



City of Coral Gables Planning and Zoning Staff Report

Property: **Parking Lot 24 – 5151 University Drive (Doctors Hospital)**

Applicant: City of Coral Gables

Application: **1. Comprehensive Plan Map Amendment
2. Zoning Code Map Amendment
3. Conditional Use for Accessory Use to a Hospital
4. Tentative Plat**

Public Hearing: Planning and Zoning Board / Local Planning Agency

Date & Time: **August 11, 2021; 6:00 – 9:00 p.m.**

Location: City Commission Chambers, City Hall,
405 Biltmore Way, Coral Gables, Florida, 33134

1. APPLICATION REQUEST

The City of Coral Gables has initiated requests for a Comprehensive Plan Map Amendment, Zoning Code Map Amendment, Conditional Use, and Tentative Plat for certain properties legally as Lots 19A & 20 and that portion of the un-dug University Waterway in Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4, Coral Gables, Florida (Parking Lot 24, 5151 University Drive) as follows:

1. *An Ordinance of the City Commission of Coral Gables, Florida amending the Future Land Use Map of the City of Coral Gables Comprehensive Plan pursuant to Zoning Code Article 14, "Process", Section 14-213, "Comprehensive Plan Text and Map Amendments", and Small-Scale Comprehensive Plan Amendment procedures (ss. 163.3187, Florida Statutes), changing the land use designation for certain properties located at Lots 19A & 20 Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4, Coral Gables Florida from Multi-Family Duplex Density to Hospital Use; and assigning a land use designation of same, Hospital Use for the abutting property legally described as that portion of the un-dug University Waterway in Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4, Coral Gables, Florida; providing for a repealer provision, severability clause, and providing for an effective date. (LEGAL DESCRIPTION ON FILE)*
2. *An Ordinance of the City Commission of Coral Gables, Florida making zoning district boundary changes pursuant to Zoning Code Article 14, "Process", Section 14-212, "Zoning Code Text and Map Amendments", for certain properties located at Lots 19A & 20 Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4, Coral Gables Florida from Multi-Family 1 Duplex (MF1) District to Special Use (S) District; and assigning a Zoning Designation of same, Special Use (S) District for the abutting property legally described as that portion of the un-dug University Waterway in Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4, Coral Gables, Florida; providing for a repealer provision, severability clause, and providing for an effective date. (LEGAL DESCRIPTION ON FILE)*
3. *A Resolution of the City Commission of Coral Gables, Florida approving Conditional Use review pursuant to Zoning Code Article 14, "Process" Section 14-203, "Conditional Uses" for a proposed*

Parking as an Accessory Use to a Hospital on the property legally described as Lots 19A & 20 and that portion of the un-dug University Waterway in Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4 (5151 University Drive), Coral Gables, Florida; including required conditions; providing for a repealer provision, severability clause, and providing for an effective date. (LEGAL DESCRIPTION ON FILE)

4. *A Resolution of the City Commission of Coral Gables, Florida approving the Tentative Plat entitled "Doctors Hospital Annex" pursuant to Zoning Code Article 14, Section 14-210, "Platting/Subdivision," being a re-plat of approximately 45,635 square feet on the property legally as Lots 19A & 20 and that portion of the un-dug University Waterway in Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4, Coral Gables, Florida (5151 University Drive) providing for a repealer provision, severability clause, and providing for an effective date. (LEGAL DESCRIPTION ON FILE)*

The proposed change of Land Use, change of Zoning, and Conditional Use require public hearing review by the Planning & Zoning Board and approval by the City Commission. The proposed tentative plat requires public hearing review by the Planning and Zoning Board, prior to the preparation of the Final Plat which requires City Commission review at one (1) public hearing (Resolution format).

2. APPLICATION SUMMARY

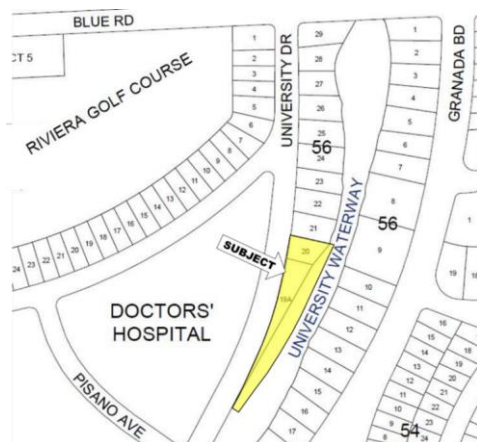
The City is proposing to replat the undug portion of the University Waterway and to assign a Future Land Use classification and a Zoning designation to the existing parking lot on University Drive. The intent is to formalize the existing conditions of the valet parking lot, and regulation of future uses.

The parking lot (encompassing both the platted lots of 19A and 20, and the deeded waterway) is currently owned by the City of Coral Gables and is under lease with Doctors Hospital, who is proposing to reconfigure and expand the surface lot.

The proposed replat will incorporate lots 19A and 20 with the currently undug portion of the waterway to create a single tract of land. The Future Land Use classification for the current lots 19A and 20 is proposed to be changed from Multi-Family Duplex Density to Hospital, and assign the Hospital classification to the newly platted undug portion of the waterway.

The Zoning District designation for lots 19A and 20 is proposed to be changed from Multi-Family 1 Duplex (MF1) District to Special Use (S) District, and assign Special Use (S) District to the newly platted undug portion of the waterway. The purpose of the Special Use (S) District is to provide a zoning classification which would require uses that have the potential of adversely impacting adjacent uses to only be approved by the Commission through the Conditional Use public review process. As such, the current rezoning application also includes a request for Conditional Use for the accessory use of the parking to the Hospital. The Conditional Use review process allows the imposition of conditions to mitigate any identified concerns from the community. The proposed requests do not offer any changes to the current use.

The subject area is generally bounded by University Drive and University Waterway, near Pisano Avenue, as shown in the following location map:



BACKGROUND

The subject property (both lots 19A and 20 and the undug portion of University Drive) is owned by the City of Coral Gables and under lease with Doctors Hospital, Inc. for use as surface parking.

The property has been used as a surface parking lot since the 1950s. An aerial below shows the conditions of the informal parking along University Drive in 1957. Currently, a portion of some parking spaces in the parking lot are a few feet outside the property line and within the University Drive right-of-way. In addition, many parking spaces along the east side of the current parking lot are also outside the property line and within the University Waterway, which is deeded to the City of Coral Gables.



1957 Aerial

In 1987, the Commission authorized a lease agreement with Doctors Hospital for a municipal surface parking on Lot 24 per Resolution 26281. Later in 1994, Doctors Hospital executed a Restrictive Covenant in favor of certain neighboring property owners limiting the hospital's use to a parking lot or its current future land use, multi-family duplex.

In more recent years, the City Commission had discussed and began negotiations of a Purchase and Sale Agreement for the sale of Municipal Parking Lot 24 to Doctors Hospital. However, the agreement was not finalized.

The current requests intend to create consistency with the current uses, land use, and zoning, and organize the current parking use to be within the private property. The application includes a change in the land use to Hospital; change in the zoning to Special Use (S) District; review and approval of the Conditional Use of the proposed reconfigured parking lot as an accessory use within the proposed replatted property; and replat of the surface parking lot within the private property and undug portion of the University Waterway.

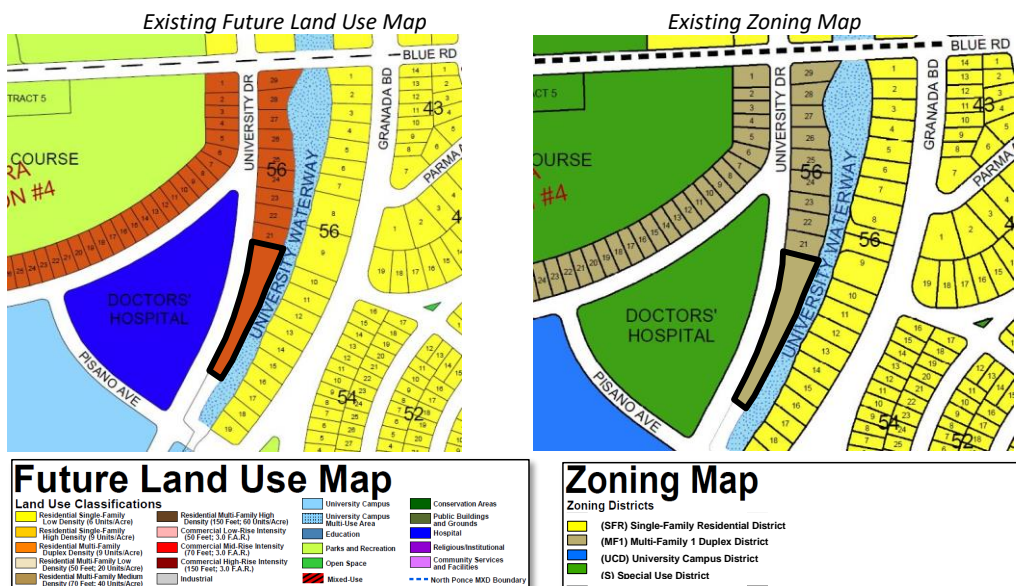
Property Existing and Proposed Land Use and Zoning Designations

The following tables provide the subject property's existing designations:

Surrounding Land Uses

Location	Existing Land Uses	CP Designations	Zoning Designation
North	Duplex Residential	Duplex Density (Multi-Family)	Multi-Family 1 (MF1)
South	Waterway	(none)	(none)
East	Single-Family Residential	Single-Family Low-Rise Density	Single-Family Residential
West	Doctors Hospital	Hospital	Special Use (S)

The surrounding properties existing land use and zoning designations is illustrated as follows:



3. REVIEW TIMELINE / PUBLIC NOTICE

City Review Timeline

The submitted applications have undergone the following City reviews:

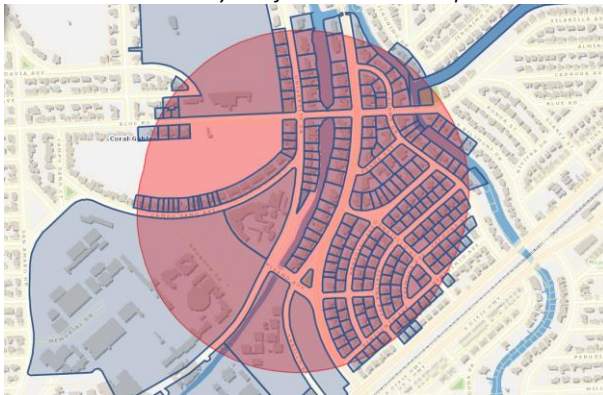
REVIEW COMMITTEES AND BOARDS	DATE
Planning and Zoning Board	08.11.21
City Commission – 1 st Reading	TBD
City Commission – 2 nd Reading	TBD

Public Notification and Comments

The City of Coral Gables completed the required mailing notification to all property owners within 1,500 feet of the subject property as required for applications requesting a change of land use or change of zoning. The Zoning Code requires that a courtesy notification be provided to all property owners within 1,500 feet of the subject property. The notice indicates the following: applications filed; public hearing dates/time/location; where the application files can be reviewed and provides for an opportunity to submit comments. Approximately 265 notices were mailed.

In addition, the School Community Relations Committee (SCRC) was also notified, as well as additional notice was provided to Henry S. West Laboratory School per Resolutions 2020-245 and 2020-265. A copy of the legal advertisement and courtesy notice are attached. A map of the notice radius is provided below.

Courtesy Notification Radius Map



The following has been completed to solicit input and provide notice of the Application:

PUBLIC NOTICE	DATE
Neighborhood Meeting	06.29.21
Legal advertisement	07.30.21

PUBLIC NOTICE	DATE
Courtesy notification	07.28.21
Posted agenda and Staff report on City web page/City Hall	08.06.21

4. FINDINGS OF FACT

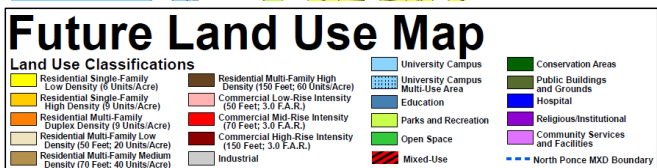
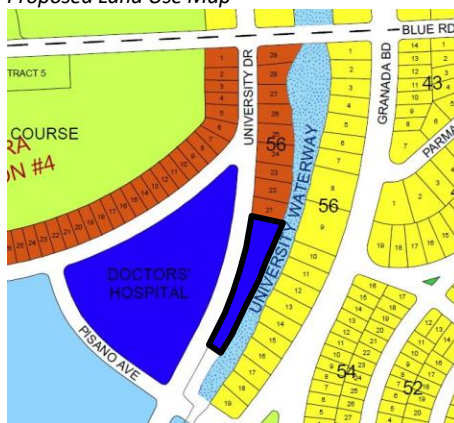
Request #1: Future Land Use Map Amendment

The request is to change the Future Land Use Map from Multi-Family Duplex Density for Lots 19A and 20, Block 56, Riviera Section Part 4.

Current Land Use Map



Proposed Land Use Map



The Zoning Code Section 14-213.6 provides review standards for Comprehensive Plan amendments:

Standard	Staff Evaluation
1. Whether it specifically advances any objective or policy of the Comprehensive Land Use Plan.	The proposed Comprehensive Plan amendment to change the land use to Hospital to allow off-street parking meets the policy of the Comprehensive Plan to protect residential areas from parking impacts of nearby nonresidential uses.
2. Whether it is internally consistent with Comprehensive Land Use Plan.	The proposed land use change to Hospital allows for off-street parking of Doctors Hospital on the site instead of having vehicles parked in the right-of-way in front of single-family homes.
3. Its effect on the level of	The proposed map amendment will have no effect on the level of

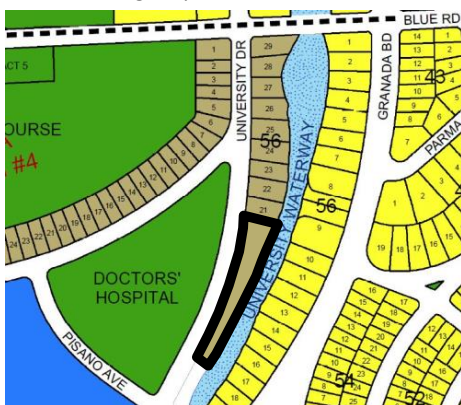
service of public infrastructure.	service of public infrastructure as the parking lot is existing.
4. Its effect on environmental resources.	The proposed amendment will have no effect on the environmental resources as the parking lot is existing.
5. Its effect on the availability of housing that is affordable to people who live or work in the City of Coral Gables.	The proposed amendment will have no effect on the availability of affordable housing.
6. Any other effect that the City determines is relevant to the City Commission's decision on the application.	No significant impact will occur as a result of the proposed change since the parking lot is existing.

Staff comments: The proposed land use map amendment to "Hospital" is appropriate for this location near other civic uses, such as the Doctors Hospital and the University of Miami. The block on the west of University Drive of the proposed district are currently designated "Hospital" as it is the current site of Doctors Hospital. The proposed designation would support the existing parking as an accessory use to Doctors Hospital. The standards identified in Section 14-13.6 for the proposed Comprehensive Plan land use map amendment are **satisfied**.

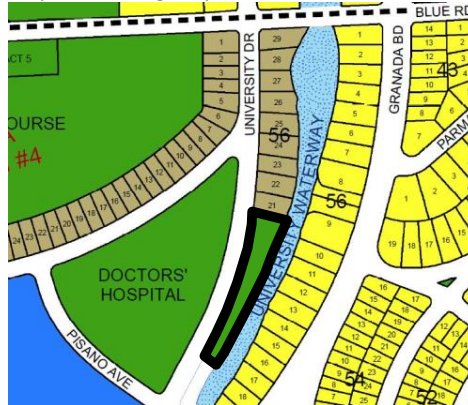
Request #2: Zoning Code Map Amendment

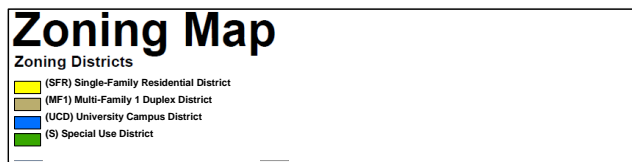
The request is to change the Zoning District Boundary from Multi-Family 1 Duplex (MF1) District to Special Use (S) District on lots 19A and 20, Block 56, Riviera Section Part 4, and assign Special Use (S) District zoning to the undug portion of the University Waterway.

Current Zoning Map



Proposed Zoning Map





Zoning Code Section 14-212.4 provides review standards for district boundary changes:

Standard	Staff Evaluation
1. It is consistent with the Comprehensive Plan in that it:	
a. Does not permit uses which are prohibited in the future land use category of the parcel proposed for development.	A Comprehensive Plan amendment to change the land use to Hospital is also being proposed as a companion item.
b. Does not allow densities or intensities in excess of the densities and intensities which are permitted by the future land use category of the parcel proposed for development.	If the proposed Comprehensive Plan Amendment is approved, changing the Land Use to Hospital, densities and intensities will be consistent with the proposed zoning designation of Special Use (S) District.
c. Will not cause a decline in the level of service for public infrastructure to a level of service which is less than the minimum requirements of the Comprehensive Plan	The proposed rezoning will not impact the level of service since the property is currently a parking lot.
d. Does not directly conflict with any objective or policy of the Comprehensive Plan.	The proposed rezoning would fulfill the objective to discourage parking on-street in residential areas.
2. Will provide a benefit to the City in that it will achieve two or more of the following objectives:	
a. Improve mobility by reducing vehicle miles traveled for residents within a one-half (1/2) mile radius by:	
i. Balancing land uses in a manner that reduces vehicle miles traveled.	The proposed rezoning to Special Use (S) District will have no impact on reducing vehicle miles traveled. As such, the proposal will not be increasing any vehicle miles either as the intent of the proposed change of zoning is to formalize the existing conditions of the valet parking lot.
ii. Creating a mix of uses that creates an internal trip capture rate of greater than twenty (20%) percent.	The proposed rezoning to Special Use (S) District will have no impact on internal trip capture.

Commented [CC1]: Are we required to show that it provides a benefit to the city by accomplishing two or more objectives?

iii. Increasing the share of trips that use alternative modes of transportation, such as transit ridership, walking, or bicycle riding.	The proposed rezoning to Special Use (S) District will have no impact on increasing the use of alternative modes of transportation of walking or bicycle riding.
b. Promote high-quality development or redevelopment in an area that is experiencing declining or flat property values.	The proposed rezoning to Special Use (S) District is not accompanying any proposed development.
c. Create affordable housing opportunities for people who live or work in the City of Coral Gables.	The proposed rezoning to Special Use (S) District will have no impact on creating affordable housing opportunities.
d. Implement specific objectives and policies of the Comprehensive Plan.	The proposed rezoning meets the objective to provide parking off-street in order to protect single-family areas from parking intrusion. Proper notice to neighboring residents and property owners is also fulfilling objectives of the Comprehensive Plan. The proposed change of zoning to Special Use also formalizes the current use of valet parking as an accessory use to Doctors Hospital to be directly consistent with the Comprehensive Plan designation of "Hospital" for medical and health related services.
3. Will not cause a substantial diminution of the market value of adjacent property or materially diminish the suitability of adjacent property for its existing or approved use.	The proposed rezoning will not cause any diminution of value.

Staff comments:

The proposed rezoning from Multi-Family 1 Duplex (MF1) District to Special Use (S) District is appropriate for this area near Doctors Hospital. The standards identified in Section 14-212.4 for the proposed Zoning map amendment are satisfied.

Request #3: Conditional Use for Accessory Use to Hospital

The proposed parking lot is allowed in the Special Use (S) District zoning as a conditional use when it is an accessory use to a hospital. The proposed configuration of the parking lot will be approximately 70 head-in spaces and 16 tandem parking spaces, which totals to 102 valet spaces. The total landscaped open space

is 35% landscaped open space, as required for Special Use District. The site also includes a 2'-4" picket fence on top of a 2-foot concrete wall, with 18" of landscape buffer at University Drive. A 6-foot perimeter wall is also provided facing the canal and the north side of the property. Landscape is provided along the perimeter as a buffer to conceal parking from canal and adjacent property. The parking lot will be solely used as a valet lot to offer free valet parking for visitors and patrons of Doctors Hospital. No structure is proposed to be erected on the site, and this will be a condition of approval if the Conditional Use is approved.

Conditional Use Review Criteria

Planning Staff's review of the criteria set out in Section 14-203.8, "Standards for Review" is as follows:

Standard	Staff Evaluation
1. The proposed conditional use is consistent with and furthers the goals, objectives and policies of the Comprehensive Land Use Plan and furthers the purposes of these regulations and other City ordinances and actions designed to implement the Plan.	Yes. The Application is "consistent" with the CP's Goals, Objectives and Policies to protect the single-family residential neighborhoods from intrusion of parking from nonresidential uses nearby.
2. The available use to which the property may be put is appropriate to the property that is subject to the proposed conditional use and compatible with existing and planned uses in the area.	Yes. The subject property is located across University Drive from Doctors Hospital which currently uses the existing parking lot for patron valet. The proposed reconfiguration will allow dense landscape to buffer the view of the parking lot from neighboring residences.
3. The proposed conditional use does not conflict with the needs and character of the neighborhood and the City	Yes. The subject property is surrounded by various properties with Hospital, multi-family duplex, University Campus, and single-family land use designations. The proposed parking lot is a current accessory to Doctors Hospital to allow dedicated space for valet parking of visitors and patrons of the hospital.
4. The proposed conditional use will not adversely or unreasonably affect the use of other property in the area.	Yes. The proposed parking lot is currently being used for surface parking by Doctors Hospital. The dedicated space for car storage protects the nearby residential neighborhood from cars being parked in front of their homes. The proposed reconfiguration of the current lot will include dense landscape to buffer the view of the lot from nearby residences.
5. The proposed use is	Yes. The proposed reconfiguration of the existing parking

Standard	Staff Evaluation
compatible with the nature, condition and development of adjacent uses, buildings and structures and will not adversely affect the adjacent uses, buildings or structures	lot will include dense landscape that will buffer the view from adjacent residences. The use will solely be for valet services, and not public parking, thereby limiting the impact on nearby residences.
6. The parcel proposed for development is adequate in size and shape to accommodate all development features.	Yes. The subject property is proposed to store cars and is of adequate size and shape to provide a double-loaded parking aisle. The property is limited in size for any substantial development.
7. The nature of the proposed development is not detrimental to the health, safety and general welfare of the community.	Yes. The proposed storage of cars on the site is consistent with the stated goals and objectives to protect single-family neighborhoods from on-street car parking.
8. The design of the proposed driveways, circulation patterns and parking is well defined to promote vehicular and pedestrian circulation.	Yes. The proposed 1-way driveways and drive aisles promote vehicular circulation. Narrower driveways and sidewalks within the public right-of-way of University Drive would promote pedestrian circulation, as currently pedestrians walk in the street.
9. The proposed conditional use satisfies the concurrency standards of Section 14-218 and will not adversely burden public facilities, including the traffic-carrying capacities of streets, in an unreasonable or disproportionate manner.	Yes. The proposed project was reviewed by the Zoning Division and meets concurrency and does not adversely burden public facilities. Per Resolution No. 2019-13, a Traffic Impact Study is not required. Instead, the Commission directs staff to assess the need for pedestrian infrastructure in the area.

Request #4: Replat

The re-plat proposed reflects the existing parking lot that is currently located on the platted lots of 19A and 20, as well as the undug portion of the waterway which is deeded to the City of Coral Gables.

The procedure for reviewing and recommending a tentative plat is contained in Sections 14-210.1 through 14-210.4 of the Zoning Code. The Planning and Zoning Board provides a recommendation on tentative plats to the City Commission. The final plat is prepared from the tentative plat, with a final review and approval in resolution form by the City Commission. Administrative review and approval of the final plat by the Miami-Dade County Subdivision Department is required prior to the City Commission hearing. The tentative plat is provided in the submitted Application (see Attachment A).

Consistency Evaluation of the Comprehensive Plan (CP) Goals, Objectives Policies

This section provides those Comprehensive Plan Goals, Objectives and Policies applicable to the proposed re-plat and the determination of consistency:

Ref. No.	Comprehensive plan Goal, Objective and Policy	Staff Review
1.	Policy MOB-1.1.8. Protect residential areas from parking impacts of nearby nonresidential uses and businesses and discourage parking facilities that intrude, impact and increase traffic into adjacent residential areas.	Complies
2.	Policy FLU-1.3.2. All development applications in residential neighborhoods shall continue to be reviewed by applicable boards and committees to ensure the protection 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. The City will continue to enforce the adopted restrictive design standards; historic preservation policies and the applicable performance standards of the Commercial Limited designation in the Zoning Code.	Complies
3.	Goal FLU-3. The City as a part of its development review process shall engage public/community participation and collaboration to provide for a transparent development review process.	Complies
4.	Objective FLU-3.2. The Planning Department during its review of changes in land use and changes in zoning of properties adjoining single family neighborhoods shall continue its current efforts as provided for in the City's Zoning Code to notify residents, property owners, neighborhood associations, organized neighborhood groups and interested parties of upcoming applications and the opportunity to provide input.	Complies
5.	Policy FLU-3.2.2. The Planning Department, when receiving a development proposal for property that adjoins a single-family residential district, shall facilitate the contact and discussion between applicants and known organized neighborhood groups and neighborhood associations to provide the opportunity to resolve potential neighborhood issues prior to City review at public hearings. The necessity to complete further collaboration and consensus decision making to mitigate or resolve identified issues may be conducted by the City's Planning Department or outside mediation services such as the South Florida Regional Planning Council, Institute for Community Collaboration.	Complies

Staff Comments: Staff's determination that the proposed re-plat is consistent with the CP Goals, Objectives and Policies. It meets the policies of the City's Comprehensive Plan by protecting single-family residential properties from parking intrusion and providing notice and opportunities for residents to provide comments at public hearings.

5. STAFF RECOMMENDATION

Based upon the complete Findings of Fact contained within this report, staff recommends **Approval** the following:

1. *An Ordinance of the City Commission of Coral Gables, Florida amending the Future Land Use Map of the City of Coral Gables Comprehensive Plan pursuant to Zoning Code Article 14, "Process", Section 14-213, "Comprehensive Plan Text and Map Amendments", and Small-Scale Comprehensive Plan Amendment procedures (ss. 163.3187, Florida Statutes), changing the land use designation for certain properties located at Lots 19A & 20 Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4, Coral Gables Florida from Multi-Family Duplex Density to Hospital Use; and assigning a land use designation of same, Hospital Use for the abutting property legally described as that portion of the un-dug University Waterway in Block 56 of the Revised Plat of Coral Gables Riviera Section Part 4, Coral Gables, Florida; providing for a repealer provision, severability clause, and providing for an effective date. (LEGAL DESCRIPTION ON FILE)*
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Summary of the Basis for Approval

As enumerated in the Findings of Fact contained herein, Staff finds the Application is in compliance with the Comprehensive Plan, Zoning Code, and other applicable City Codes.

The recommended Conditionals of Approval are summarized below:

1. Property shall remain as a surface parking lot. No structure shall be built on the site.
2. Construction of the proposed project shall be in conformance with the site plan and landscape plans prepared by NELSON Worldwide. Any changes to the approved plans and drawings shall require Planning and Zoning Board review and City Commission review and final approval.

6. ATTACHMENTS

- A. Proposed Tentative Plat.
- B. Proposed Conditional Use Site Plan and Landscape Plans.
- C. Legal advertisement published and mailed to all property owners within 1,500 feet.
- D. PowerPoint Presentation.

Please visit the City's webpage at www.coralgables.com to view all Application plans and materials, notices, applicable public comments, minutes, etc. The complete Application and all background information also is on file and available for examination during business hours at the Planning and Zoning Division, 427 Biltmore Way, Suite 201, Coral Gables, Florida 33134.

Respectfully submitted,

Ramon Trias, Ph.D., AIA, AICP, LEED AP
Assistant Director of Development Services
for Planning
City of Coral Gables, Florida