leo Brown Development, is requesting an amendment to the Plaza Del Sol Commercial Planned Development (CPD) for a 7.04-acre portion of Parcel G, located on the north side of Arcos Avenue, east of Estero Medical Center. Plaza del Sol is a commercial subdivision at the northeast corner of Three Oaks Parkway and Corkscrew Road.

The proposed zoning amendment would allow for a three-story senior housing development consisting of 163 units, including 65 independent living units and 98 assisted living and memory care units.

STAFF RECOMMENDATION

Staff recommends approval with conditions in the draft ordinance.

GENERAL INFORMATION

Applicant
Leo Brown Development

Authorized Agent
RVi Planning + Landscape Architecture, Stacy Ellis Hewitt, AICP

Location
10251 Arcos Avenue, Estero, FL 33928

STRAP Number
35-46-25-E1-3100G.0010

Surrounding Zoning and Land Use

North — Stormwater pond used for the common water management system for the entire Plaza Del Sol Commercial subdivision, then Calvary Chapel Gulf Coast church

East — Stormwater pond, then Primrose School of Estero

South — Arcos Avenue, then along Corkscrew Road an AutoZone, Culver's, and Marathon gas station

West — Estero Medical Office building

Zoning
Commercial Planned Development (CPD) and Corkscrew Road Overlay

Comprehensive Plan Land Use Category
Transitional Mixed-Use

Zoning History
The subject property was rezoned from Agriculture (AG-2) to Commercial Planned Development (CPD) by Lee County in 1989 under Resolution Z-89-051. In 1994, Resolution Z-94-050 established a new Master Concept Plan for the CPD. Resolution Z-03-039 subsequently superseded the previous resolution and established the Plaza Del Sol CPD.

In 2010, Resolution Z-09-037, which is attached, amended the CPD to allow Assisted Living Facilities (ALF), Continuing Care Facilities (CCF), and Independent Living Units (ILU) on Parcel G only.

Plaza Del Sol CPD encompasses approximately 38 acres, including Parcel G which consists of approximately 11 acres. In 2016, a Lot Split was approved under LDO2015-E005, dividing Parcel G into a western portion of approximately 4.15 acres and an eastern portion of approximately 7.04 acres.

In 2016, Village Council Ordinance 2016-05 amended the CPD to correct a scrivener's error that requires a maximum five-foot setback to allow the corrected minimum five-foot side setback. In 2018, Village Council Ordinance 2018 -03 amended the CPD to increase the maximum building height to 45 feet (three stories) and allow Assisted Living Facilities (ALF.) The Phoenix at Estero, A Phoenix Senior Living Community, was proposed but never constructed. In 2024, Village Council Ordinance 2024-08 amended the CPD to allow a mixed-use development consisting of a self-storage facility, office, and hotel. This project did not go forward.

Public Information Meeting
A Public Information Meeting (PIM) was held on July 21, 2026. The applicant's summary of the meeting is attached.

On September 15, 2026, a Workshop was held during which the applicant presented updated

architectural renderings and elevations in response to comments from the Board during the July 21, 2026, PIM.

STAFF ANALYSIS

The staff analysis evaluates the proposed project, including the Master Concept Plan, Pattern Book, architecture, connectivity, transportation, and other relevant considerations of the Land Development Code, as well as its consistency with the Comprehensive Plan. These factors are considered collectively in developing the staff recommendation.

Proposed Project and Uses
The applicant describes the proposed project as "a cohesive senior living campus integrating independent living, assisted living, and memory care within a unified architectural framework. The community is designed to support true age-in-place flexibility, allowing residents to transition between care levels while remaining within the same thoughtfully crafted environment".

The proposed zoning amendment would allow for the development of a three-story, 163-unit senior housing facility. The facility would provide three types of senior housing to accommodate residents with varying levels of independence and care needs:

- Independent Living (65 units): Intended for seniors who can generally manage their daily activities independently but may benefit from a residential community that offers amenities and social opportunities. Residents would have the option to participate in group dining and organized group activities, while maintaining an independent lifestyle.

- Assisted Living (64 units): Intended for seniors who may need assistance with activities of daily living while also having access to group dining and organized activities.

- Memory Care (34 units): Intended for seniors who require specialized care and supervision due to memory-related conditions, with support tailored to their cognitive, safety, and daily care needs.

Master Concept Plan
The Master Concept Plan shows the following:

- Proposed location of the three-story senior housing facility
- Proposed location of the monument sign
- Small public seating area
- Surface parking areas, and some covered, detached garages
- Outdoor amenity area and internal courtyard
- Pedestrian circulation, including sidewalks around the building and connections to adjacent properties to the east and west
- Vehicle circulation, including site access and connections to the adjacent development to the west
- Twenty-foot-wide Type "D" buffer along Arcos Avenue
- Fifteen-foot-wide buffer along western property line

Pattern Book
A Pattern Book is required for a zoning amendment. The proposed Pattern Book includes the conceptual site plan, decorative lighting details, color and material samples, architectural

elevations, aerial massing views, and conceptual landscape details, including the proposed buffers and plant palette.

Architecture
Following the Public Information Meeting (PIM) in July, the applicant made several revisions to the proposed building design and architecture, including substantial improvements to the west elevation. These changes include additional building articulation, variations in window treatments and shapes, and enhanced roofline details. PZDB reviewed the revised renderings at the workshop in September and noted the improvements made to the façade and overall architecture of the proposed project.

The applicant describes the proposed architecture as Mission Revival, incorporating Mediterranean style influences. The proposed development features an earth-tone color palette, terracotta colored tile roofing, arched openings, towers and curvilinear parapets.

The building will be concrete block construction with elevators.

Pedestrian Circulation
The applicant proposes internal sidewalks around the building, with pedestrian crosswalks through the parking areas, connections to the detached garages, and a potential future connection to a private lake overlook structure on the adjacent CPD parcel to the east, which contains the stormwater pond.

Signage
The Pattern Book includes a conceptual design for the proposed 9-foot, 9-inch monument sign. The sign incorporates the earth-tone color palette and tower element featured in the proposed building architecture. The conceptual sign is shown near the Arcos Avenue main vehicular entrance.

Height
The proposed senior housing facility is three stories and has a maximum building height of 41 feet 8 inches, with architectural features reaching a total height of 48 feet 10 inches across the building's elevations. Section 10-304.A of the LDC allows certain ornamental architectural features to exceed the maximum building height by up to 10 feet without a deviation.

Flood
The site falls within the AE Flood Zone which is the Special Flood Hazard area. Buildings will need to be constructed to meet flood elevations.

Stormwater Management
The development is served by an existing master stormwater management system. Parcel G contains a large stormwater pond on the north and east side of the parcel, used for the common water management system for the entire Plaza Del Sol CPD. Several dry detention areas are also shown on the MCP, some of which are proposed to be enhanced with additional plantings and landscaping.

Transportation
The applicant provided a Traffic Impact Statement (TIS) prepared by TR Transportation Consultants, Inc. Although the subject property is currently vacant, the TIS compares the anticipated trip generation under the existing zoning entitlements established by Village of Estero Ordinance 2024-08, which allow for up to 18,000 square feet of commercial uses, 110,000 square

feet of self-storage, and a 120-room hotel with that of the proposed 163-unit assisted living/independent living/memory care facility.

The analysis indicates that the proposed zoning amendment would reduce trip generation and associated traffic impacts on adjacent roadways. Specifically, the proposed development is expected to generate 34 trips during the weekday A.M. peak hour and 42 trips during the weekday P.M. peak hour, compared to 120 A.M. peak hour and 176 trips during the P.M. peak hour under the existing entitlements. This represents a reduction of 86 trips during the A.M peak hour and 134 trips during the P.M. peak hour.

The TIS evaluated traffic conditions with and without the proposed development for the buildout year 2029 and found that the segment of Corkscrew Road between I-75 and Three Oaks Parkway is projected to operate at Level of Service (LOS) F under both scenarios. The traffic study identifies this as a pre-existing roadway deficiency which the project is not required to mitigate by state law. The applicant will be responsible for applicable road impact fees.

A turn lane analysis was also conducted as part of the TIS. Based on the criteria for turning movements outlined in the report, additional turn lanes at the proposed Arcos Avenue access are not warranted. Turn lanes already exist at the access drives on Three Oaks Parkway and Corkscrew Road.

The applicant has indicated that a shuttle bus or van will be available to provide transportation for residents. The applicant will also be responsible for paying its proportionate share of the cost of the traffic signal at Puente Lane and Corkscrew Road at the time of development order. Staff has included related conditions in the proposed ordinance for these two items.

Open Space, Perimeter Buffers, and Landscaping
The proposed development includes several outdoor amenities for residents, including a private courtyard, dog park, outdoor recreation court, and a pool area with covered seating, as shown in the Pattern Book. A public seating area is also proposed near the Arcos Avenue vehicular entrance. This small public area would include outdoor seating and additional landscaping. The applicant has also proposed a fountain within the existing lake (stormwater pond), with details to be provided at the time of development order and an “optional private lake overlook” structure, as shown in the Pattern Book.

A 20-foot-wide Type D landscape buffer is proposed along Arcos Avenue. The buffer will include five canopy trees per 100 linear feet and a double-staggered hedge row, consistent with the requirements of LDC Table 5-406.B.3.

An enhanced 15-foot-wide landscape buffer is also proposed along the western property line. This buffer would include five trees per 100 linear feet, consisting of canopy trees and clustered sabal palms, along with a single row of hedges. Conceptual details of both proposed buffers are included in the Pattern Book. Specific details will be reviewed at the time of development order.

Utilities
Water and sewer are available from Lee County Utilities.

Fire
Estero Fire Department indicated it would provide comments at time of development order.

COMPREHENSIVE PLAN ANALYSIS

The project is in the Transitional Mixed Use Future Land Use category. The category is described below:

FLU-1.2.8 TRANSITIONAL MIXED USE
Transitional Mixed Use areas are characterized by primarily existing or emerging developments where the Village's largest and most intense commercial and multifamily residential developments are or will be concentrated, including some areas that currently have some degree of mixed use. Urban services are in place or readily expandable to support moderately intense levels of mixed commercial and residential development.

Staff Comment: Plaza Del Sol CPD is an older commercial subdivision that has developed as a hodgepodge of commercial uses and unfortunately not as originally envisioned. The proposed senior housing development would introduce a residential use with different types of choices that support seniors with varying levels of independence and care needs. The residential use will add a new element to help transition this subdivision into a more mixed-use development. The Transitional Mixed Use Future Land Use category allows for Assisted Living Facilities, and the proposed development is consistent with this category.

FLU-1.11.2 RESIDENTIAL DEVELOPMENT STANDARDS
Support and enhance Estero's residential character by ensuring that development proposals address how they:

A. Are compatible with adjacent uses, public facilities, and infrastructure systems;

B. Impact surrounding environmental and natural resources, with specific controls to ensure preserved areas that are designated preserve through the development permitting process are not encroached upon and are only able to be altered or changed upon approval of amendments or modifications to applicable development orders and permits;

C. Access, where applicable, nearby parks, public spaces, recreational facilities, greenways, blueways, and natural open spaces;

D. Connect to adjacent residential developments, mixed-use centers, economic areas, public facilities, natural resources, and other community facilities; and

E. Contribute to the overall design, landscaping, and aesthetics that make up the community's character as a harmonious place with beauty, spaciousness, and a diversity of high quality residential and commercial development that positively contributes to the quality of life of Estero's residents

Staff Comment: The proposed zoning amendment would allow for the development of a three-story senior housing facility, introducing residential use and providing diversity to the existing Plaza Del Sol CPD, which includes medical office, commercial, retail, day care, and other similar uses. The proposed development is designed to complement the surrounding area through its architectural design, style, and connectivity to adjacent properties.

The Master Concept Plan provides internal pedestrian circulation and connections to adjacent properties and incorporates outdoor amenities, including a private pool, courtyard, dog park, and small public seating area near the Arcos Avenue entrance. These features provide opportunities

for outdoor activities.

STAFF RECOMMENDATION

Staff recommends approval of the proposed zoning amendment with conditions in the draft ordinance.

The proposed 163-unit senior housing development would allow fewer residential units than the previous approvals under Zoning Resolution Z-09-037 and Zoning Ordinance 2018-03 for The Phoenix at Estero. Zoning Resolution Z-09-037 permitted up to 263 Assisted Living Facility (ALF) and Continuing Care (CC) units, or 134 Independent Living units (ILU). Zoning Ordinance 2018-03 allowed 140 ALF units. Additionally, the proposed development is anticipated to generate fewer daily vehicle trips than the commercial, self-storage, and hotel uses permitted under the existing entitlements. While one link of Corkscrew Road is projected at Level of Service F in 2029, it will fail with or without this development. The project will pay impact fees to mitigate its impacts.

The proposed architecture incorporates a cohesive design that is consistent with the applicable requirements of the Land Development Code. The development would provide independent living, assisted living, and memory care options within the established Plaza Del Sol CPD, introducing a residential use that is consistent with the Transitional Mixed Use Future Land Use designation and compatible with the existing commercial development within the CPD.

DEVIATIONS

The applicant has requested two new deviations in addition to the deviations previously approved by Lee County Zoning Resolution Z-09-037.

> *Deviation 12 seeks relief from LDC Section 5-204.B.1 – Table 5-204.B.1, which requires assisted living facilities to provide 1.12 parking spaces per dwelling unit and continuing care retirement community to provide 1.12 spaces per dwelling unit, except 2.0 for each independent living unit, to allow proposed assisted living facilities and memory care units to provide 0.75 parking spaces per unit and independent living units to provide 1.25 parking spaces per unit to accommodate residents, employees and guests.*

Staff Comment: Using the current Land Development Code, required parking would be 240 spaces (130 for independent living, and 110 for assisted living/memory care). The applicant proposes to provide 156 spaces (82 independent living and 74 assisted living) which combined is slightly under 1 space per unit. This ratio is based upon the applicant's development (Mission Grove at Stoneybrook) in Winter Garden, Florida, with a similar mix of units (.98 spaces per unit).

Additionally, staff evaluated information in the traffic study obtained from the Institute of Traffic Engineers Trip Generation Report which indicates that assisted living and independent living generate fewer trips than traditional multifamily units. They generally provide on-site amenities, dining, and transportation services. Staff did not agree with the applicants' comparison of parking requirements to Bonita Springs and Lee County, in particular Lee County, which appeared too low. Mission Grove will be age-restricted to 55+. Based on this information, staff recommends approval of Deviation 12.

> *Deviation 13 seeks relief from LDC Section 5-204.A.3.A.5, which states that the maximum two-foot overhang from a curb for parking spaces may not intrude onto pedestrian walkways; to allow 7-foot sidewalks with a 2-foot overhang.*

Staff Comment: The applicant states that the proposed design is intended to reduce trip hazards throughout the senior housing campus. In lieu of wheel stops, the applicant proposes to provide 7-foot-wide sidewalks adjacent to parking spaces to accommodate a 2-foot vehicle overhang while maintaining a 5-foot-wide pedestrian accessway. Based on this information, staff recommends approval of Deviation 13 with the condition that non-mountable sidewalks or curbs be provided.

PROPOSED FINDINGS

If the Planning Zoning and Design Board (PZDB) wishes to recommend approval of the zoning amendment, staff has proposed the following findings for the CPD Amendment:

1. The Planned Development Amendment as conditioned will be consistent with the goals, objectives, and policies of the Comprehensive Plan.

   Staff Comment: The proposed amendment is generally consistent with the Comprehensive Plan. The proposed senior housing development will introduce residential use into an established Commercial Planned Development, supporting the mixed-use character and intent of the Transitional Mixed-Use Future Land Use category.

2. The Planned Development Amendment as conditioned will not conflict with any portion of the Land Development Code.

   Staff Comment: The proposed amendment is consistent with the applicable requirements of the LDC, except for the requested deviations related to parking and wheel stops.

3. The Planned Development Amendment will address a community need.

   Staff Comment: The proposed development will provide housing options for seniors in the community with varying levels of independence and care needs. This range of housing options will help meet the community's needs over time.

4. The Planned Development Amendment as conditioned will be compatible with existing and planned uses surrounding the subject land.

   Staff Comment: The proposed amendment, as conditioned, will be compatible with the existing and planned uses in the surrounding area. The proposed senior housing development will introduce a residential component to an older commercial subdivision to help transition it into a more diverse, mixed-use development. Assisted Living facilities are permitted within the Transitional Mixed-Use Future Land Use category, and the proposed development is consistent with this category.

5. The Planned Development Amendment will result in a logical and orderly development pattern.

   Staff Comment: The proposed development is an infill lot in an older commercial subdivision.

6. The Planned Development Amendment will not adversely affect the property values in the area.

   Staff Comment: The proposed amendment should not adversely affect the property values in the area.

7. The Planned Development Amendment will result in development that is adequately served by public facilities (roads, potable water, wastewater, solid waste, storm water, schools, parks, police, and fire and emergency medical facilities.)

   Staff Comment: The proposed project will be served by public facilities.

8. The Planned Development Amendment as conditioned will not result in significantly adverse impacts on the natural environment, including but not limited to water, air, noise, storm water management, wildlife, vegetation, wetlands, and the natural functioning of the environment.

   Staff Comment: The proposed amendment will not adversely affect the natural environment as the site is cleared.

9. The Planned Development Amendment is compatible with existing or planned uses in the surrounding area.

   Staff Comment: See Finding No. 4.

ATTACHMENTS:

A. Applicant's Maps – Zoning and Future Land Use
B. Applicant's Summary of the PIM
C. Zoning Resolution Z-09-037 (excluding Exhibits)
D. Master Concept Plan
E. Applicant's Deviations and Justifications
F. Applicant's Traffic Impact Study (excluding Service Volume Link Appendix)