

RECOMMENDATION:

With two exceptions, the zoning classification boundaries should be retained as they currently exist. The exceptions are: the R-5 (High Density Multiple) zoning classification established on the south side of N. E. 69th Street between N. E. 7th Court (extended) and Biscayne Bay, which should be changed to an R-4 (Medium Density Multiple) zoning classification, and the R-1 (One Family Dwelling) zoning classification established on the Legion Memorial Park Picnic Island located off-shore at approximately N. E. 64th Street in Biscayne Bay, which should be changed to a P-R (Public Park and Recreational Use) zoning classification.

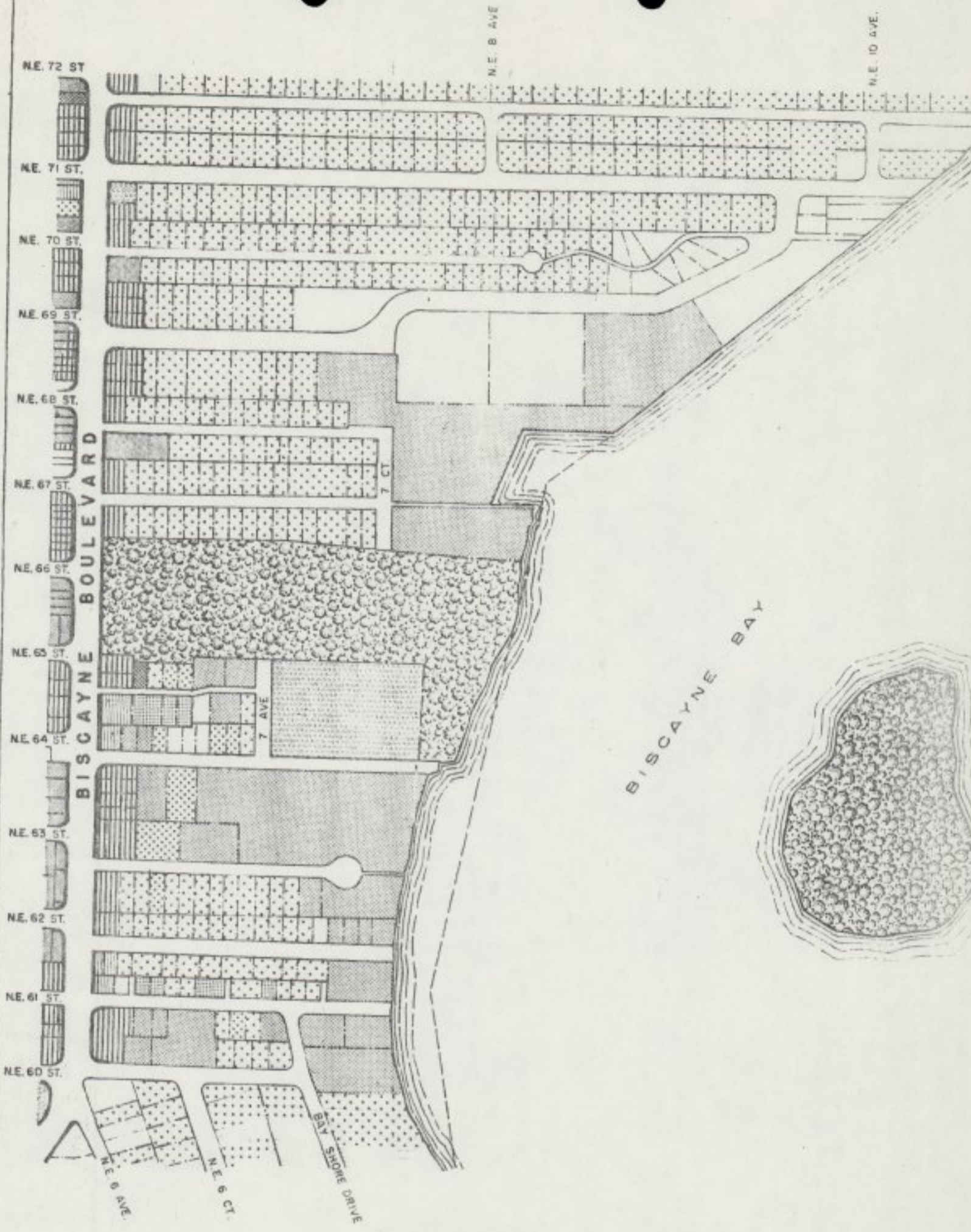
BACKGROUND:

On March 16, 1972, the City Commission reviewed with Mrs. Grace Rockafellar, President of the Northeast Taxpayer's Association, the potentiality of initiating a moratorium on high-rise construction in the vicinity of N. E. 71st Street and Biscayne Bay. The City Commission and the City Attorney informed Mrs. Rockafellar that it was inadvisable for the City to institute such moratorium and referred Mrs. Rockafellar to the City Attorney for further consideration. The City Attorney thereupon advised the City Manager's office to request the Planning Department to initiate a comprehensive zoning study of the area in question, as a base for future zoning consideration in the study area.

ANALYSIS:

Boundaries: Study area boundaries were drawn using the major physical elements of Biscayne Bay on the east and Biscayne Boulevard on the west, N. E. 72nd Street on the north and N. E. 60th Street on the south. The area under study includes several older, well established and well maintained residential subdivisions such as Washington Place, Acadia, Baywood, Elmira, Legion Park, Fallesen Park, Knight's Addition and Lemon City. Originally, these subdivisions terminated in a mangrove swamp which constituted the west shore of Biscayne Bay. As development proceeded, the mangrove swamp was gradually filled and streets were extended eastward over a natural ridge and down to the bayshore. Many of these later residences were built on relatively low land, as there were no requirements at that time to fill to elevations that are now made mandatory by certain flood criteria.











Land Use: Approximately twenty-six (26) percent of the land area within the study boundaries is developed in single family residences, and sixteen (16) percent in low, medium and high density, multiple residential development. In the northern portion of the study area, residential development changes abruptly from single family to high density, multiple family which is indicative of an incompatible residential land use pattern. Residential development in the southern portion of the study area is representative of a more gradual blending of residential densities with medium to low density multiple family development adjacent to the park changing to single family development further south.

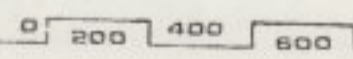


EXISTING LAND USE

AREA STUDY | **NORTHEAST**

LEGEND

-  SINGLE FAMILY
-  TWO FAMILY
-  MULTI-FAMILY
-  MOTEL
-  HOTEL
-  COMMERCIAL
-  VACANT COMMERCIAL
-  PARK
-  PUBLIC SEMI-PUBLIC
-  VACANT



The vast majority of single family homes in the area are extremely well maintained and are in sound condition. Relatively few are of frame construction. Only five (5) homes were found to be in "fair" condition, indicating the need for minor improvement such as exterior paint. One vacant commercial structure located on Biscayne Boulevard was found to be in "poor" or a deteriorated condition.

Multiple residential development in the area is good quality and much of it is of relative new construction. An area of older multiple residential units is located south of Legion Park in proximity to Biscayne Boulevard. Although structures in this area are of sound condition, it is likely that they will subject to pressures of redevelopment in the future as the demand for better quality apartments with greater amenities increases. Structures housing higher population densities are located in closer proximity to the bayfront. One such high rise facility has created a visual landmark for the area which can be seen for several miles around. There are approximately 444 multiple family residential units as compared with 268 existing one and two-family housing units. A large multiple-family residential development is under construction on the bayshore between N. E. 62nd and N. E. 64th Streets, and when complete, will add an additional 421 residential units to the area.

Of the remaining fifty-eight (58) percent of land area, the City of Miami Legion Memorial Park and Picnic Island, and the Harvey Seeds Post of the American Legion represent seventeen (17) percent in public and semi-public land use. Approximately seven (7) percent or 12.0 acres of the land in the study area is vacant, of which 4.4 acres is zoned for R-1 use, 1.7 acres for R-3 use, 0.4 acre for R-4 use, 5.4 acres for R-5 use, and 0.1 acre is zoned for C-2 use. Commercial land use represents four (4) percent of the total land area and primarily reflects motel, office, and local commercial uses on the east side of Biscayne Boulevard. The remaining thirty (30) percent of the land area lies in street rights-of-way.

Population: Study of population characteristics as derived from the 1970 Census reveals that approximately 760 persons resided in the study area in 1970. A percentage breakdown of this population by age group lists twelve (12) percent under 18 years of age, fifty-seven (57) percent between 18 and 61 years of age, and thirty-one (31) percent 62 years of age and older. As vacant tracts of land within the study area are developed into medium and high density apartment complexes, population figures in the 18 to 61 years of age category should decidedly increase. Residents of the area are found to be active in various civic, professional and fraternal associations located in the immediate area and in the Greater Miami Community. A multiplicity of homeowner association groups are to be found in the area covering varying jurisdictional boundaries. Quite often, these groups are able to coalesce in common purpose for area improvements.

Traffic: Circulation in the northern half of the study area consists of a series of loop streets in operation between Biscayne Boulevard and Biscayne Bay (east-west). Streets in the southern half of the area, for the most part, dead-end at the Bay. The lack of an inter-dependent collector street providing a north-south corridor within the study area, with limited access to the Boulevard, is evident in that there are con-

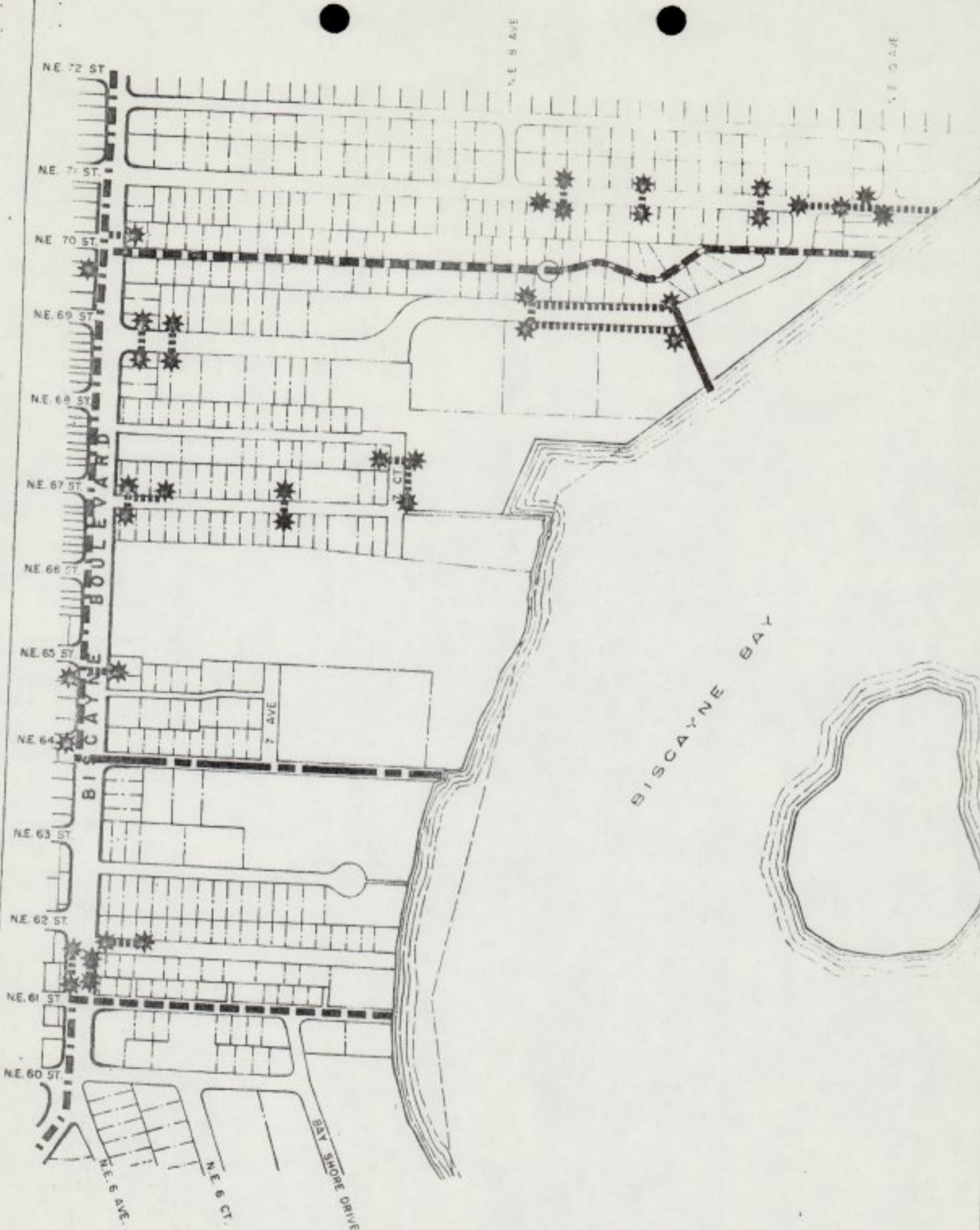
flicting turning movements caused at every street intersection with the Boulevard.

Streets serving existing and proposed multi-family residential sites are N. E. 69th, N. E. 64th and N. E. 63rd Streets. These streets serve both the higher density, multiple-family residences located near the Bay and the low density, single-family areas closer to Biscayne Boulevard. Only one of these streets, N. E. 69th Street, has been developed to its full potential in service to high density multiple residential development. The other two streets serving multiple residential development were found to be capable of handling current and projected traffic demand with only some minor road improvements required. However, the dependence upon a street system which allows traffic generated by the higher density areas to flow through lower density areas in route to and from the Boulevard is unfortunate and reflects a poor traffic circulation pattern. The presence of noises and fumes from passing automobiles, and the possible endangerment to children at play does not provide a favorable living environment for anyone.

Traffic signals are located at the intersection of Biscayne Boulevard with N. E. 61st, 66th, and 71st Streets. Northeast 66th Street has a traffic activated traffic signal in connection with egress from the park entrance road and a school pedestrian crossing serving Morningside Elementary School. The school is located west of the Boulevard at N. E. 5th Avenue between N. E. 66th and 68th Streets. An additional traffic signal is programmed at the intersection of N. E. 64th Street and Biscayne Boulevard.

Utilities: Within the past several years, the City has taken steps to improve drainage conditions caused by the unfortunate sequence in which residential development preceded the requirements of filling land to elevations meeting flood criteria. Many of the homes built eastward of the natural ridge now exist in the circumstance of being at a lower elevation than the filled and bulkheaded shoreline. Additionally, the requirement that drainage of any given property be taken care of on that property has too often been overlooked in regard to single family development while strictly enforced for other types of development.

Biscayne Boulevard, which serves as a collector of the study area's one and two block long streets, also functions as a main artery for intra-city traffic, commercial development, and tourism. Because of this complexity of function, the Florida Department of Transportation is currently holding a series of public hearings in the Greater Miami Area prior to the completion of plans for improving the Boulevard. Upon completion of the hearings, David Volkert Associates, transportation consultants, will make a "ways and means" survey of the Boulevard from N. E. 54th Street to N. E. 123rd Street for the Florida Department of Transportation. Results of their engineering-economic evaluation are expected in January, 1973. Under consideration are various means by which increased traffic demands can be met in the corridor with minimum disruption of existing development and community amenities. The public hearings and consultant studies will be exploring widening the present four-lane boulevard facility to six or eight lanes; realignment of all or a portion of the boulevard from N. E. 36th Street to N. E. 163rd Street; and the possible redevelopment of the boulevard as an "express street."



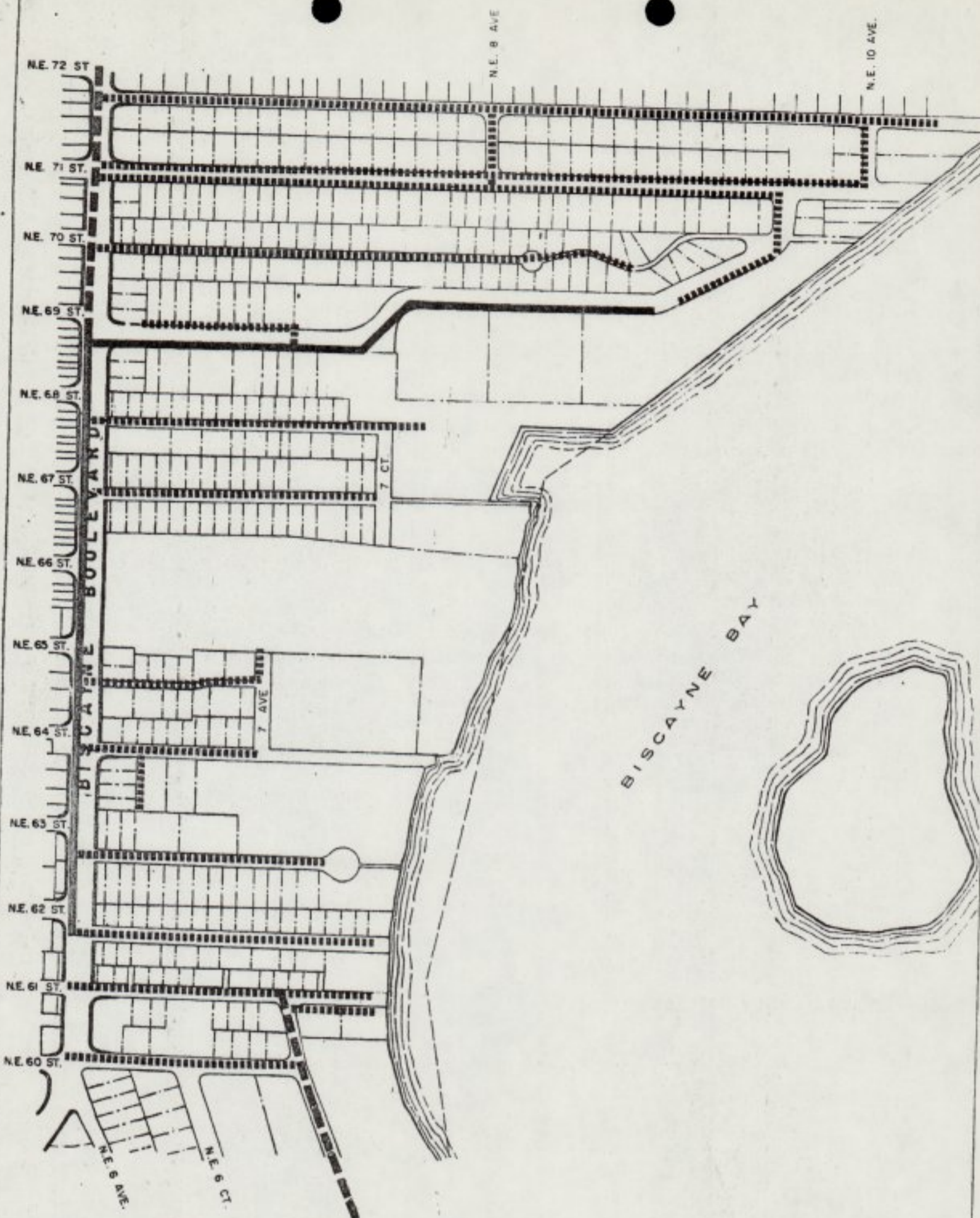
STORM SEWER SYSTEM

AREA STUDY | **NORTHEAST**

LEGEND

- CATCH BASIN * (star symbol)
- 10 INCH MAIN (dotted line)
- 18 INCH MAIN (long dashed line)
- 24 INCH MAIN (short dashed line)
- 30 INCH MAIN (dash-dot line)
- 36 INCH MAIN (solid thick line)

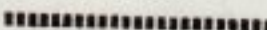
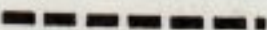





SANITARY SEWER SYSTEM

AREA STUDY | **NORTHEAST**

LEGEND

- 8 INCH MAIN 
- 10 INCH MAIN 
- 12 INCH MAIN 



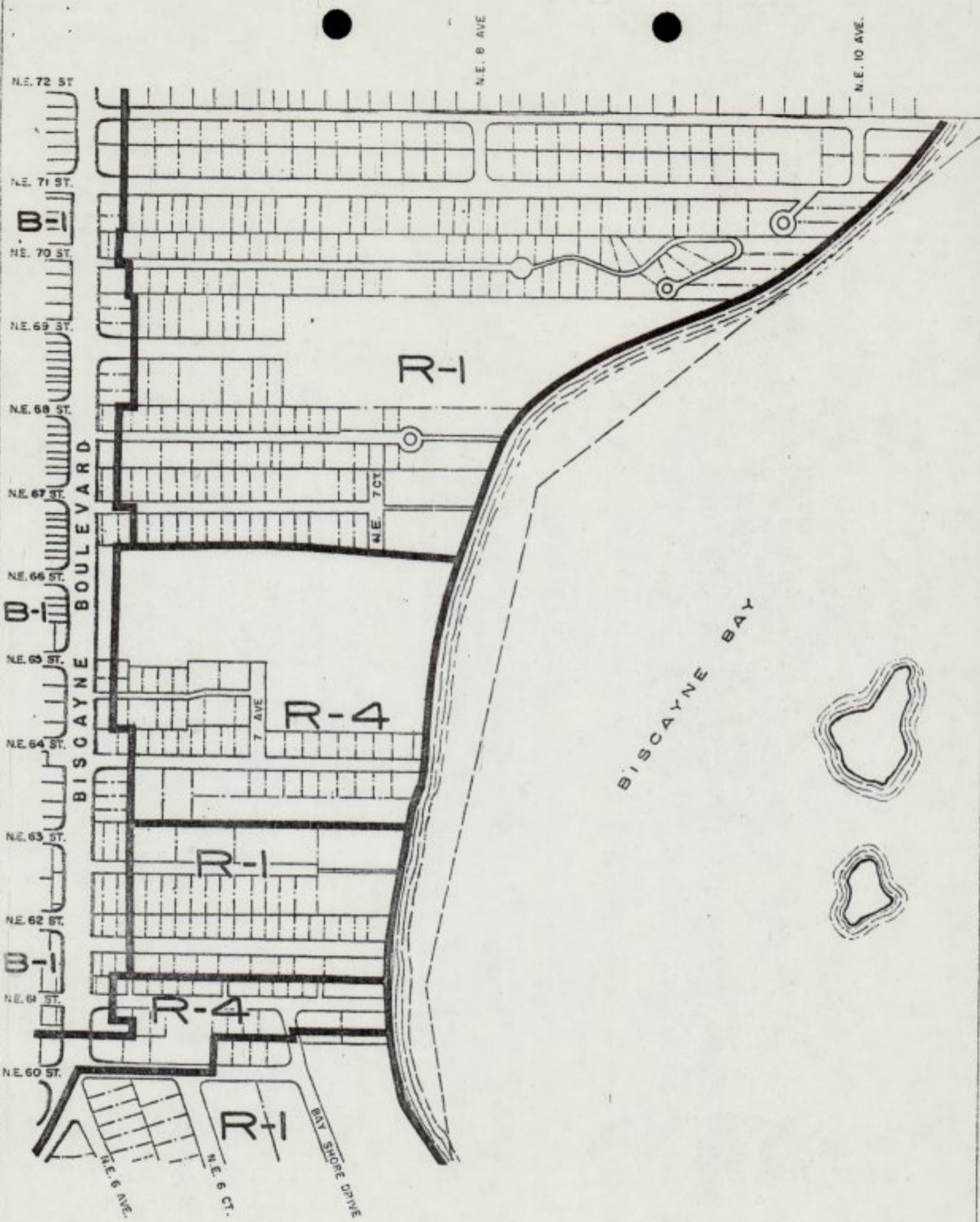
Among storm drainage improvements that have been made in the area by the City of Miami are (1) the bulkheading of the shoreline north of McKay Towers to prevent flooding in the event of a hurricane, (2) installation of a large storm sewer in N. E. 71st Street from N. E. 10th Avenue to the Bay, (3) installation of a storm sewer through the parking lot of McKay Towers to relieve potential flooding of N. E. 69th Street, and (4) installation of slotted manhole covers in the State Department of Transportation's storm sewer line located in N. E. 70th Street to drain ponded water off into Biscayne Bay. Drainage conditions in the area are field-checked on a regular basis under potential flooding conditions and problem situations assigned a priority for correction under the City's Northern Drainage Project. Since the sanitary sewer system was designed to accommodate development allowed under the present zoning classifications, the sanitary sewer facilities in the study area are adequate.

Public and Semi-Public: Primary public and semi-public facilities in the area are the City of Miami Legion Memorial Park, and the Harvey Seeds Post of the American Legion. In June of 1967, the City of Miami completed purchase of the park formerly known as the American Legion Property, located at N. E. 66th Street and Biscayne Boulevard. This exceptionally attractive bayfront land extends from Biscayne Boulevard to Biscayne Bay, and includes an off-shore picnic island and submerged land. The property has 760 linear feet of waterfront, which is the only significant public access to the Bay within the study area. The park is accessible at present via vehicular entrance on Biscayne Boulevard and pedestrian gates located at N. E. 7th Avenue on the south and N. E. 7th Court on the north. Subsequent to purchase of the property, the City has on numerous occasions reviewed development proposals with residents and civic organizations in the vicinity of the park. Development proposals for the park reflect that the park land, including the picnic island, will be left in its existing natural state with the existing structure on the park property renovated and remodeled as a Community Center serving primarily adult interests.

The Legion Home, which is adjacent to the park on the south, serves as both a center of activity for the area, as well as for the entire Greater Miami Community. The facility is comprised of auditoriums, meeting rooms, recreational rooms, and a restaurant and lounge.

Zoning: Zoning classification patterns in the study area experienced their most notable change upon the adoption of the Comprehensive Zoning Ordinance (#6871) in June of 1961. Prior to this date, commercial zoning in the study area, along Biscayne Boulevard, consisted of only one classification, B-1, with all properties north of Legion Park designated as R-1 and the park and properties south in R-4 and R-1 classifications. The two picnic islands off-shore from the park held no zoning classification but were designated for municipal use.

Upon adoption of the Comprehensive Zoning Ordinance in 1961, considerable portions of the undeveloped bayshore north of Legion Park were rezoned from R-1 to an R-4 and R-5 classification causing an abrupt and radical change in the residential zoning pattern. The park remained in an R-4 classification and the picnic islands were placed in an R-1 zoning classification as were all unzoned spoil islands and submerged lands in the

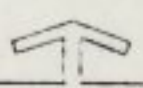


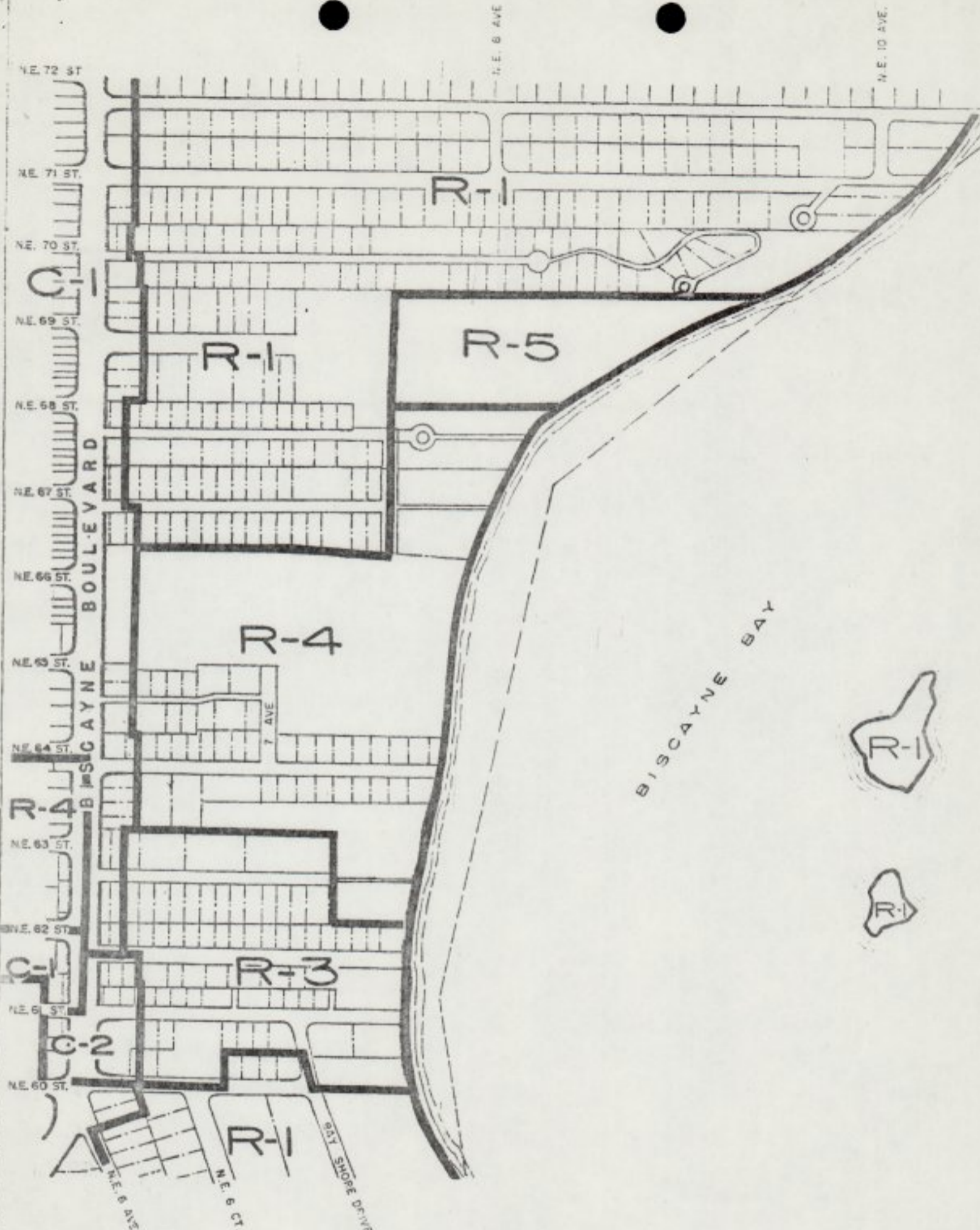
**ZONING
AUGUST 1952**

AREA STUDY | NORTHEAST

LEGEND

- R-1 ONE-FAMILY DWELLING
- R-4 HOTELS AND APARTMENTS
- B-1 LIMITED BUSINESS ZONE



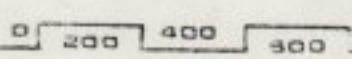


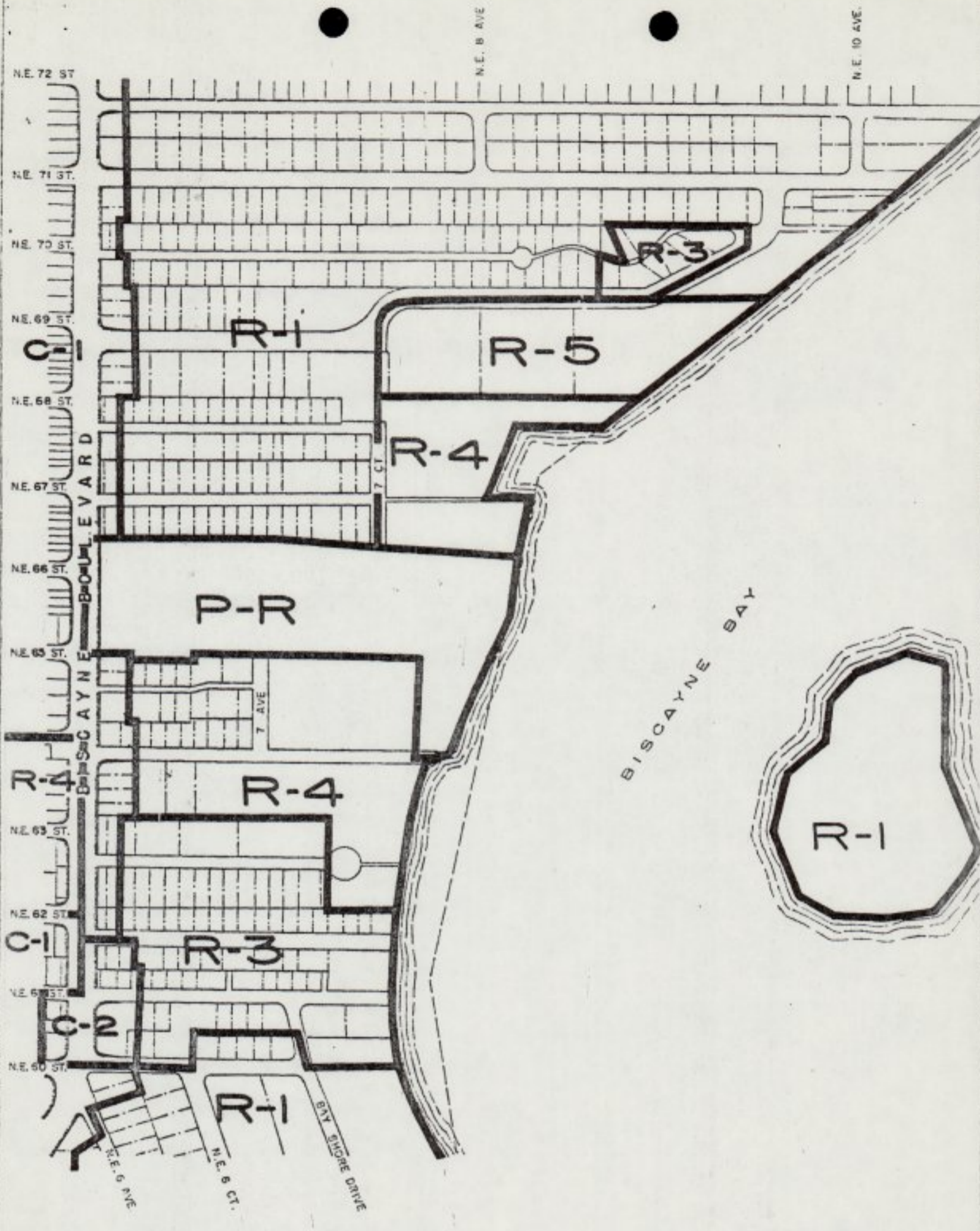
**ZONING
JUNE 1961**

AREA STUDY | **NORTHEAST**

LEGEND

- R-1 ONE-FAMILY DWELLING
- R-3 LOW DENSITY DWELLING
- R-4 MEDIUM DENSITY DWELLING
- R-5 HIGH DENSITY DWELLING
- C-1 LOCAL COMMERCIAL
- C-2 COMMUNITY COMMERCIAL





EXISTING ZONING

AREA STUDY | **NORTHEAST**

LEGEND

- R-1 ONE-FAMILY DWELLING
- R-3 LOW DENSITY DWELLING
- R-4 MEDIUM DENSITY DWELLING
- R-5 HIGH DENSITY DWELLING
- C-1 LOCAL COMMERCIAL
- C-2 COMMUNITY COMMERCIAL
- P-R PUBLIC PARK - RECREATION



| TABULATION OF ACTION ON PETITIONS IN NORTHEAST STUDY AREA - 6/21/61 TO 7/27/72 | | | | PLNG. BO. ACTION | | APPEAL | CITY COMM. ACTION | | | | |
|---|--------------------|--------------------|-------|------------------------|----|--------|-------------------------|----|----|---|---|
| DATE | TYPE OF PETITION | | | G | D | | G | D | O | | |
| | ZONING | | | 1 | 8 | 1 | 8 | 6 | 1 | 6 | |
| | VARIANCE | | | 2 | 6 | 6 | 2 | 2 | 8 | | 2 |
| | CONDITIONAL USE | | | 2 | | 2 | | | 2 | | |
| | STREET CLOSURE | | | 2 | | 1 | 1 | 1 | 1 | 1 | |
| | PUBLIC-SEMI PUBLIC | | | 1 | | | 1 | 1 | | 1 | |
| | | | | 8 | 14 | 10 | 12 | 10 | 12 | 8 | 2 |
| | Zoning | | | x | | x | | | x | | |
| | | Ord. | 7692 | | | | | | | | |
| | | Ord. (court order) | 7787 | | x | | x | x | | x | |
| | | Res. | 33727 | | x | | x | x | | x | |
| | | Res. | 00000 | | x | | x | - | | | |
| | Total 9 items | Res. | 00000 | | x | | x | - | | | |
| | 2 not appealed | Res. | 36944 | | x | | x | x | | x | |
| | | Res. | 40139 | | x | | x | x | | x | |
| | | Res. | 40786 | | x | | x | x | | x | |
| | | Res. | 36811 | | x | | x | x | | x | |
| | | | | 1 | 8 | 1 | 8 | 6 | 1 | 6 | |
| | Variance | | | | | | | | | | |
| | | Res. | 32589 | | | | | | | | |
| | | Res. | 34165 | | x | x | | | x | | |
| | | Res. | 34355 | x | | x | | | x | | |
| | | Res. | 35647 | | x | x | | | x | | |
| | Total 8 items | Res. | 35648 | | x | x | | | x | | |
| | 1 prior to 4/1962 | Res. | 36406 | | x | x | | | x | | |
| | | Res. | 39195 | x | | x | | | x | | |
| | | Res. | 40066 | | x | | x | x | x | | x |
| | | Res. | 43121 | | x | | x | x | x | | x |
| | | | | 2 | 6 | 6 | 2 | 2 | 8 | | 2 |
| | Conditional Use | | | | | | | | | | |
| | | Res. | 36314 | x | | x | | | x | | |
| | Total 2 items | Res. | 40067 | x | | x | | | x | | |
| | | | | 2 | | 2 | | | 2 | | |
| | Street Closure | | | | | | | | | | |
| | | Res. | 34228 | x | | x | | | x | | |
| | Total 2 items | Res. | 72-19 | x | | | x | x | | x | |
| | | | | 2 | | 1 | 1 | 1 | 1 | 1 | |
| | Public-Semi Public | | | | | | | | | | |
| | | Res. | 39298 | x | | | x | x | | x | |
| | Total 1 item | | | 1 | | | 1 | 1 | | 1 | |

City jurisdiction. Areas south of the park changed from R-1 and R-4 classifications to that of an R-3 classification and commercial zoning along Biscayne Boulevard changed from B-1 to C-1 and C-2 classifications.

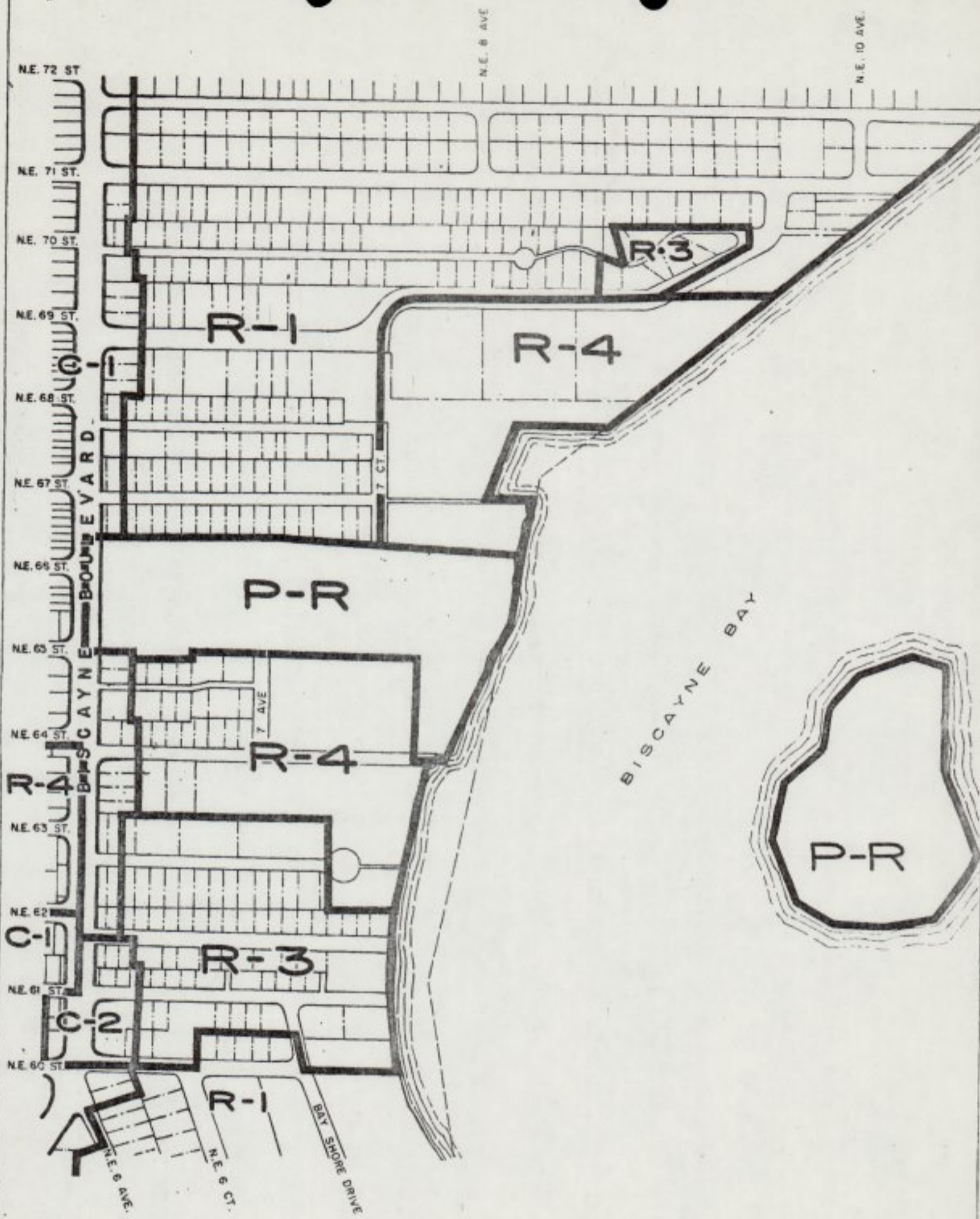
Only two significant zoning changes occurred in the following decade marked by the years 1961 through 1972. The City's Legion Memorial Park property, excluding the picnic islands, was changed from an R-4 and C-1 classification to a P-R zoning classification, also, the Circuit Court of the Eleventh Judicial Circuit ordered a zoning change from R-1 to R-3 on property recorded as Tropical Terrace Subdivision, located at the intersection of N. E. 69th Street and N. E. 70th Street. The picnic islands were enlarged and joined through fill operations in connection with the deepening of the Intracoastal Waterway during this period, and were officially deeded to the City by the State for recreational purposes in January of 1966. However, the resulting single island still retained its R-1 zoning classification and exists under that classification to date.

Tabulations made on petition action of all types (zoning changes, variances, conditional uses, street closures, public and semi-public requests) during the ten year period from 1961 to 1972, reflect that changes have been made only after thorough contemplation of each requested change. Perusal of past advisory recommendations leading to City Commission action reflect a consistent awareness and appreciation for the area's environmental amenities, resident population characteristics and problems.

CONCLUSIONS:

Maintain the present zoning pattern and classifications of the study area, with the exception of the R-5 zoned property on N. E. 69th Street and the R-1 zoned Legion Memorial Park Picnic Island because:

- the "basic character" of the area has remained unchanged over the past eleven years. This is illustrated by the fact that zoning patterns and predominant land uses in the study area have existed, largely unchanged, since May, 1961. The utilization of undeveloped bayfront properties for high rise and condominium apartments has, however, substantially altered the "general appearance" of the area.
- the desirability of the area for all types of residential use and the continuing quality of development have not diminished although radical change exists between allowable intensities of residential use in some portions of the study area. To varying degrees, this may be credited to the housing market, the area's proximity to the Urban Center, the availability of vacant bayfront acreage, as well as to the attitude of residents of the area in maintaining their properties and in encouragement of quality standards for new development. It is anticipated that vacant acreage in the northern portion of the study area will be placed in multiple residential use and that the older multiple residential areas south of Legion Park will be



PROPOSED ZONING

AREA STUDY | **NORTHEAST**

LEGEND

- R-1 ONE-FAMILY DWELLING
- R-3 LOW DENSITY DWELLING
- R-4 MEDIUM DENSITY DWELLING
- C-1 LOCAL COMMERCIAL
- C-2 COMMUNITY COMMERCIAL
- P-R PUBLIC PARK-RECREATION



redeveloped. Population, commensurate with this projected growth, should show a sizeable increase in persons between the ages of 18 and 61.

- it is not in the public interest and welfare to have traffic generated by high density residential areas passing through lower density areas in route to and from Biscayne Boulevard. The local streets were designed to serve a low density residential zoning pattern (R-1) and were not intended to serve higher density residential classifications (R-3, R-4 and R-5). However, recognizing the need to provide more traffic capacity, several streets have either been redeveloped or are scheduled for redevelopment in the near future.
- municipal facilities and services established in the study area, such as parks, schools, and storm and sanitary systems, have been designed and developed with the current zoning pattern as a guide. Although these facilities are capable of meeting current and projected population needs, they would not be capable of handling further increases in density patterns.
- Biscayne Boulevard is part of a traffic service system on which the area residents are dependent but which is largely outside of the local jurisdiction. The complexity of resolving the functional status of Biscayne Boulevard as a main artery for intra-city traffic, commercial development and tourism, and that of its function as a collector of adjacent residential communities must be recognized and considered with respect to any proposal for zoning change in the community.

Change the zoning classification on property located on N. E. 69th Street from R-5 (High Density Multiple) to R-4 (Medium Density Multiple) because:

- the change would be in the public's interest and welfare. The poor circulation pattern of the area forces traffic generated by the higher density areas to pass through single family development traveling to and from Biscayne Boulevard. For reasons of safety and preservation of a favorable living environment for all residents of the area, it is advisable that a more compatible residential classification be applied to the existing R-5 zoned area.
- the establishment of a high density multiple residential zone (R-5) adjacent to an existing low density, single family zone (R-1) is an abrupt and radical change of zoning classifications and density patterns.
- a change to an R-4 classification would be consistent with other zoning in the area and establish more of a balance between medium and low density residential land uses.

Change the zoning classification on the off-shore picnic island from R-1 (One Family Dwelling) to P-R (Public Park and Recreational Use), because,

- the change would be in keeping with the City's park and recreational objectives as expressed in the Comprehensive Plan.
- the island was dedicated to the City of Miami specifically for public park and recreational purpose and if failed to be used for this purpose, the property will revert back to the Trustees of the Internal Improvement Fund of the State of Florida.
- the change of zoning to P-R is consistent with zoning as applied to Legion Memorial Park. The park, which is used in conjunction with the island, was changed from an R-4 and C-1 classification to a P-R classification in September of 1968.