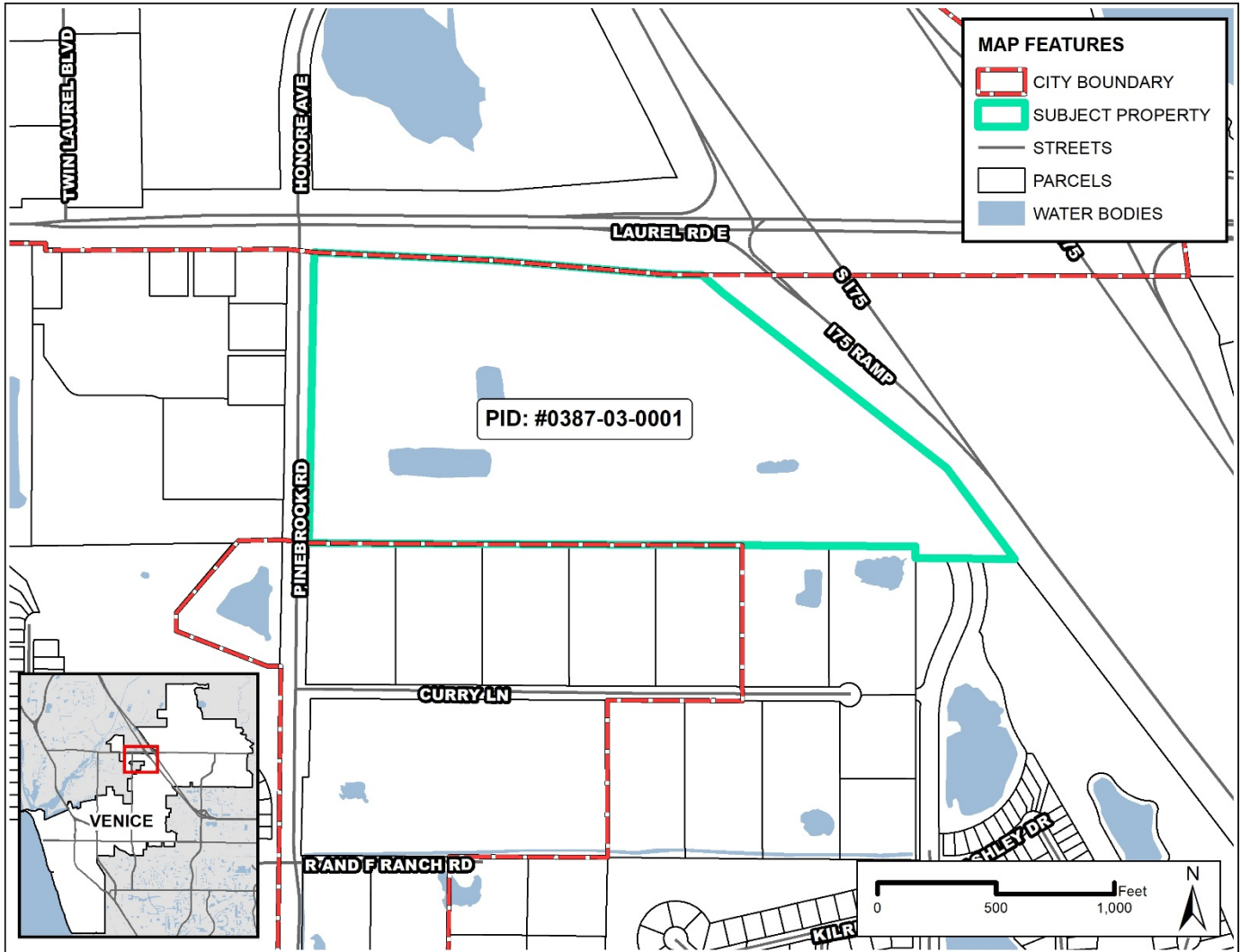




# ZONING MAP AMENDMENT STAFF REPORT SARASOTA MEMORIAL HOSPITAL

May 7, 2019

18-09RZ



**PETITION NO.:** 18-09RZ  
**REQUEST:** Zoning amendment to revise the existing Planned Commercial Development (PCD) district zoning of the subject property to allow for the proposed uses of hospital and related healthcare facilities.

**GENERAL DATA**

*Owner:* Sarasota County Public Hospital Board  
*Agent:* Dan Bailey, Williams-Parker Law Firm  
*Address:* 2600 Laurel Road *Property ID:* 0387030001  
*Property Size:* 65.44 ± acres  
*Future Land Use:* Mixed Use Corridor (MUC)  
*Comp Plan Neighborhood:* Laurel Road Neighborhood  
*Existing Zoning:* Planned Commercial Development (PCD)  
*Proposed Zoning:* Planned Commercial Development (PCD) - Amended

## ASSOCIATED DOCUMENTS

- A. Application Information (completed petition)
- B. Existing PCD Binding Master Plan
- C. Proposed PCD Binding Master Plan
- D. Exhibit A – Proposed Code Modifications

## I. BACKGROUND

- **November 26, 2002** – The property was annexed with City Council approval of Ordinance No. 2002-48.
- **March 25, 2003** – A comprehensive plan amendment was approved by City Council to change the future land use designation of the property from Sarasota County Commercial Center to City of Venice Commercial.
- **March 8, 2005** – The property was rezoned to PCD with City Council approval of Ordinance No. 2005-12.
- **August 5, 2005** – The property was purchased by the Sarasota County Public Hospital Board.
- **March 5, 2007** – Site and development plan 07-03SP submitted to construct non-hospital medical facilities.
- **August 7, 2012** – Site and development plan approved by Planning Commission.
- **August 22, 2012** – Appeal filed by Venice Regional Medical Center.
- **July 22, 2014** – Remanded back to Planning Commission by City Council.
- **April 28, 2016** – Agent directs staff to close Petition No. 07-03SP.
- **September 11, 2018** – Pre-Annexation agreement amended removing the Venetian Gateway standards for signage and architectural standards from hospitals and related health care facilities.
- **November 28, 2018** – Current petitions submitted for Zoning Amendment, Site and Development Plan, and Special Exception.

## II. EXECUTIVE SUMMARY

The subject 65.44± acre property currently has a Planned Commercial Development (PCD) zoning designation that provides for various commercial uses and provides a binding master layout plan that depicts multiple development parcels. The plan was mainly designed for the development of a shopping center along the southern portion of the property. This plan was never accomplished and the property was purchased by the Sarasota County Public Hospital Board in 2005. The property owner proposes to amend the current PCD zoning to allow for the development of a 90 acute care bed hospital, an associated medical office building and other healthcare related facilities. A concurrent site and development plan petition and a special exception petition have been submitted to accomplish the project. The first step in the process is to amend the existing PCD to allow for these uses and provide a revised binding master plan and associated regulatory and locational standards.

Other land development applications associated with the development project are on file with the Planning and Zoning Division include the following:

- Site and Development Plan Petition No. 18-16SP
- Special Exception Petition No. 18-08SE

The subject property has a Mixed Use Corridor (MUC) future land use designation and, pursuant to Land Use Strategy LU 1.2.9, the proposed PCD district is an implementing zoning district in the MUC designation.

Based on the submitted application materials, staff data and analysis, and conclusions of this staff report, staff provides the following summary findings on the subject petition:

- **Conclusions / Findings of Fact (Consistency with the Comprehensive Plan):**

*Analysis has been provided to determine consistency with the Land Use Element strategies applicable to the Mixed Use Corridor future land use designation, Policy 8.2 regarding compatibility, strategies found in the Laurel Road Neighborhood and other plan elements. This analysis should be taken into consideration upon determining Comprehensive Plan consistency.*

- **Conclusions / Findings of Fact (Compliance with the Land Development Code):**

*The subject petition complies with all applicable Land Development Code standards, with the exception of requested code modifications through the PCD, and there is sufficient information to reach a finding for each of the rezoning considerations contained in Section 86-47(f) of the Land Development Code.*

- **Conclusions / Findings of Fact (Concurrency):**

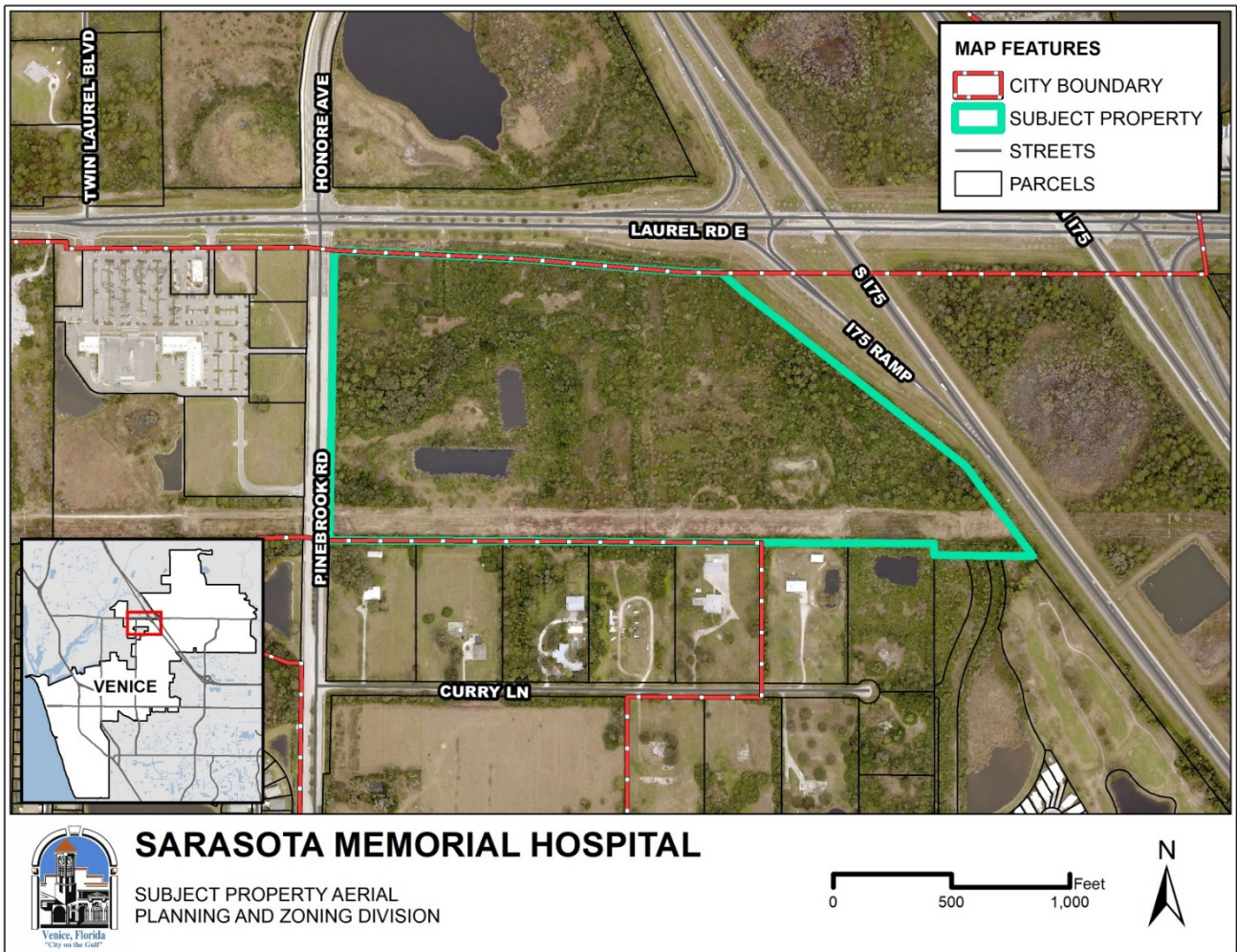
*As indicated, the applicant is seeking confirmation of concurrency through the concurrently submitted site and development plan. However, the proposed zoning amendment to the PCD was reviewed by the City's Technical Review Committee (TRC) based on the proposed binding master plan and no issues were identified regarding facilities capacity with the exception of sanitary sewer. Sewer service will be temporarily provided by Sarasota County as provided in the Developer's Agreement until such time as the City has the ability to provide service.*

- **Conclusions / Findings of Fact (Mobility):**

*The applicant has provided a full traffic analysis that has been reviewed by the City's transportation consultant along with County transportation staff and found to be in compliance with applicable traffic standards.*

### III. EXISTING CONDITIONS

The approximately 65 acre project site is currently vacant. Due to recent code revisions, land clearing, along with limited foundation work, have been accomplished prior to the project receiving final approval. Agreements have been executed by the applicant that protects the City and requires restoration of the site if all required approvals are not obtained. This was requested by the applicant to maintain required timeframes associated with the approved Certificate of Need provided by the State for construction of the hospital.



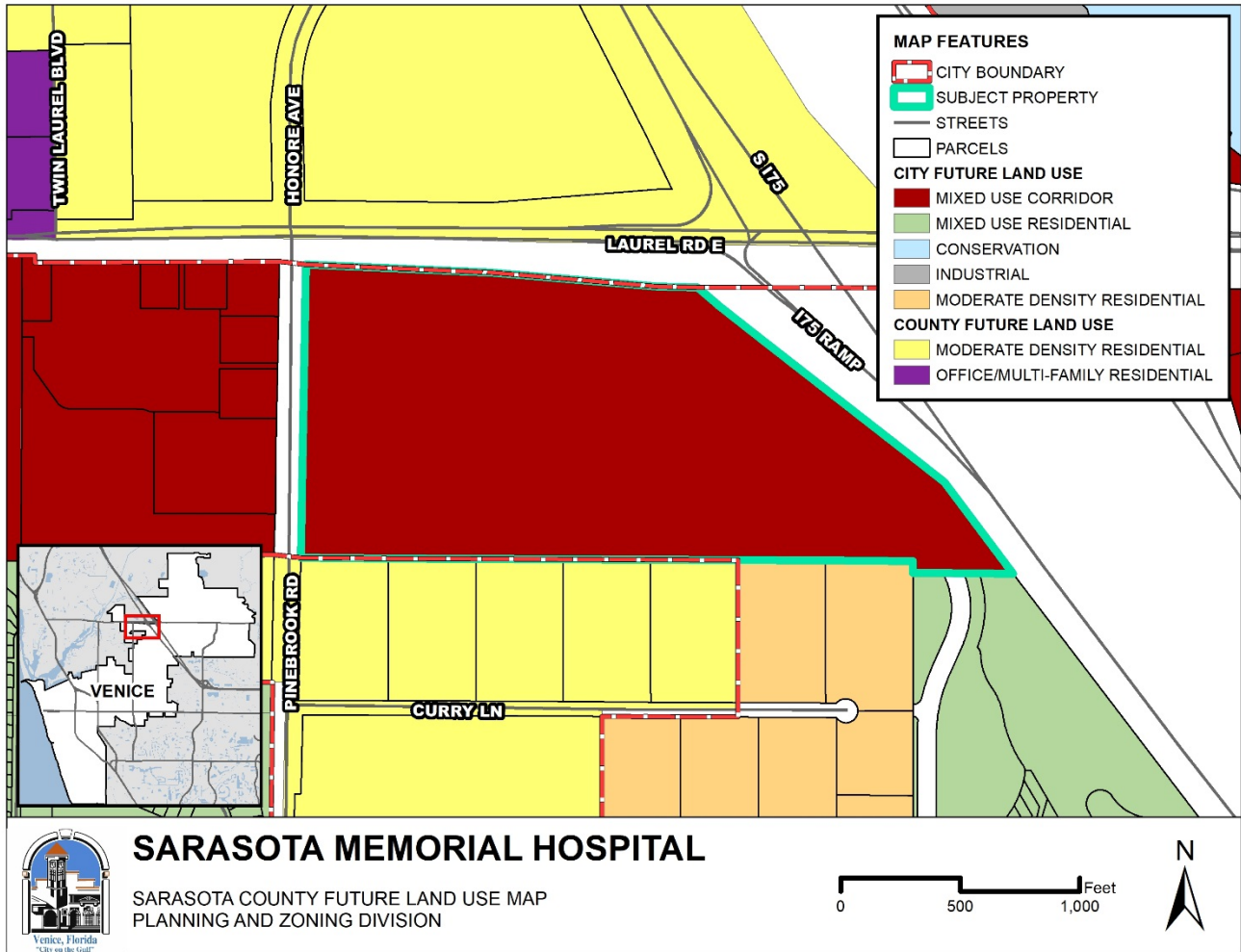


The photo below looking southwest from the I-75 overpass shows the existing conditions on the subject property and the clearing and foundation work that is currently underway.



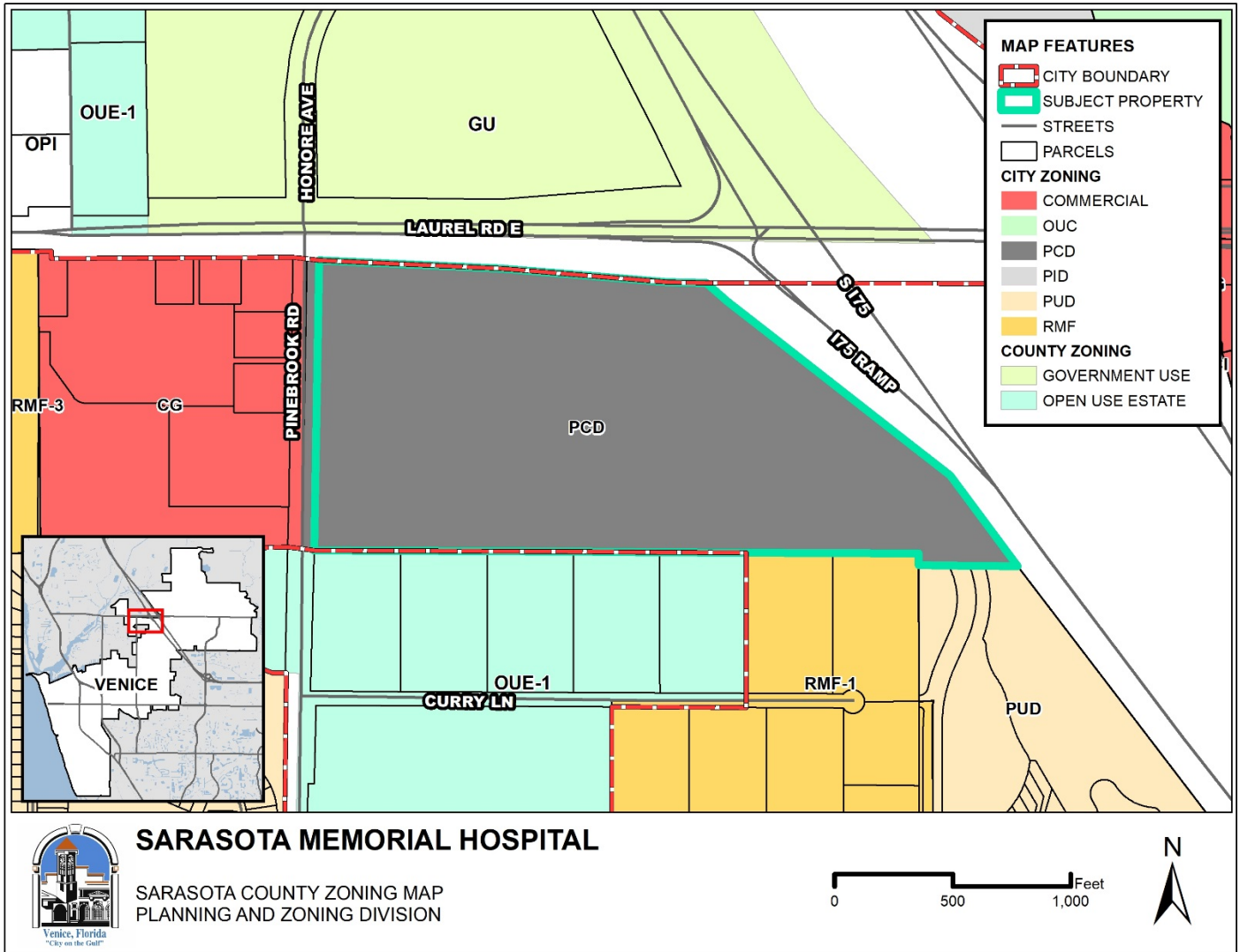
**Future Land Use**

The subject property is located in the 473 acre Laurel Road Neighborhood. The following map shows the future land use designation for the subject property and adjacent properties. The subject property has a Mixed Use Corridor (MUC) designation. Property to the north across Laurel Road is in Sarasota County and designated as Moderate Density Residential. The property to the west across Pinebrook Road is designated the same as the subject property, MUC. A portion of the property to the south is also still in the County and designated as Moderate Density Residential and there is a portion that is in the City and designated as Moderate Density Residential and Mixed Use Residential.



### Zoning Designation

The map below shows the existing zoning of the subject and adjacent properties. The subject property is zoned Planned Commercial Development (PCD) district and this district will remain. The binding master plan associated with the property will be revised. The property to the north across Laurel Road is zoned Sarasota County Government Use (GU). The property to the west is zoned Commercial, General (CG). The property to the south has multiple designations, a portion is County Open Use Estate-1 (OUE-1) and the remainder is City Residential, Multi-Family-1 (RMF-1) and Planned Unit Development (PUD).



The following table summarizes the existing uses, current zoning, and future land use designations on properties adjacent to the subject property.

Direction	Existing Land Use(s)	Current Zoning District(s)	Future Land Use Map Designation(s)
North	Vacant	Sarasota County GU	Moderate Density Residential
West	Shopping Center (Plaza Venezia)	CG	MUC
South	Residential	Sarasota County OUE-1 and City RMF-1	County and City Moderate Density Residential
East	Interstate 75	N/A	N/A

***Flood Zone Information***

The FEMA Flood Insurance Rate Map (FIRM) shows the subject property with multiple designations of Zones AE, X (shaded), and X (unshaded). AE zones are the 1-percent annual chance flood and are also referred to as the base flood or 100-year flood. Moderate flood hazard areas designated as Zone X (shaded) are also shown on the FIRM, and are the areas between the limits of the base flood and the 0.2-percent-annual-chance (or 500-year) flood. The areas of minimal flood hazard, which are the areas outside the Special Flood Hazard Area (SFHA) and higher than the elevation of the 0.2-percent-annual-chance flood, are labeled Zone X (unshaded). Development of the property will be subject to compliance with applicable FEMA requirements.

***Environmental***

An Ecological Analysis Report dated January 29, 2019 was performed and submitted by Stantec Consulting Services, Inc. The analysis indicates that most of the property has been significantly altered, ditched and drained, with the southeast wetland remaining the only apparent area of native habitat. There will be 1.63 acres of existing wetland impacted by development and this mitigation will contribute to the restoration of Wetland A in the southeast corner of the site. A Stantec ecologist conducted a preliminary listed species survey of the site in December of 2017 with additional site visits in 2018. No indications of utilization by listed species were observed. In addition, no trees have been identified that meet the Sarasota County parameters for grand tree designation. The analysis concluded with the following statement:

*The SMH – Laurel Road Hospital project is anticipated to have negligible ecological impacts. Not listed species utilization has been observed and anticipated impact are low, no net loss of wetland functional value is proposed, and no grand trees have been identified. The proposed project is therefore in compliance with the Intent of the Open Space Element of the City’s Comprehensive Plan.*

**IV. Project Description and PCD Binding Master Plan**

**Project Description:**

Phase 1 of the proposed Sarasota Memorial project is designed in a campus layout. The main focus of the campus is the 90 acute care bed hospital facility that is sited in the middle of the property and oriented to the west. The southern extent will provide for a 60,000 square foot medical office building that will provide related health care



services. Extending to the north from the main hospital building is the emergency department along with a nearby helicopter pad if the need arises. Delivery areas and a central energy plant are located toward the east in the direction of Interstate 75. Much of the stormwater retention is located in the eastern corner of the site and also along the southern property boundary within the 170 foot Florida Power and Light easement.

The main entrance to the site is provided with a full access drive from Pinebrook Road directly across from the southernmost access drive into the Plaza Venezia shopping center across from the hospital site. A signal warrant will need to be completed in the future to determine when a signal is necessary for this intersection. There is also a limited entry access drive (right in/right out only) proposed for Laurel Road along with a potential break in the existing median to provide emergency vehicle access only from westbound Laurel Road.

The majority of staff parking is located in the rear of the hospital and is accessible by two northern and southern perimeter access drives. Surface parking for the public is provided in front of the hospital facility and is also available in a proposed parking garage in the southern portion of the campus. Interconnected walkways are included throughout to provide convenient access to the facilities along with proposed wayfinding signage to direct visitors and patients to their destinations. Landscaping is provided throughout the campus and along the entire perimeter of the site through an extensive variety of tree and shrub species. Consistent with the PCD binding master plan, the landscaping has been designed *“to support wayfinding within the site, promote visibility, particularly visual recognition of destinations.”* Consideration of the mindset of visitors and patients coming to the facility is the focus of the landscape design with an attempt to provide convenient access to destination points, thereby reducing anxiety but also accomplishing the softening that landscaping provides in large parking fields.

Regarding architectural design of the project, the pre-annexation agreement for this site included requirements for compliance with the architectural standards of the City’s Venetian Gateway overlay district which encourages the Northern Italian Renaissance style of architecture. Modification of the agreement was proposed by the applicant and approved by City Council on September 11, 2018. This approval removed the applicability of this requirement from hospitals and related healthcare facilities. Consistent with the architectural narrative provided in the PCD, *“the architectural standards serve to establish a cohesive character that is reflective of a healthcare setting and encourage a high caliber, lasting quality of the campus.”* The design of the hospital and other buildings on the site are consistent structure to structure and provide the uniqueness usually associated with this type of facility. The maximum building height permitted in the PCD is 85 feet and the proposed maximum height of the proposed buildings is 81 feet, 5 inches.

### **Binding Master Plan**

The binding master plan proposed by the applicant for the subject property, like any other planned district, upon approval becomes the zoning code for the development of the property. It confirms permitted uses along with development standards for the construction of facilities on the site and includes other standards such as parking, landscaping, signage, architectural design etc. The applicant has provided the plan in multiple documents as follows:

- Four sheets entitled on the cover sheet “Binding Master Plan Sarasota Memorial Hospital – Venice”.
  - The cover sheet provides location maps as well as development data including floor area ratio, maximum building height, confirmation of 20% open space and what is included, perimeter setbacks, uses, percentages of various land uses, and parking. If there is a standard not addressed by the PCD, there is indication to default to the City’s land development code.
  - Sheet 2 of 4 provides the “conceptual site plan” that locates all the proposed uses and structures on the campus including the hospital, emergency dept., medical office building, parking garage,

central energy plant, along with all parking areas. Also included are the points of access to the site along with perimeter buffers and multiple stormwater retention areas.

- Sheet 3 of 4 provides the various “sections” for the development. All perimeter areas are depicted in cross-section and indicates the perimeter buffering and includes the landscape material proposed for the buffers. Campus entrances are also provided in cross-section.
- Sheet 4 of 4 provides depiction of the “parking sections”. A typical parking field is provided that includes dimensional information and landscaping along with an optional parking field that may be implemented by the development.
- An additional sheet is provided (1 of 1) that depicts “parking sections with auto turn”. This sheet is to provide justification for proposed code modification number 7 on page 4 of this report. It uses the program auto turn to confirm vehicular movements through the proposed optional parking field with a reduced drive aisle.
- An additional sheet is provided entitled “exterior site plan, preliminary sign locating”. This sheet provides a graphic depiction of various types of proposed signage throughout the campus including monument signs, large and small wayfinding signs, entrance signs and the various pathways through the site.
- Architectural Control Narrative – includes sections entitled “General Principals and Intent”, “Building Height”, “Building Articulation-Intent”, “Building Articulation-Specifics”, “Building Material”, and “Allowances for variances through the approval process”. This document serves to provide the intent of the architectural design of the proposed buildings along with articulation of color and various fenestrations to be applied to the structures on campus. In addition to graphic representations, there is a description of building height. Finally, due to the evolving nature of such a large structure as it progresses, there is a request for flexibility during this process that gives the Zoning Administrator the ability to consider and approve variations to the exterior of the building or, if deemed necessary, refer such to Planning Commission.
- Site Lighting Narrative – provides for the various types of illumination that will be used for the campus in areas such as parking lots, the main entry drive, entry canopies, building perimeter, and select specialty landscape areas.
- Sign Narrative – provides a very detailed narrative regarding the proposed signage for the campus that includes standards for both ground and building signs in order to make wayfinding as efficient as possible for visitors and patients. It is important to consider the mindset and level of anxiety of those visiting this type of medical facility and the importance to not add to the anxiety by making facilities difficult to locate.
- Civil and Landscape Design Zoning Control Narrative – this document provides the general principals and intent to be followed by the landscape design for the project. It provides an example of how tree species may be substituted for other species when necessary due to availability or desire to accommodate an alternative species.

### **Proposed Code Modifications Through the PCD**

Like any other “planned district”, the PCD allows the applicant to propose modification of typical code standards in order to have the flexibility necessary to accomplish the desired development. This requires the developer to think through and provide detailed information regarding the project. The advantage to the City, as always with planned districts, is the predictability and certainty of knowing what development will occur. Consistent with this process, the applicant has proposed multiple code modifications that, due to the length, have been attached as Exhibit A to the end of this report. The majority of the proposed modifications apply to parking, landscaping and signage. Following is indication of the proposed change and a staff comment regarding the change using the same numbering as provided in Exhibit A:

1. Modification of Code Section 86-412(a) regarding parking space size.  
**Staff Comment:** *The applicant proposes to reduce the required parking space width of ten feet to nine feet. This has been a common request from applicant's in order to maximize parking and for a facility this large, if approved, this will reduce impervious surface and still provide ample parking.*
2. Modification of Code Section 86-431(b) regarding trees.  
**Staff Comment:** *The applicant would like to have palm trees considered as approved trees. The City's code does not recognize palms as trees for satisfaction of the code. The applicant has proposed an extensive list of tree species for use throughout the campus and has indicated that those considered canopy trees will meet the City's standards for size and growth potential.*
3. Modification of Code Section 86-461(2) regarding landscape design standards, specifically for buffers.  
**Staff Comment:** *This code section requires landscaped buffers to achieve 80% opacity between 2 and 12 feet from grade within twelve months of planting. The applicant desires to provide, and in fact has, buffer cross sections that depict specific material of one tree per 50 feet and a continuous two foot hedge for each perimeter buffer as part of the binding master plan. This will be an easier way to confirm compliance rather than trying to determine what 80% opacity looks like.*
4. Modification of Code Section 86-411(8), (9), and (10) regarding general design standards for off-street parking facilities.  
**Staff Comment:** *The applicant requests to modify three areas of the City's parking requirements that have to deal with landscaping between parking tiers, non-vehicular use areas inclusion of landscaping, and the installation of curb stops. The applicant does not have abutting parking tiers in all areas but includes walkways between tiers in many areas to provide safe pedestrian travel through the large parking areas. The applicant has indicated in relation to (9), that any reduction of interior landscape material will be compensated for in other open areas of the campus. Regarding curb stops, they are included in some locations and in many areas raised curbing provides a limitation. However, some areas provide neither.*
5. Modification of Code Section 86-438(1) and (2) regarding interior landscaping.  
**Staff Comment:** *Once again, the applicant is attempting to simplify the determination of compliance with the City's quantitative code that requires a certain amount of interior landscape material based on number of parking spaces and vehicle use area square footage. The inclusion of multiple sidewalks and walkways for visitors to make their way safely through the large parking areas is a desired alternative to pedestrians traversing the drive aisles. The applicant has also indicated the importance of getting visitors and patients to their correct destination in an efficient manner exceeds the needs of a typical commercial development.*
6. Modification of Code Section 86-461(1) and 86-437(1) regarding landscape buffering.  
**Staff Comment:** *This proposed modification only pertains to the southern property line where the property abuts residential property. The code requires that a landscape buffer of not less than 10 feet in width be located immediately adjacent to the shared property line. This area of the property includes the 170 wide FPL easement in which no large trees can be located due to potential conflict with power lines. As a result, the applicant proposes to include a 15 foot wide landscaped buffer at the northern extent of the FPL easement to include a tree every 50 feet and a hedge along with an optional six foot high fence or wall. This larger buffer and extensive easement provides for separation from the adjacent residential uses.*
7. Modification of Code Section 86-412 regarding parking drive aisle width.  
**Staff Comment:** *The applicant requests to reduce the drive aisle width for one-way traffic from the required 20 feet to 18 feet for an optional parking field design provided on sheet 4 of 4 in the binding master plan. The applicant has provided an example from the City of Sarasota's code to justify their*

*request. Typically this would be a concern of the City's Fire Department and they have not raised any concerns regarding the proposal.*

8. **WAIVER (see below)** Modification of Code Section 86-520(a)(1) and (2) regarding installation of required sidewalks abutting adjacent roadways.

9. Modification of Code Section 86-402(b)(1) regarding monument sign standards.

**Staff Comment:** *The applicant is requesting the not all ground signs include the architectural features of a base, cap and columns. Obviously, way-finding signage is very important for this type of facility to get both visitors and patients to their correct destination and therefore signage is plentiful and varied. Some areas may not be able to accommodate the typical monument sign due to limited area.*

10. Modification of Code Section 86-402(d) regarding sign lighting.

**Staff Comment:** *The applicant requests this modification for the signs indicating "Emergency" to allow the background to illuminate red with the letters illuminated as white. Typically backgrounds of internally illuminated signs must remain opaque with only letters and logos illuminated. The applicant stresses the importance of this text as a known healthcare industry standard and requests the allowance on any sign on the campus.*

11. Modification of Code Section 86-402(e) regarding changeable copy.

**Staff Comment:** *The applicant is requesting to vary from the City's standards regarding signs with changeable messages which are somewhat restrictive. The request is to increase the area of the changeable message to 75% of a sign instead of the code maximum of 50%, to allow the display of static graphics, and to allow for smaller text. The feeling is this will allow the hospital to better convey important information.*

12. Modification of Code Section 86-402(b)(1)(h) regarding sign placement.

**Staff Comment:** *This code section requires ground signs to be located no closer than 5 feet to any driveway, curb or edge of pavement. The applicant indicates the need to include signage in tight locations. It is important to have clear signage on a hospital campus considering the state of mind of those coming to the facility.*

## **Waiver Request:**

This is not a modification, but a request for "waiver" of the sidewalk requirement provided in Code Section 86-520(c). The applicant desires to not construct approximately 1,000 feet of sidewalk along Laurel Road from the entrance to the campus to the eastern extent of the northern property line due to potential creation of a dangerous condition of directing pedestrians into conflict with the southbound onramp. There are no pedestrian facilities for the Laurel Road overpass. The applicant is constructing the sidewalk on Laurel Road from Pinebrook Road to the entrance to the campus.

*Code Section 86-520(c)-The planning commission may recommend to the city council waiver of the sidewalk requirement when the property owner can demonstrate that the required sidewalk will not be reasonably beneficial or useful because of the location of the subject property and the characteristics of the immediate neighborhood.*

## **V. PLANNING ANALYSIS**

This section of the report provides planning analysis on 1) how the existing PCD zoning compares to the proposed amended PCD zoning with regard to allowed uses and development standards, 2) consistency with the comprehensive plan, and 3) compliance with the city's concurrency/mobility management regulations and the



project's expected impacts on public facilities.

***A. Comparison of Existing PCD Zoning and Proposed Amended PCD Zoning***

The applicant has submitted an application to amend the current zoning of the PCD zoned subject property to provide for different uses and standards along with a revised binding master plan. The map that is provided above will not change, only the associated PCD binding master plan will be revised. Provided below are the development parameters for both the originally approved Laurel Road Shopping Center project that was never accomplished and the proposed Sarasota Memorial Hospital project. The major difference in the two projects are the proposed uses. The original PCD permitted a multitude of various uses that are more closely related to general commercial uses with the inclusion of uses such as retail sales, restaurants, convenience stores, grocery stores, business and professional services, banks and financial institutions, and personal services. The proposed SMH PCD limits the potential uses of the site to hospital, healthcare related facility, medical office, medical/dental/veterinary office and clinic, and hurricane shelter. Prohibited uses are identical in each PCD.

Regarding development standards, both projects are bound by the requirement for a minimum of 20% open space. Perimeter setbacks for the SMH PCD are similar with front and side being 15 feet. The shopping center plan also called for the same front and side minimums but provided a 25 foot setback along the north edge of the FPL easement. This setback should have been considered a side due to frontages on all other property lines and explains why the SMH PCD indicates a rear setback is not applicable. The previous plan provided for internal setbacks as well. The applicant chose not to proposed internal setbacks in order to facilitate a campus type layout. Maximum building height remains consistent for both projects at 85 feet although it could be interpreted that the shopping center was limited to 35 feet due to the requirements of the Venetian Gateway architectural design standards that were placed on the property through the pre-annexation agreement. As indicated above, the applicant requested a revision to the agreement that was approved by City Council on September 11, 2018 that removed these requirements from healthcare related facilities.

## LAUREL ROAD SHOPPING CENTER PCD

<p>* THERE ARE NO PROPOSED MODIFICATIONS OF ZONING OR OTHER APPLICABLE CITY REGULATIONS. COMPREHENSIVE PLAN DESIGNATION: COMMERCIAL PROPOSED ZONING: PCD</p>		
<p><b>PROPOSED LAND USES</b></p>		
<p><u>DEVELOPMENT PARCEL I</u></p>		
<ul style="list-style-type: none"> <li>• RETAIL SALES, (INCL. DRIVE-THROUGH FACILITY) (EXAMPLE: WALGREENS)</li> <li>• RESTAURANTS - FAST FOOD, COFFEE SHOP, SIT DOWN AND QUALITY (INCL. DRIVE THROUGH FACILITY AND OPEN AIR DINING AS AN ACCESSORY USE) (EXAMPLE: WENDY'S, STARBUCKS, PERKINS, CHILI'S, MACARONI GRILL)</li> <li>• ALCOHOL SALES - WITHIN APPROVED LOT 1 USES</li> <li>• CONVENIENCE STORE, INCLUDING FUEL SALES AND CAR WASH (NO VEHICLE SERVICE) (EXAMPLE: MOBIL "ON THE RUN")</li> <li>• BANKS AND FINANCIAL INSTITUTIONS (INCL. DRIVE-THROUGH FACILITY)</li> <li>• HOTELS AND MOTELS</li> </ul>		
<p><u>DEVELOPMENT PARCELS II &amp; III</u></p>		
<ul style="list-style-type: none"> <li>• RETAIL SALES, (INCL. OUTSIDE STORAGE AND GARDEN CENTERS AS AN ACCESSORY USE) (EXAMPLE: HALLMARK STORE, OFFICE EQUIPMENT, ART STORE, ANTIQUE STORE, ETC.) (EXAMPLE: HOME DEPOT WITH GARDEN CENTER, TARGET WITH GARDEN CENTER) (EXAMPLE: COSTCO, BJS WHOLESALE CLUB)</li> <li>• GROCERY STORE (EXAMPLE: PUBLIX)</li> <li>• BUSINESS AND PROFESSIONAL SERVICES (EXAMPLE: H&amp;R BLOCK, TRAVEL AGENT, INSURANCE AGENT, ETC.)</li> <li>• RESTAURANTS - COFFEE SHOP, SIT DOWN AND QUALITY (OPEN AIR DINING AS AN ACCESSORY USE)</li> <li>• ALCOHOL SALES - PACKAGE, BAR, TAVERN OR WITHIN APPROVED DEVELOPMENT PARCEL II and/or III.</li> <li>• BANKS AND FINANCIAL INSTITUTIONS</li> <li>• PERSONAL SERVICES, RECREATIONAL SERVICES AND ENTERTAINMENT SERVICES (EXAMPLE: MOVIE THEATER, BLOCKBUSTER, SPORTING GOODS)</li> <li>• ESSENTIAL AND SERVICE ESTABLISHMENTS (EXAMPLE: DRY CLEANERS, PAK MAIL, REPAIR SHOPS)</li> <li>• PROFESSIONAL AND BUSINESS OFFICE (INCL. CHILD CARE SERVICES AS AN ACCESSORY USE)</li> <li>• MEDICAL, DENTAL AND VETERINARY OFFICE OR CLINIC</li> </ul>		
<p><u>PROHIBITED USES (ALL DEVELOPMENT PARCELS)</u></p>		
<ul style="list-style-type: none"> <li>• RESIDENTIAL SINGLE FAMILY AND MULTIFAMILY DWELLINGS</li> <li>• OFF-SITE SIGNS</li> <li>• ADULT ENTERTAINMENT ESTABLISHMENTS</li> <li>• RV, AUTOMOBILE OR TRUCK SALES (NEW AND/OR USED)</li> </ul>		
<p><u>NOTE:</u></p>		
<ul style="list-style-type: none"> <li>• EXAMPLES ARE FOR INFORMATIONAL PURPOSES ONLY, SPECIFIC RETAILERS MAY VARY.</li> </ul>		
<p><u>SETBACKS:</u></p>		
	PERIMETER SETBACKS	INTERNAL SETBACKS
FRONT	15	15
REAR	25	10
SIDE	15	0
<p><u>SIGNAGE:</u></p>		
<p>MP = MAIN PROJECT AND TENANT ID SIGN PS = PROJECT SIGN OS = OUTPARCEL SIGN WALL SIGN - THE TOTAL AGGREGATE OF WALL SIGNS SHALL NOT EXCEED THREE SQUARE FEET FOR EACH LINEAL FOOT OF BUILDING FRONTAGE, OR ONE AND ONE-HALF SQUARE FEET FOR EACH LINEAL FOOT OF LOT FRONTAGE OCCUPIED BY THE BUILDING OR USE.</p>		
<p>*NOTE: ALL SIGNS SHALL COMPLY WITH THE DESIGN STANDARD EXHIBITS CONTAINED IN THE REZONE APPLICATION.</p>		
<p><u>OPEN SPACE:</u></p>		
<p>MINIMUM OF 20% LANDSCAPED OPEN SPACE SHALL BE REQUIRED.</p>		
<p><u>INTERNAL LOTS:</u></p>		
<ul style="list-style-type: none"> <li>• LOTS SHALL BE A MINIMUM 50' WIDE AND 100' IN LENGTH.</li> <li>• MAXIMUM HEIGHT OF STRUCTURES SHALL NOT EXCEED 85'.</li> <li>• ALL INTERNAL LOTS SHALL HAVE ACCESS TO THE PUBLIC STREET SYSTEM VIA AN INTERNAL PRIVATE ROAD.</li> <li>• THE PROPERTY SHALL COMPLY WITH THE ARCHITECTURAL STANDARDS OF THE VENETIAN GATEWAY OVERLAY DISTRICT.</li> </ul>		

## SARASOTA MEMORIAL HOSPITAL PCD

**DEVELOPMENT DATA:**

- 1 TOTAL PROJECT AREA: 65.44± AC.
- 2 THE SITE IS IN THE MUC FLUC MAX. POTENTIAL F.A.R. IS 1.0 (2,850,566.4 SQ. FT.)

F.A.R.							
	NUMBER OF ACRES	AREA WIDE FAR	MIN. DEV. %	MAX DEV. %	MIN. SQFT	MAX SQFT	EXISTING AS OF 1/1/17
MUC	299 *	0.5 *	75% *	90% *	4,884,165 *	5,860,998 *	132,251

\* PER LU - LR 1.1.1-MIXED USE CORRIDOR (MUC)

F.A.R.				
	PHASE 1a	PHASE 1b	PHASE 2	TOTAL
HOSPITAL	363,741 SF (90 BEDS)		2,286,825 SF (BEDS TBD)	2,850,566 SF
MOB	60,000 SF	140,000 SF		
<b>TOTAL</b>	<b>423,741 SF</b>	<b>140,000 SF</b>	<b>2,286,825 SF</b>	

- 3 EXISTING & PROPOSED ZONING IS PCD.
- 4 MAXIMUM STRUCTURAL HEIGHT OF HOSPITAL/MEDICAL OFFICE STRUCTURES SHALL NOT EXCEED 85' \* (SEE DESIGN STANDARDS CONTAINED IN THE REZONE APPLICATION REPORT. )
- 5 OPEN SPACE:  
MINIMUM OF 20% LANDSCAPED OPEN SPACE SHALL BE REQUIRED FOR THE ENTIRE PROJECT. LANDSCAPED OPEN SPACE MAY INCLUDE BUT SHALL NOT BE LIMITED TO LAKES, WETLANDS, WETLAND BUFFERS, LANDSCAPE BUFFERS, PARKING LOT LANDSCAPING, FOUNDATION LANDSCAPING. (20% OPEN SPACE IS PROVIDED AND SHOWN WITHIN PHASE 1 - (FPL EASEMENT, LANDSCAPE BUFFER, FOUNDATION LANDSCAPE AND PARKING LANDSCAPE))
- 6 SETBACKS: PERIMETER SETBACKS
 

FRONT	15
REAR	N/A
SIDE	15
- 7 SIGNAGE:  
\*NOTE: ALL SIGNS SHALL COMPLY WITH THE DESIGN STANDARDS CONTAINED IN THE REZONE APPLICATION REPORT.
- 8 PROPOSED LAND USE(S):  
PHASE 1
  - HOSPITAL (90 ACUTE CARE BEDS)
  - \*80,000 GSF MEDICAL OFFICE BUILDING  
\*(200,000 GSF PER TRAFFIC STUDY)FUTURE POTENTIAL PHASES
  - HOSPITAL
  - HEALTHCARE RELATED FACILITY
  - MEDICAL OFFICE
  - HURRICANE SHELTER
  - MEDICAL, DENTAL AND VETERINARY OFFICE OR CLINIC
- 9 PROHIBITED USES:
  - RESIDENTIAL SINGLE FAMILY AND MULTIFAMILY DWELLINGS
  - OFF-SITE SIGNS
  - ADULT ENTERTAINMENT ESTABLISHMENTS
  - RV, AUTOMOBILE OR TRUCK SALES (NEW AND/OR USED)
- 10 PARKING:  
HOSPITAL : 1.5 SPACES PER BED (1.5 x 90) = 135 SPACES  
MEDICAL OFFICE : 1 SPACE PER 150 SQFT OF NON STORAGE FLOOR AREA (60,000 / 150) = 400 SPACES  
TOTAL REQUIRED PHASE 1a PARKING = 535 SPACES
- 11 STANDARDS:  
IF A STANDARD IS NOT SHOWN OR INCLUDED IN THE PCD, STANDARDS OF THE CITY'S LAND DEVELOPMENT CODE WILL APPLY.







### ***C. Consistency with the Comprehensive Plan***

The 2017 Comprehensive Plan identifies the subject property as being within the 473 acre Laurel Road Neighborhood. The subject property has a Mixed Use Corridor (MUC) future land use designation. The following analysis includes review of significant strategies found in the Land Use Element of the 2017 comprehensive plan.

Land Use Strategy LU 1.2.9 identifies the proposed PCD district as one of the implementing zoning districts for the MUC designation. As such, the proposed zoning map amendment is consistent with this land use strategy. In addition, LU 1.2.9.c4 indicates that non-residential uses are limited to Commercial and Institutional and the proposed PCD proposes development of an institutional nature. LU 1.2.9.c8 identifies “campus-style” design as permitted.

Strategy LU-LR 1.1.1 provides the development parameters for the MUC designation in the Laurel Road Neighborhood. It provides for a maximum of 5,860,998 square feet of non-residential development across the neighborhood. Data indicates 132,251 square feet of existing non-residential development and even if the proposed PCD developed at the maximum allowable FAR of 1.0 (2,850,566 sq.ft.), the maximum permitted square footage for the neighborhood would not be exceeded.

Strategy LU 4.1.1 brought forward from the 2010 Comprehensive Plan into the 2017 Comprehensive Plan, on a transitional basis, includes Policy 8.2, Land Use Compatibility Review Procedures.

At the point of rezoning of property, evaluation of compatibility is required to ensure compatibility with adjacent uses. Compatibility review requires evaluation of the following as listed in Policy 8.2:

A. Land use density and intensity.

**Applicant’s Response:** The proposed project will conform to the maximum non-residential floor area-ratios (FAR) set forth in Strategy LU 1.2.9.c.7.a of the CP. Average non-residential FAR (designation-wide) will not exceed 0.5. Maximum FAR per individual property will not exceed 1.0.

B. Building heights and setbacks.

**Applicant’s Response:** Pursuant to the Pre-Annexation Agreement dated November 12, 2002, the site was to be developed in accordance with the Venetian Gateway Overlay signage and architectural standards. However, that agreement was amended on September 11, 2018, by the First Amendment to Pre-Annexation Agreement, to provide that the standards are not to be applied to hospitals and related healthcare facilities. Those standards restrict building heights to only 35 feet and require adherence to the design standards that are at variance with functional building design standards for hospitals, specifically, the need to stack patient rooms vertically over treatment areas in order to facilitate the safe and efficient flow of staff and patients within a compact building footprint, and the need to introduce healing natural light into patient rooms. The proposed maximum building height is 85 feet for the proposed hospital and related healthcare facilities, consistent with the requirements of the PCD district (86-133.k).

C. Character or type of use proposed.

**Applicant’s Response:** The proposed hospital and healthcare related facilities that are proposed are intended to meet the medical needs of nearby residents. Compatibility is achieved through the provision of adequate buffers and setbacks. Please refer to the Binding Master Plan for details regarding setbacks and buffers. The site is bordered by major transportation facilities to the east (Interstate 75), north (Laurel Road), and west (Pinebrook Road). Additionally, the site is separated from neighboring residential

communities to the south, by a 170-foot wide Florida Power and Light Easement. A cohesive site design will be achieved through proper placement of buildings and architectural elements that express a clean, contemporary environment with use of daylighting and views of natural elements, and internal traffic circulation and pedestrian connectivity to encourage safe and convenient circulation within the site. Finally, an emergency shelter is proposed to be constructed by Sarasota County on a building site that is to be provided by the applicant.

D. Site and architectural mitigation design techniques.

**Applicant's Response:** Architectural mitigation design techniques will be used to minimize the sense of massing of buildings, particularly for nearby residential development, using varied exterior materials. Please refer to the enclosed Architectural Control Narrative for more information about architectural mitigation and design techniques.

The above development characteristics (Policy 8.2 A through D) will be evaluated with the review of the concurrently processed land development applications for site and development plan and special exception.

Policy 8.2 E through H lists considerations for determining compatibility. Staff provided the applicant's response to each consideration as well as staff's commentary on each consideration.

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

**Applicant's Response:** The proposed uses are appropriately setback and buffered from adjacent single-family residences. Please refer to the enclosed Binding Master Plan.

*Staff Comment:* There are single-family homes on large lots to the south of the subject property. However, the 170 FPL easement is parallel to the southern property line and runs east and west the length of the subject property. Only stormwater management facilities are proposed for this area and a landscape buffer will be installed along the northern extent of the easement.

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

**Applicant's Response:** No commercial or industrial uses are proposed. The proposed uses are limited to hospital and healthcare related facilities.

*Staff Comment:* The proposed use is institutional, not commercial or industrial.

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

**Applicant's Response:** Not applicable.

*Staff Comment:* There are no non-conforming uses onsite.

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

**Applicant's Response:** Proposed intensity will not exceed the maximum allowed, pursuant to the Comprehensive Plan, which provides for a maximum FAR of 1.0 for the site.

*Staff Comment:* Obviously the development of the site will provide for more activity. The existing PCD allows for a whole range of commercial uses that are also very active along with a proposed shopping center. Healthcare related facilities are typically less intense than shopping centers as was indicated in

*the transportation study for this project. The hospital structure will be much taller than other structures in the area, however, it has been located to the center of the site with increased setbacks and other lower buildings surrounding to transition to the adjacent neighborhoods.*

Based on the above evaluation there is adequate information to make a determination regarding compatibility with the surrounding properties and to make a finding on considerations E. thru H.

The staff review of the concurrently processed land development applications will identify all elements of the proposed redevelopment project on the subject property and allow a full review of the project, including the project's compatibility with adjacent properties. If during that review, potential incompatibilities are identified, the following mitigation techniques provided in Policy 8.2 I through N may be considered. Doing so would ensure the application of appropriate mitigation measures in response to specific development characteristics of an actual development proposal.

- I. Providing open space, perimeter buffers, landscaping and berms.

**Applicant's Response:** The proposed development provides a minimum of 20% open space. The existing 170-foot wide Florida Power & Light easement will contain landscaping and will also provide significant physical separation from adjacent residences.

- J. Screening of sources of light, noise, mechanical equipment, refuse areas, delivery and storage areas.

**Applicant's Response:** All mechanical equipment, refuse areas, delivery and storage areas will be screened, in accordance with the City of Venice Land Development Regulations.

- K. Locating road access to minimize adverse impacts.

**Applicant's Response:** Access has been limited to Laurel Road and Pinebrook Road in order to minimize adverse impacts to adjacent properties.

- L. Adjusting building setbacks to transition between different uses.

**Applicant's Response:** Proposed building setbacks are consistent with the previously approved PCD Binding Master Plan. The existing 170-foot wide Florida Power & Light easement will provide significant physical separation from adjacent residences.

- M. Applying step-down or tiered building heights to transition between different uses.

**Applicant's Response:** Maximum proposed building height is 85-feet for the hospital and healthcare related facilities, consistent with the requirements of the PCD district (86-133.k).

- N. Lowering density or intensity of land uses to transition between different uses.

**Applicant's Response:** Reducing the intensity of the proposed land use is not appropriate for the subject site. The site is bordered by major transportation facilities to the east (Interstate 75), north (Laurel Road), and west (Pinebrook Road), and a 170-foot Florida Power & Light power transmission corridor and easement to the south. The proposed use is an appropriate non-residential use that will meet an important community need through the provision of a public hospital and healthcare related uses. The proposed use is an appropriate transition from major transportation corridors to existing residential neighborhoods.

#### Open Space Element

Consistent with Vision OS 1, the PCD zoning of the property requires that a minimum of 20% of the property be maintained as open space. The applicant's submittal indicates that approximately 13± acres is being devoted to



open space in Phase 1 of the project and a minimum of 20% will be required to be maintained across the entire 65 acre site. Due to the inclusion of lakes as open space, the proposed open space can be defined as both functional and conservation. There are wetlands indicated onsite and consistent with Strategy OS 1.3.1, the applicant has indicated minimal impact to 1.63 acres of existing wetland areas. The project does maintain and enhance a nearly two acre wetland area of the site in the southeast corner. Strategy 1.6.2 provides parameters for provision of wildlife corridors and with the 170 foot FPL easement onsite along with perimeter buffering, ample area for wildlife movement is available on the project site. The Ecological Analysis provided by the applicant is discussed on page 8 of this report.

#### Transportation Element

The Comprehensive Plan indicates that the required LOS for all transportation facilities is LOS “C”. The roadway segments adjacent to the project site which are Pinebrook Road from Laurel to Edmondson and Laurel Road from Pinebrook to I-75 are currently operating at LOS “C” and are expected to maintain the City’s adopted LOS. The only facilities currently operating below the City’s adopted LOS is pedestrian and bicycle for the road segment of Laurel Road. These areas may be targeted for improvement in the future through the application of mobility fees in order to improve the operating conditions for pedestrian and bicycle facilities on this road segment. Regarding transit, no LOS has been determined in the Comprehensive Plan and there are no transit routes in this area.

#### **Conclusions / Findings of Fact (Consistency with the Comprehensive Plan):**

*Analysis has been provided to determine consistency with the Land Use Element strategies applicable to the Mixed Use Corridor future land use designation, Policy 8.2 regarding compatibility, strategies found in the Laurel Road Neighborhood and other plan elements. This analysis should be taken into consideration upon determining Comprehensive Plan consistency.*

#### ***D. Compliance with the Land Development Code***

The subject petition has been processed with the procedural requirements contained in Section 86-47 of the Land Development Code (LDC). In addition, the petition has been reviewed by the Technical Review Committee and no issues regarding compliance with the LDC were identified. Future development of the subject property will require confirmation of continued compliance with all applicable LDC standards.

Section 86-47(f) of the Land Development Code states that when pertaining to the rezoning of land, the report and recommendations of the Planning Commission to the City Council shall show that the Planning Commission has studied and considered the proposed change in relation to the following, considerations listed below. To facilitate the Planning Commission’s review of the subject rezone petition, staff has provided the applicant’s response to each of the considerations and staff has provided its own commentary on selected considerations in which additional information can be brought to the Planning Commission’s attention.

(a) Whether the proposed change is in conformity to the comprehensive plan.

**Applicant’s Response:** The site is currently zoned Planned Commercial Development (PCD). The proposed development of Sarasota Memorial Hospital Health Care Facility, and healthcare related facilities in a campus-like setting, is in conformity to the City of Venice’s Comprehensive Plan. The subject site is currently designated Mixed-Use Corridor (MUC) on the City’s Future Land Use Map. *Strategy LU 1.2.9.C – Corridor (MUC)*, from the City of Venice’s Comprehensive Plan currently permits non-residential uses within the MUC

Land Use designation as long as they are limited to “commercial and institutional-professional” uses. Additionally, the proposed PCD will conform to the designated intensity standards established by Strategy LU 1.2.9.c of the Comprehensive Plan, which establishes a maximum FAR of 0.5 (average) designation-wide and 1.0 per individual property.

*Staff Comment: Analysis of Consistency with the Comprehensive Plan is provided in Section V of this report.*

- (b) The existing land use pattern.

**Applicant’s Response:** The proposed hospital campus conforms to the existing land use pattern of the surrounding area and the current Planned Commercial Development (PCD) zoning designation of the property. The surrounding area is characterized by primarily residential, commercial, and office uses such as the Publix shopping center directly west of the subject site, and commercial, office, and light industrial uses on the northeast side of Interstate 75. The proposed development will compliment this existing land use pattern, while also expanding the community’s access to healthcare facilities.

*Staff Comment: The zoning designation of the property will not change with this petition. The binding master plan associated with the PCD will change and indicates hospital with other healthcare related facilities. The previous PCD permitted a wide range of commercial uses which have been removed from the proposed PCD uses.*

- (c) Possible creation of an isolated district unrelated to adjacent and nearby districts.

**Applicant’s Response:** The proposed use will not create an isolated district unrelated to adjacent and nearby districts. The proposed hospital campus, which will include healthcare related uses, will meet an important need for neighboring residential districts.

*Staff Comment: Once again, the district will not change. The land use designation of Mixed Use Corridor provides for the proposed uses of the property as it allows institutional uses.*

- (d) The population density pattern and possible increase or overtaxing of the load on public facilities such as schools, utilities, streets, etc.

**Applicant’s Response:** The proposed Planned Commercial Development (PCD) will not increase or overtax the load on Public facilities. Please see attached Concurrency Determination Application and Transportation Analysis.

*Staff Comment: Based on a preliminary concurrency analysis, no issues were identified by staff regarding the availability of adequate public facilities to accommodate development in compliance with the proposed zoning district except for sanitary sewer. Through the Developers Agreement, provision has been made for temporary sewer service from Sarasota County until the service can be provided by the City.*

- (e) Whether existing district boundaries are illogically drawn in relation to existing conditions on the property proposed for change.

**Applicant’s Response:** The subject site is currently zoned Planned Commercial Development (PCD). District boundaries are not considered illogically drawn in relation to the existing conditions of the property.

*Staff Comment: District boundaries will not change.*

- (f) Whether changed or changing conditions make the passage of the proposed amendment necessary.

**Applicant’s Response:** The existing zoning classification contains an underlying Binding Master Plan, which is proposed to be revised with this application.

**Staff Comment:** *The hospital is proposed based on the approval of the State Certificate of Need process which was followed by Sarasota Memorial Hospital.*

- (g) Whether the proposed change will adversely influence living conditions in the neighborhood.

**Applicant's Response:** The proposed hospital campus will not adversely influence the living conditions of the surrounding neighborhood. Rather, the proposed use will provide significant acute medical facilities, and other healthcare related facilities to surrounding residential communities which are otherwise not readily available nearby.

**Staff Comment:** *Obviously activity will increase as the site is currently vacant. The property was already approved for development of a shopping center and associated commercial out parcels.*

- (h) Whether the proposed change will create or excessively increase traffic congestion or otherwise affect public safety.

**Applicant's Response:** The proposed change will not create or excessively increase traffic congestion. The site's proximity to major transportation facilities such as Laurel Road, Pinebrook Road, and Interstate 75 significantly minimizes the potential for increased traffic onto neighboring residential streets. For more information, please see the attached transportation analysis.

**Staff Comment:** *Analysis of transportation is provided in Section V.F. of this report. The Technical Review Committee review of the petition identified no public safety impacts generated by the subject petition. Transportation will continue to be evaluated with the concurrently processed site and development plan application.*

- (i) Whether the proposed change will create a drainage problem.

**Applicant's Response:** The proposed change will not create a drainage problem. The rezoning of the property does not authorize any land development activities on the property. Prior to commencement of land development activities, the developer will be required to obtain all applicable local, state and federal permits to demonstrate that a drainage problem will not be created.

**Staff Comment:** *A zoning change alone will not create a drainage problem.*

- (j) Whether the proposed change will seriously reduce light and air to adjacent areas.

**Applicant's Response:** The proposed change will not seriously reduce light and air to adjacent areas. The site is currently bordered by Interstate 75 to the east, Pinebrook Road to the west, Laurel Road to the north, and a 170-foot Florida Power and Light easement to the South. Development of the site will incorporate adequate setbacks and buffering to adjacent properties in order to mitigate any potential impact on adjacent areas.

**Staff Comment:** *The hospital structure will be much taller than other structures in the area, however, it has been located to the center of the site with increased setbacks and other lower buildings surrounding to transition to the adjacent neighborhoods.*

- (k) Whether the proposed change will adversely affect property values in the adjacent area.

**Applicant's Response:** The proposed change will not adversely affect property values in the adjacent area. The proposed hospital campus will provide much-needed healthcare related facilities to the adjacent area, which will benefit surrounding residential neighborhoods.

- (l) Whether the proposed change will be a deterrent to the improvement or development of adjacent property in accord with existing regulations.

**Applicant's Response:** The proposed change will not be a deterrent to the improvement or development of adjacent property. Rather, the proposed change will catalyze the development and improvement of adjacent properties by providing the surrounding area with much-needed healthcare related facilities.

**Staff Comment:** *The proposed development may encourage the development of nearby property with supporting uses.*

- (m) Whether the proposed change will constitute a grant of special privilege to an individual owner as contrasted with the public welfare.

**Applicant's Response:** The proposed change will not constitute a grant of special privilege to an individual owner as contrasted with the public welfare of the City of Venice. The proposed Planned Commercial Development will provide much-needed health care facilities to the overall City.

**Staff Comment:** *The applicant is also requesting a special exception for hospital and related healthcare facilities so the proposed use will be reviewed through a public hearing.*

- (n) Whether there are substantial reasons why the property cannot be used in accord with existing zoning.

**Applicant's Response:** The subject site is currently zoned Planned Commercial Development (PCD). According to Section 86-133(e)(2) of the Land Development Code, hospitals and related health care facilities are permissible within the PCD district through the Special Exception process. The site was previously approved for retail/commercial uses and has an approved Binding Master Plan that must be amended. This Zoning Map Amendment Application is being filed concurrently with a Special Exception Application, in accordance with Section 86-133(e)(2), to allow for health care facilities within the PCD zoning district.

**Staff Comment:** *The property could be developed under its current zoning. However, the property is owned by the Sarasota County Public Hospital Board for development of medical facilities.*

- (o) Whether the change suggested is out of scale with the needs of the neighborhood or the city.

**Applicant's Response:** The proposed Planned Commercial Development (PCD) is consistent with the needs of the neighborhood and City. The proposed PCD will add much-needed health care facilities to the overall City of Venice. The proposed emergency shelter, to be constructed by Sarasota County on a building site that is to be provided by the applicant, will provide a needed facility for City residents.

**Staff Comment:** *The hospital is proposed based on the approval of the State Certificate of Need process which was followed by Sarasota Memorial Hospital.*

- (p) Whether it is impossible to find other adequate sites in the city for the proposed use in districts already permitting such use.

**Applicant's Response:** The subject site's proximity to major transportation facilities such as Pinebrook Road, Laurel Road, and Interstate 75 makes it an ideally suited site within the City of Venice for the proposed Sarasota Memorial Hospital campus that will include healthcare related facilities. Since hospitals and healthcare related facilities require direct access to major transportation infrastructure to maintain efficient levels of service, the site's proximity to major arterial roadways and Interstate 75 make it an ideal location for the proposed use.

**Conclusions / Findings of Fact (Compliance with the Land Development Code):**

***The subject petition complies with all applicable Land Development Code standards, with the exception of requested code modifications through the PCD, and there is sufficient information to reach a finding for each of the rezoning considerations contained in Section 86-47(f) of the Land Development Code.***

### ***E. Concurrency***

Typically, for a planned development, confirmation of concurrency for maintenance of required levels of service would be strongly encouraged. The applicant is not requesting this confirmation as part of the proposed amendment to the PCD. They have requested confirmation of concurrency with the concurrently submitted site and development plan petition and a full review is being provided under that application. However, the proposed zoning amendment to the PCD was reviewed by the City's Technical Review Committee (TRC) based on the proposed binding master plan and no issues were identified regarding facilities capacity with the exception of sanitary sewer. The City is currently unable to provide sanitary sewer service to the property. Through the proposed developer's agreement, the City is allowing temporary service to be provided by Sarasota County until such time as the City has the ability to provide service.

#### **Conclusion / Findings of Fact (Concurrency):**

***As indicated, the applicant is seeking confirmation of concurrency through the concurrently submitted site and development plan. However, the proposed zoning amendment to the PCD was reviewed by the City's Technical Review Committee (TRC) based on the proposed binding master plan and no issues were identified regarding facilities capacity with the exception of sanitary sewer. Sewer service will be temporarily provided by Sarasota County as provided in the Developer's Agreement until such time as the City has the ability to provide service.***

### ***F. Mobility***

Regarding mobility and impacts to transportation, the applicant has provided a full traffic analysis that has been reviewed by the City's transportation consultant along with County transportation staff and found to be in compliance with applicable traffic standards. It is important to note that the applicant chose to include in the parameters of the study a 200,000 square foot medical office building instead of the proposed 60,000 in order to identify improvements that may be necessary with future expansion that can be understood and completed now to avoid additional delay in the future. The applicant is aware that the City will require an updated analysis with future development to confirm and identify any additional needs to accommodate the project.

The study includes analysis of both the rezoning and compliance of the proposed project. Regarding the rezoning analysis, it was determined that "*the proposed amendment to the PCD zoning is more restrictive from a trip generation perspective compared to the currently approve PCD zoning.*" In essence, a shopping center along with commercial out-parcels will generate more traffic than the proposed medical campus.

The study indicates that "*all study area roadway segments are currently operating at acceptable level-of-service standards and are anticipated to continue to operate at acceptable level-of-service standards.*" There are deficiencies related to specific intersections that are identified as pre-existing conditions and not the result of the proposed project. The intersections identified are as follows:

- Pinebrook Road/Laurel Road
- I-75 southbound ramps/Laurel Road
- Pinebrook Road/Venice Avenue
- Pinebrook Road/Center Road

The improvements necessary to correct the pre-existing deficiencies at these intersections are as follows:

#### **Pinebrook Road/Laurel Road Intersection**

- Modify the westbound approach lane geometry to consist of dual left turn lanes, a thru lane, and a shared thru/right turn lane to accommodate the projected 416 left turning vehicles.



- Add five-section head to allow northbound right turn overlap phase.
- Optimize zone signal timing.

I-75 SB Ramps/Laurel Road Intersection

- Construct a second southbound left-turn lane to accommodate the projected 569 vehicles.
- Optimize zone signal timing.

I-75 NB Ramps/Laurel Road Intersection

- The zone signal timing was optimized since the intersection is coordinated with the intersections mentioned above with deficiencies.

Pinebrook Road/Edmondson Road Intersection

- Optimize signal timing.

Pinebrook Road/Venice Avenue Intersection

- Optimize signal timing.

Pinebrook Road/Center Road Intersection

- Optimize signal timing.
- Add five-section head to allow southbound right turn overlap phase.

These identified improvements can be assumed to be in place for the purpose of the study since the deficiencies are not the result of the proposed projects impact. Some improvements are minor to accomplish such as signal timing and others are more complex and involve improvements that will need to be included in the Capital Improvement Schedule in the Comprehensive Plan for future completion. These identified improvements provided by the analysis indicate where collected mobility fees need to be applied.

Regarding site access, the analysis indicated improvements that are the responsibility of the developer and these improvements will be completed as the project develops. They are as follows:

Full Access Driveway/Pinebrook Road

- Construct a 185-foot northbound right-turn lane (including 50-foot taper)
- Construct a 435-foot southbound left-turn lane (including 50-foot taper)
- Signalize (when warranted)

A signal warrant analysis will need to be completed at a later time to determine when the signal is warranted. It is not anticipated that the volumes to warrant a signal will be at the intersection until after the completion of Phase 1A. Given that this site access also provides access to Plaza Venezia, proportionate share contributions at this location will be discussed with the appropriate public agencies to adequately address this location.

Right-In/Right-Out Driveway/Pinebrook Road

- Construct a 185-foot northbound right-turn lane (including 50-foot taper)

Pinebrook Road/Laurel Road

- Extend dual westbound left-turn lanes by 100 feet (total length of 560 feet)
- Extend northbound left-turn lane to 500 feet

**Conclusion / Findings of Fact (Mobility):**

***The applicant has provided a full traffic analysis that has been reviewed by the City's transportation consultant along with County transportation staff and found to be in compliance with applicable traffic standards.***

## **V. CONCLUSION**

### ***Planning Commission Report and Recommendation to City Council***

Upon review of the petition and associated documents, Comprehensive Plan, Land Development Code, Staff Report and analysis, and testimony provided during the public hearing, there is sufficient information on the record for the Planning Commission to take action on Zoning Amendment Petition No. 18-09RZ.

Sidewalk Waiver Request Per Code Section 86-520(c) – request to not install the portion of the required sidewalk along Laurel Road from the access drive to the eastern extent of the northern boundary.

# EXHIBIT A

## PROPOSED SMH LAUREL ROAD ACUTE CARE PCD MODIFICATION TO STANDARDS

1. A modification to the requirements of **Sec. 86-412 (a)**, concerning the minimum width of a parking space, is requested. The proposed modification is to reduce the minimum width from ten feet to nine feet.

The proposed parking space width is consistent with the minimum requirements of other nearby jurisdictions and will reduce the amount of impervious surface area in parking fields. For example, the 1220 parking spaces proposed, at 9 ft wide instead of 10, reduces the amount of impervious area by approximately 0.50 acres. The design intent for the campus is to provide valet services for the majority of visitors, especially those who may be suffering from a short term or long-term illness, and to provide convenient customer service, especially those unfamiliar with the campus. Furthermore, significant pedestrian paths are proposed in and around all parking areas to support a safe and pedestrian safe environment for all those visiting the campus.

2. A modification to the requirements of **Sec. 86-431 (b)**, concerning selection of species to use in landscape buffers and open space areas, particularly the consideration of palms as trees, is requested. The proposed modification is intended to allow for spatially appropriate species selection within the site. A list of trees to be approved with the Binding Master Plan is attached to this narrative. The selection of appropriate tree species will offer a compatible landscape solution for a built healthcare environment. All trees selected for the site will comply with the standards of Sec. 86-431(b), such as 10 feet in height and 4-foot spread at time of planting and will achieve at least a 15 foot spread.
3. A modification to the requirements of **Sec. 86-461 (2)** concerning landscaping design standards and submission of plans, is requested. The Binding Master Plan includes cross-section details for roadway buffers, perimeter buffers, and parking field planting. The requested flexibility for perimeter and interior landscaping is intended to support wayfinding within the site, promote visibility, particularly visual recognition of destinations. The proposed design alternatives are also intended to promote consistent visual orientation of structures, providing compatible landscape solutions for a built healthcare environment, while promoting exposure for open vistas from nearby travel ways to provide visual recognition of an iconic gateway to the City of Venice. The landscape theming is intended to be cohesive with, and complimentary to, hardscape elements, as well as the architecture of the hospital and medical buildings.

***Sec. 86-461 (2) Screening; plant material. The area shall be so designed, planted and maintained as to be 80 percent or more opaque between two and six feet above average ground level when viewed horizontally. Plantings shall be of a size and type which will ensure the meeting of the 80 percent opacity requirement within no longer than 12 months of the date of first planting. Where questions may arise as to the suitability of proposed plant materials to meet this requirement, final determination of suitability shall be made by the director of public works.***

Regarding requirements for opacity (86-461.2)), the standards established in the Land Development Code are subjective, and have a temporal element that becomes a challenge for monitoring purposes. Additionally, according to the Code, the Public Works Director is to make the final determination of suitability. For those reasons, and in order to simplify the compliance review

process, specific planting standards are proposed for buffers, in lieu of a commitment to opacity requirements and plant heights over a twelvemonth timeframe. It is intended by the standards proposed to provide a Quantitative over Subjective Design and Review requirement.

4. **A modification to the requirements of Sec. 86-411 (8) (9) & (10)**, concerning landscaping design standards and submission of plans, is requested. The Binding Master Plan includes cross-section details for roadway buffers, perimeter buffers, and parking field planting. The requested flexibility for perimeter and interior landscaping is intended to support wayfinding within the site, promote visibility and visual recognition of destinations. The proposed design alternatives are also intended to promote a consistent visual orientation to structures, providing compatible landscape solutions for a built healthcare environment and provide open vistas from nearby travel ways to an iconic gateway to the City of Venice. The landscape theming is intended to be cohesive with, and complimentary to, hardscape elements, as well as the architecture of the hospital and medical buildings.

***Sec. 86-411 (8)** Landscaping between parking tiers. Where tiers of interior parking spaces are proposed to abut one another, the facilities shall be designed so as to have an area of not less than five feet in width maintained between such tiers, which shall be landscaped in accordance with this chapter.*

***Sec. 86-411 (9)** Landscaping of other areas. Facilities shall be constructed so that interior portions of off-street vehicular facilities not utilized specifically as a parking space or maneuvering, or other vehicular use area shall not be paved but shall be landscaped in accordance with this chapter.*

***Sec. 86-411 (10)** Curb stops. Facilities shall have curbs or motor vehicle stops or similar devices so as to prevent vehicles from overhanging on or into adjacent property, or from encroaching into required landscaped areas.*

The design alternative proposed to Sec 86-41(8 and 9) is requested in order to provide safe and enhanced pedestrian corridors/paths between the parking tiers in lieu of pedestrians in potential conflict with vehicular movements within drive aisles. The parking areas proposed will contain a special and significant volume of patrons requiring assistance and safe access to the medical facilities proposed. Any reduction of landscape area within the “interior” landscape islands will be compensated in area through the significant buffering around the parking areas.

The design alternative proposed to Sec 86-41(10) is requested in order to reduce the potential tripping hazards in the parking fields proposed. As stated above, the population of visitors to the facility will contain a significant amount of injured and/or disabled pedestrians which will require specific attention to accessibility to the facilities proposed.

5. Request for a modification from **Sec. 86-438 (1 & 2)**. With the Phase 1 development of the campus, the infrastructure is intended to be extensive and service the campus for the foreseeable future.

There are many site design considerations which have been and will continue to be analyzed to accommodate the use of the Hospital and Medical campus which far exceeds the needs of a typical commercial development. For instance, instead walking through the parking aisle in a standard or typical parking lot design, safe pedestrian sidewalks and crosswalks traversing the majority of the parking fields are proposed. This site design is thoughtful of the high volume of patients and visitors

who will require a safe, and clearly marked pedestrian pathway to and from the hospital, ER and Medical office building.

*Sec. 86-438 (1) Off-street parking areas in excess of 1,500 square feet or five off-street parking spaces shall have at least ten square feet of interior landscaping for each parking space, excluding those spaces abutting a perimeter for which landscaping is required by other provisions of this division. Other vehicular use areas in excess of 1,500 square feet shall have ten square feet of landscaped area for each 500 square feet or fraction thereof of vehicular use area.*

*Sec. 86-438 (2) Each separate landscaped area shall contain a minimum of 100 square feet, with a minimum dimension of at least five feet, and shall include at least one tree, with the remaining area adequately landscaped with shrubs, ground cover or other landscaping material. The total number of trees shall not be less than one for each 100 square feet or fraction thereof of required interior landscaping area. Such landscaped areas shall be located in such a manner as to divide and break up the expanse of paving and at strategic points to guide traffic flow and direction. Where a landscaped area between abutting tiers of parking is provided, one tree shall be provided for each 50 linear feet of such landscaped area.*

*Sec. 86-438 (3) In other vehicular use areas where the strict application of this section will seriously limit the function of the area, such as off-street loading areas, the required landscaping may be located near the perimeter of the paved area. Such required interior landscaping which is relocated as provided in this subsection shall be in addition to the perimeter landscaping requirements.*

The proposed zoning standards for the parking lot design is intended to meet the intent of 86-438 (1&2) but modifies and simplifies the requirement in order to accommodate the specific needs of the hospital campus environment. Sec 86-438(3) generally provides for the mechanism of the proposed design standards and alternatives provided, but in way of which each application would require to be re-analyzed. The design standards provided as an alternative to Sec 438 (1) and (2) provide a simplistic quantitative analysis for future applications (which are likely to be often with a medical campus) whereby the minimum square footage of landscape area is consistent with Sec 86-438 (2), but with the added quantitative criteria of a maximum of 15 uninterrupted spaces. Additionally, pedestrian walks are currently proposed, as well as significant way-finding signage, lighting and healthy landscape buffers to the parking areas. In lieu of less desirable and less functional landscape islands that are not as beneficial to the maneuverability and buffering of the parking fields, the proposed zoning standard limits the maximum number of parking spaces in a row, with a minimum interior landscape island area requirement of 100 SF. This is intended to ensure significant trees can be planted in these areas.

6. Request for a modification from **Sec. 86-461 (1) and Sec 86-437 (1)**. This request for modification applies only to the South Property Line. The existing 170-ft wide FPL easement extends from the south property line north for 170-ft. The FPL ROW Use Guidelines would not allow for significant landscape features as the maximum heights of the plants are significantly reduced below 14 ft in height to limit future growth of vegetation in the FPL easement which may hinder access and maintenance of the Transmission lines in the future. Furthermore, the buffer location as shown would allow for the possibility of a fence to limit the visibility of features from the south property line into the campus.



**Sec. 86-461 (1) Dimensions.** The landscaped buffer area shall not be less than ten feet in width measured at right angles to property lines and shall be established along the entire length of and contiguous to the designated property lines.

**Sec 86-437 (1)** Where such area abuts property zoned or, in fact, used primarily for residential or institutional purposes, for that portion of such area not entirely screened visually by an intervening structure or existing conforming buffer from an abutting property, a landscaped buffer shall be provided in accordance with this division. **Such landscaped buffer shall be located between the common lot line and the off-street parking area or other vehicular use area exposed to the abutting property so that the purpose of screening the off-street parking area or other vehicular use area is accomplished.** The vertical requirement for such landscape buffer area may be reduced to not less than three feet by the administrative official where the only vehicular use area to be screened is a driveway not exceeding ten feet in width.

Cross section C-C of the Binding Master Plan identifies the landscape buffer adjacent to the project drive aisle, rather than at the edge of the property. This site design alternative is intended to give adjacent residents a greater sense of separation from the hospital campus. Placing the buffer closer to the use also enables the easement to remain open for use by Florida Power & Light. The provision of an optional wall is intended to provide noise and illumination spill mitigation associated with movement of people and vehicles throughout the campus.

- 7. Request for a modification to Section 86-412 –** One-way parking aisle width reduced to 18 ft from 20 ft per the code. The proposed reduced aisle width does not reduce the maneuverability of the driver, but instead enhances the pedestrian experience. Furthermore the reduction of impervious area allows for additional pervious landscape areas.

As indicated below, the only dimension standard with Code Section 86-412 requested to be modified is the one way aisle width from 20 feet to 18 feet.

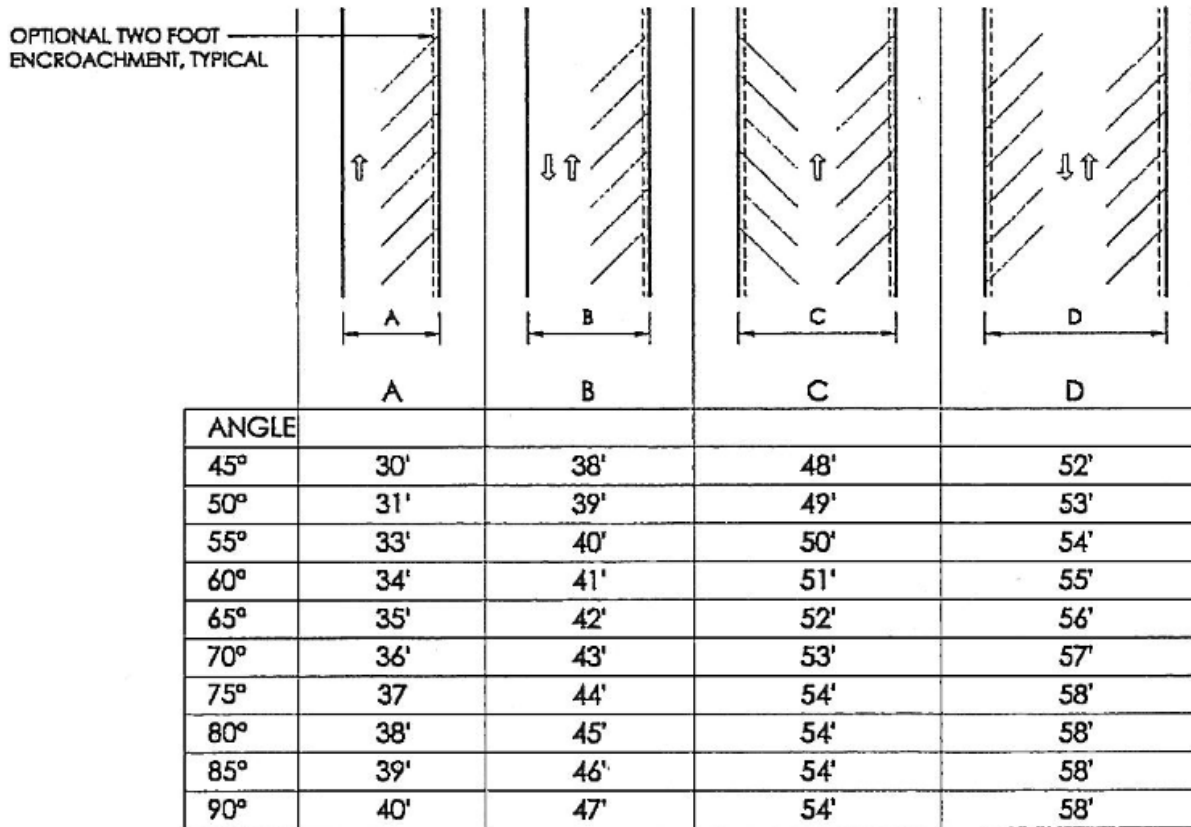
Sec. 86-412. - Dimensional standards for parking areas.



(a) Each parking space shall be a minimum of ten feet in width by 18 feet in length. Handicapped parking spaces shall comply with state statutes. Minimum aisle width shall be as follows:

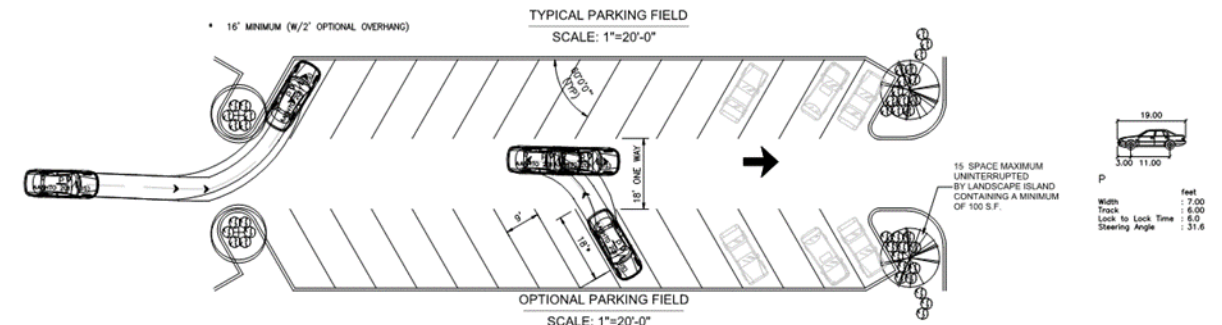
Angle of Parking	Aisle Width (feet)	
	One-Way	Two-Way
Parallel	<del>20</del> 18	20
30°	<del>20</del> 18	22
45°	<del>20</del> 18	22
60°	<del>20</del> 18	24
90°	<del>20</del> 18	24
Entrance/exit	20	24
Parking access drives	<del>20</del> 18	24

As reference the City of Sarasota Code Section-209, for a one way 45° a minimum drive aisle of 12 (48 feet total aisle width – 18 feet for each side) feet is allowed and up to a 90° a minimum 18 feet (54 feet total aisle – 18 feet for each side) is allowed.



### Minimum Parking Space Dimensions

Below is a representative exhibit showing the maneuverability of a vehicle utilizing an 18-foot wide drive aisle.



8. A modification to code **Sec. 85-520.a.(1-2)** to remove the requirement to construct a sidewalk along a portion of the Property that abuts the FDOT Limited Access ROW. Approximately 1000 LF of sidewalk is not proposed to be constructed due to the safety concerns with the FDOT Limited Access and Full Access ROW. Currently, there are no plans to extend pedestrian access across the Laurel Rd Overpass. As an alternative to providing a 5ft sidewalk along this frontage, the 5-ft sidewalk is proposed to terminate into the new Hospital Campus, providing a safe terminus into the site, and limiting the potential for a Pedestrian to walk to the intersection of the I-75 SB ON-ramp.
9. Modifications to monument/ground sign designs as outlined under **Sec. 86-402(b)(1)** are requested. Standards request all signage include a base, column, and cap design. Monument signs may or may not include these details, as the signage will most likely be designed to complement the building architecture. Guide and parking signs will not necessarily include the side column or cap details as they require a more simplistic design and are typically placed in areas with tighter footprints.
10. Modifications to sign lighting standards as outlined under **Sec. 86-402(d)** are requested to allow the identification of Emergency, when included on any sign type, to be internally illuminated such that the background glows red with white text. This is a healthcare industry standard for the treatment of Emergency, increasing recognition of the destination and improving safety for navigating in an emergent situation.
11. Changeable copy sign restrictions from **Sec. 86-402(e)** have limitations regarding the timing of messages, size of text, and use of graphics. A modification to these limitations is requested allowing up to 75% of the maximum sign face area to be digital, displaying static graphic images, and messaging cap heights lower than six inches. The hospital would like to display static graphics created internally to educate the community on health-related issues and opportunities. This may include messaging smaller than 6", such as 3-4" cap heights, to not distract from the key wayfinding information that will also be displayed on the sign.
12. Modifications to placement of signs, as outlined in **Sec. 86-402(h)** are requested to allow for proper sign placement at decision points within the tight boundaries between curbs, sidewalks, and utilities. When necessary this means signs may be placed less than five feet from a driveway, curb, or edge of pavement.
13. Modifications to the hospital signage restrictions as outlined under **Sec. 86-403(b)(2)a** are requested. Alterations will allow for more flexibility to properly identify site entrances from public streets, provide directions at decision points, and unmistakably identify public and non-public building entrances and parking. Wayfinding on a hospital site requires taller sign sizes, larger message height, and more frequent sign placement to safely direct patients and visitors to their destination, keeping in mind emergency situations and a visitor's typically distracted state of mind. Sign height is increased to allow better visibility in traffic. Identification and direction giving signs may be internally illuminated to provide optimal visibility during all weather conditions and 24-hours a day. Larger on-building signs pull patients and visitors from long distances,

reconfirming their arrival point. Entrances may include multiple signs to provide visibility from the inner circulation loop, drop-off lane, and parking. Guide signs and parking identification signs need to be larger than 12 sq ft to properly list multiple destinations at decision points, using cap heights appropriate for the speed of traffic, distance away, and number of destinations on the sign.

14. Modifications to the allowable size of a sign facing the I-75 right-of-way as outlined in **Sec. 86-403(b)(2)a** are requested. Hospitals provide emergency and repeating care for local and visiting patients. Allowing properly sized logo identification on the building that is readily visible to passing and exiting traffic will improve the wayfinding and vehicular safety for patients and visitors not familiar with the area. The sign may be placed on a backer panel to allow for easier and cleaner updates, should the facility be rebranded.