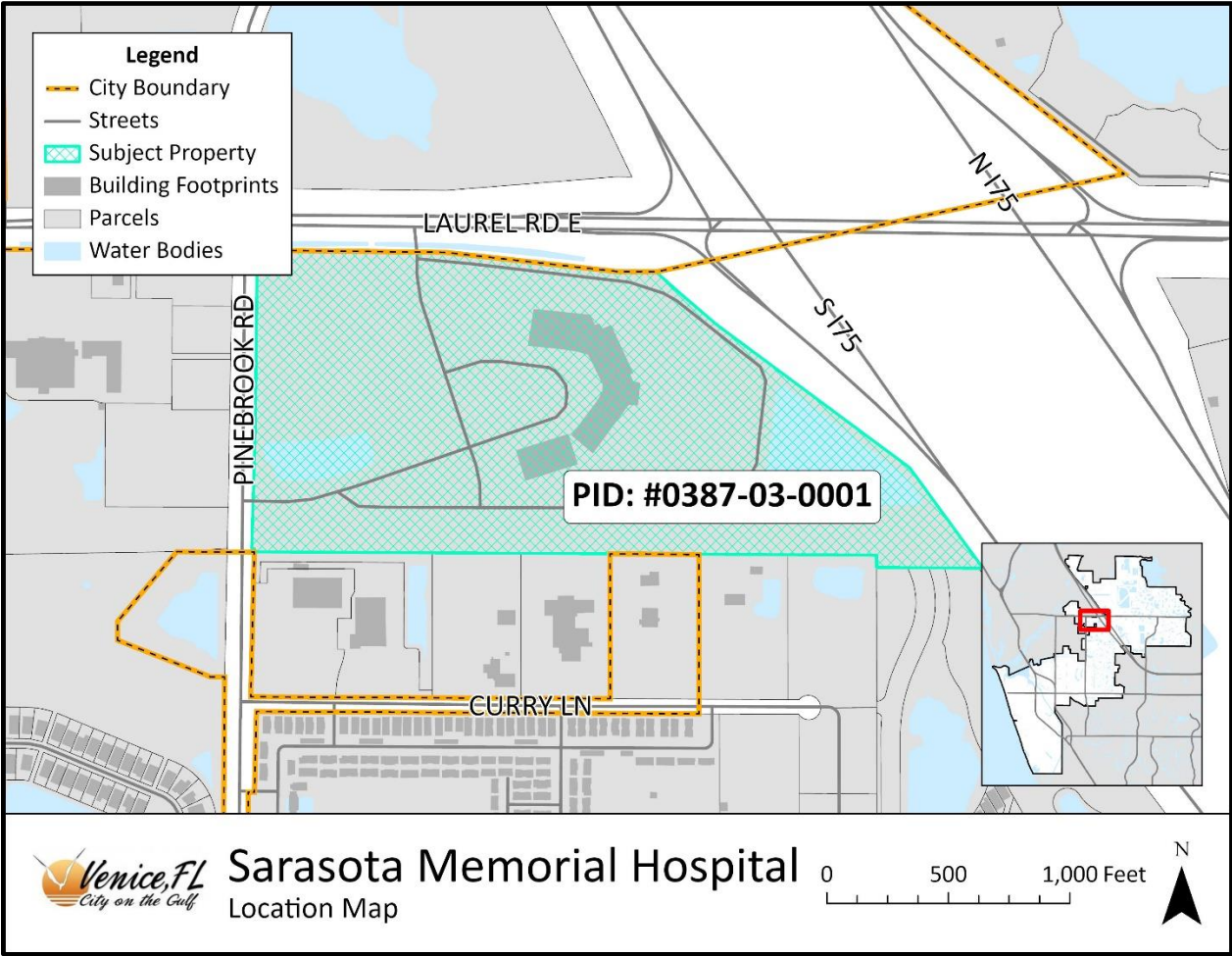


25-27CP Sarasota Memorial Hospital

Staff Report



GENERAL INFORMATION

Address:	2600 Laurel Road E.
Request:	Proposed Amendment to Strategies LU 1.2.9.c and LU-LR 1.1.1
Owner:	Sarasota County Public Hospital District
Agent:	Jackson R. Boone, Esq., Boone Law Firm
Parcel ID:	0387-03-0001
Parcel Size:	±65 acres
Future Land Use:	Mixed Use Corridor
Existing Zoning:	Laurel West with PCD
Proposed Zoning:	PPH
Comprehensive Plan Neighborhood:	Laurel Road Neighborhood
Application Date:	May 9, 2025
Associated Petitions:	25-28RZ and 25-11AM

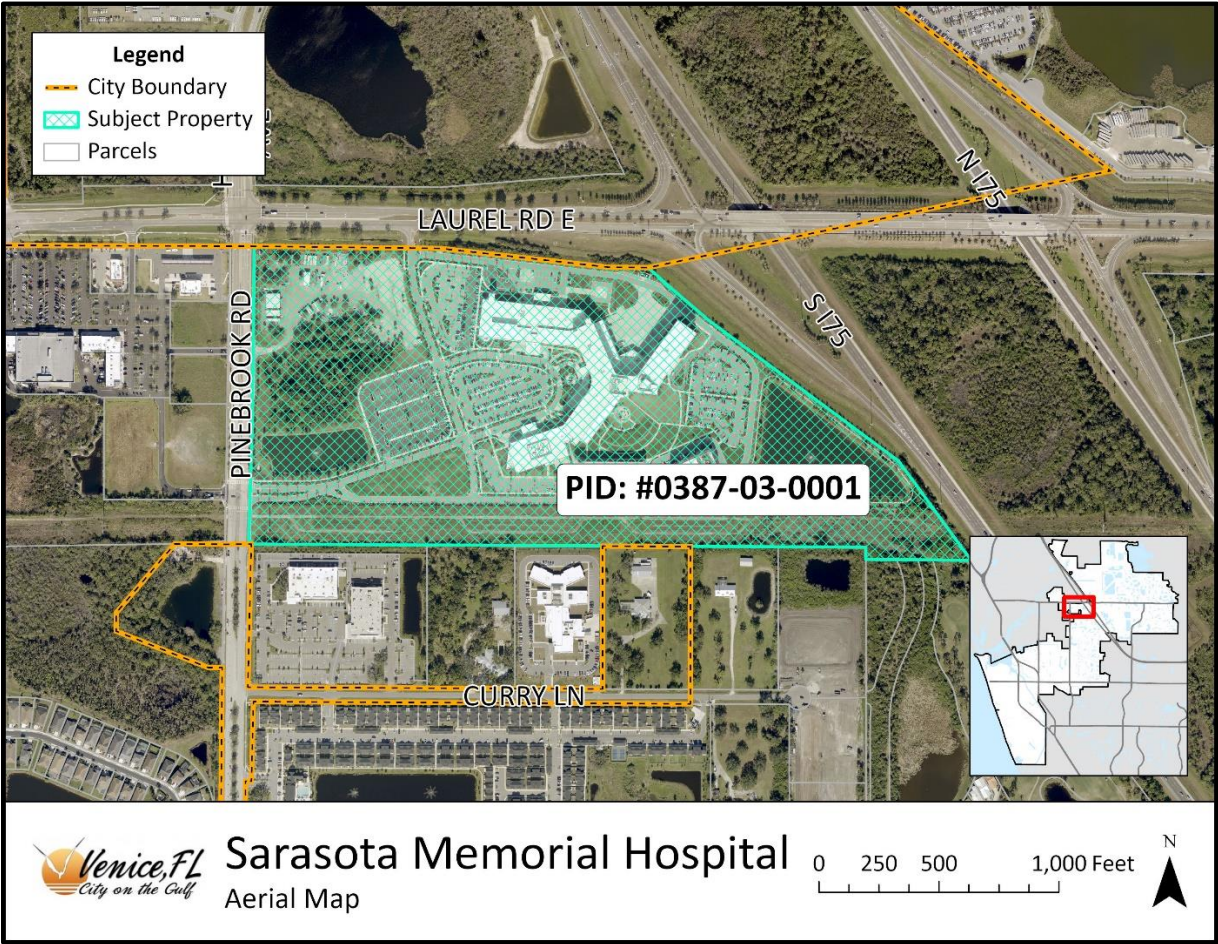
I. PROJECT DESCRIPTION AND BACKGROUND

The subject property is located at 2600 E. Laurel Road. The proposal is to amend the Comprehensive Plan strategies LU 1.2.9.c - Corridor (MUC) and Strategy LU-LR 1.1.1 - Mixed Use Corridor (MUC) to recognize the Planned Public Hospital (PPH) zoning district, as well as modify the associated intensity standards that would be applicable to the new zoning district. The rezoning petition and LDR amendment petition are running concurrently to this petition.

Currently, Sarasota Memorial Hospital-Venice is the only hospital that is within the City of Venice boundary. With its close proximity to I-75 and trends in community growth, the campus has been in high demand and is seeking to expand their ability to grow to meet the increasing health and medical needs of the community it serves. The following list of past petitions shows the history of the property since its annexation in 2002:

- **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, for the purposed construction of a retail center.
- **August 5, 2005** – The property was purchased by the Sarasota County Public Hospital Board.
- **March 5, 2007** – Site and development plan 07-03SP was submitted to construct non-hospital medical facilities.
- **August 7, 2012** – Site and development plan was approved by Planning Commission.
- **August 22, 2012** – Appeal was filed by Venice Regional Medical Center.
- **July 22, 2014** – Remanded back to Planning Commission by City Council.
- **April 28, 2016** – Agent directed staff to close Petition No. 07-03SP.
- **September 11, 2018** – Pre-Annexation agreement was amended removing the Venetian Gateway standards for signage and architectural standards from hospitals and related health care facilities.
- **May 7, 2019** – Site and Development Plan (18-16SP) was approved for a 90 acute bed hospital along with an approximately 60,000 square foot medical office building that will provide related health care services and Special Exception, 18-08SE, to allow for the hospital and related health care facilities uses.
- **June 11, 2019** – Zoning Amendment (ORD 2019-18) Rezoning to Planned Commercial District, applied for concurrently with Site and Development Plan and Special Exception (18-16SP and 18-08SE).
- **September 11, 2020** – Minor Site and Development Plan administratively approved for minor revision to landscape plan.
- **May 17, 2022** – Site and Development Plan (22-05SP) bed tower expansion to the existing hospital.
- **July 5, 2023** – Minor Site and Development Plan administratively approved for ER/OR Expansion to the existing ER/ OR for the SMH Vencie Hospital.

Aerial Map

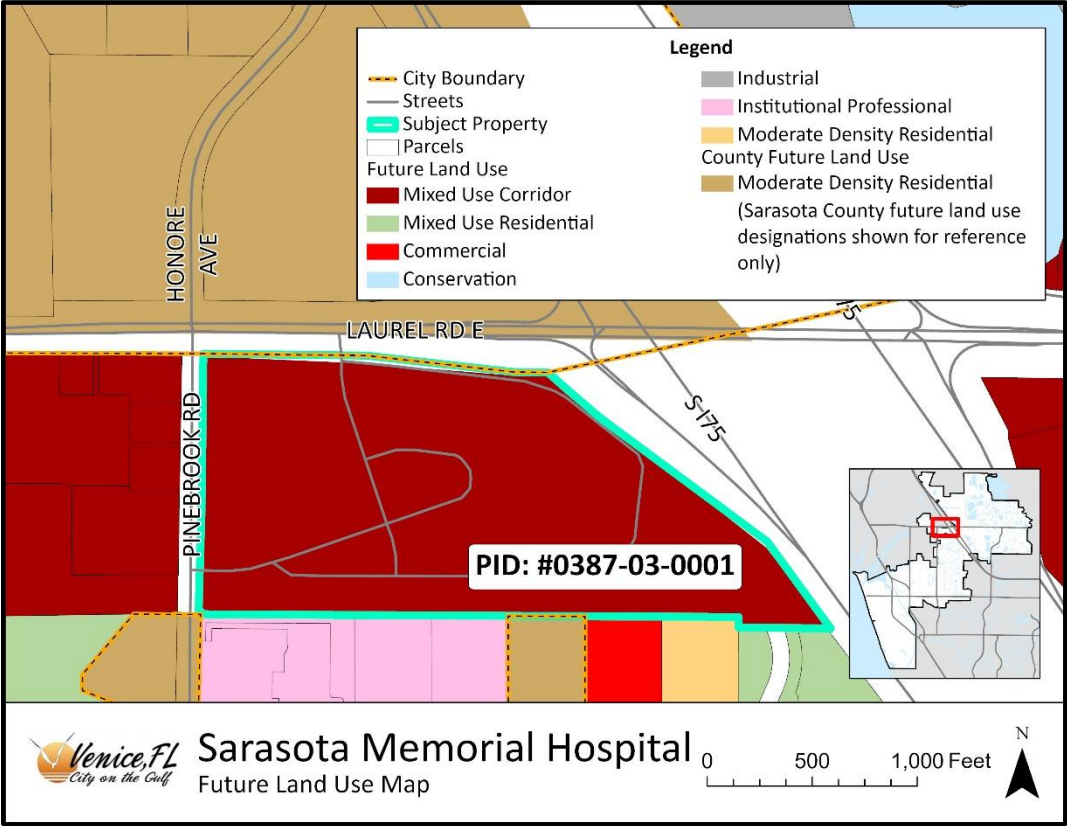


Site Photographs

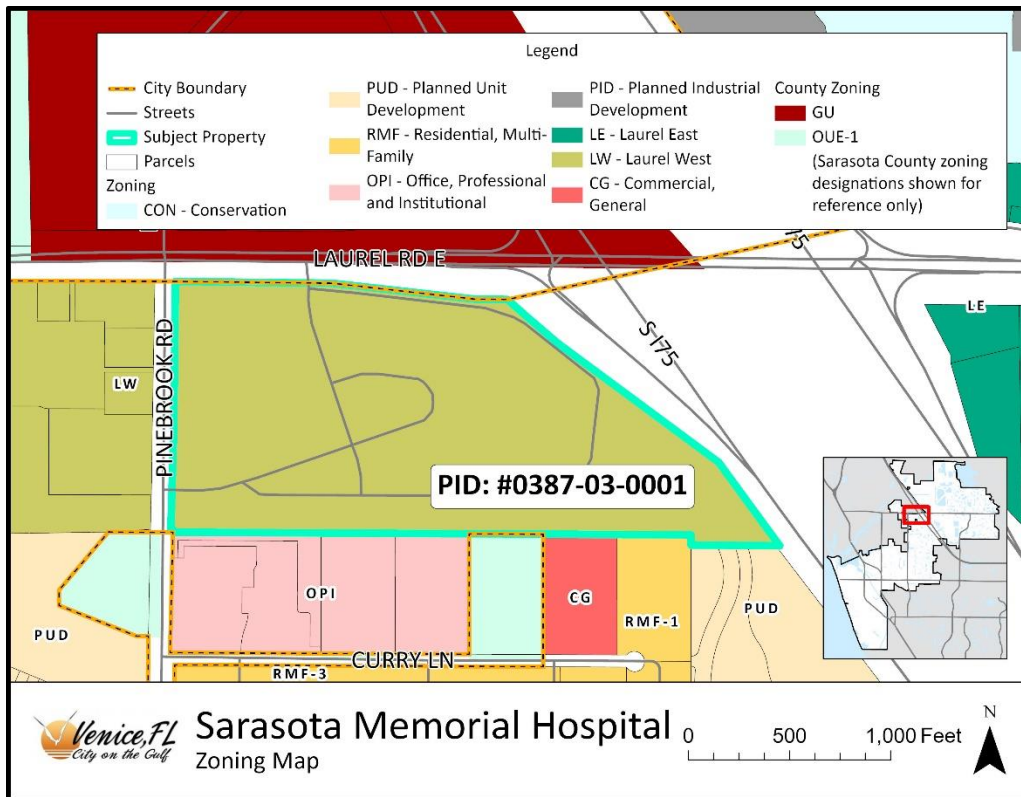
Future Land Use and Zoning

The FLU designation for the subject property is Mixed Use Corridor. The current zoning district is Laurel West and the proposed zoning is Planned Public Hospital (PPH).

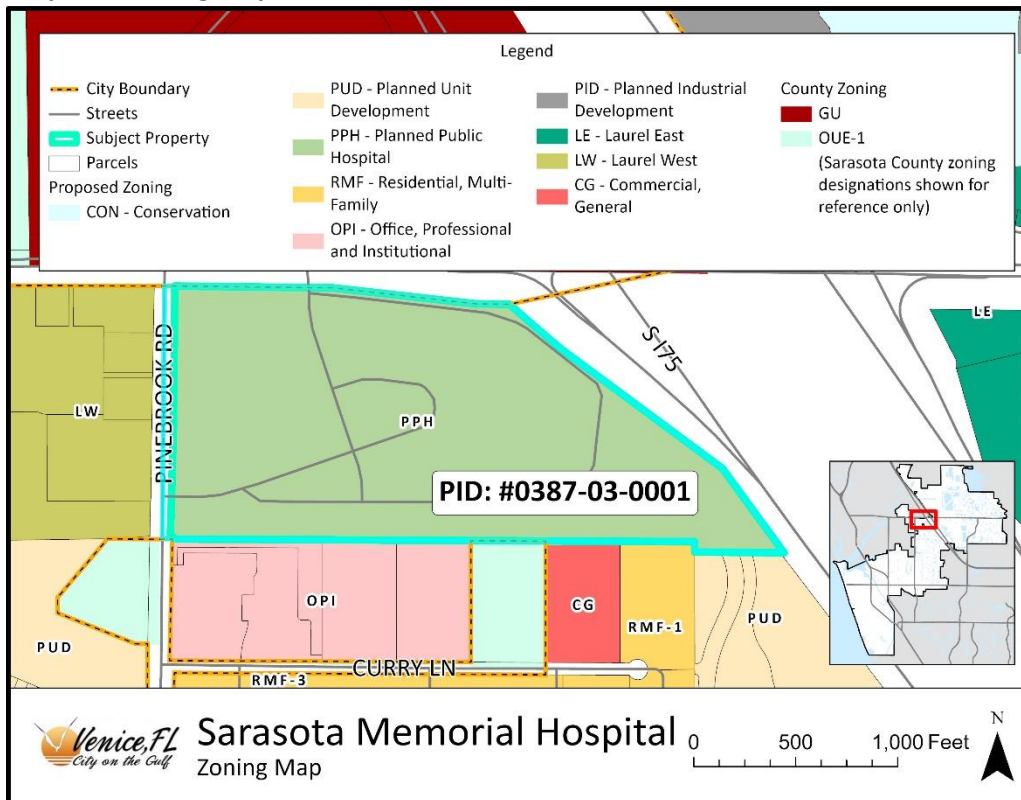
Future Land Use Map



Existing Zoning Map



Proposed Zoning Map



Surrounding Property Information

Direction	Existing Land Use(s)	Current Zoning District(s)	Future Land Use Map Designation(s)
North	Vacant	Sarasota County GU	Moderate Density Residential
South	Medical Offices, Single Family approved for event venue, Townhomes, Waterford open space	OPI, OUE-1 (Proposed OPI), CG, RMF-1 and PUD	Institutional Professional, County Moderate Density Residential (Proposed Institutional Professional), Commercial and Mixed Used Residential
East	I-75 Corridor	Interstate	Interstate
West	Plaza Venezia	Laurel West	Mixed Use Corridor

II. PLANNING ANALYSIS

In this section of the report, analysis of the Comprehensive Plan text amendment petition evaluates 1) consistency with the Comprehensive Plan; 2) consistency with the City's Land Development Code (LDC); and 3) consistency with applicable State Statutes.

CONSISTENCY WITH THE COMPREHENSIVE PLAN

The proposed Comprehensive Plan Text Amendment is to Strategy LU 1.2.9.c - Corridor (MUC) and Strategy LU-LR 1.1.1 - Mixed Use Corridor (MUC) to recognize the proposed Planned Public Hospital District (PPH) zoning and to modify the development intensity standards appropriate for the unique nature of a public hospital campus and related facilities. This would allow for long range planning for Sarasota Memorial to continue to plan out the Venice campus.

PROPOSED CHANGES TO THE COMPREHENSIVE PLAN STRATEGIES:

Strategy LU 1.2.9.c - Corridor.

1. Envisioned to be located in and support the Island Neighborhood, Laurel Road Corridor, Gateway and Knights Trail Neighborhood.
2. Supports mixed use (horizontal and vertical).
3. Moderate to Medium Density Residential uses are permitted; low density/single family uses are not permitted.
4. Non-Residential uses are limited to Commercial and Institutional-Professional.
5. Industrial Uses are not permitted except as noted below.
6. Designation Total Development (Min/Max Percentages) as follows:
 - a. Non-Residential: See Specific Neighborhood for Min/Max Percentages
 - b. Residential: See Specific Neighborhood for Min/Max Percentages
7. Non-Residential Intensity (FAR):
 - a. 0.5 (average) Designation-Wide; 1.0 maximum per individual property, except for PPH zoned properties which shall be limited to a FAR of 3.0.
 - b. Residential Density: 5.1 - 13.0
8. Typically developed utilizing form based code concepts and standards for building placement, design, and parking; "campus-style" design may be used.
9. Except for MUC located within the Laurel Road Corridor, Large-scale, single use commercial buildings and uses including those requiring outdoor display of goods are not permitted within this Designation.

Strategy LU-LR 1.1.1- Mixed Use Corridor (MUC)

The MUC within the Laurel Road Neighborhood comprises approximately 317 acres generally including property along Laurel Road at the I-75 interchange (see mixed-use descriptions in the Future Land Use Element). The following shall apply for the MUC designation:

A. The minimum residential density is 5.1; the maximum residential density is 13.0 dwelling units (DUs) per gross acre. The range of dwelling units permitted in the MUC is:

	Number of Acres	DUs per Acre (Max)	Minimum Development %	Maximum Development %	Minimum DUs	Maximum DUs	Existing and Entitled as of 11/1/24	Remaining as of 11/1/24
MUC	317	13	10%	50%	412	2,061	1,208	853

The maximum non-residential intensity for the overall area is calculated based on a FAR of 0.50 (designation-wide); 1.0 (for individual sites). except for properties zoned Planned Public Hospital (PPH) which shall be 3.0. The range of square footage permitted in the MUC is:

	Number of Acres	Area Wide FAR	Minimum Development %	Maximum Development %	Minimum Square Feet	Maximum Square Feet	Existing and Entitled as of 11/1/24	Remaining as of 11/1/24
MUC	317 <u>252</u>	0.50	50%	90%	3,452,130 <u>2,744,280</u>	6,213,834 <u>4,939,704</u>	3,557,058	2,656,776
PPH	65	3.0	50%	90%	4,247,100	8,494,200		
TOTAL	317				6,991,380	13,433,904	3,557,058	9,876,846

COMPREHENSIVE STRATEGY IN SUPPORT OF THE PETITION:

Strategy LU 1.2.15 - Mixed Use Designations – Government Uses. Government uses shall be permitted within the Mixed Use Designations. SMH is a public hospital governed by a Board of elected officials making this strategy consistent with the proposed petition.

Conclusions / Findings of Fact (Comprehensive Plan Analysis):

Analysis has been provided to determine consistency with the Land Use Element strategies applicable to the text amendment, strategies found in the Laurel Neighborhood, and other plan elements. This analysis should be taken into consideration upon determining Comprehensive Plan consistency.

Land Development Code

Section 87-1.5.3 of the Land Development Code directs Planning Commission and City Council in their consideration of a Comprehensive Plan Amendment application. The Code includes the following decision criteria:

- A. The City shall consider the impacts to the adopted level of service standards when considering any proposed Comprehensive Plan amendment.

Staff Comment: *Concurrency review will be completed at the time of Site and Development Plan. Obviously there will be increased impacts to LOS, however, it is better to analyze any potential impacts as the property develops.*

- B. The City shall consider the compatibility matrix in the Comprehensive Plan and its subsequent impact on possible implementing zoning designations.

Staff Comment: *This petition is for a comprehensive plan text amendment and not a future land use map change. There is an existing master plan in place and the compatibility matrix is not appropriate to apply to this petition.*

- C. The application must be found in compliance with all other applicable elements in the Comprehensive Plan and F.S. Ch. 163, Part II.

Staff Comment: *The proposed comprehensive plan amendment has been reviewed by staff and applicable strategies have been identified in the staff report.*

The applicant has provided a traffic impact study that states that the transportation concurrency provided for the approval of Phase 1 has not yet been met. At the time that the hospital meets the approved 879 peak-hour trips a new transportation impact analysis will be performed to evaluate the impacts beyond Phase 1 approval. A further review of traffic impacts will be conducted with any subsequent development applications.

Florida Statutes

This is a Comprehensive Plan text amendment intended to modify the visions, intents, and/or strategies of the Comprehensive Plan. This will require a recommendation from the Planning Commission to City Council. City Council will then hold two readings of the ordinance. After the second reading, which is also an adoption hearing, the results of that hearing will be sent to the State for approval.

- I. Section 163.3177(6)(a)2

Fla. Stat. § 163.3177(6)(a)2 contains ten criteria for evaluating future land use plan amendments, and this section of the report includes applicant response.

2. The future land use plan and plan amendments shall be based upon surveys, studies, and data regarding the area, as applicable, including:

- a. The amount of land required to accommodate anticipated growth.

Applicant Response: *The proposed amendment will provide the necessary intensity of use to allow for master planning and ultimate buildout of a public medical campus facility.*

- b. The projected permanent and seasonal population of the area.

Applicant Response: *The proposed amendment is necessary to provide for future growth of the public medical campus facility, including growth directly attributable to the projected population growth.*

- c. The character of undeveloped land.

Applicant Response: *Not applicable, the land is currently developed for public health facilities.*

- d. The availability of water supplies, public facilities, and services.

Applicant Response: *Water, public facilities and other services are in place to serve the site.*

- e. 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.

Applicant Response: *Not applicable.*

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

Applicant Response: *Not applicable.*

- g. The compatibility of uses on lands adjacent to an airport.

Applicant Response: *Not applicable.*

- h. The discouragement of urban sprawl.

Applicant Response: *The proposed increased intensity of use will be a discouragement to urban sprawl.*

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

Applicant Response: *The proposed increase in intensity of use via expansion of the growth of the medical campus facility will spur capital investment and economic development that will continue to diversify and strengthen the community's economy.*

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

Applicant Response: *Not applicable.*

II. Section 163.3177(6)(a)8

The second of the three statutory provisions that provide direction on how plan amendments should be reviewed is contained in Fla. Stat. § 163.3177(6)(a)8, provided in this section. Applicant responses and a summary staff comment are provided for these three considerations.

8. Future land use map amendments shall be based upon the following analyses:

- a. An analysis of the availability of facilities and services (Level of Service Analysis for Public Facilities).

Applicant Response: *Not applicable.*

- b. An analysis of the 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.

Applicant Response: *Not applicable.*

- c. An analysis of the minimum amount of land needed to achieve the goals and requirements of this section.

Applicant Response: *Not applicable.*

III. Section 163.3177(6)(a)9

The third statutory provision that provides direction for reviewing plan amendments is contained in Fla. Stat. § 163.3177(6)(a)9:

- 9. The future land use element and any amendments to the future land use element shall discourage the proliferation of urban sprawl.

Subsection (a) provides nine indicators related to discouraging the proliferation of urban sprawl, and subsection (b) states that if four or more indicators are achieved, the plan amendment is confirmed to discourage urban sprawl. The applicant has provided response to these:

(a)

- (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.

Applicant Response: *The proposed amendment does not promote low intensity development.*

- (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.

Applicant Response: *The proposed amendment does not allow urban development in rural areas.*

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

Applicant Response: *The proposed amendment does not promote, allow, or designate urban development in the manners described.*

- (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.

- Applicant Response:** *The proposed amendment does not fail to protect natural resources.*
- (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.
Applicant Response: *The proposed amendment does not fail to protect agricultural areas and activities.*
- (VI) Fails to maximize use of existing public facilities and services.
Applicant Response: *The proposed amendment does maximize existing public facilities and services.*
- (VII) Fails to maximize use of future public facilities and services.
Applicant Response: *The proposed amendment does maximize future public facilities and services.*
- (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.
Applicant Response: *The proposed amendment does not disproportionately increase the cost of providing and maintaining public facilities, in fact, the proposed amendment will minimize the costs of providing and maintaining public facilities.*
- (IX) Fails to provide a clear separation between rural and urban uses.
Applicant Response: *Not applicable.*
- (X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.
Applicant Response: *The proposed amendment encourages infill development.*
Staff Comment: *Development is not considered infill as defined by the code but the proposal does encourage the redevelopment/development of the property.*
- (XI) Fails to encourage a functional mix of uses.
Applicant Response: *The proposed amendment will encourage a mix of uses in the neighborhood.*
Staff Comment: *The proposed amendment allows for future growth of the hospital campus, which allows which encourages future growth in the surrounding mixed use area for support services.*
- (XII) Results in poor accessibility among linked or related land uses.
Applicant Response: *The proposed amendment will not result in poor accessibility among related land uses.*
- (XIII) Results in the loss of significant amounts of functional open space.
Applicant Response: *The proposed amendment will not result in the loss of functional open space.*

(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.
Applicant Response: *The proposed amendment will direct economic growth to an area of the community that does not have an adverse impact on natural resources.*
Staff Comment: *The project area currently has an existing master plan for the area; this is just expanding the height and intensity of the already planned use. No additional impacts to the natural resources are anticipated with the proposed amendment.*

- (II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.
Applicant Response: *The proposed amendment promotes the cost-effective provision of public services which are all presently available.*
- (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.
Applicant Response: *The proposed amendment will provide intensity of uses that will support a range of housing choices.*
Staff Comment: With the current planned hospital campus there has been an increase in the number of housing options in the surrounding area. It is assumed that this will continue as the hospital campus grows in the future. The hospital campus promotes walkability to the surrounding community by providing sidewalks and crosswalks to nearby commercial shopping centers and residential housing.
- (IV) Promotes conservation of water and energy.
Applicant Response: *The proposed amendment promotes conservation of water and energy.*
Staff Comment: While the project may seek energy efficient practices the increase in intensity would undoubtedly increase the use of water and energy utilized by the property. Further information on impacts would be addressed through TRC review at the time of Site and Development Plan.
- (V) Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.
Applicant Response: *Not applicable.*
- (VI) Preserves open space and natural lands and provides for public open space and recreation needs.
Applicant Response: *Not applicable.*
- (VII) Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.
Applicant Response: *The proposed amendment is based upon the demands of the residential population for public health facilities.*
Staff Comment: *The proposed amendment would allow for the growth of the hospital campus, which is under ever increasing demand from the surrounding community which it serves.*
- (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.
Applicant Response: *Not applicable.*

Conclusions/Findings of Fact: Staff has provided analysis of the proposed Comprehensive Plan Text Amendment regarding consistency with the Comprehensive Plan, the Land Development Code, and other relevant city ordinances, resolutions or agreements. In addition, analysis has been provided by staff regarding compliance with the applicable requirements of Chapter 163 Florida Statutes. The analysis provided should be taken into consideration regarding determination on the proposed Comprehensive Plan amendment.

III. CONCLUSION

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 City Council to take action on Comprehensive Plan Amendment Petition No. 25-27CP.