

# City of Coral Gables

## Planning Department Staff Report

**To:** Honorable Planning and Zoning Board Members

**From:** Planning Department

**Date:** January 8, 2003

**Subject:** Application No. 09-02-077-P – Change of Land Use, Mixed-Use Site Plan Review and Parking Reduction, submitted by The Related Group of Florida, applicant, City of Coral Gables, owner, for a commercial mixed-use project to be known as “The Residences at Andalusia,” for the property commonly known as City Parking Garage No. 4 and legally described as Lots 22-43, Block 1, Crafts Section (345 Andalusia Avenue), Coral Gables, Florida, requesting the following:

Local Planning Agency (LPA) review for:

1. Change of land use from “Commercial, Mid-Rise Intensity” to “Commercial, High-Rise Intensity.”

Planning and Zoning Board review for:

2. Mixed-use site plan review for a project consisting of a ten (10) story, 97’ high building containing 8,947 square feet of first floor retail, one hundred forty (140) residential units and 571 space parking garage.
3. Parking reduction for a commercial mixed-use project of forty-four (44) spaces. The project requires 271 parking spaces and 344 replacement public parking spaces (total 613 parking spaces) and the proposal provides 571 parking spaces.

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### **Recommendation**

The Planning Department recommends the following for the applicant’s three requests for the property legally described as Lots 22-43, Block 1, Crafts Section (345 Andalusia Avenue), Coral Gables, Florida:

1. Denial of change of land use from “Commercial, Mid-Rise Intensity” to “Commercial, High-Rise Intensity”.
2. Denial of mixed-use site plan for a commercial mixed-use project consisting of 8,947 square feet of first floor retail, on hundred forty (140) residential units and 571 space parking garage.
3. Denial of request for parking reduction for a commercial mixed-use project of forty-four (44) spaces.

### **Requests**

#### *Local Planning Agency (LPA) Review*

The applicant’s request is for a change of land use from “Commercial, Mid-Rise Intensity” to “Commercial, High-Rise Intensity” for 1.26 acres (approximately 54,976 sq. ft.) parcel of land

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located on the north side of Andalusia Avenue, (300 block), between Salzedo Street and Le Jeune Road. The subject property, known and referred to as City Parking Garage No. 4, is currently used as a 344 space public parking garage. This change of land use is a pre-requisite for the mixed site plan and is dependant upon the approval of this change of land use request.

Changes in land use require review and recommendation by the Local Planning Agency (Planning and Zoning Board) and review by the City Commission at public hearings. This proposal is considered a “small scale” amendment according to the thresholds established by the Department of Community Affairs (DCA). Therefore, no state required impact analysis is necessary and no DCA review is required. The City is only required to transmit to DCA a certified copy of the adopting ordinance and location map after second reading by the City Commission.

The applicant's submittal package (binder) containing the site plan, landscaping plan, traffic study, etc. for both this change of land use request and the following site plan review applications are included as Attachment A.

*Planning and Zoning Board Review*

This project requires review and recommendation by the Planning and Zoning Board for the proposed mixed-use site plan and parking reduction which can be awarded as a mixed-use bonus. The Zoning Code provisions regulating this are as follows:

1. *Site Plan Review*

The Board reviews commercial mixed-use projects based on the following provisions:

- a. *Zoning Code Section 3-5(b) required that to be eligible as a commercial mixed-use project and bonus provisions, a property must be zoned “C”, Commercial, and located within Mixed-Use District No. 1 as defined in that section of the Code.*
- b. *Mixed-Use Zoning Code Bonuses, Section 3-5(b) requires “all applications (for mixed-use approval and bonuses) shall be reviewed in accordance with Articles 23 and 25 of the Zoning Code, and will require site plan review by the Planning and Zoning Board, with appeal to the City Commission.”*

2. *Zoning Code Mediterranean Design Bonuses and Mixed-Use Provisions*

The proposed plan relies on the provisions within the Zoning Code that allows for building setback relief and reductions in the amount of required parking. Specifically, the Mediterranean Design bonuses (Section 28-5) and Mixed-Use provisions (Section 3-5(b) 7b.). The Code's Mediterranean Design provisions allows for administrative approval for relief from the Code's setback requirements for projects approved for Mediterranean bonuses by the Board of Architects that are located within the City's Central Business District (CBD). This project has not yet been reviewed by the Board of Architects.

All applications for mixed-use bonuses require review by the Planning and Zoning Board and City Commission according to the following Code requirements:

- “Sec. 3-5. Mixed-use district regulations. (2734)*
- (a) *Mixed-uses. These regulations are intended to allow the harmonious mix of complementary uses within a single development. They are intended to promote efficiency of land use, provide convenience, decrease vehicular traffic and encourage greater housing options. Developers wishing to utilize the mixed use provisions outlined herein shall so indicate on their submitted plans.*

- (b) *Mixed-use District No. 1. Commercial Use Districts. The standards set forth herein are to encourage the mix of residential uses into commercial development. All regulations of the underlying use district shall remain in effect except as otherwise specified herein. Whenever a conflict exists between these standards are regulations in other sections of this Code, the standards set forth herein shall supersede. All applications shall be reviewed in accordance with Articles 23 and 25 of the Zoning Code, and will require site plan review by the Planning & Zoning Board, with appeal to the City Commission. (3326)*

## **Background**

### *Land Use and Zoning Designations*

The subject property currently has a “Commercial, Mid-Rise” land use designation and is zoned “CC”, Commercial. The property is located within the City’s Central Business District (CBD) and is surrounded by properties with similar commercial land use and zoning designations. The subject property is surrounded by the following existing uses and land use and zoning designations:

<u>Location</u>	<u>Existing Land Uses</u>	<u>CLUP Map Designations</u>	<u>Zoning Designations</u>
North	1 and 2 story commercial Buildings	“Commercial, High-Rise”	“CB”, Commercial
South	1 story commercial building and surface parking	“Commercial, High-Rise”	“CC”, Commercial
East	2 story commercial buildings	“Commercial, Mid-Rise”	“CC”, Commercial
West	1 story commercial building	“Commercial, Mid-Rise”	“CB”, Commercial

### *Request for Proposal Process*

On July 28, 1999, the City received ten Requests for Proposals (RFPs) from eight developers for redevelopment of selected City owned parking facilities located in the downtown area. These proposals were in response to an RFP issued by the City to encourage the construction of commercial mixed-use projects, including residential units, in the CBD.

City RFP requirements stipulated that all public parking must be replaced with no shared parking allowed to meet the public parking requirements. A Downtown Coral Gables Parking Sites Evaluation Committee was set up in October 1999 to evaluate and receive presentations from the applicants. The Evaluation Committee included the following representatives: Planning and Zoning Board, Parking Advisory Board, Property Advisory Board, Economic Development Board, Business Improvement District, Assistant City Manager, Parking Director, and Acting Planning Director.

The parameters of the RFP process included advising all applicants that if a proposal could not be developed as of right (within the existing zoning and land use regulations) the developers would be responsible to obtain the necessary City reviews and would be proceeding at their own risk. In addition, that the replacement of the existing parking was a requirement and likewise no variances or reductions in parking is permitted.

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After reviewing each proposal, the Committee recommended to the Commission in March, 2000 that five sites be developed. The Commission approved negotiations proceed for three of those sites. The three selected sites included (see attached map):

Site A (Municipal Parking Garage No. 4 – 345 Andalusia Avenue):

The Related Group of Florida proposal to develop a mixed-use project including 140 residential apartments, 12,500 square feet of retail plus required and public parking.

Site B (Municipal Parking Garage No. 1 – 245 Andalusia Avenue):

Merrick Partners, Ltd. Proposal to develop a mixed-use project including 99 residential apartments, 25,471 square feet of retail, 40,465 square feet of office space (across the street at 246 Andalusia Avenue) plus required and public parking.

Site C (Municipal Parking Garage No. 5 – 50 Andalusia Avenue) and Site D (Municipal Parking Lot No. 9 – 45 Andalusia Avenue):

Two developers were recommended by the Evaluation Committee: Marriott International, Inc. and JPI Florida. Marriott International, Inc. proposed a mixed-use project for Site D including 160 extended-stay hotel suites and 4,000 square feet of retail, and JPI Florida, for Site C and D combined, proposed a mixed-use project including 197 residential apartments and 20,722 square feet of retail plus required and public parking. While both projects received favorable support, given the importance of creating a significant base of residential in the downtown, Staff recommended JPI Florida over Marriott International, Inc.

The Committee recommended that Site C/D proceed and that Sites A and B be staggered from a construction standpoint that insures that A and B are not constructed concurrently. In addition, the development of sites A and B shall follow the development of Site C/D. It was also recommended that the development designations are contingent upon the applicants meeting the following specific conditions:

1. *Provision of dedicated public parking within the project with a number of spaces at least equal to the total previously located on the site plus one additional floor of public parking. No shared-use parking may be applied to this public parking requirement.*
2. *Public parking shall be physically segregated from private parking serving the project and shall be designed, lit, signed, priced and operated in accordance with City standards so as to be attractive to Miracle Mile shoppers.*
3. *Rates and management (including percent permitted) for the public parking shall conform to the standards set by the City.*
4. *The designated developer for each of the sites will cause to create, at their expense, a pedestrian breezeway from the public parking to Miracle Mile.*
5. *It shall be the designated developer's responsibility to obtain any necessary variances, conditional use permits, land use amendments or other relief, and to begin construction at a specified time (to be negotiated).*
6. *The City will work with the designated developers to explore the possibility of cantilevering over the public alleys to enable double-loading of upper-level parking decks; however, the City cannot ensure the realization of this option and designated developers must be prepared to proceed without this, in line with their proposals and revised parking counts.*

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*Originally Accepted Development Plan*

The original development plan for Site A (345 Andalusia Avenue) presented to the Evaluation Committee and accepted by the City Commission consisted of an eleven (11) story structure with a height of 108 feet, consisting of five stories of parking including 12,500 square feet of ground floor retail, and six stories of residential units (140 total units) above the parking garage. The parking garage contained 554 total spaces. This proposed replacing the 344 public spaces and providing an additional 210 spaces to accommodate the needs of the residents (1 1/2 spaces per unit).

The original plan was one story higher than the current proposal, and did not include one floor of below ground parking. The original proposal had approximately one-third more ground floor retail, and did not provide the required parking for that use. The original proposal was approximately 56 spaces less than required (266 spaces required + 344 replacement spaces = 610 spaces total).

The City Commission accepted to proceed with the development plan was not an approval of the project, but a directive to proceed further with plans for ultimate City site plan review at public hearings.

*Status of RFP Requests*

Site B (Municipal Parking Garage No. 1 – 245 Andalusia Avenue) is presently under review by City Staff and is expected to be submitted for Board for review upon submission of necessary applications material by the applicant. This application was previously scheduled, however, the applicant was unable to provide various information to complete City Staff review.

Site C (Municipal Parking Garage No. 5 – 50 Andalusia Avenue) and Site D (Municipal Parking Lot No. 9 – 45 Andalusia Avenue) has not been submitted by the applicant nor has Planning Staff had any meetings to discuss the proposal since July 2002.

*Legislative History of the RFP Process*

The following is a chronological history of resolutions adopted by the City Commission leading to the submittal of the subject application:

Resolution

<u>Number:</u>	<u>Date of Adoption:</u>	<u>Subject:</u>
29695	February 23, 1999	Approving request for proposals document for redevelopment of certain city-owned downtown parking facilities; and authorizing issuance of RFP.
29924	March 28, 2000	Authorizing preliminary negotiations for private redevelopment of certain city-owned parking sites: Site A: City Garage No. 4, 345 Andalusia Avenue (Related Group of Florida); Site B: City Garage No. 1, 245 Andalusia Avenue (Merrick Partners, Ltd.); combined Site C: City Garage No. 5, 50 Andalusia Avenue and Site D, Lot No. 9, 45 Andalusia Avenue (JPI Florida).

29952

June 5, 2000

Authorizing preferred developers for City-owned parking sites, A, B, and C/D located on Andalusia Avenue to apply for comprehensive plan amendments to comply with proposed high-rise height and story requirements.

### **Discussion and Staff Comments**

This section identifies various issues and provide staff comment on the applications under consideration based upon compliance with the CLUP, Zoning Code, City Code and other applicable studies completed to date. The issues are as follows:

1. Proposed Site Plan
2. Mix of Uses
3. Proposed Building Program and Massing
4. Height
5. Pedestrian Amenities
6. Parking
7. Concurrency Management
8. Future Development of the Property
9. Compliance with Charrette Recommendations
10. Compliance with the CLUP
11. City Staff Comments

#### *1. Proposed Site Plan*

The Planning Department has reviewed the site plan and the applicant's written responses to the Department's comments provided in the City's October 17, 2002 letter. The Department has found that the proposed site plan does not meet the recommended conditions of the Request for Proposal (RFP) Evaluation Committee and Zoning Code requirements, and that many of Staff's comments have not been addressed. The following are specific concerns Planning Staff has regarding the proposed site plan:

1. Recommended RFP Conditions:
2. Previous Staff Comments (reference applicant's November 22, 2002 letter in binder – see Attachment A):
  - d. *Requested additional plans and drawings (comment 4):*
    - Signage plan. None provided.

#### **Staff Comment:**

The site plan as currently proposed does not adequately address the project's contextual placement within the City's Central Business District, and its intended function as separate public and private parking facilities. This public/private venture will serve as the catalyst for the development of the surrounding area and must meet and achieve the City's goals and objectives for development within the CBD. This requires that special attention be paid to pedestrian and streetscape issues, which have not been incorporated in the submitted proposal. Staff recommends that the concerns identified be satisfactorily resolved and resubmitted for reconsideration.

2. *Proposed Mix of Uses*

The proposed project is a commercial mixed-use development containing commercial retail space, residential units and garaged parking. The project consists of 8,947 square feet of ground floor retail, 140 residential units and 571 space parking garage. A total of 344 parking spaces are required to replace the existing spaces of Parking Garage No. 4. The remaining 227 parking spaces would be dedicated towards the project's 271 parking space requirement. A 44 space parking reduction is necessary to allow this project to proceed as proposed. The applicant

Staff Comments:

3. *Proposed Building Program and Massing*

The project has a building footprint that will cover essentially the entire site. The structure is built to the property line (0' setback) on all four sides, and will require administrative review for setback relief. One level of below ground parking is proposed, with parking behind the ground floor retail and covering all of stories 2 thru 4. The residential component of the project occupies floors 5 thru 10. The project meets the allowable Floor Area Ratio (FAR) permitted by the property's underlying "Commercial" land use designation (maximum 3.0 FAR), but requires that additional FAR (maximum 0.5 FAR) be awarded as a Mediterranean architectural style bonus. The building structure contains eleven (11) floors, with ten (10) floors above ground (one level of parking below ground). The Comprehensive Plan allows for only eight (8) stories above ground on properties designated for "Commercial, Mid-Rise" land use. While the building meets the Zoning Code's maximum 97' height (T.O.S.) requirement for an eight (8) story building, the proposal for a ten (10) story building within that height necessitates the need for this land use amendment application. The building has an overall maximum height of 100'-6' to the top of the perimeter parapet.

Staff Comments:

*Mediterranean bonus qualification (comment 3)* – The revised site plan still does not qualify for enough Mediterranean bonuses to meet the FAR and bonus square footage requested.

Contextual plan. None provided.

A summary of the building's program is as follows:

Proposed Building Program

Site area (square feet)	54,976 (1.26 acres)
Proposed square footage by use	
Commercial:	8,947
Residential:	182,892
Total square footage	191,839
Floor Area Ratio (FAR) by use	
Commercial:	0.2 (4.4%)
Residential:	3.3 (95.6%)

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Total proposed FAR	3.5 (100%)
Building height	
Stories:	10
Feet (T.O.S):	97'-0"
Feet (top of parapet):	100'-6"
Number of residential units	140
Landscaped/open space (square feet)	
Required	5,498
Provided	1,925
Parking	
Replacement	344
Required	271
Provided	571
Parking reduction required	44

**4. Height**

The property is located within the City's Central Business District (CBD) and is surrounded by properties with similar commercial land use and zoning designations. As demonstrated in the following table, there are no existing high-rise buildings surrounding this site. This would establish a precedent for the future development pattern along Andalusia Avenue and the immediately surrounding area.

Staff Comments:

Contextual plan. None provided.

**5. Pedestrian Amenities**

Staff Comments:

*Provide pedestrian breezeway from the public parking to Miracle Mile.* No pedestrian access is provided from the project, except to the south onto Andalusia Avenue.

Pedestrian/traffic circulation plan. This plan has not been provided. Of specific concern is: 1) lack of pedestrian access north to alleyway and east to Salzedo Street; 2) ground floor parking only accessed through alleyway; and, 3) provision of no service or loading dock or area.

**6. Parking**

Two parking studies have been prepared for the City that examines the parking conditions in the CBD and downtown area. That study states there is a shortage of available parking and the existing shortage will increase in the future. The "Parking Study Report", prepared by R. Aleman in

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January 2000 concludes the following:

1. *Twenty-two off-street public parking facilities were surveyed for the occupancy study. Nineteen (86%) of the off-street public parking facilities experienced adjusted occupancy levels in excess of 85% during at least one time period of the day. In all facilities with monthly permitted parking, the adjusted occupancy level exceeded 95% during at least one time period of the day. Using the 85% occupancy standard, the study showed that off-street public parking demand exceeded the effective parking supply at 86% of the off-street public parking facilities.*
2. *Based on the estimated growth in commercial land use, parking demand throughout the City was projected to increase by approximately 14% over the next 5 years.*
3. *Existing parking demand within the Central Business District exceeds the available supply. Estimated existing parking demand within the CBD is approximately 20,500 spaces. Estimated existing effective parking supply within the CBD is approximately 19,400 spaces.*
4. *Future parking demand within the Central Business District is expected to exceed the available supply. Estimated future parking demand within the CBD is approximately 22,600 spaces. Estimated effective parking supply within the CBD is approximately 21,500 spaces.*
5. *The proposed parking supply is deficient in all but two of the proposed redevelopment projects for the public parking facilities. The proposed mixed-use developments, for sites C (Garage #5) and D (Lot #9) combined, are expected to yield a net surplus in parking. All other redevelopment proposals yield net parking deficiencies.*
6. *Given no significant changes in travel modes or public parking policies, additional off-street public parking facilities would be needed to adequately satisfy demand for existing parking and to deal effectively with future needs resulting from present business expansions and new businesses seeking relocation to the area. The City should therefore seek to identify and reserve suitable land sites for construction of public parking facilities.*

The October 31, 2000 draft "Parking Policy Study" prepared by Wells & Associates, LLC, for the City of Coral Gables evaluated the parking impacts of the three City public garage redevelopment proposals selected by the City Commission (Site A – Garage No. 4, Site B – Garage No. 1 and Site C/D – Garage No. 5 and Lot No. 9). This study was intended to build upon the R. Aleman & Associates Parking Study, and provides the following conclusions and recommendations which support that there will be future shortages of available parking in the CBD, and that the construction of the proposed project would worsen that situation:

1. *The spaces in public lots and garages designated for short-term (non-permit) use are essentially "full." They are 84 percent occupied on Miracle Mile and 81 percent occupied in the CBD.*
2. *The high non-permit space occupancy levels noted earlier in this report restrain retail activity in downtown Coral Gables. The current number of short-term, non-permit parking spaces limits future retail growth potential. Additional short-term, non-permit parking spaces are needed to overcome current constraints and support re-vitalized downtown retail uses.*
3. *Another 968 parking spaces would be required on Miracle Mile, 806 additional parking spaces would be required in the BID, and 1,521 additional parking spaces would be required in the CBD to satisfy demands that would be generated by more successful retail stores, restaurants, theaters, offices, hotels, and support uses.*
4. *In the future, there will be an overall deficit of 1,042 spaces on Miracle Mile. The entire BID will have a deficit of 848 spaces, and the CBD will have a deficit of 1,313 spaces.*
5. *Approximately 363 to 793 net additional spaces could be provided in seven-level structures (six floors plus roof) on public lots 4, 3, and 18. Approximately 633 to 1,069 net additional spaces could be provided in nine-story structures (eight floors plus roof) on these lots.*
6. *Consistent with City Commission requirements, 372 net additional spaces (or 44 percent of the 848 net additional spaces required in the BID) should be provided on three (3) redevelopment sites, as follows:*
  - \* Site A: 130 spaces
  - \* Site B: 93 spaces
  - \* Site C/D: 149 spaces
  - \* Total: 372 spaces

**Staff Comments:**

Recent studies have projected a future short fall of parking in the City's CBD. It was intended that the development projects selected for the City garage sites would provide net additional spaces to

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relief that anticipated parking deficit. Not only does this project not provide any additional public parking, a parking reduction for the required parking generated by this project is being requested by the applicant.

This proposal requires a parking reduction of forty-four (44) spaces in order to allow this project to proceed. The Department has consistently not supported a reduction in parking for other projects given the identified deficiency in parking within the entire CBD. Staff can not support the proposed project in general until a comprehensive parking plan is presented which will address the projected CBD parking deficit and the provision of additional public parking at the important publicly owned properties at 245 and 345 Andalusia Avenue.

*Provide all previously dedicated public parking with no shared use.* The applicant is requesting a parking reduction according to the Code's provisions for commercial mixed-use projects.

*Public parking shall be physically segregated and so designed to be attractive to Miracle Mile shoppers.* No plan has been provided showing how public and private parking shall be managed or convenient pedestrian access to Miracle Mile.

*Provide required parking (comment 1)* – Revised proposal still requires a parking reduction of thirty-eight (38) spaces to proceed.

Off-site metered parking plan. None provided.

#### *7. Concurrency Management*

##### Staff Comments:

This project has been reviewed for compliance with the City's concurrency program. The Concurrency Impact Statement issued by the Building and Zoning Department for the proposed development indicates that there is adequate infrastructure available to service the proposed project (copy included in application package – see Attachment A).

#### *8. Future Development of The Property*

##### Staff Comments:

Streetscape plans/sections. These plans have not been provided. Of specific concern is: 1) lack of a comprehensive streetscape/landscape plan for both sides of the 300 block of Andalusia Avenue; and, 2) alleyway improvements proposed to encourage pedestrian usage.

Off-site landscape plan. This plan has not been provided. Off-site landscaping is necessary to mitigate the proposed shortage of required on-site landscaping (-3,573 square feet).

#### *9. Compliance with Charrette Recommendations*

Staff has compared this proposed project with the recommendations made in the 2002 Charrette

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Report. The recommended actions in the report were categorized according to three main tools of urban enhancement, including design, policy and management recommendations. These recommendations serve as overall goals to govern public and private development, as well as specific regulatory changes. The recommendations which specifically apply to this proposal are as follows (recommendation number provided for reference):

**Design recommendations:**

- Design 2. Provide City Hall a civic setting in support of its historic designation: a grand civic green with a market structure; an urban room defined by buildings across the boundary streets on west, south and east.*
- Design 4. Develop a master streetscape plan for all Downtown and North Ponce streets to enhance the city as a Garden City, with an emphasis on pedestrian comfort as follows: maximize sidewalk width; add shade trees to increase tree canopy; minimize vehicular lane widths; maximize on-street parking; preserve commercial/retail visibility; access and accentuate mid-block crossings; design aesthetically pleasing lighting; select plant material types to relate to street scale; and promote increased urban open space in safe, accessible areas. Encourage the use of innovative design and planting techniques, including structural soil, to insure survivability of plant material. Develop four generic approaches (kit of parts) based on the variety of existing rights of way and conditions as follows:*
- Begin with Aragon, Andalusia and Valencia Avenues.*
- a. Widen sidewalks; narrow travel lanes; trees on the sidewalk.*
  - b. Maintain sidewalk and travel lane dimensions; trees on the sidewalk.*
  - c. Maintain sidewalk and travel lane dimensions; trees in the parking lane.*
  - d. Maintain sidewalk and travel lane dimension; arcades, pergolas, trellis awnings over sidewalk.*
- Design 10. Develop mid-block pedestrian passages for each block of Miracle Mile and encourage their continuation north-south throughout Downtown. Design pedestrian passages to be inviting to the pedestrians with store fronts, small offices, entries to apartments above, and landscaped courts.*
- Design 13. Replat west end of Miracle Mile to increase depth of lots facing LeJeune Road to give appropriate frontage to City Hall and to allow larger floor plates.*
- Design 15. Develop a palette of street furnishings, including benches, trash receptacles, information kiosks and streetlamps based on original Coral Gables models for use throughout Downtown.*

**Policy Recommendations:**

- Policy 1. Consolidate dense development and redevelopment of Downtown to enhance the public realm and its transit friendliness and walkability.*
- Policy 6. Limit height of buildings facing Miracle Mile to three to six stories, allowing taller buildings on the rear lots facing Andalusia and Aragon Avenues via regulations allowing transfer of development rights.*
- Policy 7. Revise zoning code to limit street front building length to a maximum of 250 feet.*
- Policy 8. Revise the zoning code to allow and encourage live-work units with workplace space on the ground floor and living quarters above to increase resident activity and small business incubation within Downtown and North Ponce.*
- Policy 10. Revise zoning code to consolidate Downtown retail into the Retail Priority Area, including the length of Miracle Mile and generally the blocks between Salzedo and Galiano from Alhambra to Valencia. Limit the requirement of ground floor retail use to this area only. Require all Downtown buildings to face streets with commercial or residential habitable space (not parking) for first four floors, with doors and windows onto sidewalks.*
- Policy 11. Revise zoning code to encourage creation of an open-air Mediterranean shopping and dining experience emphasizing sidewalk cafes, garden courts, and upper level terraces.*

**Management Recommendations:**

- Management 8. Clarify parking regulations as follows:*
- a. Require all public and private garages to put visitor parking on the lower levels closest to the street with permit and employee parking above. Encourage shared parking arrangements to make office parking available for evening retail and dining users.*
  - b. Within the Retail Priority Area, require all public parking to be short term visitor parking, prohibiting all permit parking.*

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Management 9. *Plan for infrastructure enhancements, including burying of overhead utilities and adding infrastructure for new technology.*

Staff Comments:

*10. Compliance with the Comprehensive Land Use Plan*

Planning Department review of the applicant's proposal finds the following Comprehensive Land Use Plan (CLUP) Goals, Objectives and Policies are applicable to this application:

*GOAL 1-1: ENHANCE FUTURE LAND USES CONSISTENT WITH NEEDS OF THE COMMUNITY AND ITS RESOURCES. The City of Coral Gables Establishes the Land Use Goal to Maintain and Enhance the Extraordinary Character and Quality of Land Uses Within the City in Meeting the Aesthetic, Physical, Social, Cultural, Economic, Natural and Man Made Environmental Needs of its Residents and Visitors in a Manner That Will Balance Immediate and Long Term Community Interests and Resources in the Orderly Protection of the Population's Health, Safety, and Welfare.*

*OBJECTIVE 1-1.2: CONTROL BLIGHT AND PROMOTE REDEVELOPMENT. Efforts shall be made to control blighting influences, and redevelopment shall be encouraged in areas experiencing deterioration. This Objective shall be achieved through the implementation of the following policies.*

*OBJECTIVE 1-1.3: ACHIEVING COMPLIANCE WITH FUTURE LAND USE MAP AND PLAN. By the year 2010 the City shall endeavor to reduce the number of inconsistencies between the Future Land Use Map and the actual land uses from 70 to 35.*

*POLICY 1-1.3.3: LIMITATIONS ON POTENTIALLY DISRUPTIVE USES. Normally disruptive uses may be permitted on sites within related districts only where proper design solutions are demonstrated and committed to in advance which will be used to integrate the uses so as to buffer any potentially incompatible elements.*

*OBJECTIVE 1-1.7: DISCOURAGE URBAN SPRAWL. Discourage the proliferation of urban sprawl by amending the land development regulations to include a regulatory framework for encouraging future infill and redevelopment within existing developed areas. In drafting the infill/redevelopment program, the City shall coordinate public and private resources necessary to initiate needed improvements and/or redevelopment within these areas.*

*POLICY 1-1.7.1: DEVELOPMENT OF EMPLOYMENT CENTERS. Encourage effective and proper development of employment centers of high quality which offer potential for local employment in reasonably close proximity to protected residential neighborhoods.*

*POLICY 1-1.7.2: DEVELOPMENT OF UNDEVELOPED LAND. Encourage development of remaining undeveloped and vacant isolated parcels of developable property through identification and staff assistance in providing information as to appropriate uses permitted by code and proper procedures to be undertaken to obtain the proper development orders.*

*OBJECTIVE 1-1.9: INNOVATIVE DEVELOPMENT REGULATIONS. Encourage sound innovation in development regulations which provide a continuing process to respond to community needs. This Objective shall be achieved through the implementation of the following policies.*

*POLICY 1-1.9.1: MIXED USE DOWNTOWN DEVELOPMENT. Encourage balanced mixed use developments in the downtown, which promote pedestrian activity and provide for specific commitments to design excellence and long term economic and cultural vitality.*

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*POLICY 1-1.9.2: PRINCIPLES FOR DOWNTOWN PLANNING. Encourage the detailed planning of downtown to establish sound economic, aesthetic and land use principles for effective utilization of both public and private resources.*

*POLICY 1-1.9.4: MIRACLE MILE REDEVELOPMENT. By December 1998, the City in conjunction with business and property owners shall have developed a redevelopment plan for the Miracle Mile area which considers at a minimum the following issues:*

- *Whether to create a more pedestrian friendly environment by widening sidewalks and narrowing roadway pavement;*
- *Whether to reduce speed limits along Miracle Mile;*
- *Whether to encourage a mix of uses with unique shopping and cultural opportunities;*
- *Whether to encourage shopping for neighborhood residents; and*
- *Whether to improve parking.*

*OBJECTIVE 1-1.10: ENSURE FUTURE DEVELOPMENT CONSISTENT WITH PLAN. By the date required by Section 163.3202, F.S., the City shall make provisions which ensure that future land use and development in the City is consistent with the comprehensive plan.*

*POLICY 1-1.10.1: REVIEW AMENDMENTS TO DEVELOPMENT REGULATIONS FOR CONSISTENCY WITH PLAN. The Planning Department shall review proposals to amend the development regulations and shall report on the consistency between such proposals and the comprehensive plan, as required by Chapter 163, F.S.*

*POLICY 1-1.10.2: MAINTAIN REGULATORY FRAMEWORK CONSISTENT WITH PLAN. The City shall maintain regulations consistent with the comprehensive plan which regulate the use and development of land in a manner which, at a minimum, provides for land use consistent with the Future Land Use Plan map series, interpretive text and Land Use Element goal, objectives and policies; regulate the subdivision of land; regulate signage; regulate development and use in areas subject to seasonal or periodic flooding; provide for stormwater management; open space and regulate on-site traffic flow and parking.*

**Staff Comments:**

The Planning Department's review of the proposed land use amendment and site plan finds the application consistent and furthers the City's Comprehensive Plan's Goals, Objectives and Policies as follows:

1. Discourages urban sprawl
2. Mixed-use downtown development
3. Development of employment centers

The Department has found that this proposal is not consistent and does not satisfy the cited Comprehensive Plan Goals, Objectives and Policies as follows:

1. Ensure future development consistent with Comprehensive Plan
2. Miracle Mile redevelopment goals and objectives
3. Principles for downtown planning

**10. City Staff Comments**

This proposal was distributed to City Departments with a request for review and comments. Comments received from other Departments were provided to the applicant in a City Comment Letter dated October 17, 2002. The applicant has responded to these comments in their letter dated Friday, November 22, 2002 (copy included in applicant's package – Attachment A). The City Department comments received are as follows:

1. Public Works Department:

Has concerns regarding the project, and would like to discuss the following with the applicant's traffic engineer.

- a. Why was Salzedo Street excluded from the analysis?
- b. Were improvements to Andalusia Avenue and Miracle Mile at LeJeune Road noted and included?
- c. The Hines project was not included in the list as one of the committed projects.
- d. Why were different trip generation codes used (i.e. 220 apartments and 223 mid-rise apartments)?

2. Police Department:

- a. Surrounding Area – The area around this project is heavily used. Adding this amount of residences to this area would increase congestion and impede traffic flow. With 140 units would be an average of 2.4 residents with approx 2 vehicles each. This would give a total of 336 people and 280 cars with full occupancy. During morning and evening rush traffic on northbound Le Jeune Road is consistently backed up to Palermo Ave., which is four blocks south of the project. The surrounding intersections in this area are at capacity.
- b. Site Plan – As far as traffic flow in and out of the building, the entrances on the Andalusia side need to be reversed. The outflow is prior to the entrance and this will create backup for vehicle trying to turn left out of the building. This would also increase the like hood of a vehicular crash. Also if possible request that the exit and entrance be separated by at least 20 feet. This separation helps the flow and lessens confusion on the part of visitors.

On the east side of the project it is proposed to have both an entrance and exit onto Salzedo Street. Salzedo Street is narrow in this area even though it is a four-lane road. My request that this be only an entrance. If the exit is part of the final plan, request that the exit be formed so only a right turn can be made to go south on Salzedo Street.

- c. Summary – Overall I am not in favor of this plan in its current form. My suggestion is that the number of residences be reduced and the number of parking spaces be increased. The traffic flow in and out of the building needs to be redesigned and improved. If you have any questions or comments please contact me. Thank you.

3. Parking Department:

The Parking Department is opposed to this development for four reasons as follows:

- a. Any plan that reduces the required parking component is totally unacceptable.
- b. Private/Public joint ventures have historically resulted in negative impact on municipalities.
- c. Traffic congestion created at the intersection of Le Jeune Road & Andalusia would subject the City to serious criticisms.
- d. The Parking Garage #4 facility which now has a capacity of 354 parking stalls could in the future be rebuilt and the height then increased from 3 levels to 7 levels and then increasing the capacity to 750 to 800 parking stalls.

Staff Comments:

Staff has found that the following City Staff comments and fundamental questions regarding the development of this public property remain unanswered:

1. Public Works – concerns remain about traffic study.
2. Police Department – recommends “entrance only” to parking facility from Salzedo.
3. Parking Department – the CBD would be better served if additional public parking were constructed on the site.

### **Required City Reviews**

The following is a list of City reviews which will be required for this proposed project:

1. Preliminary Review Committee (PRC). This City Staff review of the project was conducted on December 13, 2002. A copy of the comments provided to the applicant is included in Attachment B.
2. Administrative Review for Setback Relief and Off-Site Landscaping. This is only available for approved Mediterranean projects located within the Central Business District (CBD).
3. Encroachment Approval. Review by City Commission of proposed encroachments into the public right-of-way identified by the Public Works Department.
4. Board of Architects Mediterranean Architectural Style review for requested development bonuses.
5. Local Planning Agency (LPA). Review of change of land use at public hearing with recommendation to City Commission.
6. Planning and Zoning Board. Review of site plan and request of parking reduction at public hearing with recommendation to City Commission.
7. City Commission. Two public hearings to consider change of land use, site plan review and request for parking reduction.

### **Conclusions**

### **Timeline**

This application in association with the other applications is tentatively scheduled for City Commission review and consideration as follows:

- 1<sup>st</sup> Reading Tuesday, January 14, 2003, 9:00 a.m.
- 2<sup>nd</sup> Reading, Tuesday, February 11, 2003, 9:00 a.m.

Dates and time are subject to change.

### **Public Notification/Comments**

Planning Staff requested the applicant conduct a neighborhood meeting to solicit input on the proposed plan. The applicant held a neighborhood meeting on Tuesday, December 3, 2002 and five (5) residents attended. Copies of notification, sign in list and summary minutes are available for review in Planning Department's project file.

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Staff mailed out notifications to all property owners within 1,000 feet of the subject request to advise them of the request and provide an opportunity to comment on the application. The listing of property owners who returned the notification/comment form, including the date received, property owners name, address, legal description, object/no objection/no comment and verbatim comments are attached as Attachment C. A copy of the published newspaper notification of this public hearing item is included as Attachment D.

Respectfully submitted,

Eric Riel, Jr.  
Planning Director

**Attachments:**

- A. Applicant's submittal package (binder)
- B. December 13, 2002 Preliminary Review Committee Comments.
- C. Synopsis of comments received from property owners within 1,000 feet.
- D. Copy of published newspaper notification (advertisement)

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