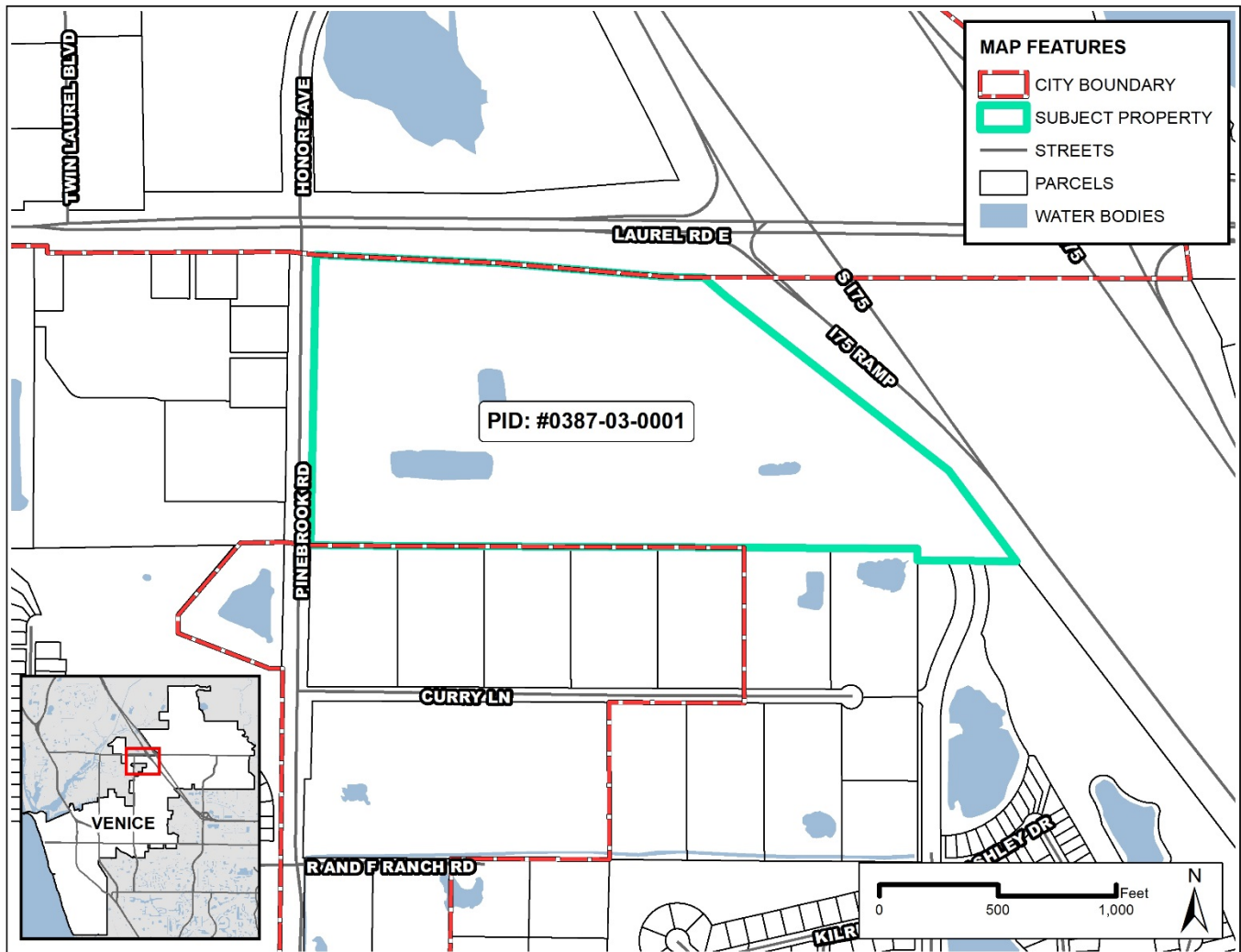




# SITE AND DEVELOPMENT PLAN AND SPECIAL EXCEPTION STAFF REPORT SARASOTA MEMORIAL HOSPITAL

May 7, 2019  
18-16SP  
18-08SE



**PETITION NOS.:** 18-16SP and 18-08SE

**REQUEST:** Site and Development Plan for the development of a 90 acute care bed hospital and 60,000 square foot medical office building along with associated parking, landscaping, stormwater and other improvements.  
**Special Exception** for hospital and related health care 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)

## ASSOCIATED DOCUMENTS

### Application Information (completed petition)

- Site and Development Plan
- Special Exception

## 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 proposed site and development plan proposes a 363,741 square foot, 90 acute bed hospital along with an approximately 60,000 square foot medical office building that will provide related health care services. Included on the campus will be a fully functioning emergency department along with a helicopter landing pad if the need arises. Ample parking, inclusive of surface and garage parking, is proposed to serve the facilities on campus and extensive landscaping is proposed for the site. 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. The indicated improvements are identified as Phase 1 of the campus with Phase 2 planned for future medical related facilities consistent with the binding master plan included with the Planned Commercial Development (PCD) zoning. In addition, and consistent with Code Section 86-133(e)(2), a special exception petition has been submitted to allow for the proposed use of hospital and related health care facilities.

**Stipulation:** The Special Exception and Site and Development Plan will become effective upon approval of Zoning Map Amendment Petition No. 18-09RZ by City Council.

### **EXPIRATION DATE EXTENSION REQUEST:**

Pursuant to Sec. 86-49.(i), of the Land Development Code, Site & Development Plan No. 18-16SP will be voided two years after approval unless a building permit has been issued. Due to the magnitude of this development, it

is not feasible for a building permit to be issued for all improvements within the two-year time frame. Accordingly, the Applicant requests that the expiration period for the site & development plan be extended to June 1, 2022.

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 petitions:

### **Site and Development Plan Findings:**

- **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 (LDC)):**

*The subject petition complies with the PCD and there is sufficient information to reach a finding for each of the site and development considerations contained in Section 86-23(m) of the Land Development Code.*

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

*No issues have been identified regarding adequate public facilities capacity to accommodate the development of the project per Chapter 94 of the Land Development Regulations 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 provided service.*

- **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.*

### **Special Exception Findings:**

#### **Conclusions / Findings of Fact (Compliance with the Comprehensive Plan and Land Development Code):**

*Consistency with the Comprehensive Plan: The requested special exception is not in conflict with and creates no inconsistencies with the Comprehensive Plan.*

*Required Planning Commission Findings for Special Exception Approval: The staff analysis and report has been prepared to provide the Planning Commission with competent and substantial evidence to support its decision as to whether the subject petition is:*

- *In harmony with the general intent and purpose of the LDC; and*
- *Will not adversely affect the public interest; and*
- *Satisfactory provision and arrangement have been made concerning the matters listed in Section 86-43(e).*

### III. PROJECT DESCRIPTION

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.

Phase 1 of the proposed Sarasota Memorial project is designed in a campus layout. The main focus of the campus is the 90 acute 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.

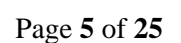
The majority of staff parking is located in the rear of the hospital and is accessible by two northern and southern perimeter access drives. Surface parking for the public is provided in front of the hospital facility and is also available in a proposed parking garage in the southern portion of the campus. 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 maximum height of the proposed buildings is 81 feet, 5 inches.

#### **Special Exception**

The applicant has submitted a concurrent special exception petition to allow for the use of hospital and related healthcare facilities consistent with the requirements for the PCD district found in Code Section 86-133(e)(2). The proposed design of the project is consistent with the binding master plan confirmed through the PCD zoning.

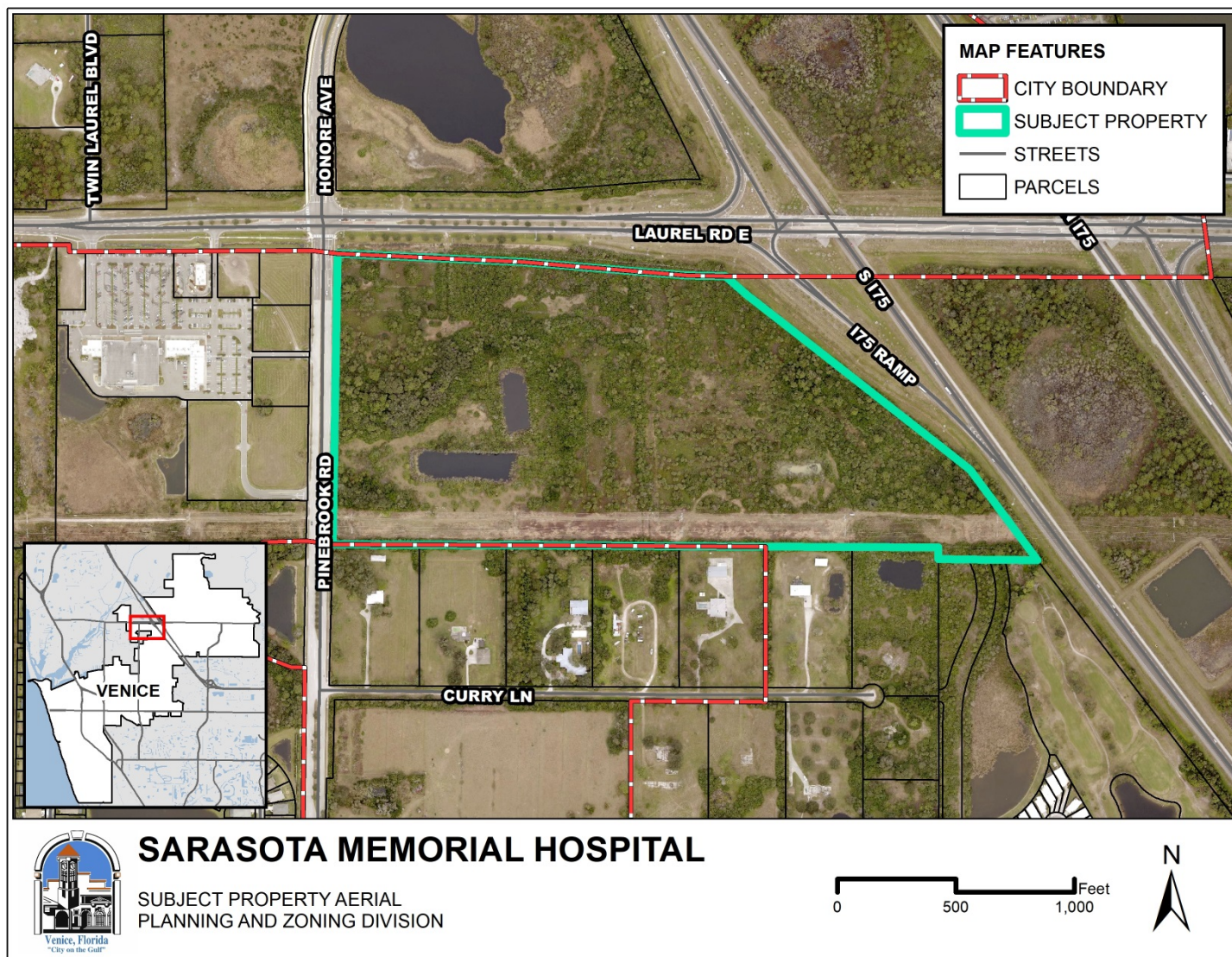
## PROPOSED SITE PLAN





## IV. EXISTING CONDITIONS

The subject property is 65.44 ± acres in size. The aerial below shows the existing use of the subject property as well as adjacent properties. The subject property is located at the southwest corner of the intersection of Laurel Road and I-75 east of Pinebrook Road. The property is vacant with some surface waters and some wetland areas. Adjacent to the southern boundary is the 170 foot wide FPL easement. As indicated above, some clearing work along with foundation work is in progress on the site so the project can stay on the timeline established by the Certificate of Need process administered by the State Agency for Healthcare Administration (AHCA).



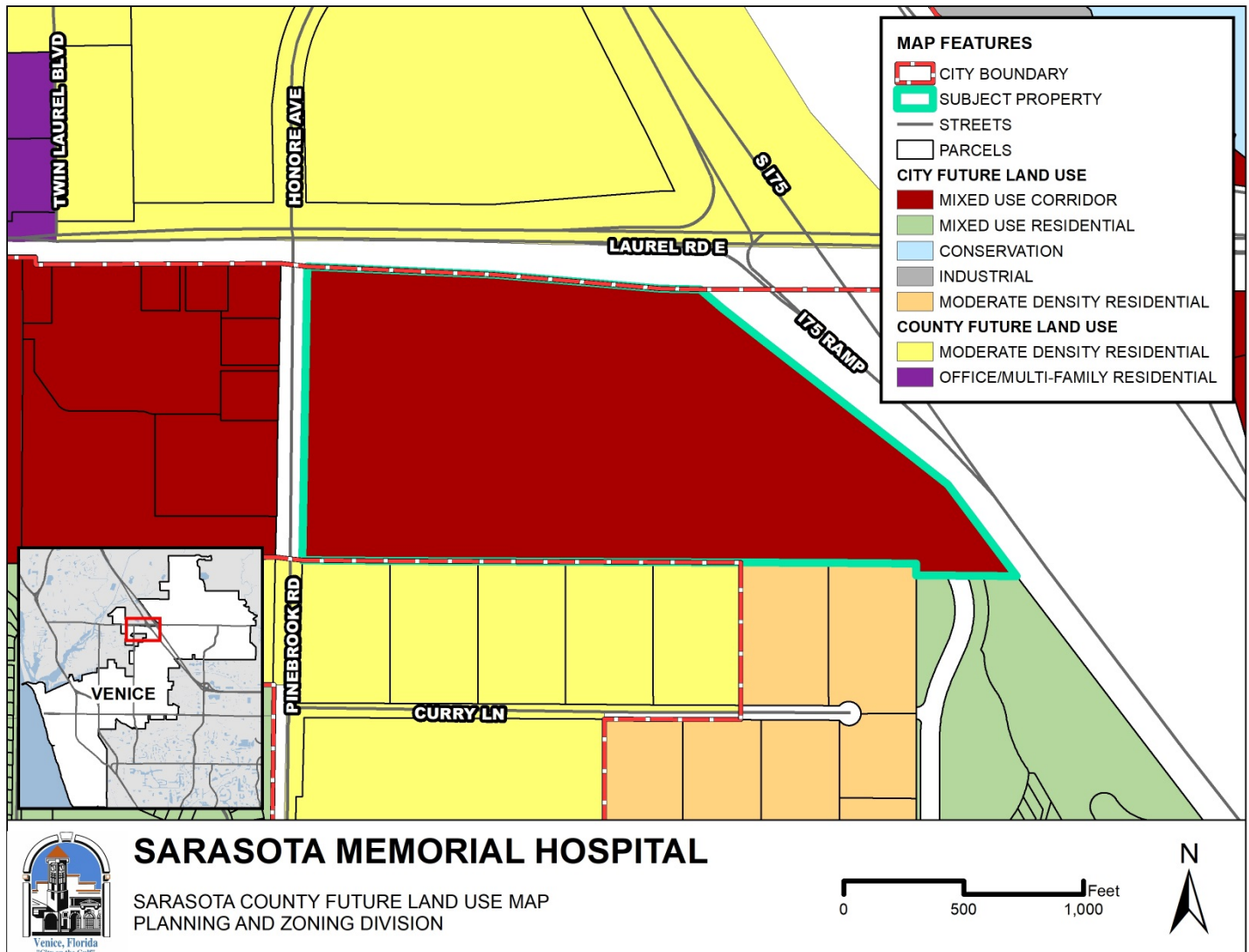


The photo below looking southwest from the I-75 overpass shows the existing conditions on the subject property and the clearing and foundation work that is currently underway.



## 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

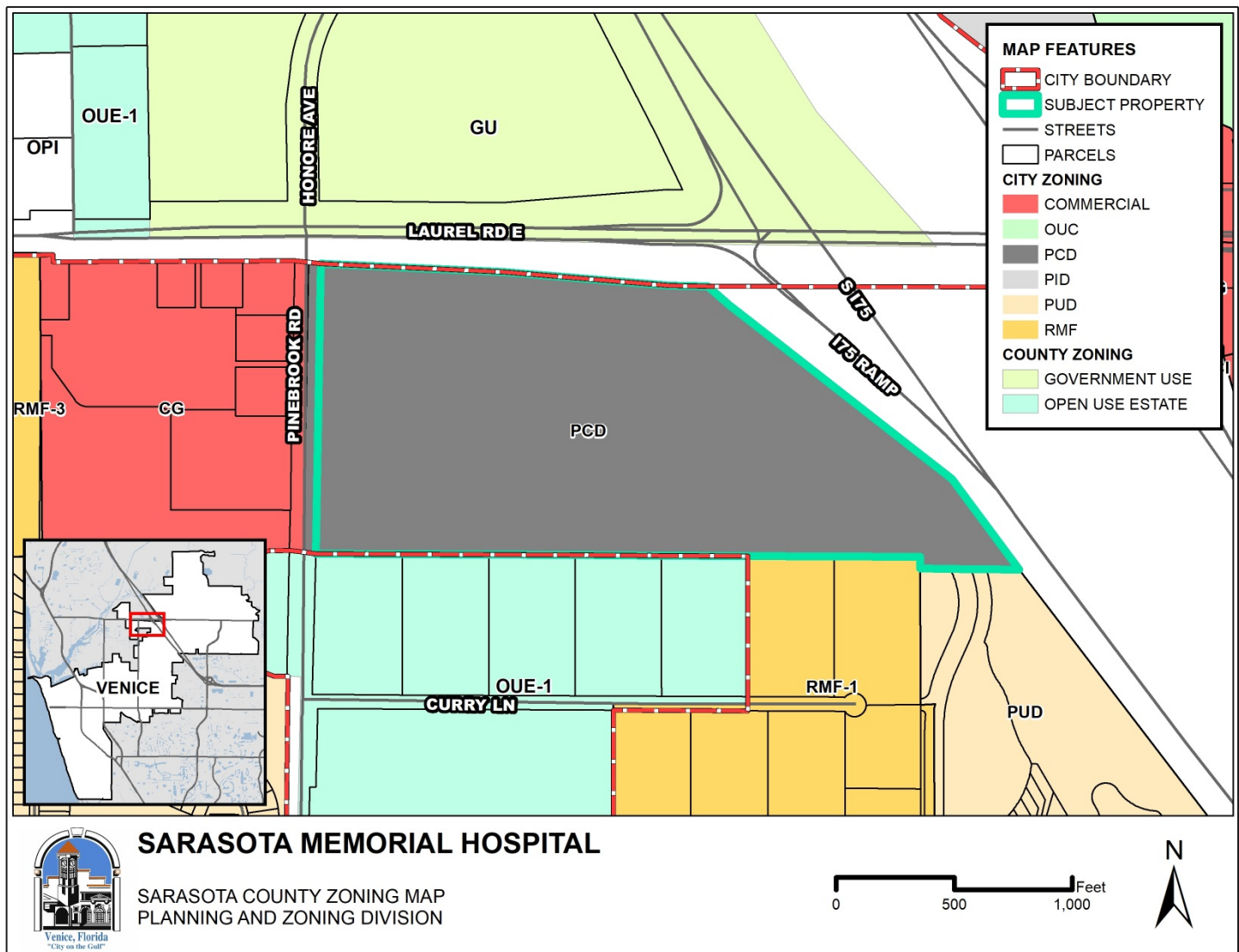


Residential and Mixed Use Residential.

## 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. 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.

## **V. PLANNING ANALYSIS**

### **Site and Development Plan**

The planning analysis provided in this section of the report evaluates the site and development plan for 1) consistency with the comprehensive plan, 2) compliance with the Land Development Code, and 3) compliance with the city's concurrency management regulations and the project's expected impacts on public facilities, and finally 4) transportation mobility.

#### ***A. 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, Laurel Road Neighborhood and other Elements of the 2017 comprehensive plan.

Land Use Strategy LU 1.2.9.c includes the following MUC standards applicable to the project:

LU 1.2.9.c.4 indicates Non-Residential uses are limited to Commercial and Institutional-Professional. The subject project proposes Institutional-Professional uses of hospital and other health care related facilities.

LU 1.2.9.c.6 indicates the min/max amounts of non-residential development. The projects addition to the existing development will not be out of compliance with these requirements.

LU 1.2.9.c.7 provides maximum Floor Area Ratio (FAR) for non-residential development in the Laurel Road Neighborhood of 1.0 per individual property. The proposed project FAR is 0.15.

LU 1.2.9.c.8 provides for a "campus-style" design which the project is consistent with.

LU-LR 1.1.1 establishes the minimum and maximum residential and non-residential development in the MUC designated land in the Laurel Road Neighborhood. For non-residential development in the neighborhood, 132,251 square feet of non-residential development currently exists and a maximum of 5,860,998 is allowed. The proposed 423,741 square feet of non-residential space on the subject property is consistent with this policy.

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.

The land use compatibility review procedures contained in Policy 8.2 are intended to ensure that the character and design of infill and new development are compatible with existing neighborhoods. The review requires an evaluation of the following items listed in Policy 8.2 A through H. Staff provided the applicant's response to each item as well as staff's commentary on each item.

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.

**Staff Comment:** *The proposed project is consistent with the PCD zoning of the property and is in compliance with the intensity standards for non-residential uses established by the MUC land use designation.*

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).

**Staff Comment:** *At approximately 82 feet in height, the building will be taller than other nearby structures. However, hospitals are typically taller buildings in order to accommodate all the services provided in addition to patient care. The proposed height is within the 85 maximum provided in the PCD.*

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 Site & Development 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, 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.

**Staff Comment:** *Consistent with Code Section 86-133(e)(2), the proposed use of hospital and related healthcare facilities is being proposed through the special exception process and is consistent with the*



*PCD.*

**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.

**Staff Comment:** *The project provides for large setbacks to structures and is being architecturally designed to provide good form and function.*

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 Site and Development Plan.

**Staff Comment:** *There is single family use to the south of the medical campus and the buildings have been sited with large setbacks and perimeter landscaping is included to provide additional screening.*

**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 uses.

**Staff Comment:** *The project location at the intersection of Laurel Road, a minor arterial and Interstate 75 makes for an appropriate location for a major hospital. Commercial uses exist across Pinebrook Road.*

**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.

**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:** *The proposed use is more intense than surrounding uses and could be most related to the intensity of the adjacent Plaza Venezia shopping center.*

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.

Potential incompatibilities shall be mitigated through techniques including, but not limited to:

- 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.

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

**Applicant's Response:** Proposed building setbacks are consistent with the previously approved Site and Development Plan for retail/commercial development. 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 uses, 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 uses are an appropriate transition from major transportation corridors to existing residential neighborhoods.

**Staff Comment (I-N):** Obviously the proposed project will intensify the use of the currently vacant property. However, the project has been designed with consideration of the surrounding community by including many of the techniques indicated above. Large setbacks have been employed for all proposed structures. The PCD requires that a minimum of 20% of the site be devoted to open space and the subject proposal currently maintains 43% of the site as open space. Landscaped buffers are proposed for the entire perimeter of the site with nearly 1,200 trees proposed for the site with nearly half of those devoted to the perimeter buffers along with hedge material. There is also the 170 foot FPL easement along the southern property line that will contain only stormwater retention and no structural elements. Mechanical, refuse and delivery areas have been located to the eastern portion of the site adjacent to the Interstate and away from the residential uses to

*the south. The building has been architecturally designed to have the taller portion of the building in the center of the site and tapering down to the north and south.*

#### 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 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.

#### 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 not 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.***



***B. Compliance with the Land Development Code***

<i>Land Development Code Compliance</i>		
<b>PCD STANDARDS</b>	<b>REQUIRED</b>	<b>PROPOSED</b>
North Perimeter Setback	15 FT	189.7 FT
South Perimeter Setback	15 FT	227 FT
East Perimeter Setback	15 FT	390 FT
West Perimeter Setback	15 FT	1,000± FT
Building Height	85 FT	81 FT 5 INCHES
<b>OFF-STREET PARKING STANDARDS</b>	<b>REQUIRED</b>	<b>PROPOSED</b>
Parking Spaces	455	1,220
<b>LANDSCAPE BUFFERS</b>	<b>REQUIRED</b>	<b>PROPOSED</b>
North	15 FT/33 Trees	15 FT/143 Trees
South	15 FT/55 Trees	15 FT/246 Trees
East	15 FT/30 Trees	15 FT/134 Trees
West	15 FT/20 Trees	15 FT/50 Trees
Total Project Trees	1,190 Trees	1,190 Trees

As indicated in the table above, the project has been designed consistent with the code requirements of the PCD district. In addition, the subject petition has been processed consistent with the procedural requirements contained in Section 86-49 of the LDC and has been reviewed by the Technical Review Committee (TRC). No issues regarding compliance with the LDC were identified.

Section 86-23(m) specifies the Planning Commission's role in taking action on a site and development plan application and reads in part, "..... the Planning Commission shall ..... be guided in its decision and exercise of its discretion to approve, approve with conditions, or to deny by the following standards". Staff has provided commentary on each standard or finding to facilitate the Planning Commission's review and evaluation of the site and development plan application.

- (1) Sufficiency of statements on ownership and control of the development and sufficiency of conditions of ownership or control, use and permanent maintenance of common open space, common facilities or common lands to ensure preservation of such lands and facilities for their intended purpose and to ensure that such common facilities will not become a future liability for the city.

**Applicant's Response:** The application documents include an excerpt from Ch. 2003-359, Laws of Florida, which provides in Section 6., that "The said Hospital Board shall make and adopt such bylaws, rules, and regulations for its guidance and for the governance of any hospitals that may be established, as may be deemed expedient for the economic and equitable conduct thereof,..."; and provides in Section 8.(1) that "... said Hospital Board shall be and is hereby authorized and empowered: (1) To appoint a suitable president...and authorize the president to do all things reasonable and necessary to direct the operations and activities of facilities owned or operated by the Hospital Board." Also attached is an excerpt from the adopted

bylaws which provide, in Article V., Section 1, that “The President shall act as the authorized representative of the Board in all matters for which the Board has not formally designated some other person to act.” By the combination of these provisions, David Verinder, in his capacity as President, David Verinder was authorized to execute the Statement of Ownership and Unified Control on November 27, 2018. Also attached is a copy of the recorded special warranty deed under which the Sarasota County Public Hospital Board holds title to the subject property.

**Staff Comment:** *The applicant has provided the appropriate deeds applicable to the subject property.*

- (2) Intensity of use and/or purpose of the proposed development in relation to adjacent and nearby properties and the effect thereon; provided, however, that nothing in this subsection shall be construed as granting the planning commission the authority to reduce residential densities below that permitted by the schedule of district regulations set out in article IV, division 2 of this chapter.

**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.

**Staff Comment:** *Intensity of the proposed project is covered in Section IV. of this report.*

- (3) Ingress and egress to the development and proposed structures thereon, with particular reference to automotive and pedestrian safety, separation of automotive traffic and pedestrian and other traffic, traffic flow and control, provision of services and servicing utilities and refuse collection, and access in case of fire, catastrophe or emergency.

**Applicant’s Response:** Proposed Ingress and egress to the subject site is consistent with the internal standards for PCD districts as defined by Section 86-133(h)(1) of the City’s Land Development Code (LDC). The main entrance to the hospital is proposed on Pinebrook Road, near the southern project boundary. Additional limited, right in/right out, access is proposed on Pinebrook Road as well as Laurel Road. Within the site, pedestrian safety and convenience is accommodated by interconnected sidewalks that connect adjacent public rights-of-way and off-street parking areas to the main hospital and healthcare related buildings. Circulation for emergency vehicles will be provided through interconnected drive aisles that connect adjacent roadways to parking areas and buildings. A helipad is proposed for use by the hospital. This alternative mode of transport may serve the hospital well in the event of a catastrophe.

**Staff Comment:** *Access to the site is proposed from both Pinebrook and Laurel Roads and separates the staff parking area from that of the general public. A system of connected walkways is provided throughout the campus that provides safe access to all site facilities. Access for provision of services along with emergency access has been confirmed through the review of the TRC.*

- (4) Location and relationship of off-street parking and off-street loading facilities to thoroughfares and internal traffic patterns within the proposed development, with particular reference to automotive and pedestrian safety, traffic flow and control, access in case of fire or catastrophe, and screening and landscaping.

**Applicant’s Response:** In accordance with Section 122-434(2)(d) of the City of Venice’s LDC, the proposed Special Exception Application will provide at least 535 off-street parking spaces to support the proposed hospital and its 90 acute care beds and approximately 60,000 gross square feet of healthcare related facilities that are proposed in the first subphase of development. Required off-street parking spaces and

loading areas for future phases will be provided in accordance with the City's Land Development Regulations. Care and attention were given to the orientation of buildings and facilities on the site, to minimize potential offsite impacts, such as noise or glare from mechanical buildings or the proposed helipad. The site design also utilizes the existing 170-foot Florida Power & Light Easement corridor as a significant buffer from adjacent uses to minimize potential impacts, such as noise or glare, to adjacent properties.

- (5) Sufficiency of proposed screens and buffers to preserve internal and external harmony and compatibility with uses inside and outside the proposed development.

**Applicant's Response:** In accordance with Section 86-461 of the City of Venice's LDC, adequate screening and buffering will be provided around the entire perimeter of the project area to mitigate compatibility concerns between neighboring uses. Landscape buffers will be provided consistent with the Binding Master Plan and Rezone Application.

*Staff Comment: The applicant has provided landscaping and buffering to enhance the overall project. The landscaping and buffering were designed in compliance with the PCD.*

- (6) Manner of drainage on the property, with particular reference to the effect of provisions for drainage on adjacent and nearby properties and the consequences of such drainage on overall public drainage capacities.

**Applicant's Response:** A SWERP is currently under review and will be required to confirm the design of the stormwater system meets and/or exceed the requirements defined in the District Rules 40D F.A.C. To summarize the existing and proposed stormwater design, the property will attenuate and discharge stormwater to the east via an existing wetland and ditch system, as well as to the west and south via an existing culvert crossing and existing ditch system. The property straddles the Dona Bay and Roberts Bay watersheds. The Best available information has been used in the form of the latest approved versions of the ICPR and GIS models for Dona and Roberts Bay to analyze and permit no adverse impact to the surrounding watershed.

*Staff Comment: The Engineering Department has confirmed compliance with applicable drainage requirements.*

- (7) Adequacy of provision for sanitary sewers, with particular relationship to overall city sanitary sewer availability and capacities.

**Applicant's Response:** There is no city wastewater infrastructure in the vicinity of the subject site. On an interim basis, the hospital proposes to connect to the County wastewater system until City utilities have been extended for connection.

*Staff Comment: The applicant is executing an agreement with the City for temporary sewer service to be provided by Sarasota County until such time as City services are available.*

- (8) Utilities, with reference to hook-in locations and availability and capacity for the uses projected.

**Applicant's Response:** The proposed hospital and healthcare related facilities will connect to public utilities. Currently, City water services extend to the subject site from the south via Pinebrook Road and from the north via Laurel Road. The proposed project will connect to existing City of Venice potable water. There



is no city wastewater infrastructure in the vicinity of the subject site. On an interim basis, the hospital proposes to connect to the County wastewater system until City utilities have been extended for connection.

**Staff Comment:** *The Utilities Department has confirmed compliance with applicable standards.*

- (9) Recreation facilities and open spaces, with attention to the size, location, and development of the areas as to adequacy, effect on privacy of adjacent and nearby properties and uses within the proposed development, and relationship to community or citywide open spaces and recreational facilities.

**Applicant's Response:** Section 86-133(h)(3) of the City of Venice LDC requires PCDs to provide no less than twenty percent of landscaped open space. This open space may include, but will not be limited to lakes, wetlands, wetland buffers, landscape buffers, parking lot landscaping, and foundation landscaping. Open space will be maintained in a manner appropriate to the park-like character of the PCD district.

**Staff Comment:** *The project is in compliance with the requirement of the PCD to provide a minimum of 20% open space.*

- (10) General site arrangement, amenities and convenience, with particular reference to ensuring that appearance and general layout of the proposed development will be compatible and harmonious with properties in the general area and will not be so at variance with other development in the area as to cause substantial depreciation of property values.

**Applicant's Response:** The proposed hospital and healthcare related uses that are proposed are intended to meet the medical needs of nearby residents. The general site arrangement is intended to achieve compatibility with adjacent uses, through the provision building placement, as well as adequate buffers and setbacks. 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. The proposed hospital campus is intended to meet the immediate and future needs of nearby residents for many years to come. The introduction of this use in this location will not be at variance with other development in the area, nor will it cause substantial depreciation of property values.

**Staff Comment:** *The compatibility of the proposed project in relation to properties in the general area and the effect thereon is studied in detail in evaluation of the project's consistency with the Comprehensive Plan in Section IV. of this report.*

- (11) Such other standards as may be imposed by this chapter on the particular use or activity involved.

**Applicant's Response:** Please refer to analyses of Land Use Code Sections 86-47 (f); 86-133 (g)(1-3); 86-133 (h)(1-3) and 86-133 (i)(2)(d)(1-6), which are included with the Rezone application.

- (12) In the event that a site and development plan application is required, no variance to the height, parking, landscape, buffer or other standards as established herein may be considered by the Planning Commission. The Planning Commission may consider modifications to these standards under the provisions and requirements for special exceptions.

**Applicant's Response:** No variance to the height, parking, landscape, buffer or other standards are proposed for modification with this Site & Development Plan. All requests for modification are proposed with the accompanying Rezone & Binding Master Plan.

**Staff Comment:** A special exception petition has been submitted for the use of hospital and healthcare related facilities. This petition has been addressed in this staff report.

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

***The subject petition complies with the PCD and there is sufficient information to reach a finding for each of the site and development considerations contained in Section 86-23(m) of the Land Development Code.***

**C. Concurrency**

The applicant has submitted a concurrency determination application and a concurrency review has been completed by staff. The table below shows the expected public facility impacts and the status of the departmental concurrency reviews. Although concurrency is still in the City's Code and applies to the items in the chart, in regards to Transportation, the City has entered into an Interlocal Agreement with Sarasota County to collect mobility fees for traffic impacts consistent with County Ordinance. Fees collected may be used to mitigate these impacts

<b>Concurrency</b>			
<b>FACILITY</b>	<b>DEPARTMENT</b>	<b>ESTIMATED IMPACT</b>	<b>STATUS</b>
Potable Water	Utilities	90 ERUs	Concurrency Confirmed by Utilities
Sanitary Sewer	Utilities	90 ERUs	Concurrency Confirmed by Utilities
Solid Waste	Public Works	N/A (Non-Residential)	N/A
Parks and Rec	Public Works	N/A (Non-Residential)	N/A
Drainage	Engineering	Compliance Shown with SWFWMD permit	Concurrency Confirmed by Engineering
Public Schools	School Board	N/A (Non-Residential)	N/A

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

***No issues have been identified regarding adequate public facilities capacity to accommodate the development of the project per Chapter 94 of the Land Development Regulations 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.***

**D. Mobility**

<b>Mobility</b>			
<b>FACILITY</b>	<b>DEPARTMENT</b>	<b>ESTIMATED IMPACT</b>	<b>STATUS</b>
Transportation	Planning & Zoning	879 PM Peak Hour Trips	Compliance Confirmed by Traffic Engineering Consultant

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 approved 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.***

**Special Exception**

***A. Consistency with the Comprehensive Plan:***

Similar to the review provided above for the proposed site and development plan, the following Strategies are identified regarding the requested special exception:

LU 1.2.9.c.4 indicates Non-Residential uses are limited to Commercial and Institutional-Professional. The subject project proposes Institutional-Professional uses of hospital and other health care related facilities.

LU 1.2.9.c.6 indicates the min/max amounts of non-residential development. The projects addition to the existing development will not be out of compliance with these requirements.

LU 1.2.9.c.7 provides maximum Floor Area Ratio (FAR) for non-residential development in the Laurel Road Neighborhood. The proposed project is in compliance with these requirements.

LU 1.2.9.c.8 provides for a "campus-style" design which the project is consistent with.

***B. Compliance with the Land Development Code***

The applicant has submitted a concurrent special exception petition to allow for hospital and related healthcare facilities per Code Section 86-133(e)(2). The subject petition has been processed consistent with the procedural requirements contained in Section 86-43 of the LDC. In addition, the petition has been reviewed by the TRC and no issues regarding compliance with the LDC were identified.

In accordance with Section 86-43(e), before any special exception shall be approved, the Planning Commission shall make a written finding that the granting of the special exception will not adversely affect the public interest and certify that the specific requirements governing the individual special exception, if any, have been met by the petitioner and that, further, satisfactory provision and arrangement has been made concerning the following matters, where applicable.

- (1) Compliance with all applicable elements of the comprehensive plan.

**Applicant's Response:** The Proposed Special Exception Application to allow a hospital campus and healthcare related facilities within the subject Planned Commercial Development (PCD) is consistent with the City of Venice's Comprehensive Plan (CP). The subject site is designated Corridor (MUC) on the City's Future Land Use Map (FLUM) and is located within the Laurel Road Corridor Neighborhood and Planning Area as defined by Strategies LU 1.1.1 and LU 1.1.2 of the CP. Strategy LU 1.2.9.c. of the City's CP specifically regulates the future development of lands designated MUC on the City's FLUM. According to Strategy LU 1.2.9.c., commercial and institutional-professional non-residential uses are permitted within the MUC designation. Additionally, the proposed Special Exception Application 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.

**Staff Comment:** *It has been indicated above in staff's analysis that the requested special exception is not in conflict with and creates no inconsistencies with the Comprehensive Plan.*

- (2) Ingress and egress to property and proposed structures thereon with particular reference to automotive and pedestrian safety and convenience, traffic flow and control, and access in case of fire or catastrophe.

**Applicant's Response:** Proposed Ingress and egress to the subject site is consistent with the internal standards for PCD districts as defined by Section 86-133(h)(1) of the City's Land Development Code (LDC). The main entrance to the hospital is proposed on Pinebrook Road, near the southern project boundary. Additional limited, right in/right out, access is proposed on Pinebrook Road as well as Laurel Road. Within the site, pedestrian safety and convenience is accommodated by interconnected sidewalks that connect adjacent public rights-of-way and off-street parking areas to the main hospital and healthcare related buildings. Circulation for emergency vehicles will be provided through interconnected drive aisles that connect adjacent roadways to parking areas and buildings. A helipad is proposed for use by the hospital. This alternative mode of transport may serve the hospital well in the event of a catastrophe.

**Staff Comment:** *Access improvements are indicated in the "Mobility" section of this report. These improvements have been identified in the submitted traffic study and will be installed by the developer.*

- (3) Off-street parking and loading areas, where required, with particular attention to the items listed in subsection (e)(2) of this section and the economic, noise, glare or odor effects of the special exception on adjoining properties and properties generally in the district.

**Applicant's Response:** In accordance with Section 122-434(2)(d) of the City of Venice's LDC, the proposed Special Exception Application will provide at least 535 off-street parking spaces to support the proposed hospital and its 90 acute care beds and approximately 60,000 gross square feet of healthcare related facilities that are proposed in the first subphase of development. Required off-street parking spaces and loading areas for future phases will be provided in accordance with the City's Land Development Regulations. Care and attention were given to the orientation of buildings and facilities on the site, to minimize potential offsite impacts, such as noise or glare from mechanical buildings or the proposed helipad. The site design also utilizes the existing 170-foot



Florida Power & Light Easement corridor as a significant buffer from adjacent uses to minimize potential impacts, such as noise or glare, to adjacent properties.

**Staff Comment:** *Multiple connected walkways and clear signage are provided throughout the campus to provide safe and clear access to the facility. Loading and refuse areas have been sited in the rear of the hospital adjacent to I-75.*

(4) Refuse and service areas, with particular reference to the items listed in subsections (e)(2) and (e)(3) of this section.

**Applicant's Response:** Refuse and service areas for the proposed Special Exception Application are proposed in the rear of the hospital building, closest to Interstate 75, away from pedestrian facilities. Refuse and service areas for healthcare related facilities will be provided near the rear or sides of buildings and will be screened and integrated into the site to avoid noise, glare, or odor effects to adjoining and nearby properties.

(5) Utilities, with reference to location, availability and compatibility.

**Applicant's Response:** The proposed hospital and healthcare related facilities will connect to public utilities. Currently, City water services extend to the subject site from the south via Pinebrook Road and from the north via Laurel Road. The proposed project will connect to existing City of Venice potable water. There is no wastewater infrastructure in the vicinity of the subject site. On an interim basis, the hospital proposes to connect to the County wastewater system until City utilities exist.

**Staff Comment:** Through the Developers Agreement, sanitary sewer service will temporarily be provided by the County.

(6) Screening and buffering, with reference to type, dimensions and character.

**Applicant's Response:** In accordance with Section 86-461 of the City of Venice's LDC, adequate screening and buffering will be provided around the entire perimeter of the project area to mitigate compatibility concerns between neighboring uses. Landscape buffers will be provided consistent with the Binding Master Plan and Rezone Application.

**Staff Comment:** *The applicant has provided landscaping consistent with the PCD binding master plan.*

(7) Signs, if any, and proposed exterior lighting with reference to glare, traffic safety, economic effects, and compatibility and harmony with properties in the district.

**Applicant's Response:** All signs proposed on the attached Site and Development Plans will be in accordance with the Zoning Application Report, specifically the Sign Narrative, and the Binding Master Plan. All proposed signs will be designed to be architecturally consistent with the site's buildings and constructed in a professional manner that exhibits a high level of craftsmanship. Additionally, no signage will be erected in a manner that impedes visibility for vehicles or pedestrians on or off the premises.

**Staff Comment:** *The applicant is providing signage and lighting typical for a hospital campus. The applicant is consistent with a detailed signage plan provided in the PCD.*

(8) Required yards and other open space.

**Applicant's Response:** Section 86-133(h)(3) of the City of Venice LDC requires PCDs to provide no less than twenty percent of landscaped open space. This open space may include, but will not be limited to lakes, wetlands, wetland buffers, landscape buffers, parking lot landscaping, and foundation landscaping. Open space will be maintained in a manner appropriate to the park-like character of the PCD district.

**Staff Comment:** *Large setbacks are provided along with the minimum 20% open space required by the PCD.*

(9) General compatibility with adjacent properties and other property in the district.

**Applicant's Response:** The proposed Special Exception Application to allow for a hospital and other healthcare related facilities, within the subject PCD district is compatible with adjacent properties and surrounding districts. The proposed use will be adequately buffered and setback to ensure compatibility with adjacent properties. 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.

**Staff Comment:** *Compatibility is discussed in Section V. this report.*

(10) Any special requirements set out in the schedule of district regulations of this chapter for the particular use involved.

**Applicant's Response:** There are no special requirements set out in the schedule of district regulations for the particular use involved other than the Special Exception Application Process.

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

**Consistency with the Comprehensive Plan:** *The requested special exception is not in conflict with and creates no inconsistencies with the Comprehensive Plan.*

**Required Planning Commission Findings for Special Exception Approval:** *The staff analysis and report has been prepared to provide the Planning Commission with competent and substantial evidence to support its decision as to whether the subject petition is:*

- *In harmony with the general intent and purpose of the LDC; and*
- *Will not adversely affect the public interest; and*
- *Satisfactory provision and arrangement have been made concerning the matters listed in Section 86-43(e).*

## **VI. CONCLUSION**

### **Planning Commission Action**

#### **Site and Development Plan**

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 Site and Development Plan Amendment Petition No. 18-16SP.

#### **Special Exception**

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 Special Exception Petition No. 18-08SE.

**Stipulation:** The Site and Development Plan and Special Exception will become effective upon approval of Zoning Map Amendment Petition No. 18-09RZ by City Council.

#### **EXPIRATION DATE EXTENSION REQUEST:**

Pursuant to Sec. 86-49.(i), of the Land Development Code, Site & Development Plan No. 18-16SP will be voided two years after approval unless a building permit has been issued. Due to the magnitude of this development, it is not feasible for a building permit to be issued for all improvements within the two-year time frame. Accordingly, the applicant requests that the expiration period for the site & development plan be extended to June 1, 2022.

Pursuant to Sec. 86-43(f)(2), of the Land Development Code, Special Exception Petition No. 18-08SE shall expire 12 months from the date of grant unless, upon request, an extension of time is granted by the Planning Commission, to a date certain if by that date the use for which the special exception was granted has not been commenced. Accordingly, the applicant requests that the expiration period for the special exception be extended to June 1, 2022.