



To: City of Venice – Planning & Zoning Department  
401 W. Venice Avenue  
Venice, FL 34285

Date: November 30, 2023

Memorandum

VHB Project #: 66548.00

From: Neale Stralow, PLA, AICP, ENV SP  
Cameron Langerman, PE  
Jared Jones, AICP, ENV SP

Re: Comprehensive Plan Amendment Application  
Narrative

Flagship Venice Medical Office Building  
2695 Curry Ln., Nokomis, FL 34275  
Parcel #: 038712003

## Project Introduction

The Flagship Venice MOB is a Medical Office Building designed to enhance healthcare services in Nokomis, Venice and the surrounding areas. The facility will address the growing demand for outpatient services, intensified by the expansion of the Venice location of Sarasota Memorial Health System, and is estimated to create approximately 100 healthcare jobs. Located at 2695 Curry Lane in Nokomis, the project will occupy a 5-acre parcel ("Project Site") and is currently under review for annexation into the City of Venice. The address for this location will change to 2625 Curry Lane upon development, consistent with the City's preliminary address plan for development along Curry Lane.

- › Building Area: ~54,228 sq. ft.
- › Project Site: 5.0 Acres (217,801 sq. ft.)

To align with local planning and zoning requirements, the project is undergoing several concurrent processes, including Annexation into the City of Venice, a Zoning Map Amendment, and this Comprehensive Plan Map Amendment.

## Narrative Justification for Land Use Map Amendment

The application for changing the Project Site's future land use designation from Sarasota County's Moderate Density Residential (MODR) district to the City of Venice's Institutional Professional (IP) district is a strategic move to address the evolving needs of the community. This amendment is in line with the City of Venice's Comprehensive Plan, particularly within the Pinebrook Road Neighborhood (Area No. 6) of the JPA/ILSBA, where the Project Site is located. The proposed use and intensity of the Flagship Venice Medical Office Building (MOB) align with the standards for Area 6 as established in the JPA Matrix and other applicable elements of the Comprehensive Plan. The Project Site's transformation will not only cater to the growing demand for healthcare services but also contribute to economic development through job creation, estimated at approximately 100 healthcare positions.

In compliance with specific application requirements outlined in Section 1.5.2 of F.S. §§ 163.3177(6)(a)(2), 163.3177(6)(a)(8), and 163.3177(6)(a)(9), the proposal substantiates the need for this land use change. The amendment includes an assessment of existing public facilities, ensuring the availability of water supplies, public facilities, and services. The Project Site's current state, characterized by a single-family house on a five-acre lot, will be transformed to better serve the surrounding medical-oriented developments. Additionally, this amendment aligns with urban planning principles by discouraging urban sprawl and promoting efficient use of existing public facilities and services, as detailed in the supporting documents including the Transportation Impact Analysis and the Neighborhood Workshop Summary.

This amendment is vital for facilitating the Project Site's integration into the City of Venice's broader developmental framework, ensuring that it meets the growing needs of the local population and adheres to the city's long-term planning and zoning objectives.

### *Consistency with the Comprehensive Plan*

The Project Site is located within the Pinebrook Road Neighborhood (Area No. 6) of the JPA/ILSBA, as incorporated in the City of Venice's Comprehensive Plan. The proposed use and intensity are consistent with the standards for Area 6 established in the JPA Matrix and other applicable elements of the Comprehensive Plan.

## Specific Application Requirements (Section 1.5.2)

### Applicant Response to F.S. §§ 163.3177(6)(a)(2), 163.3177(6)(a)(8), and 163.3177(6)(a)(9)

*163.3177(6)(a)(2) - The future land use plan and plan amendments shall be based upon surveys, studies, and data regarding the area, as applicable, including:*

#### The amount of land required to accommodate anticipated growth.

The proposed Comprehensive Plan Amendment of the five-acre Project Site would help accommodate the City of Venice's projected population growth. According to the Population Project Summary in the Venice Water System Master Plan, the city could grow by 5,687 (or 16%) by 2040. The proposed medical office building will accommodate the growing medical needs of the population.

#### The projected permanent and seasonal population of the area.

The City of Venice regularly develops population projections based on a combination University of Florida's Bureau of Economic and Business Research (BEBR) population projections for Sarasota County, Future Land Use Map densities, and concurrency requests for development. According to the 2019 Venice 10-Year Water Supply Plan, the city's population is projected to grow by 3,440 by 2030. These population projects account for the expected annexation of JPA Areas. The rezoning would have minimal impact on the overall growth of the city but would provide important medical services for the growing population, especially in the northeast portion of the city.

#### The character of undeveloped land.

The existing conditions of the Project Site include one single family house on a five-acre lot. The proposed rezoning of the Project Site would allow for a use that better serves the surrounding medical-oriented uses that have developed in the area.

#### The availability of water supplies, public facilities, and services.

All necessary public facilities and services are available at the Project Site.

#### The need for redevelopment, including the renewal of blighted areas and the elimination of nonconforming uses which are inconsistent with the character of the community.

While the Project Site cannot be considered a blighted area, the surrounding area has developed into a medical district and the existing single-family home that was once surrounded by similar uses and undeveloped land is now enveloped by a hospital to the north, medical office buildings to the west and east, and a 260-unit rental community to the south. Redevelopment of the Project Site as a medical office building makes the property consistent with the surrounding uses.

The compatibility of uses on lands adjacent to or closely proximate to military installations.

The Project Site is not adjacent to or closely proximate to any military installations.

The compatibility of uses on lands adjacent to an airport as defined in s. 330.35 and consistent with s. 333.02.

The Project site is not adjacent to any airport.

The discouragement of urban sprawl.

The Project Site, in addition to this Comprehensive Plan Amendment, is undergoing annexation into the City of Venice and is part of the Pinebrook Road JPA/ILSBA Area Number 6. These JPA/ILSBA areas were established by the City of Venice and Sarasota County to guide the growth and development of the city in a way where the development practices, land use, infrastructure, public services, and facilities can be coordinated. The proposed development discourages urban sprawl by providing medical office space in an area with compatible uses and adequate facilities.

The need for job creation, capital investment, and economic development that will strengthen and diversify the community's economy.

The proposed 54,228 sq ft medical office building serves multiple community objectives. It is projected to create about 100 healthcare jobs, adding employment opportunities for local community members. By providing services that complement those at Sarasota Memorial Hospital and other nearby facilities, the project not only contributes to economic diversification but also enhances the overall local health system by diversifying available services. Additionally, the expanded local healthcare options reduce the need for community members to travel to distant providers. The proposed development will strengthen the community's economy by bolstering the healthcare industry hub forming in this area.

The need to modify land uses and development patterns within antiquated subdivisions.

The proposed project modifies the land use from residential to office-institutional. The development pattern and parcel configuration are unchanged.

*163.3177(6)(a)(8) - Future land use map amendments shall be based upon the following analyses*

Availability of facilities and services.

**Potable Water Facilities**

According to the City of Venice Utilities Map, a city-maintained 8" Polyvinyl Chloride potable water main is located to the south of Project Site along Curry Lane. According to the 2019 Venice Water System Master Plan's Water Supply Capacity Assessment, the City has sufficient water supply capacity through 2045.

**Sanitary Sewer Facilities**

According to the City of Venice Utilities Map, a city maintained 8" polyvinyl chloride gravity main is located to the south of Project Site along Curry Lane.

The City of Venice Wastewater Master Plan contains estimated wastewater flow projections for JPA Area Six (Table 3-11). It projects a growth in the average daily wastewater flow of 101,094 by 2040, with an increase of 33,698 gpd in 2030, 2035, and 2040 and did not identify concerns meeting this demand increase.

**Reclaimed Water Facilities**

A city maintained 6" polyvinyl chloride reclaimed water main is located to the south of Project Site along Curry Lane.

### **Solid Waste Services**

The Project Site is within the City of Venice’s solid waste service area. The proposed project will comply with all solid waste regulations set by the City, as detailed in Chapter 54 of the Code of Ordinances.

### **Transportation Facilities**

Adequate transportation facilities are available at the Project Site. Please refer to the attached Transportation Impact Analysis.

[Suitability of the plan amendment for its proposed use considering the character of the undeveloped land, soils, topography, natural resources, and historic resources on site.](#)

### **Undeveloped Lands**

The Project Site is developed as a single-family residence. Development of this site will better align its use to be compatible with the surrounding development pattern.

### **Soils**

According to NRCS, the site is primarily comprised of EauGallie – Myakka fine sands. It should be noted that further geotechnical analysis will be required to confirm the suitability of the existing soil on site.

### **Topography**

The existing topography of the site slopes to the north and south, with roughly half of the runoff making its way south to the Curry Lane roadside ditch while the other half makes its way north to an existing drainage swale. There is  $\pm 2$  feet of existing grade change across the site and  $\pm 1$  feet across the building footprint. As such, a minimal grading effort is anticipated. The most significant portion of the grading effort would be the stormwater pond. The desired configuration of the pond is shown in the Conceptual Site Plan. The proposed pond is  $\pm 2.34$  ac-ft (3,775 cubic yards). It should be noted that this sizing is conceptual, and a stormwater analysis is needed to determine the required retention area. Assuming the pond soils are suitable, the site should balance and not require import material.

### **Natural Resources**

The site features a total of seventeen trees, as identified in a tree survey conducted by a certified arborist. Notably, two of the trees are classified as Heritage trees according to Venice code, and ten are deemed suitable for preservation due to their species, structural integrity, and health. The conceptual site plan was developed to preserve these two trees and the greatest number of the remaining trees while providing adequate on-site parking. The development will be meet the Tree Preservation, Protection, and Replacement requirements established in the City’s of Venice Land Development Regulations.

### **Historic Resources**

No record of historic resources – national or local - was identified on or in the immediate vicinity of the Project Site.

[Minimum amount of land needed to achieve the goals and requirements of this section.](#)

The amount of land included in the application is appropriate to meet the goals and requirements of the Florida statue, as well as local development goals as the land is identified for annexation within the JPA agreement.

***163.3177(6)(a)(9) - The future land use element and any amendment to the future land use element shall discourage the proliferation of urban sprawl.***

The Project Site is part of the Pinebrook Road JPA/ILSBA Area Number 6. These JPA/ILSBA areas were established by the City of Venice and Sarasota County to guide the growth and development of the city in a way where the development practices, land use, infrastructure, public services, and facilities can be coordinated. The proposed development discourages urban sprawl by providing medical office space in an area with complimentary medical uses, compatible surrounding uses, and adequate public facilities.

- a. The primary indicators that a plan or plan amendment does not discourage the proliferation of urban sprawl are listed below. The evaluation of the presence of these indicators shall consist of an analysis of the plan or plan amendment within the context of features and characteristics unique to each locality in order to determine whether the plan or plan amendment:

**(I) Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.**

Response: N/A. The proposed project is not for a substantial area of the jurisdiction.

**(II) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.**

Response: N/A. The Project Site is not located in a rural area and is in close proximity to complementary medical uses.

**(III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.**

Response: N/A. The proposed project does not follow these development patterns.

**(IV) Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.**

Response: N/A. The proposed development will not disturb wetlands, floodplains, or environmentally sensitive areas. All applicable environmental and stormwater regulations will be complied with.

**(V) Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.**

Response: N/A. There are no adjacent agricultural areas.

**(VI) Fails to maximize use of existing public facilities and services.** (Duplicated in Statute text.)

Response: N/A. The proposed project will make use of existing facilities and services in a manner consistent with the requirements of the Land Development Code and Comprehensive Plan, including the criteria set forth in the JPA/ILSBA.

**(VII) Fails to maximize use of future public facilities and services.**

Response: N/A. The proposed project will make use of existing facilities and services in a manner consistent with the requirements of the Land Development Code and Comprehensive Plan, including the criteria set forth in the JPA/ILSBA.

**(VIII) Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.**

Response: N/A. The proposed project does not follow these land use patterns or timing.

**(IX) Fails to provide a clear separation between rural and urban uses.**

Response: N/A. The proposed project does not include or abut rural uses.

**(X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.**

**Response:** N/A. The proposed project does not inhibit the development or redevelopment of any site, neighborhood, or community.

**(XI) Fails to encourage a functional mix of uses.**

Response: The proposed project does not include a mixture of uses, but the surrounding area does contain a mixture of uses, including a hospital, other medical office buildings, and a large multi-family residential development.

**(XII) Results in poor accessibility among linked or related land uses.**

Response: N/A. The proposed project includes pedestrian and automobile access to surrounding land uses/

**(XIII) Results in the loss of significant amounts of functional open space.**

Response: N/A. The proposed project does not reduce public open space but does reduce the open space if considering the space comprising the yard of the existing single-family residence. This space is used to meet the parking requirements set forth in the Land Development Regulations and should not be considered an indicator of urban sprawl.

b. The future land use element or plan amendment shall be determined to discourage the proliferation of urban sprawl if it incorporates a development pattern or urban form that achieves four or more of the following:

**(I) Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.**

Response: The proposed project promotes economic growth through the location of medical office space in an area with a large hospital, other medical office buildings, and a growing population. It does not present adverse impacts to the community and protects natural resources and ecosystems by directing growth to an appropriate area.

**(II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.**

Response: The Project Site is located in an area with existing public infrastructure and services without creating the need for costly extensions.

**(III) Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.**

Response: The proposed project includes a 5' sidewalk that will fill a gap in the existing sidewalk network along Curry Lane. This will connect not only the proposed Project Site, but also the adjacent medical office building to the east to the sidewalk along Pinebrook Road. The project will be connected by sidewalk and within walking distance to the Sarasota Memorial Hospital to the north and to the surrounding medical office buildings.

**(IV) Promotes conservation of water and energy.**

Response: N/A.

**(V) Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.**

Response: N/A.

**(VI) Preserves open space and natural lands and provides for public open space and recreation needs.**

Response: N/A.

**(VII) Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.**

Response: The proposed use provides additional medical office space for the needs of the growing residential population of northeast Venice and surrounding areas.

**(VIII) Provides uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl or if it provides for an innovative development pattern such as transit-oriented developments or new towns as defined in s. 163.3164.**

Response: N/A

**LDC Sec. 87-1.2.10.C – Land Use Compatibility Analysis.**

***Land use density and intensity.***

The proposed rezoning is compatible with the existing neighborhood and consistent with the requirements of the City's Comprehensive Plan and the JPA/ILSBA which sets the maximum FAR for Institutional-Professional uses at 0.5.

***Building heights and setbacks.***

Building heights and setbacks will be compatible with the existing neighborhood and adhere to all relevant land development codes.

***Character or type of use proposed.***

The character and type of the proposed use is compatible with the surrounding neighborhood. Two existing medical office buildings abut the project to the east and west and are similar in character to the proposed project.

***Site and architectural mitigation design techniques.***

The site and architectural design will be compatible with the surrounding neighborhood. Mitigation techniques, if necessary, will be established through the site development plan process.

***Protection of single-family neighborhoods from the intrusion of incompatible uses.***

The proposed project occurs within JPA Zone 6, which identifies this area for incorporation into the city and appropriate for office-professional uses.

***Prevention of the location of commercial or industrial uses in areas where such uses are incompatible with existing uses.***

The site has been designated as appropriate for Institutional-Professional uses through the JPA/ILSBA.

***The degree to which the development phases out nonconforming uses in order to resolve incompatibilities resulting from development inconsistent with the current Comprehensive Plan.***

The proposed medical office building will replace a single-family residence that is surrounded by more intense uses, including two other medical office buildings. While not necessarily phasing out a nonconforming use, the project proposes a more consistent mixture of uses in the immediate area.

***Densities and intensities of proposed uses as compared to the densities and intensities of existing uses.***

The intensity of the proposed use shall be consistent with surrounding institutional-professional uses per the standards set for the area in the JPA/ILSBA.

***Potential Incompatibility Mitigation Techniques***

The proposed project is compatible with its surrounding uses and specific mitigation factors will be addressed through site and development plan review process unless otherwise determined by reviewing parties. Mitigation techniques may include but are not limited to the following:

- A. Providing open space, perimeter buffers, landscaping, and berms.
- B. Screening of sources of light, noise, mechanical equipment, refuse areas, delivery, and storage areas.
- C. Locating road access to minimize adverse impacts.
- D. Adjusting building setbacks to transition between different uses.
- E. Applying step-down or tiered building heights to transition between different uses.
- F. Lowering density or intensity of land uses to transition between different uses.

## **Other Requirements**

### **Neighborhood Workshop**

A Neighborhood Workshop was held on November 1, 2023. Please see the attached "Neighborhood Workshop Summary" for a description of the workshop and information regarding the Mailed Notices and Advertised Notice.

**Transportation Analysis (TR 1.2.2.a)**

Please see the attached Transportation Impact Analysis, which includes the required Comprehensive Plan Transportation Analysis, as well as the Transportation Analysis for the Zoning Map Amendment., Additionally, as required in Comprehensive Plan TR 1.2.2.a, the following s traffic statement addresses level of service across the three planning periods and lists the projects necessary to achieve and maintain the adopted LOS standards through 2030.

**Existing conditions (2023):**

- › The existing roadway analysis reveals that both study segments of Pinebrook Road (Venice Ave to Edmondson Rd and Edmondson Rd to Laurel Rd) are operating at an acceptable LOS based on the City's adopted standards.
- › The existing intersection analysis reveals that all intersections are operating at an acceptable level of service overall, with the exception of Pinebrook Road at Laurel Road, which operates at an adverse level of service during both the AM and PM peak periods.

**First 5-year period after amendment adoption (2025-2030)**

The table below shows the projected conditions of the roadway segments and intersections for the years 2025, 2026, 2028, 2030, and 2045, along with the City's adopted level of service standards.

Roadway Segment/Intersection	Adopted LOS	2025	2026	2028	2030	2045
<b>Pinebrook Rd: Venice Ave to Edmondson Rd</b>	D					
Background		Acceptable	Fail	Fail	Fail	Acceptable
Buildout		Acceptable	Fail	Fail	Fail	Acceptable
<b>Pinebrook Rd: Edmondson Rd to Laurel Rd</b>	C					
Background		Acceptable	Acceptable	Acceptable	Acceptable	Acceptable
Buildout		Acceptable	Acceptable	Acceptable	Acceptable	Acceptable
<b>Pinebrook Rd @ Laurel Rd</b>	-					
Background		Fail	Fail	-	-	-
Buildout		Fail	Fail	-	-	-
<b>Pinebrook Rd @ Curry Ln</b>	-					
Background		Acceptable	Fail (PM)	-	-	-
Buildout		Acceptable	Fail (PM)	-	-	-
<b>Pinebrook Rd @ Edmondson Rd</b>	-					
Background		Acceptable	Acceptable	-	-	-
Buildout		Acceptable	Acceptable	-	-	-
<b>Pinebrook Rd @ Venice Ave</b>	-					
Background		Acceptable	Fail (PM)	-	-	-
Buildout		Acceptable	Fail (PM)	-	-	-

"-" indicates that specific data for the intersection is not available for that year.

**Year 2030:**

The segment of Pinebrook Road from Venice Avenue to Edmondson Road is expected to operate over capacity based on the 2028 background analysis, which would not meet the City's adopted level of service D. The segment from Edmondson Road to Laurel Road is projected to operate acceptably at level of service C. The mitigation measures identified for 2026 are expected to maintain acceptable levels of service at the intersections through 2030.

The traffic study indicates that the segment of Pinebrook Road from Venice Avenue to Edmondson Road will operate acceptably in 2045 due to the use of a different methodology involving the District 1 Regional Planning Model for the long-range analysis.

***Projects necessary to ensure the City's adopted level of service standards are achieved and maintained:***

- › Pinebrook Road & Laurel Road: Add eastbound right-turn lane (2026, Background)
- › Pinebrook Road & Curry Lane: Add westbound right-turn lane (2026, Background) and potentially signalize if warrants are met (2026, Background)
- › Pinebrook Road & Venice Avenue: Add northbound right-turn lane and convert existing shared through/right lane into through only (2026, Background)

These mitigation measures were identified for the background conditions in 2026 and are expected to maintain acceptable levels of service based on the City's standards through 2030. The traffic study did not identify any additional mitigation measures required specifically for the buildout conditions.

**Conclusion**

The Applicant/Owner has responded to the City of Venice's Comprehensive Plan Map Amendment Application requirements, and respectfully requests review and approval. Please feel free to contact Neale Stralow, PLA, AICP, ENV SP at 813.327.5448 or nstralow@vhb.com for any clarification or additional information request.