



CITY OF DORAL COUNCIL MEETING MEMORANDUM

ITEM TITLE:

AN ORDINANCE OF THE MAYOR AND CITY COUNCIL OF THE CITY OF DORAL, FLORIDA, AMENDING THE CITY OF DORAL COMPREHENSIVE PLAN FUTURE LAND USE ELEMENT BY CREATING THE “MALL MIXED USE (MMU)” FUTURE LAND USE DESIGNATION; ESTABLISHING PURPOSE AND INTENT, APPLICABILITY, AND DEVELOPMENT PARAMETERS FOR REGIONAL SHOPPING MALL PROPERTIES FIFTEEN (15) ACRES OR GREATER CURRENTLY DESIGNATED ON THE FUTURE LAND USE PLAN MAP AS “BUSINESS” (“B”), AND PROVIDING FOR RESIDENTIAL DEVELOPMENT OPPORTUNITIES WITHIN QUALIFYING DEVELOPMENTS ; AUTHORIZING THE TRANSMITTAL OF THE TEXT AMENDMENT ADOPTION PACKAGE TO THE STATE LAND PLANNING AGENCY AND OTHER REQUIRED GOVERNMENTAL REVIEWING AGENCIES PURSUANT TO THE PROVISIONS OF SECTION 163.3184, FLORIDA STATUTES; PROVIDING FOR CONFLICTS; PROVIDING FOR SEVERABILITY; PROVIDING FOR AUTHORIZATION AND ADOPTION; AND PROVIDING FOR AN EFFECTIVE DATE

DEPARTMENT RECOMMENDATION:

Approval

BRIEF HISTORY:

Greystar Development East, LLC (the “Applicant”) is requesting a Comprehensive Plan text amendment (the “Application”) to the City of Doral’s (the “City”) Comprehensive Plan Future Land Use Element to create the “Mall Mixed Use” (MMU) Future Land Use designation. The Application seeks approval to establish the purpose and intent, applicability criteria, and development parameters for qualifying regional shopping mall properties consisting of fifteen (15) acres or greater with a current future land use designation of “Business (B)”, and to provide for residential development opportunities within eligible properties identified on the City’s Future Land Use Plan Map.

LEGISLATIVE ACTION: (IF APPLICABLE)

Date:	Resolution/Ordinance No.	Comments
6/10/2026	Ordinance No. 2026-09	
6/10/2026	Resolution No. 26- XXX	LPA

FINANCIAL INFORMATION: (IF APPLICABLE)

No.	Amount	Account No.	Source of Funds
Total:	\$0		

Fiscal Impact Statement: The proposed item has a fiscal impact on revenues and/or expenditures of \$_____

STRATEGIC PLAN ALIGNMENT:

The proposed Comprehensive Plan amendment supports the City's Strategic Plan by promoting sustainable growth, economic resilience, and redevelopment opportunities within existing commercial areas. The creation of the Mall Mixed Use (MMU) Future Land Use designation encourages adaptive reuse, efficient land use patterns, and reinvestment in qualifying regional shopping mall properties while supporting long-term community development objectives.

ATTACHMENT(S):

A. Ordinance



Memorandum

Date: August 12, 2026

To: Honorable Mayor and Councilmembers

Via: Zeida Sardinas
City Manager

From: Alexander J. Magrisso, Esq.
Interim Planning and Zoning Director

Subject: **Ordinance Amending the City of Doral Comprehensive Plan Future Land Use Element to Establish the “Mall Mixed Use (MMU)” Future Land Use Designation**

Introduction

Greystar Development East, LLC (the “Applicant”) is requesting a Comprehensive Plan text amendment (the “Application”) to the City of Doral’s (the “City”) Comprehensive Plan Future Land Use Element to create the “Mall Mixed Use” (MMU) Future Land Use designation. The Application seeks approval to establish the purpose and intent, applicability criteria, and development parameters for qualifying regional shopping mall properties consisting of fifteen (15) acres or greater, and to provide for residential development opportunities within eligible properties identified as having an existing Business (B) future land use designation on the City’s Future Land Use Plan Map. A copy of the letter of intent and application is provided in “Exhibit A.”

If approved, the proposed text amendment would permit residential uses to be incorporated within qualifying regional shopping mall developments under the MMU designation, including a portion of Miami International Mall (the “Mall” or “Miami International Mall”), subject to applicable development standards and future regulatory approvals. The proposed amendment would apply to qualifying regional shopping mall properties meeting the established criteria within the City.

Public Advertisement

The public notice was advertised (legal advertisement) in Miami-Dade County's designated publicly accessible website at least 14 calendar days prior to the proceeding (Council Meeting). A copy of the legal advertisement is provided in "Attachment A."

Background

Regional shopping malls and large-format commercial centers have experienced significant changes in market demand due to evolving retail trends, growth in e-commerce activity, and changing consumer preferences. These shifts have resulted in increased interest nationwide in repurposing or redeveloping underutilized commercial properties into mixed-use environments incorporating residential, commercial, employment, entertainment, and civic components.

The proposed amendment responds to these evolving land use conditions by establishing a Mall Mixed Use (MMU) Future Land Use designation applicable to qualifying regional shopping mall developments. The amendment provides a policy framework intended to facilitate redevelopment opportunities while promoting long-term economic vitality, efficient use of existing infrastructure, enhanced housing opportunities, and more integrated mixed-use environments.

The proposed amendment is limited in applicability to qualifying regional shopping mall properties, meeting the criteria in the proposed text, identified as having an existing Business (B) future land use designation on the Future Land Use Plan Map, and further establishes development parameters intended to ensure compatibility with surrounding land uses and consistency with the overall vision of the Comprehensive Plan.

As a text amendment to the Comprehensive Plan, the proposed ordinance is subject to the state review process outlined in Section 163.3184, Florida Statutes, requiring transmittal to reviewing agencies prior to final adoption.

A proposed Land Development Code amendment establishing Division 6, "Mall Mixed Use District (MMU)," within Article V "Mixed Use Districts", which would provide the corresponding zoning framework, permitted uses, and development standards for implementation of the proposed Future Land Use designation, is being considered as a companion item under Application No. LAND-2511-0032.

Together, the proposed amendments are intended to establish a coordinated Comprehensive Plan and Land Development Code framework to facilitate mixed-use redevelopment opportunities within qualifying regional shopping mall properties.

Staff Analysis

The proposed ordinance amends the Future Land Use Element of the City's Comprehensive Plan by establishing a new Mall Mixed Use (MMU) Future Land Use designation applicable to qualifying regional shopping mall properties consisting of fifteen (15) acres or greater.

Specifically, the proposed amendment:

- Creates the Mall Mixed Use (MMU) Future Land Use designation within the Future Land Use Element;

Establishes the purpose and intent of the designation to support redevelopment, adaptive reuse, and long-term viability of qualifying regional shopping mall properties;

- Defines applicability criteria and eligibility requirements for properties seeking designation under the MMU category;
- Establishes development parameters governing future development and redevelopment within qualifying properties;
- Provides opportunities for residential development as part of integrated mixed-use redevelopment projects; and
- Establishes a policy framework intended to promote compatible, sustainable, and economically resilient development patterns.

The proposed amendment recognizes evolving development trends affecting regional retail centers and seeks to provide flexibility for redevelopment while maintaining the City's ability to regulate intensity, compatibility, infrastructure adequacy, and overall development quality.

The incorporation of residential uses within qualifying mixed-use developments may contribute to:

- Enhanced land use efficiency through integrated mixed-use development patterns;
- Increased housing opportunities within strategically located commercial areas;
- Support for economic activity and revitalization of underutilized properties;
- More efficient utilization of existing infrastructure and public facilities; and
- Creation of more active, interconnected, and resilient development environments.

Staff finds that the proposed amendment establishes a planning framework intended to facilitate long-term redevelopment opportunities while maintaining consistency with the City's broader planning goals related to economic development, housing opportunities, land use compatibility, and sustainable growth management.

Comprehensive Plan Consistency Review

The proposed text amendment is consistent with the following Comprehensive Plan, Future Land Use Element Goals, Objectives, and Policies:

Goal: *Transform Doral's Future Land Use Plan into a clear and creative visionary blueprint to effectively guide the City's residents, businesses and civic leaders in the important on-going challenge of shaping Doral into THE premier place to live, work and play in Southeast Florida.*

Policy 2.1.1: *Doral's future development goal is to be a premier place to live, work and play, and to accomplish that the City is dedicated to maintaining and developing extraordinary community features and facilities associated with "#1 Great Cities" around the world including outstanding place and building design, plentiful parks, excellent schools and community education opportunities, beautiful streets, interesting cultural and*

artistic venues, smart technology, environmental conservation, efficient government services, and easily-accessible vehicular and personal mobility. All land use amendments shall contribute to the enhancement of these ‘#1 Great City’ features and facilities.

Objective 2.2: *Land Development Code. Maintain, and revise as necessary, an effective Land Development Code (LDC) that clearly implements the goals, objectives and policies of this Element, and the adopted Comprehensive Plan as a whole, and regulates development quality and impacts.*

Staff finds that the amendment advances Comprehensive Plan objectives promoting economic resilience, housing opportunities, and long-term community sustainability. Accordingly, Staff finds that the proposed amendment is consistent with the Comprehensive Plan when considered in its entirety.

Land Development Code Consistency Review

The following is a consistency review of the criteria established in Section 53-213(c) of the Land Development Code for considering text amendments to the Land Development Code.

- (1) Consistency with the comprehensive plan, or in the case of a plan amendment, consistency with the remainder of the plan and its goals, objectives, and policies.

As the proposed ordinance constitutes an amendment to the Comprehensive Plan itself, Staff reviewed the proposed amendment for consistency with the remainder of the Comprehensive Plan and finds that the amendment does not adversely affect existing goals, objectives, and policies related to orderly growth management, economic development, housing, land use compatibility, infrastructure planning, and community sustainability.

The proposed amendment supports redevelopment and adaptive reuse of existing commercial properties while encouraging integrated land use patterns intended to promote efficient use of land and infrastructure resources. Staff finds that the amendment advances Comprehensive Plan objectives promoting economic resilience, housing opportunities, and long-term community sustainability.

Accordingly, Staff finds that the proposed amendment is consistent with the Comprehensive Plan when considered in its entirety.

- (2) Consistency with applicable sections of this Land Development Code.

The proposed amendment establishes a policy framework within the Comprehensive Plan and does not directly amend development regulations contained within the Land Development Code. Future implementing amendments to the Land Development Code may be necessary to establish development standards and procedures consistent with the proposed MMU designation.

Staff finds that the proposed amendment is generally consistent with the intent of the City's existing development framework and would support future regulatory mechanisms governing redevelopment within qualifying properties.

(3) Additionally, as to rezoning amendments:

- a. Whether justified by changed or changing conditions.
- b. Whether adequate sites already exist for the proposed district uses.
- c. Whether specific requirements of this Land Development Code are adequate to ensure compatibility with adjoining properties as required by the comprehensive plan.

This review criteria do not apply to the proposed text amendment. This review criteria are only applicable to rezoning applications.

Recommendation

Staff recommends that the Mayor and City Council approve the proposed Comprehensive Plan text amendment to the Future Land Use Element to create the "Mall Mixed Use (MMU)" Future Land Use designation; establish the purpose and intent, applicability criteria, and development parameters for qualifying regional shopping mall properties consisting of fifteen (15) acres or greater; provide for residential development opportunities within qualifying regional shopping mall developments identified on the Future Land Use Plan Map.