


MIAMI BEACH

PLANNING DEPARTMENT

Staff Report & Recommendation

Design Review Board

TO: DRB Chairperson and Members

FROM: Thomas R. Mooney, AICP
Planning Director 

SUBJECT: DRB19-0385
5th Street Bridge –Pedestrian Bridge

DATE: September 03, 2019

DRB19-0385, 5th Street Pedestrian Bridge. An application has been filed requesting Design Review Approval for the construction of a pedestrian overpass bridge over 5th Street, and ramps, stairs and an elevator in the right-of-way.

Recommendation:

Approval with conditions

SITE DATA:

Zoning: GU (Government Use)

BACKGROUND:

On November 6, 2018, the residents of Miami Beach approved three ballot questions authorizing the City to issue General Obligation Bonds to fund capital projects within the City in the areas of public safety, parks and recreation, and infrastructure. The General Obligation Bonds (G.O. Bonds) projects include, among other City projects, \$10 million for the 5th Street Pedestrian Bridge Project. Subsequently, on March 13, 2019, the Mayor and City Commission adopted Resolution No. 2019-30754, authorizing the issuance of the first tranche of G.O. Bonds, and as part thereof, approved the G.O. Bond Implementation Plan. The 5th Street Pedestrian Bridge Project is one of the projects scheduled for implementation during the first tranche of G.O. Bond projects.

On January 9, 2019, the Development Agreement was executed pertaining to the 500-600 blocks of Alton Road, and provided that the City and the Developer agree to exercise diligent, good-faith efforts to negotiate and draft terms for the Developer to develop, design and or construct a pedestrian bridge over and across 5th Street and West Avenue, to connect the baywalks south of 5th Street with the area north of 5th Street; provided, however, that any such agreement with respect to the Bridge Project shall be subject to the prior approval of the City Commission.

Following the execution of the Development Agreement, the City and the developer have worked together to define the processes and refine the scope for implementing the 5th Street Pedestrian Bridge Project.

On May 08, 2019, the City Commission passed a resolution that endorsed the conceptual plans and authorized the Administration to submit an application to the Design Review Board for its consideration of the 5th Street Pedestrian Bridge Project. The final design, permitting and construction of the 5th Street Pedestrian Bridge Project will be subject to the City Commission's approval of an amendment to the Development Agreement.

On June 04, 2019, the Design Review Board reviewed and approved the location, orientation, width, height, vertical clearance, access points, landscaping, and temporary enclosures for the bridge and walkways of the proposed pedestrian bridge. The design of the permanent protective barriers, signage, materials, finishes, and other design elements were continued to the July 02, 2019 DRB meeting. On July 02, 2019, the item was continued to the September 03, 2019 DRB meeting. On July 17, 2019, the Development Agreement was amended to provide for the bridge.

THE PROJECT:

The applicant has submitted plans and renderings entitled "City of Miami Beach – 5th Street Baywalk Pedestrian Connector Bridge" by **Arquitectonica**, dated July 08, 2019.

COMPLIANCE WITH ZONING CODE:

Not Applicable

CONSISTENCY WITH COMPREHENSIVE PLAN:

A preliminary review of the project indicates that the proposed **residential use** is **consistent** with the Future Land Use map designation of the 2025 Comprehensive Plan, and the incorporation of a proposed pedestrian pathway access connection from Collins Avenue to the Beachwalk and the oceanfront is **consistent** with **Objective 5: Public Access Corridors** of the 'RECREATION AND OPEN SPACE ELEMENT' and Policy 5.8: Beachwalk and Baywalk Projects of the TRANSPORTATION ELEMENT of the City's Comprehensive Plan.

Objective 5: Public Access Corridors. *To develop a network of greenways, scenic open space vistas, beachfront promenades, bicycle and pedestrian trails, and multi-purpose public access corridors to waterways, the beach and outdoor recreational opportunities in order to preserve the natural eco-systems and to enhance the quality of urban life.*

Policy 5.8: Beachwalk and Baywalk Projects. *The City shall continue the implementation of the Beachwalk and Baywalk Projects in order to further the City's vision of having a continuous on-grade recreational path running north/south along the City's South, Middle and North Beach Neighborhoods. Such projects would combine to form one interconnected recreational path that is ADA accessible and environmentally compatible with the dune and marine environment.*

ACCESSIBILITY COMPLIANCE

Additional information will be required for a complete review for compliance with the Florida Building Code 2001 Edition, Section 11 (Florida Accessibility Code for Building Construction). These and all accessibility matters shall require final review and verification by the Building Department prior to the issuance of a Building Permit.

COMPLIANCE WITH DESIGN REVIEW CRITERIA:

Design Review encompasses the examination of architectural drawings for consistency with the criteria stated below with regard to the aesthetics, appearances, safety, and function of the structure or proposed structures in relation to the site, adjacent structures and surrounding community. Staff recommends that the following criteria is found to be satisfied, not satisfied or not applicable, as hereto indicated:

1. The existing and proposed conditions of the lot, including but not necessarily limited to topography, vegetation, trees, drainage, and waterways.
Satisfied
2. The location of all existing and proposed buildings, drives, parking spaces, walkways, means of ingress and egress, drainage facilities, utility services, landscaping structures, signs, and lighting and screening devices.
Satisfied
3. The dimensions of all buildings, structures, setbacks, parking spaces, floor area ratio, height, lot coverage and any other information that may be reasonably necessary to determine compliance with the requirements of the underlying zoning district, and any applicable overlays, for a particular application or project.
Satisfied
4. The color, design, selection of landscape materials and architectural elements of Exterior Building surfaces and primary public interior areas for Developments requiring a Building Permit in areas of the City identified in section 118-252.
Satisfied
5. The proposed site plan, and the location, appearance and design of new and existing Buildings and Structures are in conformity with the standards of this Ordinance and other applicable ordinances, architectural and design guidelines as adopted and amended periodically by the Design Review Board and Historic Preservation Boards, and all pertinent master plans.
Satisfied
6. The proposed Structure, and/or additions or modifications to an existing structure, indicates a sensitivity to and is compatible with the environment and adjacent Structures, and enhances the appearance of the surrounding properties.
Satisfied
7. The design and layout of the proposed site plan, as well as all new and existing buildings shall be reviewed so as to provide an efficient arrangement of land uses. Particular attention shall be given to safety, crime prevention and fire protection, relationship to the surrounding neighborhood, impact on contiguous and adjacent Buildings and lands, pedestrian sight lines and view corridors.
Satisfied
8. Pedestrian and vehicular traffic movement within and adjacent to the site shall be reviewed to ensure that clearly defined, segregated pedestrian access to the site and all buildings is provided for and that all parking spaces are usable and are safely and conveniently arranged; pedestrian furniture and bike racks shall be considered. Access to the Site from adjacent roads shall be designed so as to interfere as little as possible with traffic flow on these roads and to permit vehicles a rapid and safe ingress and egress to the Site.
Not Applicable
9. Lighting shall be reviewed to ensure safe movement of persons and vehicles and reflection on public property for security purposes and to minimize glare and

reflection on adjacent properties. Lighting shall be reviewed to assure that it enhances the appearance of structures at night.

Not Satisfied; a lighting plan has not been provided

10. Landscape and paving materials shall be reviewed to ensure an adequate relationship with and enhancement of the overall Site Plan design.

Satisfied

11. Buffering materials shall be reviewed to ensure that headlights of vehicles, noise, and light from structures are adequately shielded from public view, adjacent properties and pedestrian areas.

Satisfied

12. The proposed structure has an orientation and massing which is sensitive to and compatible with the building site and surrounding area and which creates or maintains important view corridor(s).

Satisfied

13. The building has, where feasible, space in that part of the ground floor fronting a street or streets which is to be occupied for residential or commercial uses; likewise, the upper floors of the pedestal portion of the proposed building fronting a street, or streets shall have residential or commercial spaces, shall have the appearance of being a residential or commercial space or shall have an architectural treatment which shall buffer the appearance of the parking structure from the surrounding area and is integrated with the overall appearance of the project.

Not Applicable

14. The building shall have an appropriate and fully integrated rooftop architectural treatment which substantially screens all mechanical equipment, stairs and elevator towers.

Not Applicable

15. An addition on a building site shall be designed, sited and massed in a manner which is sensitive to and compatible with the existing improvement(s).

Not Applicable

16. All portions of a project fronting a street or sidewalk shall incorporate an architecturally appropriate amount of transparency at the first level in order to achieve pedestrian compatibility and adequate visual interest.

Not Applicable

17. The location, design, screening and buffering of all required service bays, delivery bays, trash and refuse receptacles, as well as trash rooms shall be arranged so as to have a minimal impact on adjacent properties.

Not Applicable

18. In addition to the foregoing criteria, subsection [118-]104(6)(t) of the city Code shall apply to the design review board's review of any proposal to place, construct, modify or maintain a wireless communications facility or other over the air radio transmission or radio reception facility in the public rights-of-way.

Not Applicable

19. The structure and site complies with the sea level rise and resiliency review criteria in Chapter 133, Article II, as applicable.

Not Applicable

COMPLIANCE WITH SEA LEVEL RISE AND RESILIENCY REVIEW CRITERIA

Section 133-50(a) of the Land Development establishes review criteria for sea level rise and resiliency that must be considered as part of the review process for board orders. The following is an analysis of the request based upon these criteria:

- (1) A recycling or salvage plan for partial or total demolition shall be provided.
Not Applicable
- (2) Windows that are proposed to be replaced shall be hurricane proof impact windows.
Not Applicable
- (3) Where feasible and appropriate, passive cooling systems, such as operable windows, shall be provided.
Not Applicable
- (4) Whether resilient landscaping (salt tolerant, highly water-absorbent, native or Florida friendly plants) will be provided.
Not Applicable
- (5) Whether adopted sea level rise projections in the Southeast Florida Regional Climate Action Plan, as may be revised from time-to-time by the Southeast Florida Regional Climate Change Compact, including a study of land elevation and elevation of surrounding properties were considered.
Not Applicable
- (6) The ground floor, driveways, and garage ramping for new construction shall be adaptable to the raising of public rights-of-ways and adjacent land.
Not Applicable
- (7) Where feasible and appropriate, all critical mechanical and electrical systems shall be located above base flood elevation.
Not Applicable
- (8) Existing buildings shall be, where reasonably feasible and appropriate, elevated to the base flood elevation.
Not Applicable
- (9) When habitable space is located below the base flood elevation plus City of Miami Beach Freeboard, wet or dry flood proofing systems will be provided in accordance with Chapter of 54 of the City Code.
Not Applicable
- (10) In all new projects, water retention systems shall be provided.
Not Applicable

- (11) Cool pavement materials or porous pavement materials shall be utilized.

Not Applicable

- (12) The project design shall minimize the potential for a project causing a heat island effect on site.

Not Applicable

STAFF ANALYSIS:

DESIGN REVIEW

On June 04, 2019 the Design Review Board reviewed and approved the general site plan and structural design for the bridge that included its orientation, width, height, vertical clearance, access points, landscaping, and temporary enclosures for the bridge and walkways. The “skin” of the bridge, including its architectural expression and articulation, as well as the design details, materials, finishes, lighting, and colors was continued. At the July 31, 2019 City Commission meeting, the developers unveiled the new design “skin” for the 5th Street pedestrian bridge to universal acclaim.

The proposed pedestrian bridge will provide a much-needed link of the baywalks north and south of 5th Street. Additionally, it will connect to the mixed use residential / commercial project and the 3.0-acre public park proposed for the entirety of the 500 block and most portions of the 600 and 700 blocks, on the west side of Alton Road and the east side of West Avenue. The applicant has had multiple meetings with the Florida Department of Transportation (FDOT) to arrive at a plan to construct a successful above-street level pedestrian crossing over 5th Street. The proposed bridge will directly link two vital neighborhoods of South Beach that were historically connected prior to the construction of the flyover.

The proposed treatment of the pedestrian bridge, or connector, is conceived as a colorful cylinder by renowned French artist Daniel Buren. Daniel Buren is a French Conceptual artist best known for his distinctive site-specific installations of alternating stripe patterns and flamboyant glass coverings. Mr. Buren’s exhibitions and installations are conceived and created solely from their architectural and institutional settings. Buren uses the term “in situ” to describe the relationship between his work and the sites where they take place.

The new skin renders its shape from a grid of colored glass that encircles the structural bridge as it spans over the Causeway. Evocative of stained glass, the curved surfaces and the colored light produced will be constantly changing depending on the time of year and day and the amount of sunlight. The simplified patterns of colored glass produce a hued approach to the midair crossing in space, allowing nature to play a role in illuminating the transparent cylinder and helping cast shadows of color across the walkway and in the street below.

The proposed pedestrian bridge spans above and across 5th Street, from the southern terminus of West Avenue to the baywalk south of 5th Street. Along its north end, the bridge is connected to the proposed 500 Alton Road development with an elevated walkway that crosses over West Avenue to integrate with the development’s proposed walkway, which ramps down to the grade of the new park, as well as ribbons its way around the parking pedestal of the 519’-0” tower. A stairwell is also proposed to provide direct access to the southwest corner of West Avenue and 5th Street. Accessibility to the bridge from the south

is provided by a glass encased elevator bank, providing both pedestrian and bicycle elevators, as well as by a staircase that directly links to the baywalk. This particular access point may need to be modified in the future, in accordance with a transit route on the south side of the MacArthur Causeway.

The bridge platform and crossing are elevated to 26'-5" with a nearly 20'-0" bridge clearance to the underside of the structure. The rainbow connection consists of a canopy of floating horizontal panels of glass of specific size and height each touching the next, offset in a radiating tube-like manner. The frame of each circle is covered red, orange, yellow, blue, green, indigo, violet, and magenta blue, yellow, orange or green translucent glass panels film. They are supported by a cylindrical vertical "cage" posts with sides of white frame, creating an organized geometry and suggestive of movement. Open panels provide views to the water throughout the tunnel.

The proposed design of the 5th Street Pedestrian Bridge circular skylight will serve as a dynamic gateway to our City, and a striking urban addition to its infrastructure. It will also provide a long awaited, and much needed, connection of the baywalk from the West Avenue to the South of Fifth neighborhood, with fully realized and improved pedestrian facilities. The overall scope of the project will significantly enhance the residents experience by linking local businesses, parks and establishments. Furthermore, the concept accommodates any mass transit solution the city may choose to endeavor in the future. Staff is supportive of the design and recommends approval with the noted modifications.

RECOMMENDATION:

In view of the foregoing analysis, staff recommends the application be **approved**, subject to the conditions enumerated in the attached Draft Order, which address the inconsistencies with the aforementioned Design Review criteria and Sea Level Rise.

DESIGN REVIEW BOARD
City of Miami Beach, Florida

MEETING DATE: September 03, 2019

FILE NO: DRB19-0385

PROPERTY: **5th Street Pedestrian Bridge**

APPLICANT: The City of Miami Beach

IN RE: The Application for Design Review Approval for the construction of a pedestrian overpass bridge over 5th Street, and ramps, stairs and an elevator in the right-of-way.

ORDER

The City of Miami Beach Design Review Board makes the following FINDINGS OF FACT, based upon the evidence, information, testimony and materials presented at the public hearing and which are part of the record for this matter:

I. Design Review

- A. The Board has jurisdiction pursuant to Section 118-252(a) of the Miami Beach Code. The property is not located within a designated local historic district and is not an individually designated historic site.
- B. Based on the plans and documents submitted with the application, testimony and information provided by the applicant, and the reasons set forth in the Planning Department Staff Report, the project as submitted is consistent with Design Review Criteria in Section 118-251 of the Miami Beach Code.
- C. Based on the plans and documents submitted with the application, testimony and information provided by the applicant, and the reasons set forth in the Planning Department Staff Report, the project as submitted is not applicable with Sea Level Rise Criteria in Section 133-50(a) of the Miami Beach Code.
- D. The project would be consistent with the criteria and requirements of Section 118-251 and/or Section 133-50(a) if the following conditions are met:
 1. Revised elevation, site plan and floor plan drawings shall be submitted and, at a minimum, such drawings shall incorporate the following:
 - a. The location, orientation, width, height, vertical clearance, access points, landscaping, and temporary enclosures for the bridge and walkways are hereby approved, pursuant to the final order dated June 04, 2019.
 - b. The final design details of the proposed bridge and walkways, including materials, finishes, dimensions, and type, shall be submitted in a manner to

be reviewed and approved by staff consistent with the Design Review Criteria and/or the directions from the Board.

- c. The final signage details for the “Welcome to Miami Beach” shall consist of individual channel letters with intermittent LED lighting, in a font to replicate the Miami Beach linotype logo.
- d. The future detail and design of any future roof “enclosure”, if required at a later date, shall be consistent with the architectural elements and style of the vertical features of the bridge.
- e. The architect shall incorporate bicycle access ramps/gutters at the edge of both main stairs.
- f. Any future signage, such as wayfinding, site identification and information panels, shall consist of high-quality design and finishes commensurate with the architecture.
- g. The final design and details of associated exterior lighting shall be provided, in a manner to be reviewed and approved by staff consistent with the Design Review Criteria and/or the directions from the Board.
- h. All exterior handrails along the walkways and ramps shall be a continuous railing design. All exterior handrails and support posts shall incorporate a flat profile. The final design details, dimensions material and color of all exterior handrails shall be made part of the building permit plans and shall be subject to the review and approval of staff consistent with the Design Review Criteria and/or the directions from the Board.
- i. The final exterior surface color scheme, including color samples, shall be subject to the review and approval of staff and shall require a separate permit.
- j. The final location and details of the access structure on the south side of the Bridge, including the potential conversion of an elevator/stair structure to a ramp structure, shall be subject to the review and approval of staff.
- k. A copy of all pages of the recorded Final Order shall be scanned into the plans submitted for building permit and shall be located immediately after the front cover page of the permit plans.
- l. Prior to the issuance of a Certificate of Occupancy, the project Architect shall verify, in writing, that the subject project has been constructed in accordance with the plans approved by the Planning Department for Building Permit.

In accordance with Section 118-262, the applicant, or the city manager on behalf of the City Administration, or an affected person, Miami Design Preservation League or Dade Heritage Trust may seek review of any order of the Design Review Board by the City

Commission, except that orders granting or denying a request for rehearing shall not be reviewed by the Commission.

II. Variance(s)

- A. No variance(s) were filed as part of this application.

III. General Terms and Conditions applying to both 'I. Design Review Approval and II. Variances' noted above.

- A. The Final Order shall be recorded in the Public Records of Miami-Dade County, prior to the issuance of a Building Permit.
- B. The Final Order is not severable, and if any provision or condition hereof is held void or unconstitutional in a final decision by a court of competent jurisdiction, the order shall be returned to the Board for reconsideration as to whether the order meets the criteria for approval absent the stricken provision or condition, and/or it is appropriate to modify the remaining conditions or impose new conditions.
- C. The conditions of approval herein are binding on the applicant, the property's owners, operators, and all successors in interest and assigns.
- D. Nothing in this order authorizes a violation of City Code or other applicable law, nor allows a relaxation of any requirement or standard set forth in the City Code.

IT IS HEREBY ORDERED, based upon the foregoing findings of fact, the evidence, information, testimony and materials presented at the public hearing, which are part of the record for this matter, and the staff report and analysis, which are adopted herein, including the staff recommendations, which were amended and adopted by the Board, that the **application** is GRANTED for the above-referenced project subject to those certain conditions specified in Paragraph I,II,III of the Findings of Fact, to which the applicant has agreed.

PROVIDED, the applicant shall build substantially in accordance with the plans entitled "City of Miami Beach – 5th Street Baywalk Pedestrian Connector Bridge" by **Arquitectonica**, dated April 08, 2019, as approved by the Design Review Board, as determined by staff.

When requesting a building permit, the plans submitted to the Building Department for permit shall be consistent with the plans approved by the Board, modified in accordance with the conditions set forth in this Order. No building permit may be issued unless and until all conditions of approval that must be satisfied prior to permit issuance, as set forth in this Order, have been met.

The issuance of the approval does not relieve the applicant from obtaining all other required Municipal, County and/or State reviews and permits, including final zoning approval. If adequate handicapped access is not provided on the Board-approved plans, this approval does not mean that such handicapped access is not required. When requesting a building permit, the plans submitted to the Building Department for permit shall be consistent with the plans approved by the Board, modified in accordance with the conditions set forth in this Order.

If the Full Building Permit for the project is not issued within eighteen (18) months of the meeting date at which the original approval was granted, the application will expire and become null and void, unless the applicant makes an application to the Board for an extension of time, in accordance with the requirements and procedures of Chapter 118 of the City Code; the granting of any such extension of time shall be at the discretion of the Board. If the Full Building Permit for the project should expire for any reason (including but not limited to construction not commencing and continuing, with required inspections, in accordance with the applicable Building Code), the application will expire and become null and void.

In accordance with Chapter 118 of the City Code, the violation of any conditions and safeguards that are a part of this Order shall be deemed a violation of the land development regulations of the City Code. Failure to comply with this **Order** shall subject the application to Chapter 118 of the City Code, for revocation or modification of the application.

Dated this _____ day of _____, 20_____.

DESIGN REVIEW BOARD
THE CITY OF MIAMI BEACH, FLORIDA

BY: _____
JAMES G. MURPHY
CHIEF OF URBAN DESIGN
FOR THE CHAIR

STATE OF FLORIDA)
)SS
COUNTY OF MIAMI-DADE)

The foregoing instrument was acknowledged before me this _____ day of _____ 20____ by James G. Murphy, Chief of Urban Design, Planning Department, City of Miami Beach, Florida, a Florida Municipal Corporation, on behalf of the Corporation. He is personally known to me.

NOTARY PUBLIC
Miami-Dade County, Florida
My commission expires: _____

Approved As To Form:

City Attorney's Office: _____ ()

Filed with the Clerk of the Design Review Board on _____ ()