

ORDINANCE No. 2026-10

AN ORDINANCE OF THE MAYOR AND THE CITY COUNCIL OF THE CITY OF DORAL, FLORIDA, AMENDING CHAPTER 68 “LAND USES AND ZONING DISTRICTS”, ARTICLE V “MIXED USE DISTRICTS” OF THE CITY OF DORAL LAND DEVELOPMENT CODE BY CREATING DIVISION 6, “MALL MIXED USE DISTRICT (MMU)” ZONING DISTRICT; ESTABLISHING PURPOSE AND INTENT, APPLICABILITY, PERMITTED AND PROHIBITED USES, DEVELOPMENT STANDARDS, DESIGN CRITERIA, AND DEVELOPMENT REVIEW PROCEDURES FOR REGIONAL SHOPPING MALL PROPERTIES FIFTEEN (15) ACRES OR GREATER; PROVIDING FOR THE INTEGRATION OF RESIDENTIAL USES WITHIN QUALIFYING DEVELOPMENTS; PROVIDING FOR INCORPORATION INTO THE LAND DEVELOPMENT CODE; PROVIDING FOR SEVERABILITY; PROVIDING FOR CONFLICTS; AND PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, the City of Doral (“City”) adopted the Land Development Code (“LDC”) to establish regulations governing land use, development, redevelopment, and zoning within the City; and

WHEREAS, the Mayor and City Council recognize changing economic conditions and evolving retail patterns affecting regional shopping centers and large-format commercial developments; and

WHEREAS, the Mayor and City Council find that certain commercial shopping center properties present opportunities for adaptive reuse, redevelopment, and integration of mixed-use development patterns intended to support long-term economic resilience, housing opportunities, and efficient land utilization; and

WHEREAS, the newly proposed Mall Mixed Use District (MMU) is intended to establish a zoning framework applicable to qualifying regional shopping mall properties consisting of fifteen (15) acres or greater and facilitate integration of residential, commercial, entertainment, employment, hospitality, and complementary uses; and

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WHEREAS, the Mayor and City Council find that the proposed amendments promote redevelopment opportunities while preserving compatibility with surrounding development and furthering the public health, safety, and welfare; and

WHEREAS, on June 10, 2026, the Mayor and City Council, sitting as the Local Planning Agency, conducted a duly noticed public hearing and reviewed the Staff Report, application materials, and public testimony regarding the proposed amendment; and

WHEREAS, the City Council further finds that said amendments are consistent with the City of Doral Comprehensive Plan and support the goals of managed growth, compatibility, and sustainability.

NOW, THEREFORE, BE IT ORDAINED BY THE MAYOR AND THE CITY COUNCIL OF THE CITY OF DORAL, FLORIDA AS FOLLOWS:

Section 1. Recitals. The foregoing “WHEREAS” clauses are hereby ratified and confirmed as being true and correct and are hereby made a part of this Ordinance upon adoption hereof.

Section 2. Amendment to Chapter 68 of the City Code. That Article V of Chapter 68 of the City of Doral Land Development Code is hereby amended to create Division 6, “Mall Mixed Use District (MMU),” to read as follows:

Chapter 68 - LAND USES AND ZONING DISTRICTS

ARTICLE V. MIXED USE DISTRICTS

DIVISION 6. MALL MIXED USE (MMU) ZONING DISTRICT

Sec. 68-766 – Intent and purpose.

The intent of the Mall Mixed Use (MMU) zoning district is to provide development flexibility to “regional shopping malls”, enabling the revitalization of these large-scale retail and commercial centers into an active, mixed-use and pedestrian friendly destination. A
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“regional shopping mall” is defined as a unified shopping center consisting at least 15 gross acres and containing a minimum gross leasable area of 300,000 square feet. Such “regional shopping malls” shall include a combination of retail and service establishments all connected by an internal pedestrian circulation system.

The primary purpose of the MMU district is to promote proportional redevelopment of established “regional shopping malls” into a mixed-use retail, entertainment, and residential district, that supports the economic revitalization and long-term success of these critical commercial centers. The standards set forth herein are intended to:

1. Promote development that is consistent with the goals, objectives, and policies of the City of Doral’s Comprehensive Plan to facilitate new investment and create a vibrant, economically diverse, well-connected, and sustainable district;
2. Encourage the redevelopment and reuse of existing underutilized buildings and parking areas;
3. Promote more efficient land use and development patterns by supporting development of residential uses that complement and enhance commercial activity, foster vibrant neighborhoods, and increase the local tax base;
4. Guide the physical character of development by providing context-based building and site development standards that reflect compatible scale, sustainable design characteristics, and development patterns that promote pedestrianism, improved access to the regional mobility network, and a high quality of life for the residents;
5. Provide for a range of cohesive and well-planned retail, commercial, and residential opportunities using the advantages of access to major state and local roadways and publicly available transportation;
6. Increase transit use and expand other mobility options by creating an environment that makes using all modes of transportation comfortable, convenient, and safe through enhanced streetscapes, amenities, and pedestrian oriented buildings; and
7. Increase convenient access to important services, goods, and employment by mixing commercial and residential uses and creating an environment where residents can walk or bike to retail, dining, and entertainment destinations.

Sec. 68-767. - Permitted and prohibited uses.

The following uses are permitted in the MMU, and all other uses are conditional or prohibited:

- (1) Multi-Family Residential.
- (2) Retail, eatery, entertainment, professional offices and medical offices that are listed as permitted uses (P) in the Neighborhood Commercial (NC) and Corridor Commercial (CC) columns of the Use Compatibility Table in Section 53-128 {Chapter 53, Article II, Division 5} of the City of Doral zoning code are permitted use in the MMU zoning district;
- (3) All uses not listed as permitted uses (P) in the Neighborhood Commercial (NC) and Corridor Commercial (CC) columns of the Use Compatibility Table in Section 53-128 are prohibited.

Sec. 68-768. - Density, floor area ratio, open space and height.

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- (1) Residential uses are permitted in this category on sites that are integrated with unobstructed pedestrian connections to existing shopping malls. The base residential density allowed in the MMU category is limited to no more than 25 dwelling units per gross acre and a maximum building height of six (6) stories. Additional residential density up to 35 dwelling units per gross acre may be granted by the City Council for projects that either: 1) exhibit creative excellence by exceeding the minimum standards contained in Section 86-83 of the City's Code as determined by resolution of the City Council, or 2) by providing green-roof structured parking no less than 50-percent of the residential use parking requirement.
- (2) Floor area ratio (FAR). FAR shall be limited to 0.5 for the first floor and 0.25 for each additional floor, exclusive of structured parking.
- (3) Open space. Open space must comprise a minimum of 20 percent of the project site, and a minimum of 35-percent of the residential portion of the MMU that includes the sum of areas for: building footprints, residential vehicular access, and residential parking.
- (4) Height. Maximum building height shall not exceed six (6) stories, and 75 feet to the top of the roof.
- (5) Setbacks. The minimum distance between on-site structures shall be in compliance with the standards of the Miami-Dade County Fire Department. Minimum building setbacks shall be fifteen (15) feet.

Sec. 68-770. Standards.

All developments in the MMU zoning district shall be developed adhering to the following standards:

- (1) Location and minimum site area. In order for a parcel to be rezoned to MMU, it must be designated in the mall mixed use land use category. The minimum site area is fifteen acres of contiguous land.
- (2) Use composition. A horizontal or vertical mix of residential and commercial uses is required for every MMU site. However, standalone residential buildings shall be permitted within the MMU zoning district where the project's design provides for continuous, safe and convenient pedestrian access to the shared "regional shopping mall" areas, through internal sidewalks, paseos, or other pedestrian circulation features.
- (3) Off-street parking. Parking for MMU projects shall comply with chapter 77, article IV, division 2, of the City Code, except as otherwise provided herein:

Each parking space shall be a minimum of eight and a half feet by eighteen feet (8.5' by 18'), except that where parking spaces for the disabled are to be provided, they shall be a minimum of eighteen (18) feet long and the width and quality shall be in accordance with the Florida Building Code. An exception to the minimum parking space length may be permitted where a parking space abuts an open and unobstructed area. In such cases, a vehicle may overhang into the adjoining area by up to two (2) feet, provided that the overhang does not encroach into any pedestrian walkway, required accessible route, drive aisle, or other required clearance area. This exception shall not apply to required disabled parking spaces.

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Such disabled parking spaces shall also be compliant with the Americans with Disabilities Act (ADA), where applicable.

- a. Off-street parking for residential uses shall be provided at a minimum one and a half (1.5) parking spaces per dwelling unit.
 - b. Off-street parking for residential uses shall be located in direct proximity to the residential structures.
 - c. Off-street parking for residential uses shall be located such that there is direct access to a public or private roadway system without circulating through parking aisles for commercial parking
- (4) Coordination with city police department. The applicant must coordinate with the city police department and implement crime prevention and enhanced safety features within the project. The site plan must demonstrate compliance with the Crime Prevention Through Environmental Design (CPTED) principles of natural surveillance, access control, territorial reinforcement and space management.
- (5) Compliance with the Public Arts Program. Notwithstanding Section 75-106(f), where practical difficulties prevent display of the artwork in a “public place” as defined in Section 75-101(s), demonstration that the proposed location will otherwise be easily accessible or clearly visible to the general public for a period of ten hours per day seven days per week with the option of excluding national holiday.
- (6) Landscaping and buffering. The landscaping shall meet all requirements of Chapter 71, Landscaping and buffers, of the Land Development Code. A landscape buffer strip at least ten feet in width is required along the frontage with all public streets. This buffer shall contain landscaping only; parking spaces, signage, above ground utilities and other structures are not allowed.
- (7) Connectivity and walkability.
- a. Every residential unit or permitted use shall have direct access to a public street via private road, common easement or other area dedicated or reserved for public use.
 - b. To provide for interconnectivity between developments, the MMU development must provide logical connections to surrounding properties. If the surrounding properties are vacant, then the project shall contain viable road and/or pedestrian stub-outs to neighboring residential and/or commercial properties in anticipation of future development.
 - c. Each MMU site plan for a property that abuts a public right-of-way must incorporate the applicable connectivity and walkability standards contained in the "FDOT Context Classification Guide", dated July 2020, as amended.
 - d. To provide for interconnectivity within the MMU District and to adjacent properties that are proposed as part of a functionally integrated mall mixed-use development, the development shall provide logical connections among residential, hotel, entertainment, retail and other commercial uses.
 - e. Pedestrian conflict points are to be minimized, with safe crossings that prioritize pedestrians. Driveways that separate the existing mall entrances from the residential use sites are to be minimized.

- f. Pedestrian crossings between the mall entrances and each residential grouping of buildings are to be provided and designed as enhanced intersections that demonstrate operation that ensures pedestrian priority.
 - g. Parking areas that separate existing mall entrances from the residential use sites are to be minimized in number and distance between the mall and residential area with the pedestrian paseos that are designed as enhanced walkways with landscape buffers, benches, and shade trees between the clear pedestrian path and the parking area.
 - h. Clear pedestrian paths crossing parking or drive aisles are to have minimum clear cross-sectional width of 12 feet.
- (8) Common space requirements. The minimum open space area required for MMU development is established in Section 68-769 of this division. No area shall be accepted as common open space unless it satisfies the following standards:
- a. Common open space shall consist of a percentage of pervious landscaped area, provided in 68-768, and be usable by all residents of the planned development.
 - b. Common open space shall be suitable for its intended use. Such use may include aesthetic, amenity, buffering or recreational purposes, or the preservation of natural resources, natural features or listed species habitats.
 - c. Common open space set aside for preservation shall remain undisturbed and be protected by conservation easements.
 - d. The location, shape, size and character of common open space shall be depicted on the site plan.
 - e. Common open space shall not be used for the construction of any structures other than recreational facilities.
 - f. Common open space shall contain a private park equal in size to 25 percent of the City's parks level-of-service standard as applied to the MMU project, developed with passive and active recreation facilities. Indoor recreation gymnasiums containing exercise equipment and ancillary workout rooms can be counted toward meeting up to 50 percent of this requirement. If counted towards the City parks level-of-service requirement, such indoor facilities shall be located in direct proximity to the residential structures, and shall be for the exclusive use of residents as a residential amenity. This requirement applies only to the residential portions of MMU projects.
- (9) Council input. The City Council shall reserve the right to make a final determination to approve and to modify the urban design guidelines, dimensional requirements, landscaping, landscape buffers, signage and any other site feature applicable at the time of the MMU rezoning. For single-phase projects, the site plan shall be presented during a zoning workshop as part of the rezoning application for the MMU rezoning, pursuant to section 53-184. For projects containing multi-phases, a conceptual site plan showing all phases of development, together with a site plan for the initial phase, shall be required.

Sec. 68-771. - Preapplication conference.

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Before submitting an application for rezoning to or site plan approval in the MMU district, the applicant shall meet with the planning and zoning department to determine the feasibility for the proposed plan, including its conformance with the city's adopted comprehensive plan and connectivity to commercial areas within the shopping center.

Sec. 68-772. - Application submittal requirements.

Upon application for rezoning to the Mall Mixed Use district, the applicant shall provide the following information, as applicable:

- (1) Recent aerial photographs with project boundaries clearly marked.
- (2) Recent boundary survey with north arrow and scale.
- (3) Full legal description of the property with attached copies of any instruments referred to such as deeds, plats, covenants or restrictions.
- (4) Names and addresses of all property owners within 500 feet of the proposed project boundaries.
- (5) Map indicating the location and dimensions of the following existing features on the property:
 - a. Vegetation;
 - b. Land uses;
 - c. Buildings;
 - d. Structures;
 - e. Utilities;
 - f. Drainageways;
 - g. Easements;
 - h. Public street rights-of-way;
 - i. Railways;
 - j. Transit facilities;
 - k. Property lines and recorded plats; and
 - l. Docks, bulkheads and other water-related structures.
- (6) Statement as to how the proposed project conforms to the city's adopted comprehensive plan.
- (7) Scaled and fully dimensioned set of plans ("site plan") containing the following sheets and information (as applicable):
 - a. Property boundary, building locations, parking, driveways, internal roads, drive aisles, landscaped open space, utilities, internal lot lines and size of lots, building setbacks, on-site retention areas, pedestrian walkway system, recreational areas, garbage dumpsters, sidewalks, water features, loading areas, public art location(s) (if feasible at time of submittal), community benefit areas and features, perimeter roads with full right-of-way cross-sections, proposed road improvements, right-of-way dedications proposed, typical size of parking spaces, and area map showing project location.
 - b. Zoning legend with proposed zoning district, gross/net site area, number of dwelling units, gross and net density, amount of retail/commercial square footage, building height in stories and feet, floor area ratio, interior size of dwelling units in square feet, number of bedrooms, lot coverage, setbacks, open space in percent of lot and square feet, and parking calculations. Where

- applicable, show both the required and provided value for the zoning parameters above.
- c. Landscape plan showing location, species, size at installation, quantity, landscaped area in green shading, landscape buffer areas, buffer yard calculations, and planting/maintenance instructions for all landscaping. Landscaping shall meet or exceed the standards set forth in chapter 71 of the City's Code. Irrigation plans shall not be required until time of building permit review.
 - d. Floor plans.
 - e. Exterior photometric plan.
 - f. Color elevations of all buildings visible from public streets.
 - g. Signage plan for all stand-alone and building signs showing location, sign face area, height, width, setback from nearest property line and any proposed lighting.
 - h. Phasing plan with commencement and completion dates for each phase, and final build out date of entire project.
 - i. Plan sheet showing with notes and arrows how the project complies with the city's low impact development requirements.
 - j. Plan sheet(s) showing with notes and arrows how the project complies with chapter 86, Urban design and architectural standards. This sheet(s) must be specifically approved by the city's planning and zoning department.
 - k. Plan sheet(s) showing with box notes and arrows how the project complies with the CPTED principles of natural surveillance, access control, territorial reinforcement and space management.
 - l. Plan sheet(s) showing with box notes and arrows how the project complies with the applicable connectivity and walkability standards contained in the "FDOT Context Classification Guide", dated July 2020, as amended.
 - m. Plan sheet showing the traffic circulation system, including off-street parking areas and facilities; internal private drive circulation; loading areas; and points of access to adjacent public rights-of-way.
 - n. Plan sheet showing the circulation system, including its interrelationship and proposed treatment of points of conflict with surrounding mall circulation plan.
- (8) Letter of landscape compliance sealed by a Florida-registered landscape architect certifying that the landscape plan is in compliance with chapter 71 of the City Code.
- (9) Statement describing how the project intends to comply with the city's public arts program (Chapter 75).
- (10) Traffic impact analysis.
- (11) Any other information deemed pertinent by the Planning and Zoning Director if requested within five (5) business days, in writing, immediately following the Preapplication Meeting. The Planning and Zoning Director may waive any of the site plan submittal items or portions of items upon a showing of good cause.

Sec. 68-773. Development review committee.

All applications shall be reviewed by the development review committee (DRC), and members' comments shall be delivered and discussed at a regularly scheduled meeting.

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Formal comments of the development review committee (DRC) shall be transmitted in writing to the applicant no later than three (3) working days after the meeting.

Sec. 68-774. Resubmittal of the revised site plan.

Resubmittal of the site plan reflecting revisions required by the DRC shall be made within three (3) weeks of the most recent issuance of the DRC comments for expedited processing. The revised site plan shall be reviewed by the appropriate DRC members. Expedited processing of the DRC shall mean that DRC comments shall be issued within twenty-one (21) calendar days from applicant's resubmittal date.

Sec. 68-775 – Master development agreement.

Upon application for rezoning to the Mall Mixed Use district, the applicant shall provide a master development agreement (MDA).

The agreement shall contain and address the following information, when applicable:

1. Project location, legal description and description summarizing the information contained in section 68-582(8)(a) of this division.
2. Zoning specifications contained in section 68-772(7)(b) of this division.
3. Description and specifications for any roadway and transit improvements to be built by the developer and building permit issuance deadline when each one will be completed.
4. Project phasing with commencement and completion dates for each phase, and final buildout date for entire project. Include statement that any variation from a phasing plan date that exceeds sixteen (16) months will require administrative approval by the Planning and Zoning Director.
5. Technical statement showing how the City's public facility level-of-service standards are being met and/or exceeded by the project.
6. Statement of the manner in which all city and county concurrency requirements are met.
7. Reduced copy of a conceptual site plan (for multi-phase projects) and/or a site plan approved by City Council.
8. Final page of agreement stating the owner(s) is in agreement with all specifications and requirements contained in the MDA. The owner(s) signature(s) must be notarized.
9. Any other information deemed pertinent by the Planning and Zoning Director or City Council.

Sec. 68-776 – Maintenance of Common Areas.

The Applicant shall provide assurances for the ongoing maintenance of all common areas within the residential portions of the MMU project through the Master Development Agreement or a similar city-approved instrument.

Sec. 68-777 – Progress reports and failure to begin MMU development.

1. The applicant and all successors or assign in interest shall submit yearly progress reports to the Planning and Zoning Director.

2. Except as otherwise provided in the Master Development Agreement, a building permit application for the MMU development (or for the initial phase thereof) shall be submitted within 12 months of the date the City Council approves the MMU rezoning. If the Applicant cannot meet this deadline, the Applicant must submit a request for a time extension to the Planning and Zoning Director. If the director does not find adequate justification for a time extension, the City Manager shall bring the matter before city council for either a time extension of the MMU or termination of the MMU zoning. However, if the applicant does not apply for an extension of time within the 12-month period, the City Manager shall bring the matter before City Council, which may, after public hearing, declare that the approved site plan and Master Development Agreement (MDA) are of no force and effect.

Sec. 68-778 – Resubmittal of the revised site plan and master development agreement.

Resubmittal of the master development agreement and conceptual site plan or a site plan that is the subject of a site plan approval application, shall address reflecting revisions required by Development Review Committee (DRC) comments and shall be made within two weeks of the date the applicant receives the complete set of DRC comments for expedited processing. The revised master development agreement shall be reviewed by the appropriate DRC members.

Sec. 68-779 – Approval from other jurisdictions.

Prior to the application being scheduled for the City Council, the applicant must submit the site plan and master development agreement and obtain approval from the Miami-Dade County Department of Environmental Resources Management (DERM), county fire rescue, county school board, county public works department, city police department, county transit authority and any other relevant agency as determined by the Planning and Zoning Director.

Sec. 68-780 – City Council review.

1. Upon receiving the recommendation of the Planning and Zoning Director, and following a zoning workshop pursuant to section 53-184, the City Council shall, at a regularly scheduled public meeting, review said recommendation and either approve, approve subject to conditions, or disapprove the application.
2. In the event the rezoning is approved by the City Council, the approved master development agreement and conceptual site plan and/or site plan shall be certified by the City Clerk and said certified copy shall be filed as a permanent record.

Sec. 68-781 – Conformance to approved site plan and master development agreement.

1. No permits shall be issued, and no development shall commence unless they are in conformance with approved site plan and master development agreement unless a change or deviation is approved.
2. The planning and zoning director may approve minor changes and deviations from the approved site plan which are in compliance with the provisions and intent of

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this Land Development Code, specifically Article XII, and which do not depart from the principal concept of the approved site plan.

Sec. 68-780 Execution of master development agreement.

The second reading of the ordinance for rezoning of any land to the mall mixed use district shall not take place until the developer has provided an executed copy of the master development agreement to the city clerk. The document shall be a fully corrected copy which addresses all issues discussed prior to the scheduled second reading. If there are no additional requirements, corrections or conditions attached by the City Council at the second reading, the executed document shall be signed by the City Clerk and Mayor and forwarded to the County Clerk for recording. If there are additional requirements, corrections or conditions attached by the City Council at the second reading, the applicant shall revise the agreement and site plan and return the documents to the City Clerk within 30 days of receiving the resolution by the City Clerk for execution and recording. The requirement to return the document within 30 days shall be specified by the City Council as a condition for approval of the rezoning, with 30-day extensions administratively granted by the Planning and Zoning Director if good faith efforts are shown by the applicant.

Section 3. Severability. That if any section, subsection, sentence, clause, phrase, work or amount of this Ordinance shall be declared unconstitutional or invalid by competent authority, then the remainder of the Ordinance shall not be affected thereby and shall remain in full force and effect.

Section 4. Conflicts. All ordinances or parts of ordinances inconsistent or in conflict with the provisions of this Ordinance are hereby repealed.

Section 5. Effective Date. This Ordinance shall be effective as provided by law.

The foregoing Ordinance was offered by _____, who moved its adoption. The motion was seconded by _____ upon being put to a vote, the vote was as follows:

| | |
|-----------------------------|-------|
| Mayor Christi Fraga | _____ |
| Vice Mayor Digna Cabral | _____ |
| Councilman Rafael Pineyro | _____ |
| Councilwoman Maureen Porras | _____ |
| Councilwoman Nicole Reinoso | _____ |

PASSED AND ADOPTED on FIRST READING this 10 day of June, 2026.

PASSED AND ADOPTED on SECOND READING this ____ day of _____, 2026.

CHRISTI FRAGA, MAYOR

ATTEST:

CONNIE DIAZ, MMC
CITY CLERK

APPROVED AS TO FORM AND LEGAL SUFFICIENCY
FOR THE USE AND RELIANCE OF THE CITY OF DORAL ONLY:

LORENZO COBIELLA
GASTESI, LOPEZ, MESTRE & COBIELLA, PLLC
CITY ATTORNEY

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