




**Interoffice Memorandum**

Received on May 19, 2025  
Deadline: June 3, 2025  
Publish: June 8, 2025

**DATE:** May 16, 2025

**TO:** Jennifer Lara-Klimetz, Assistant Manager,  
Clerk of the Board of County Commissioners,  
County Comptroller's Office

**THROUGH:** Agenda Development

**FROM:** Jennifer Moreau, AICP   
Zoning Manager, Zoning Division

**CONTACT PERSON:** **Laekin O'Hara**  
**Chief Planner, Zoning Division**  
**(407) 836-5943 or [Laekin.O'Hara@ocfl.net](mailto:Laekin.O'Hara@ocfl.net)**

**SUBJECT:** Request for Public Hearing to consider an Appeal  
of the May 1, 2025 Board of Zoning Adjustment  
Recommendation for a Special Exception and  
Variance, SE-24-09-086 Derek Bruce for Orlando  
Torah, located at 8613 Banyan Blvd., Orlando, FL  
32819, Parcel ID # 22-23-28-7820-05-970, District  
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**APPLICANT/APPELLANT:** DEREK BRUCE FOR ORLANDO TORAH

**CASE INFORMATION:** SE-24-09-086 – May 1, 2025

**TYPE OF HEARING:** Board of Zoning Adjustment Appeal

**HEARING REQUIRED BY  
FL STATUTE OR CODE:** Chapter 30, Orange County Code

**ADVERTISING  
REQUIREMENTS:** Publish once in a newspaper of general circulation  
in Orange County at least (15) fifteen days prior to  
public hearing.

**ADVERTISING  
TIMEFRAMES:** At least fifteen (15) days prior to the BCC public  
hearing date, publish an advertisement in the legal  
notice section of The Orlando Sentinel describing  
the particular request, the general location of the  
subject property, and the date, time, and place  
when the BCC public hearing will be held;

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**ADVERTISING**

Special Exception and Variance requests in the R-1A zoning district as follows:

- 1) Special Exception to allow a 9,376 sq. ft. expansion to an existing religious institution.
- 2) Variance to allow 35 parking spaces in lieu of 52 required parking spaces.

**NOTIFICATION REQUIREMENTS:**

At least 10 days before the BCC hearing date, send notices of the public hearing by U.S. mail to owners of property within 500 ft. of the property then expanded to include the entire subdivision.

**ESTIMATED TIME REQUIRED:**

Two (2) minutes

**MUNICIPALITY OR OTHER PUBLIC AGENCY TO BE NOTIFIED:**

N/A

**HEARING CONTROVERSIAL:**

Yes

**DISTRICT #:**

1

The following materials will be submitted as backup for this public hearing request:

1. Names and known addresses of property owners within 500 ft. of the property then expanded to include the entire subdivision (via email from Fiscal and Operational Support Division); and
2. Location map (to be mailed to property owners).

**SPECIAL INSTRUCTIONS TO CLERK:**

1. Notify abutters of the public hearing at least two (2) weeks prior to the hearing and copy staff.
2. Public hearing should be scheduled within 45 days after the filing of the notice of appeal received on May 9, 2025, or as soon thereafter, as the BCC's calendar reasonably permits.

Attachment: Location Map and Appeal Application

cc via email: Jennifer Moreau, AICP, Manager, Zoning Division  
Brandy Driggers, Assistant Manager, Zoning Division  
Laekin O'Hara, Chief Planner, Zoning Division

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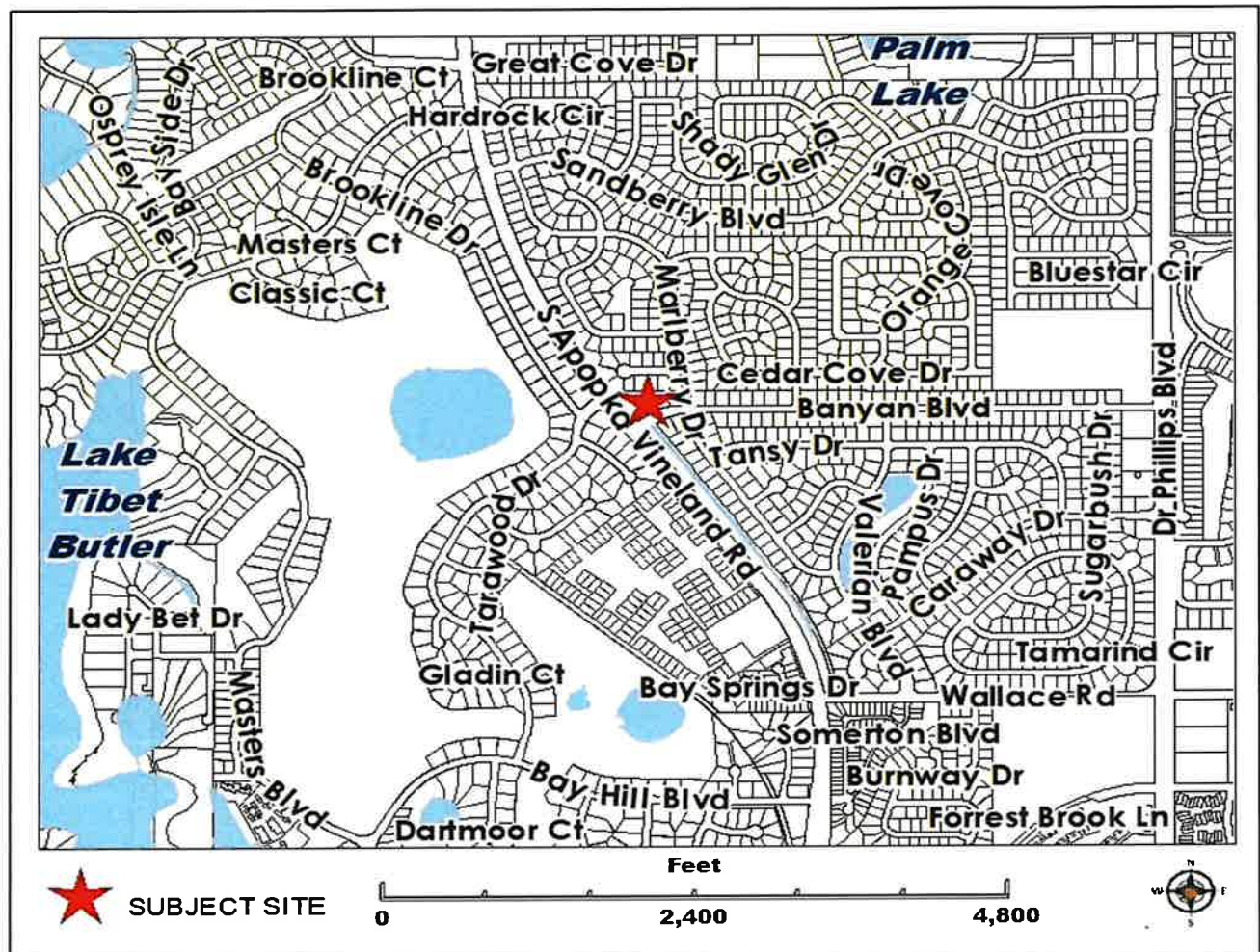
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If you have any questions  
regarding this map, please call  
Laekin O'Hara at 407-836-5943.

## Location Map



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**ORANGE COUNTY ZONING DIVISION**

201 South Rosalind Avenue, 1<sup>st</sup> Floor, Orlando, Florida

32801 Phone: (407) 836-3111 Email: [BZA@ocfl.net](mailto:BZA@ocfl.net)

[www.orangecountyfl.net](http://www.orangecountyfl.net)

**Board of Zoning Adjustment (BZA) Appeal Application**



**Appellant Information**

Name: Orlando Torah Center, Inc.

Address: 8613 Banyan Blvd., Orlando, FL 32819

Email: office@orlandotorahcenter.com Phone #: (407) 374-3049

BZA Case # and Applicant: SE-24-09-086 Orlando Torah Center, Inc.

Date of BZA Hearing: 2025-05-01

Reason for the Appeal (provide a brief summary or attach additional pages of necessary):

See attached "Reason for Appeal to Board of County Commissioners - Brief Summary"

Signature of Appellant: Shoshana Kramer

Date: 5/9/2025

STATE OF Florida

COUNTY OF Orange

The foregoing instrument was acknowledged before me this 9<sup>th</sup> day of May, 2025, by Shoshana Kramer who is personally known to me or who has produced Florida Driver's License as identification and who did not take an oath.

Stephanie J. Peeler  
Notary Public Signature

Notary Stamp:



**NOTICE:** Per Orange County Code Section 30-45, this form must be submitted within 15 days after the Board of Zoning Adjustment meeting that the application decision was made.

Fee: \$691.00 (payable to the Orange County Board of County Commissioners)

Note: Orange County will notify you of the hearing date of the appeal. If you have any questions, please contact the Zoning Division at (407) 836-3111.

See Page 2 of application for the Appeal Submittal Process.

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**Reason for Appeal to Board of County Commissioners – Brief Summary**

Orlando Torah Center, Inc. (“OTC”), respectfully submits this appeal from the decision of the Orange County Board of Zoning Adjustment (“BZA”), rendered on May 1, 2025, denying the requested Special Exception for the proposed expansion of the synagogue and parking Variance, for the Orthodox Jewish synagogue located at 8613 Banyan Boulevard, Orlando, Florida 32819.

**I. Appeal of Denial of Special Exception**

The BZA erred in its application of the six criteria for granting a special under Section 38-78 of the Orange County Code. The proposed use as a religious institution is expressly permitted by special exception in the R-1A zoning district, and the evidence presented at the BZA hearing established that the proposed expansion meets the six criteria, as briefly explained below:

**1. The use shall be consistent with the comprehensive plan.**

This requirement is met, among other reasons, for the reasons set forth in the BZA Staff Report, which found that this requirement was met. *See* BZA Staff Report at 145.

**2. The use shall be similar and compatible with the surrounding area and shall be consistent with the pattern of surrounding development.**

This requirement is met, among other reasons, based on reference to other tri-level residences in the subdivision, the Learning Center of Dr. Phillips also located on Banyan Boulevard, and the numerous religious institutions along or adjacent to Apopka-Vineland Road.

**3. The use shall not act as a detrimental intrusion into a surrounding area.**

This requirement is met, among other reasons, because the proposed expansion does not require any variance for height and does not require any variance for any setback (to the north, south, east, or west). Further, OTC is currently an existing synagogue, with an existing congregation, and is therefore not an intrusion altogether into the surrounding area. Additionally, OTC promotes a sense of community for residents of the subdivision and enables them to engage in religious worship and practice. Moreover, the Staff Report and BZA appeared to focus on size but focused narrowly on only the Sand Lake Hills subdivision; however, the Orange County Land Use Code does not limit the definition of a “surrounding area” in such a manner. OTC’s proposed expansion is both similar to, and even smaller than, many institutions within a two (2) to three (3) mile radius of OTC.

**4. The use shall meet the performance standards of the district in which the use is permitted.**

This requirement is met, among other reasons, because—as acknowledged in the BZA Staff Report—if the Variance is granted, “the proposed expansion of the religious institution as proposed will meet the performance standards of the district.” *See* BZA Staff Report at 145. Because the Variance (for parking) is unnecessary altogether or, alternatively, should be granted, as set forth below, this requirement is met.

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5. **The use shall be similar in noise, vibration, dust, odor, glare, heat producing and other characteristics that are associated with the majority of uses currently permitted in the zoning district.**

This requirement is met, among other reasons, for the reasons set forth in the BZA Staff Report, which found that this requirement was met. *See BZA Staff Report at 145.*

6. **Landscape buffer yards shall be in accordance with section 24-5 of the Orange County Code. Buffer yard types shall track the district in which the use is permitted.**

This requirement is met, among other reasons, for the reasons set forth in the BZA Staff Report, which found that this requirement was met. *See BZA Staff Report at 145.*

## **II. Appeal of Denial of Variance**

### **A. Parking Variance Unnecessary**

As a preliminary matter, the BZA erred because the Variance for parking was unnecessary altogether, and, therefore, the denial of the Variance should be irrelevant and should not impede the granting of the Special Exception. Section 38-1476 of the Orange County Code is ambiguous in its calculation of parking spaces required for assembly uses without “fixed seats.” It provides that one parking space must be provided for every three (3) “patrons” within the synagogue, plus one additional parking space for each employee. Staff for the BZA has taken an approach contrary to Section 38-1476, and has calculated a parking requirement based on the maximum occupancy for the “event space” in the proposed expansion, resulting in its opinion that 52 parking spaces are required and, thereby, purportedly necessitating an application for a variance. This is an arbitrary calculation based on the ambiguous nature of Section 38-1476.

Relatedly, at the request of Orange County, Traffic & Mobility Consultants conducted a parking study in September/October 2024, and the report from this parking study has been submitted to Orange County. Based on the parking study’s findings that—based on the maximum capacity of the sanctuary, the parking lot only required 24 parking spots—OTC’s proposed parking for the expansion is more than sufficient under Section 38-1476 of the Orange County Code, thereby obviating the need for a parking Variance altogether.

Thus, to the extent the BZA found that the parking Variance was required for the Special Exception, the BZA erred in such a finding.

### **B. Variance Criteria**

Moreover, even if the parking Variance were required—and it should not be—the BZA erred in its application of the Variance criteria under Section 30-43(3) of the Orange County Code. To the extent the Variance were required, the evidence presented at the BZA hearing established that the proposal meets the six criteria, as briefly explained below:

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### **1. Special Conditions and Circumstances**

This requirement is met, among other reasons, because OTC is an Orthodox Jewish synagogue servicing parishioners with religious restrictions related to the practice of their faith, which requires that their synagogue be within walking distance. Thus, special conditions and circumstances exist due to the religious practices and needs of OTC and its parishioners, the type of practices and needs that RLUIPA (defined and discussed below) was enacted to protect. That the parishioners are required, under Jewish Law, to walk and not drive to synagogue on the Sabbath and many of their major holidays also presents special conditions and circumstances that establish that the proposed parking is sufficient. Additionally, the Traffic & Mobility Consultants parking study's observations of actual usage of the parking (and the congregation's religious practice and requirement to refrain from driving on the Sabbath) leads to the conclusion that the Variance should be granted, to the extent it is necessary.<sup>1</sup> Moreover, OTC is prepared to accept reasonable conditions on use of its parking facilities on days on which parishioners may drive to the synagogue.

### **2. Not Self-Created**

This requirement is met, among other reasons, because Jewish Law imposes the need for the Orthodox Jewish parishioners' synagogue to be within walking distance of their homes. The parishioners did not self-create longstanding Jewish Law that has been practiced by people of the Jewish faith through millennia. Further, OTC has sought alternative means of access to and from its property via Apopka-Vineland Road but was turned down by Orange County without the courtesy of a meeting.

### **3. No Special Privilege Conferred**

This requirement is met, among other reasons, because no special privilege need be conferred upon OTC to grant this Variance, as its real and pressing needs to serve its parishioners, not a special privilege, are the basis for the Variance, just like any other variance based on real and pressing needs. Further, Orange County must recognize OTC's federally and state protected rights to serve its parishioners as a religious institution, such as its rights under RLUIPA, and Orange County must not penalize OTC by considering those rights to be the conferral of an impermissible special privilege.

### **4. Deprivation of Rights**

This requirement is met, among other reasons, because refusing this Variance will substantially burden OTC and negatively impact OTC parishioners' ability to exercise their First Amendment Rights and other federal and state rights afforded to them, such as their rights under RLUIPA, to practice their religion.

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<sup>1</sup> As explained above, first and foremost, the Traffic & Mobility Consultants parking study leads to the conclusion that—based on the maximum capacity of the sanctuary and the number of parking spots OTC has and proposes to have—it comfortably exceeds the required number of parking spots, thereby obviating the need for the parking Variance altogether.

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#### **5. Minimum Possible Variance**

This requirement is met, among other reasons, because OTC is prepared to consider reasonable restrictions in order to meet Orange County's requirements, so long as those impositions by Orange County do not violate OTC's federally and state protected religious liberty rights, such as its rights under RLUIPA.

#### **6. Purpose and Intent**

This requirement is met, among other reasons, because the purpose and intent of Orange County's parking requirements is to ensure that facilities have sufficient parking for the contemplated use. OTC parishioners do not drive to services on the Sabbath and many of the most important Jewish holidays, thereby obviating the need to accommodate parishioners driving/parking on those days. Moreover, OTC is prepared to accept reasonable conditions on use of its parking facilities on days on which they may drive to the synagogue.

### **III. Appeal Based on Federal Law**

Denial of OTC's applications would violate its federal rights under the Religious Land Use and Institutionalized Persons Act of 2000, 42 U.S.C. § 2000cc *et seq.* ("RLUIPA"). Federal law also makes clear, however, that the Orange County Board of County Commissioners ("BCC") is authorized to avoid such violations, as described below. We urge the BCC to take the following into account in reviewing and deciding on OTC's special exception and variance applications.

Courts throughout the nation regularly hold in favor of religious organizations under RLUIPA and the First Amendment where zoning regulation prohibits or severely restricts religious land uses. *See generally Thai Meditation Ass'n of Ala., Inc. v. City of Mobile*, 980 F.3d 821, 831 (11th Cir. 2020) (collecting cases from various Circuits); *Pass-A-Grille Beach Cmty. Church, Inc. v. City of St. Pete Beach*, 515 F. Supp. 3d 1226 (M.D. Fla. 2021) (city's land use regulation restricting use of church's parking lot likely presented substantial burden on its sincerely held beliefs); *City Walk - Urb. Mission Inc. v. Wakulla Cnty.* 471 F. Supp. 3d 1268, 1284 (N.D. Fla. 2020) ("a burden on religious exercise may be substantial if the burden cannot be cured in a way that does not directly impact a plaintiff's religious exercise"); *Chabad of Nova, Inc. v. City of Cooper City*, 575 F. Supp. 2d 1280, 1291 (S.D. Fla. 2008) ("the City continues to provide inadequate opportunity for new religious assemblies to locate"). The same applies here.

RLUIPA's Substantial Burdens provision provides:

No government shall impose or implement a land use regulation in a manner that imposes a substantial burden on the religious exercise of a person, including a religious assembly or institution, unless the government demonstrates that imposition of the burden on that person, assembly, or institution—

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- (A) is in furtherance of a compelling governmental interest;  
and
- (B) is the least restrictive means of furthering that  
compelling governmental interest.

42 U.S.C.A. § 2000cc. The standard described by the federal Court of Appeals for the Eleventh Circuit is easily met by OTC, as was previously described to the BZA and the Orange County Attorney's Office in the letter, dated April 28, 2025, with the subject "Re: *Land use matter involving Orlando Torah Center in Orange County, FL.*"<sup>2</sup>

Furthermore, the fact that OTC is currently using the property to some limited extent for religious exercise does not mean that such exercise is not substantially burdened. See *Vision Warriors Church, Inc. v. Cherokee Cnty. Bd. of Commissioners*, No. 22-10773, 2024 WL 125969, at \*7 (11th Cir. Jan. 11, 2024) ("[O]ur precedents do not require a regulation to 'effectively bar' or 'remove[] any possibility' of religious exercise to qualify as a substantial burden."); *Church of Our Savior v. City of Jacksonville Beach*, No. 3:13-CV-1346-J-32JBT, 2014 WL 3587494, at \*8 (M.D. Fla. July 18, 2014) ("The City's denials, however, have the effect of preventing the Church from attempting to alleviate these burdens in what is allegedly the only viable means, which places another kind of burden on the Church."); *Westchester Day Sch. v. Vill. of Mamaroneck*, 504 F.3d 338 (2d Cir. 2007) (denial of special use permit to expand Jewish school substantially burdened its religious exercise).

Given that denial would substantially burden OTC's religious exercise, it would be subject to strict scrutiny review. The Supreme Court has recently described the strict scrutiny test as follows:

[S]trict scrutiny requires the State to further "interests of the highest order" by means "narrowly tailored in pursuit of those interests." *Church of Lukumi Babalu Aye, Inc. v. Hialeah*, 508 U.S. 520, 546 (1993) (internal quotation marks omitted). That standard "is not watered down"; it "really means what it says."

*Tandon v. Newsom*, No. 20A151, 2021 WL 1328507, at \*2 (U.S. Apr. 9, 2021). A denial here could not pass such scrutiny.

First, generalized interests are insufficient as a matter of law. *Holt*, 135 S. Ct. at 863, *Gonzales v. O Centro Espirita Beneficente Uniao do Vegetal*, 546 U.S. 418, 432, 438 (2006). A compelling governmental interest must be a specific interest of the "highest order," which is "some substantial threat to public safety, peace[,] or order," and "[o]nly the gravest abuses, endangering paramount interest, give occasion for permissible limitation." *Church of the Lukumi Babalu Aye*, 508 U.S. at 546; *Wisconsin v. Yoder*, 406 U.S. 205, 215 (1972); *Sherbert v. Verner*, 374 U.S. 403, 406 (1963). A compelling governmental interest must exist in this particular case. See *O Centro*, 546 U.S. at 430 (applying RFRA); *WDS*, 504 F.3d at 353. The generalized interest in "enforcing [a] Zoning Ordinance" is always at issue in a challenge to

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<sup>2</sup> OTC, through its counsel, shared this letter with the BZA and Orange County Attorney's Office by email to Ms. Joy Carmichael on April 30, 2025, in advance of the BZA hearing, and then once again by email to Ms. Carmichael following the BZA hearing on May 1, 2025.

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land use regulations. See *Covenant Christian Ministries, Inc. v. City of Marietta*, No. 1:06-CV-1994-CC, 2008 WL 8866408, at \*14 n.9 (N.D. Ga. Mar. 31, 2008) (“If the general government interest in zoning satisfied the first prong of the strict scrutiny test in every case, then this prong of the analysis would be eviscerated in RLUIPA cases.”); *City Walk - Urb. Mission Inc. v. Wakulla Cnty.*, 471 F. Supp. 3d 1268, 1287 (N.D. Fla. 2020) (“Defendant’s justification boils down to its interest in enforcing its zoning regulation and furthering its zoning regulation’s purpose in a general way. That is not enough.”).

Nor are “traffic” or “community character” interests compelling. See *Solantic, LLC v. City of Neptune Beach*, 410 F.3d 1250, 1267 (11th Cir. 2005) (holding that sign code was not “narrowly tailored to accomplish the City’s asserted interests in aesthetics and traffic safety, nor has our case law recognized those interests as ‘compelling’”); *Dimmitt v. City of Clearwater*, 985 F.2d 1565, 1569-70 (11th Cir. 1993); *Beaulieu v. City of Alabaster*, 454 F.3d 1219, 1234 (11th Cir. 2006); *Rocky Mtn. Christian Church v. Bd. of Cnty. Comm’rs of Boulder Cnty.*, 612 F. Supp. 2d 1163, 1175 (D. Colo. 2009), *aff’d*, 613 F.3d 1229 (10th Cir. 2010) (stating that “lack of harmony with the character of the neighborhood, incompatibility with the surrounding area, . . . generally have been found not to be compelling”); *Westchester Day Sch.*, 417 F. Supp. 2d at 554 (“[T]he visual impact of the Project does not implicate a compelling government interest.” (citations omitted)); *Cottonwood Christian Ctr.*, 218 F. Supp. 2d at 1228 (aesthetic concerns are not “a compelling interest that can justify burdening [] [Plaintiff’s] religious exercise rights”); *Congregation Rabbinical Coll. of Tartikov v. Vill. of Pomona*, 138 F. Supp. 3d 352, 418-20 (S.D.N.Y. 2015), *aff’d*, 945 F.3d 83 (2d Cir. 2019) (“aesthetic and community character rationales are generally not compelling state interests”).

Strict scrutiny requires more than just an assertion that there may be an impact from a religious use. See *Tandon*, 141 S. Ct. at 1296 (government “must do more than assert that certain risk factors are always present in worship” (internal quotation omitted)); *Tartikov*, 138 F. Supp. 3d at 422 (“Defendants’ only evidence connecting the Challenged Laws to alleviating traffic concerns is that ‘all dwelling units, by their nature, generate traffic.’ . . . This explanation is insufficient”); *Congregation Etz Chaim v. City of L.A.*, No. CV10-1587 CAS EX, 2011 WL 12472550, at \*5, \*7 (C.D. Cal. July 11, 2011) (rejecting the City’s argument that it had a compelling interest in “maintaining the residential nature of the neighborhood” because “this approach would render RLUIPA a nullity” and finding that, “while the City refers to its broad interest in protecting the health, safety and welfare of its citizens, and parking and traffic concerns in relation to those interests, they present no evidence ‘that any traffic or parking concerns actually existed’”).

A government must also demonstrate that it considered less restrictive means of achieving any governmental interest rather than outright denial. *Redeemed Christian Church of God*, 17 F.4th at 512 (“the [] [government] never sought to show at trial that it considered alternatives—such as roadway improvements or additional road signs—before denying the Application.”); *Cottonwood Christian Ctr. v. Cypress Redevelopment Agency*, 218 F. Supp. 2d 1203, 1229 (C.D. Cal. 2002) (outright denial is not least restrictive means and “City has done the equivalent of using a sledgehammer to kill an ant.”); *Chabad Lubavitch of Litchfield Cnty., Inc. v. Borough of Litchfield*, No. 3:09-CV-1419 (JCH), 2017 WL 5015624, at \*14 (D. Conn. Nov. 2, 2017) (imposition of smaller footprint on Chabad violated RLUIPA and was not least restrictive means). In *Westchester Day School v. Village of Mamaroneck*, 417 F. Supp. 2d 477, 553-54 (S.D.N.Y. 2006), *aff’d*, 504 F.3d 338 (2d Cir. 2007), the Court found that the Village

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had not demonstrated that outright denial of the religious school was the least restrictive means of furthering a compelling governmental interest with respect to three categories of asserted such interests: 1) traffic (“incremental impact of the Project on traffic could have been mitigated in a number of ways. Defendants have failed to carry their burden of demonstrating that no alternatives other than an outright denial could protect their interests relating to traffic.”); 2) “visual impacts and adverse effects on property values” (aesthetic concerns could be mitigated and neither those nor property values are a compelling interest); and, 3) parking (lack of parking did not constitute “a threat to public safety”).

Fortunately, RLUIPA itself provides a specific mechanism to allow local governments to avoid violation of RLUIPA by voluntarily accommodating burdened religious exercise through any number of different ways. Known as the “Safe Harbor” provision, it states:

**Governmental discretion in alleviating burdens on religious exercise.** A government may avoid the preemptive force of any provision of this chapter by changing the policy or practice that results in a substantial burden on religious exercise, by retaining the policy or practice and exempting the substantially burdened religious exercise, by providing exemptions from the policy or practice for applications that substantially burden religious exercise, or by any other means that eliminates the substantial burden.

42 U.S.C. § 2000cc-3(e). The purpose of this “Safe Harbor” provision is to assure governmental bodies “that they retain discretion to decide how best to remedy an allegedly offending law, policy, or regulation . . .” *Pratt v. Ott*, No. 1:20-CV-171, 2021 WL 1212587, at \*6 (M.D. Pa. Mar. 31, 2021). The legislative history of this provision supports this purpose.

“Congress intended to give each state the freedom “to choose its own means of eliminating substantial burdens on religious exercise.” See 146 Cong. Rec. E1563, E1564 (daily ed. Sept. 21, 2000) (statement of sponsoring Rep. Canady). . . . Another statement confirms that RLUIPA . . . . “leaves all other policy choices to the states.” See 146 Cong. Rec. S7774, S7776 (daily ed. July 27, 2000) (joint statement of Sens. Hatch and Kennedy). Congress plainly intended to allow each state to “eliminate the discrimination or burden in any way it chooses, so long as the discrimination or substantial burden is actually eliminated.” See *id.*

*Pratt v. Ott*, No. 1:20-CV-171, 2021 WL 1212587, at \*6 (M.D. Pa. Mar. 31, 2021). It provides the County with the opportunity for “providing exemptions from the policy or practice for applications that substantially burden religious exercise,” *i.e.*, grant the special exception and variance. See, *e.g.*, *Boles v. Neet*, 402 F. Supp. 2d 1237, 1241 (D. Colo. 2005), *aff’d*, 486 F.3d 1177 (10th Cir. 2007) (“This provision has been interpreted to provide discretion in the government agency to take corrective action to eliminate any violation of the statutory provisions . . . and thereby preempt liability under RLUIPA.”).

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**IV. Relief Requested**

For the foregoing reasons, Appellant, Orlando Torah Center, Inc., respectfully requests that the Board of County Commissioners reverse the decision of the Board of Zoning Adjustment and (a) grant the requested Special Exception for the expansion of the synagogue; and (b) either find that the parking Variance is unnecessary or, alternatively, grant the parking Variance, subject to reasonable conditions deemed necessary by Orange County that do not violate Orlando Torah Center, Inc.'s federally and state protected rights as a religious institution, such as its rights under RLUIPA.