

**City of Coral Gables
Planning Department Staff Report**

To: Honorable Planning and Zoning Board Members

From: Planning Department

Date: August 27, 2003

Subject: **Application No. 05-03-105-P, Planned Area Development (PAD) Site Plan Review and Zoning Code Text Amendments.** Submitted by Laura Russo, Esq., applicant, McBride Family Properties, L.L.E. owner, requesting Planned Area Development (PAD) site plan review, referred to as "Ponce-Riviera Village", pursuant to Zoning Code Article IX, "Planned Area Development" on property legally described as Lots 1-40 inclusive, Block 37, Riviera Section Part 2 (no address assigned), Coral Gables, Florida; and, Zoning Code text amendments to Article IV, "Site Specific Regulations", Section 4-79, "Riviera Section Part 2". The applicant proposes the construction of a themed residential village consisting of twenty-two (22) clustered one and two-story single-family residential units and four duplex buildings (8 units).

Recommendation

The Planning Department recommends the approval of the applicant's request regarding the proposed residential development referred to as "Ponce-Riviera Village" for the following:

- a) Site plan approval of the Planned Area Development (PAD) proposed on Lots 1-40, inclusive, Block 37, Riviera Section Part 2; and
- b) Approval of Zoning Code text amendments to Article IV, "Site Specific Regulations" Section 4-79, "Riviera Section Part 2".

In furtherance of the Comprehensive Land Use Plan Goals, Objectives and Policies and the provisions for site plan review when considering a Planned Area Development (PAD), the recommendation is subject to the following conditions of approval:

1. Construction of the proposed project shall be in conformance with the following documents as modified subject to the conditions contained herein:
 - a) Site plan, building elevations and building program prepared by Duany Plater – Zyberk and Company, dated September 16, 2002.
 - b) Landscape plan and Lighting and Signage plan prepared by Duany Plater – Zyberk and Company, dated July 17, 2003.
 - c) Traffic impact study prepared by Civil Works, Inc., dated October 2002 and updated on July 2003.

Ponce Riviera Village – P.A.D.

August 27, 2003

Page 2

- d) All representations and exhibits prepared and provided to the Planning Department as part of the application package submitted on July 3, 2003.
2. All conditions of approval recommended by the City Commission shall be included within a Restrictive Covenant subject to City Attorney review and approval.
3. The applicant, its successors or assigns, shall adhere to the following conditions:
 - a) A Property (Condominium) Owners Association terms, conditions and limitations be drafted as required under the Zoning Code's Planned Area Development provisions and submitted for review and approval by the City Attorney prior to consideration by the City Commission.
 - b) Maintain all landscaping as detailed on the landscaping plan, and replace all dead or non-complying plant materials in accordance with the plant materials identified.
 - c) All landscaped areas shall be irrigated with 100% coverage.
 - d) Parking lot entrances and exits shall not be gated, or restricted by any other means which would prohibit or discourage use of available on-site parking.
4. Subject to the City Commission review and approval of the vacation of the rights-of-way within the center of the property.

Request

The applicant is requesting approval of the "Ponce-Riviera Village" PAD which proposes the construction of thirty (30) cluster single-family house type single-family residential units in the Coral Gables historic village theme and designed in the "Bermuda" architectural style. The Building and Zoning Department has determined that the subject property can accommodate fifteen (15) duplex building sites allowing for the construction of thirty (30) duplex residential units. This PAD application represents the same number of residential units which are currently allowed by the Zoning Code.

In order to proceed with the PAD as proposed, the Zoning Code must also be amended by ordinance to remove existing site specific provisions contained in Section 4-79 that require the subject property be developed with traditional duplex buildings constructed on separate building sites. Those provisions must be replaced with references to the PAD site plan.

The Code requires that a PAD be reviewed by the Planning and Zoning Board and approved by the City Commission. Section 9-3 of the Code establishes under what conditions a special use permit may be issued for the construction of a PAD, Section 9-4 establishes the general procedures for plan approval and Section 9-5 outlines application and review procedures. The organizing concept, or justification for allowing a PAD is found in the Article IX. Statement of Purpose (Section 9-1). In that Section, it is stated that the PAD provisions are intended to allow "greater opportunity for construction of quality development on large tracts and/or parcels of land by providing flexible guidelines which allow the integration of a variety of land uses and densities in one development". Specifically, this project addresses the following goals identified in Section 9-1:

- *"Encourage enhancement and preservation of lands which are unique or of outstanding scenic, environmental, cultural and historical significance.*
- *Encourage harmonious and coordinated development of the site, considering the natural features, community facilities, pedestrian and vehicular circulation in conformance with the thorough-fare plan, and land use relationship with surrounding properties and the general neighborhood.*
- *Require the application of professional planning and design techniques to achieve overall coordinated development eliminating the negative impacts of unplanned and piecemeal developments likely to result from rigid adherence to the standards found elsewhere in this Code."*

Ponce Riviera Village – P.A.D.

August 27, 2003

Page 3

The applicant has submitted a comprehensive application package that includes a Statement of Use, the proposed building program, site plan, landscape plan, building elevations, traffic and study summary and other miscellaneous support documents (see Attachment A - binder).

Background

Development of the Property

On May 27, 2003, the Planning Department received from the Building and Zoning Department an analysis stating that the subject property consisted of fifteen (15) building sites for duplex or single-family residences. The property is currently vacant. Other than the site specific provisions in the Zoning Code which the applicant is requesting to amend, no ordinances or resolutions exist which would restrict the use of the property other than that permitted by the City’s Comprehensive Plan and Zoning Code.

Land Use and Zoning Designation

Currently the subject property is designated as “Residential Use (Multi-Family) Duplex Density” on the City’s Comprehensive Land Use Plan. The property is zoned “D-10” and “D-14”, Duplex, which are approved zoning districts for a Planned Area Development. Both the existing land use and zoning designations are appropriate for the proposed development.

Surrounding Uses

The property is surrounded by the following existing land uses and zoning designations:

<i>Location</i>	<i>Existing Land Use</i>	<i>Land Use Designation</i>	<i>Zoning Designation</i>
North	Two story commercial and one story single-family residences	“Commercial” and “Residential, Single-Family”	“CB”, Commercial and “R-3”, Residential Single-Family
South	One story single-family residences	“Residential, Single-Family”	“R-9”, Residential Single-Family
East	Metro Rail and Fire Station No. 2	“Public Buildings and Grounds”	“S”, Special Use
West	One story single-family residences	“Residential, Single-Family”	“R-4” and “R-7”, Residential Single-Family

Discussion

The applicant offers the following description of the Coral Gables Village concept, and how that concept is continued and fulfilled by the proposed “Ponce-Riviera Village”.

“Ponce-Riviera Village draws upon one aspect of Coral Gables’ most notable architectural legacy, its historic villages. George Merrick, in 1925, worked with the builder Myers Y. Cooper Co. and the American Building Corporation to develop \$75 million of property into 19 specially themed villages. The team was able to produce only 74 homes before the 1926 hurricane and the resulting slump in the real estate market. But what remains today are seven villages that include the Chinese Village, French City Village, the Florida Pioneer or Colonial Village, and the Normandy Village. The original developments were intended to establish an architectural theme for various parts of the city. The

Ponce Riviera Village – P.A.D.

August 27, 2003

Page 4

villages created the structure for new neighborhoods with exotic architecture. Often enclosing both sides of a street and utilizing narrow setbacks, the villages established colonies of a coherent urban environment. Most villages featured continuous garden walls or picket fences, and several connected the building walls along the frontage of the street. At the same time, the clarity of each neighborhood is reinforced within the compound in a world of interior garden spaces and private courtyards.

Rendered in a tropical Bermuda style, the Ponce-Riviera Village seeks to recall this tradition on a site adjacent to a mixed-use urban context. Located at the northeast intersection of Ponce de Leon Boulevard and Riviera Drive, this 30-unit village sits between a row of office buildings and single-family residences. Presently zoned for duplexes, the Ponce-Riviera site faces the Metro Rail transit line and the fire station beyond on US-1, and is in close proximity to the University of Miami Coral Gables campus. This village will also be within walking distance of the new Village of Merrick Park mall on Le Jeune Rd.

The proposed village is composed of 22 single-family courtyard residences and 4 duplex buildings all arranged in the form of two small city blocks. Dividing the two blocks is an internal, one-way private driveway called the Mews that will offer 8 guest parking spaces. Each block will have a central auto court to provide access to the 2-car garages, accommodate an additional set of 8 guest spaces, and house the utility services. 8 additional parking spaces are proposed along Ponce de Leon Boulevard. Each single-family home will feature private courtyards. The units will also have access to an enclosed common pool area with its own landscaped terrace. Many of the existing live oak trees on the site will be preserved and many more will be added. A continuous garden wall setback from the site's perimeter sidewalk shall connect the building faces of the 22 courtyard homes and the duplexes, uniting the architecture, giving character to the street and insulating the residences from the site's urban conditions. The combination of single and double story elements connected by the garden walls with varying setbacks and a colorful stucco palette should contribute to a picturesque ensemble worthy of the George Merrick tradition".

Building Program

The applicant has submitted a building program with the site plan (see attachment A). The property includes an entire block and is bordered by Suarez Street (north), Riviera Drive (south), Ponce de Leon Boulevard (east) and Loretto Avenue (west). The applicant's analysis includes a summary of the proposed project and site area. The total site area is 147,467 square feet (approximately 3.4 acres), and will include 22 cluster single-family residences and four duplex type buildings (8 units) for a total of thirty (30) residential units. The applicant is requesting that an existing unimproved 20' wide public alleyway easement that bisects the block from Suarez Street to Riviera Drive be vacated. The vacation of the alley would allow the entire block to be developed, which is necessary to proceed forward with this project as proposed. The applicants' alley vacation request is being processed concurrently with this site plan review application and will be considered by the City Commission at the same public hearing.

A one-way private driveway divides the project into two separate clusters of residential units. The driveway's entrance from Loretto Avenue and an additional vehicular entrance from Loretto Avenue provides access to the project's two on-site parking areas. The site's two vehicular exits are onto Ponce de Leon and Suarez Street. This is intended to direct the head lights of nighttime traffic away from the existing residential areas. A total of 56 parking spaces would be required if this block were developed with 15 duplex buildings (30 residential units) as currently proposed. Each of the project's 3 bedroom single-family units will have an attached 2 car garage (44 spaces), and each two bedroom duplex unit will have designated uncovered parking spaces (12 spaces). The applicant's proposal (72 parking spaces) provides an additional 16 spaces, reduces the potential number of curb cuts from 15 to 4, and internalizes the project's parking and garage facings to

minimize their impact. None of the project's entrances or exits are gated. The perimeter swale of the property will be posted with "No Parking" signs to prohibit on-street parking along Riviera Drive, Loretto Avenue and Suarez Avenue.

The proposed residential units are one and two stories high with a maximum height of 34 feet. Each unit is oriented onto the public street which it adjoins, or the private driveway which serves as a mews. A pool and pool house is located on the east side of the project (adjacent to Ponce de Leon Boulevard), and is provided as an amenity to the residents. Separate accessory storage buildings and trash rooms are provided for the four duplex buildings (8 units). The applicant has dedicated approximately 55,000 square feet for landscaping and open space. The property's existing Dade County Pine trees would be removed. Sixty-two (62) additional live Oak trees and 132 palms and various shrubs and other landscaping materials will be installed around the perimeter and internal to the site. A perimeter wall will connect the clustered residential units, and wall mounted light sconces will provide pedestrian scale night lighting for the entrances to the individual residential units and along the public sidewalk.

The applicant's Traffic Study concludes that the impact of the project, when combined with the existing traffic, will not degrade the Level of Service of any surrounding roadways. In addition, the proposed project will generate less traffic than the construction of fifteen separate duplex buildings which is currently approved for this site. The City's Public Works Department has reviewed the findings of the Traffic Study, and concurs with the study's conclusions.

Planned Area Development Requirements

Section 9-3 of the Zoning Code establishes six standards and criteria regarding development control for Planned Area Developments. These include: 1) permitted locations for PAD's; 2) uses permitted; 3) relation of PAD's to zoning regulations; 4) Developments of Regional Impact (DRI); 5) minimum development standards; and 6) size and uses in specified areas. This proposal meets the requirements of items 1 and 2, and items 4 and 6 do not apply. Item 3, relation of PAD's to zoning regulations states the following:

Relation of planned area development regulations to general zoning, subdivision, or other regulations. The Planned Area Development Regulations as set forth herein shall apply generally to the initiation of applications for and regulations of all Planned Area Developments. Where there are conflicts between the Planned Area Development provisions herein and general zoning, subdivision or other regulations and requirements, these special regulations shall apply, unless the Planning and Zoning Board recommends and the City Commission finds, in the particular case:

- a. That provisions herein do not serve public purposes to a degree at least equivalent to such general zoning, subdivision, or other regulations or requirements, or;*
- b. That actions, designs, construction or other solutions proposed by the applicant, although not literally in accord with these special regulations, satisfy public purposes to at least an equivalent degree.*

The provisions included in item 3 establish how the criteria and standards for Planned Area Developments shall be evaluated by the City. Item 5, minimum development standards, requires that any parcel of land applying as a PAD must conform with twenty-three (23) specific standards. Not all standards listed apply to this project, as only residential and no commercial is proposed. A comparison of those quantifiable standards that do apply against the applicant's proposal are as follows:

	<u>Provision</u>	<u>PAD Standards</u>	<u>Applicant's Proposal</u>
1.	Min. site area	2 acres (Minimum)	3.4 acres
2.	Configuration of land	Contiguous/ min. 200' width	Contiguous/approx. 220' width X 675' length
3.	Landscape open space	Min. 20%	37.4%
4.	Height of buildings	2 ½ stories/ 34 feet	2 stories/34 feet
5.	Min. street frontage	None required	N/A
6.	Facing of buildings	Onto public or private street	Onto surrounding public streets and private driveway
7.	Off street parking	Per code (56 spaces)	72 spaces (44 covered/28 uncovered)
8.	Auxiliary and accessory structures	Permitted	Poolhouse and storage buildings proposed
9.	Signs	Per code	Provided on applicant's Lighting and Signage plan
10.	Refuse and service areas	Min. impact on adjacent properties	shared trash rooms for duplex units only
11.	Ownership of PAD	By applicant	Complies
12.	Compatibility with historic landmarks	Insure compatibility and congruity	None on site
13.	Easements	As requested by City	Complies
14.	Installation of utilities	Installed below ground	Complies
15.	Common areas	Requires Property Owner's Association	Not specified. (included as condition of approval)

Alley Vacation

The applicant is requesting concurrently with this application for PAD site plan review that the exiting unimproved 20' wide public alleyway easement that bisects the block from Suarez Street to Riviera Drive be vacated. The vacation of the alley would allow the entire block to be developed in the village theme as proposed. Approval of the proposed alley vacation request is included as a condition of approval.

Previous City Reviews

The project was reviewed by the City's Preliminary Review Committee on December 13, 2002. The proposed project was reviewed by the Board of Architects and received preliminary approval on May 29, 2003. The City's Street and Alley Vacation Committee reviewed the applicant's request to vacate the public alley easement which bisects the property on June 18, 2003. The Committee recommended approval of the vacation, which will be considered by the City Commission concurrently with this request for site plan review.

Compliance with Charrette Recommendations

The 2000 Coral Gables Charrette Report included design, policy and management recommendations regarding the City's Central Business District (CBD) and North Ponce District. This area of the City was not included or addressed in that report. However, the applicant has incorporated many of the Design Recommendations into the design of the project.

Restrictive Covenant

The applicant has agreed to file a Restrictive Covenant with the City addressing specific concerns identified during the public hearing process. All conditions of approval recommended by the City Commission shall be included within a Restrictive Covenant prepared by the applicant with final review and approval by the City Attorney.

Concurrency

The applicant received a Concurrency Impact Statement for this proposed PAD from the Building and Zoning Department on April 22, 2003, which is valid until October 22, 2003. That concurrency review concluded that all impacts generated by this proposal can be satisfactorily met with the areas existing infrastructure except for equipped play areas, which has been resolved with the Building and Zoning Department.

City Staff Comments

As required by the PAD provisions in the Zoning Code, the Planning Department requested review and comments of the proposed site plan from the City Manager's Office, and Building and Zoning Department, Public Works Departments, Public Service Department, Police and Fire Departments. The Historic Resources Department was also provided a copy of the application package. The applicant has met with each Department which submitted comments to address their concerns, and all issues have been resolved.

Proposed Zoning Code Text Amendments

The following are the specific Zoning Code text amendments requested by the applicant which are required to present the development of the Ponce-Riviera Village PAD as proposed (underlining indicates additions and strikeouts indicates deletions):

ARTICLE IV – SITE SPECIFIC REGULATIONS

Sec. 4-79. Riviera Section Part 2.

(a) *Architectural style*

2. On Lots 1 through 40, Block 37, all new buildings and any additions and alterations to the existing buildings shall be of Bermuda type architecture to conform to the existing type of architecture in the block.

(b) *Building sites.*

~~2. Lots 1 and 2, Block 37 shall be restricted to one building site.~~

~~3. No building site in or upon Lots 3-13 inclusive, shall have a street frontage of less than ninety (90) feet.~~

~~4. No building site in or upon Lots 14 through 35, inclusive, Block 37 shall have a street frontage of less than seventy five (75) feet.~~

~~5. Lots 36 through 40, inclusive, Block 37 shall be restricted to one building site.~~

2. Block 37 shall be developed pursuant to PAD Development Plan approved by City Commission Ordinance No.: _____.

(c) *Facing of lots.*

~~3. Lots 1 and 2, Block 37 shall be deemed to face Riviera Drive. Block 37 shall be developed pursuant to PAD Development Plan approved by City Commission Ordinance No.: _____.~~

(d) *Height of buildings.*

~~1. Duplex buildings constructed on the following described property shall be restricted to bungalow type duplexes one story in height:~~

~~a. Lots 1 through 13, inclusive, and Lots 36 through 40, inclusive, Block 37.~~

~~2. Duplex buildings constructed on the following described property shall be restricted to not more than two stories in height:~~

~~a. Lots 14 through 35, inclusive, Block 37.~~

1. Block 37 shall be developed pursuant to PAD Development Plan approved by City Commission Ordinance No.: _____.

(e) *Off-street parking.*

~~1. All off street parking for duplexes constructed on Lots 1 through 13, inclusive, and Lot 36 through 40, inclusive, Block 37 shall be located in the rear of the buildings and all entrances and exits to the parking area shall be from the rear (alley).~~

Block 37 shall be developed pursuant to PAD Development Plan approved by City Commission Ordinance No.: _____.

A copy of Zoning Code Section 4-79 in its entirety is provided for references as Attachment B.

Comprehensive Land Use Plan Analysis

Planning Department review of the applicant's proposal finds the application is consistent and furthers the following Comprehensive Plan Goals, Objectives and Policies:

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 1-1.3.1: AVOID ENCROACHMENT INTO NEIGHBORHOODS BY INCOMPATIBLE USES. *Residential neighborhoods should be protected from intrusion by incompatible uses that would disrupt or degrade the health, safety, tranquility, aesthetics and welfare of the neighborhood by noise, light, glare, odor, vibration, dust, hazardous materials or traffic.*

POLICY 1-1.3.2: APPLICATION OF BUFFERING TECHNIQUES. *Uses designated in the plan which cause significant noise, light, glare, odor, vibration, dust, hazardous conditions or industrial traffic, shall provide buffering when located adjacent to or across the street from incompatible uses such as residential uses.*

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.*

POLICY 1-1.4.2: CONSIDER NATURAL AND HISTORIC RESOURCES. *Include balanced consideration for protection of natural and historic resources in the consideration of granting all development orders.*

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 1-1.7.2: 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.*

OBJECTIVE 1-1.11: RESIDENTIAL DEVELOPMENT PATTERN. *Maintain a pattern of overall low density residential use with limited medium, and high density residential uses in selected areas to preserve the low intensity character of the residential neighborhoods.*

Conclusions

This proposal for the construction of thirty (30) residential units represents the same number of units currently allowed if the permitted thirty duplex units were constructed. The site plan proposes only four driveway curb cuts vs. the fifteen that could be required if fifteen (15) separate duplex buildings were constructed and internalizes on-site parking to have less visual impact. In addition, this proposal provides 72 total on-site parking spaces vs. the code requirement of 60 spaces for 15 duplex units (2 spaces per unit).

The village concept furthers the historic development of similar planned residential theme projects, while providing a clustered arrangement of buildings and architectural features which contain and screen typically obtrusive uses such as parking, garage doors, service, trash, etc.

Timeline

This application is tentatively scheduled for City Commission review and consideration as follows:

1st Reading, Tuesday, September 23, 2003, 9:00 a.m.

2nd Reading, Tuesday, October 21, 2003, 9:00 a.m.

Dates and time are subject to change.

Public Notification/Comments

Staff requested that the applicant notify and conduct an informational meeting about the proposed project with residents of the surrounding neighborhood. That meeting was held on August 13, 2003, at 6:30 p.m. Neighboring properties within a 1000-foot radius of the property were notified by written invitation. Approximately eight (8) residents attended the meeting.

Staff mailed out notification to all property owners within 1000 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

Ponce Riviera Village – P.A.D.

August 27, 2003

Page 11

Attachments:

- A. Application package (binder).
- B. Zoning Code Section 4-79, “Riviera Section Part 2”.
- C. Synopsis of comments received from property owners within 1000 feet.
- D. Copy of published newspaper notification (advertisement).

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