

GENERALIZED
LAND USE PLAN

2

REPORT

GENERALIZED LAND-USE PLAN

FOR MIAMI

I. INTRODUCTION

An eminent city planner gave emphasis to an idea by writing a book under the title "The City is The People". However, the basic requirements of gregarious human existence are all too often overlooked in planning the physical, and more or less inert, components that are usually considered as the city -- streets, housing, stores, schools, and the like. These things have the sole purpose of serving collectively and individually the ageless human functions of creating families, rearing children, education, maintaining health and order, producing and distributing goods and services, etc. All that really changes as time goes on is the way in which some of these things are done.

When we refer to "CITY PLANNING" - or Planning of the City, - we are talking about the arrangement for convenience and comfort of the greater or smaller groups of homes and shops and roads and parks, etc., so that people who live in cities may have the fullest measure of health, wealth, and happiness.

Cities have expanded and urbanized. With the development of manufacture and trade, more and more people have come to

live in the City or metropolitan area to be near the work offered in its factories, shops, and offices. Reduced to its simplest elements, life in a City may be expressed in terms of work and places for people to live and the means of transportation between; and, since life cannot prevail as all work and no play, we must have places for recreation as well as homes and means of work.

Before reiterating the context of this report, it might be well to list the principles and aspects that are included in "City Planning" insofar as the development of a comprehensive plan is concerned. Actually a city plan deals with those aspects which can be expressed on maps - with streets and buildings and parks, with railroads and docks. While city planning must take into consideration many intangible facts, its recommendations must be concrete. They must be capable of being shown on a map, and they must be accompanied by a program of regulation, legislation, and finance that will make the map gradually come true on the ground. This comprehensive plan or map is not fixed, once and for all, and incapable of change; its main outlines being fixed, its detail is constantly developing as the city grows.

It is easier to understand what city planning includes if we think of it in terms of this living map. There is first the street plan, with its main thoroughfares and its secondary

streets for business and residence. Some of the main streets extend off into the urban areas and form motor transport highways between cities. There are rapid transit lines. There are railroads coming into the city with terminals. There are approaches by river or sea, with ranges of piers and docks. There are other ports of entry, such as airports, etc.

There are large numbers of private buildings on the map. The development of these cannot be controlled in the same way as streets and parks, which the city owns, but must be guided by regulations imposed by the city for the general welfare. City Planning therefore includes zoning or the public regulations governing the use of private property; and zoning districts must be distinguished on the map. Zoning regulations determine the effective use of the land.

The green areas of the parks and parkways stand out on the map. There are small in-town parks and larger outlying reserves, connected by these parkways. There are playgrounds and recreation buildings spotted functionally throughout the city. There are schools, waterfront recreational areas, and major and local civic centers fixed on the map.

If one were to ascend to a sufficient altitude and look down upon the city, we would see all these many elements of the city plan in one comprehensive view, such as we would never see if we rode around the city and thought only about streets




and buildings, or rode around parks and thought only about green spaces. It is this kind of mental view the planner must have in order to project to the future.

In developing a generalized plan for Miami the approach has been to promote, so far as possible, a segregation of the principal kinds of land uses into "functional areas" at carefully selected locations. Further, it has been recognized that the future Miami must be developed out of the form of the present city and practical limitations have been the key in determining the location, character and extent of "functional areas".






The adopted planning procedure has made use of statistical research and analysis in determining the needs and propensities in Miami for land uses in the categories that appear applicable to this city's unique character. A detailed survey has revealed the patterns of Miami's present development. Thereafter, the adaptability of selected segments of the city to the overall needs has been appraised and land use decisions have been made accordingly. The aggregate result is the GENERALIZED LAND USE PLAN FOR MIAMI.

GENERALIZED LAND USE PLAN



RESIDENTIAL

-  LOW-DENSITY - PREDOMINANTLY ONE-FAMILY HOUSING, UP TO 4 DWELLING UNITS (OR 20 PERSONS) PER GROSS ACRE.
-  MEDIUM-DENSITY - LARGELY ONE-FAMILY HOUSING, BUT INCLUDING SUBSTANTIAL AMOUNTS OF OTHER TYPES AT SELECTED LOCATIONS, 4 TO 10 DWELLING UNITS (20 TO 50 PERSONS) PER GROSS ACRE.
-  HIGH-DENSITY - PREDOMINANTLY MULTIPLE-FAMILY HOUSING, USUALLY MORE THAN 10 DWELLING UNITS (50 PERSONS) PER GROSS ACRE.

COMMERCIAL AND INDUSTRIAL

-  MAJOR BUSINESS SHOPPING CENTERS, MINOR CENTERS NOT SHOWN.
-  GENERAL (RETAIL) BUSINESS.
-  WHOLESALING, WAREHOUSING, LIGHT INDUSTRY.
-  MEDIUM-INDUSTRY.
-  TRANSPORTATION AREAS (RAILROAD TERMINAL, MARINE PORT, ETC.)

PUBLIC AND SEMI-PUBLIC

-  MAJOR RECREATION AREAS AND OTHER OPEN SPACES NOT SHOWN.
-  OCCUPIED AREAS (SCHOOLS, HOSPITALS, CIVIC CENTER, ORANGE BOWL, ETC.)

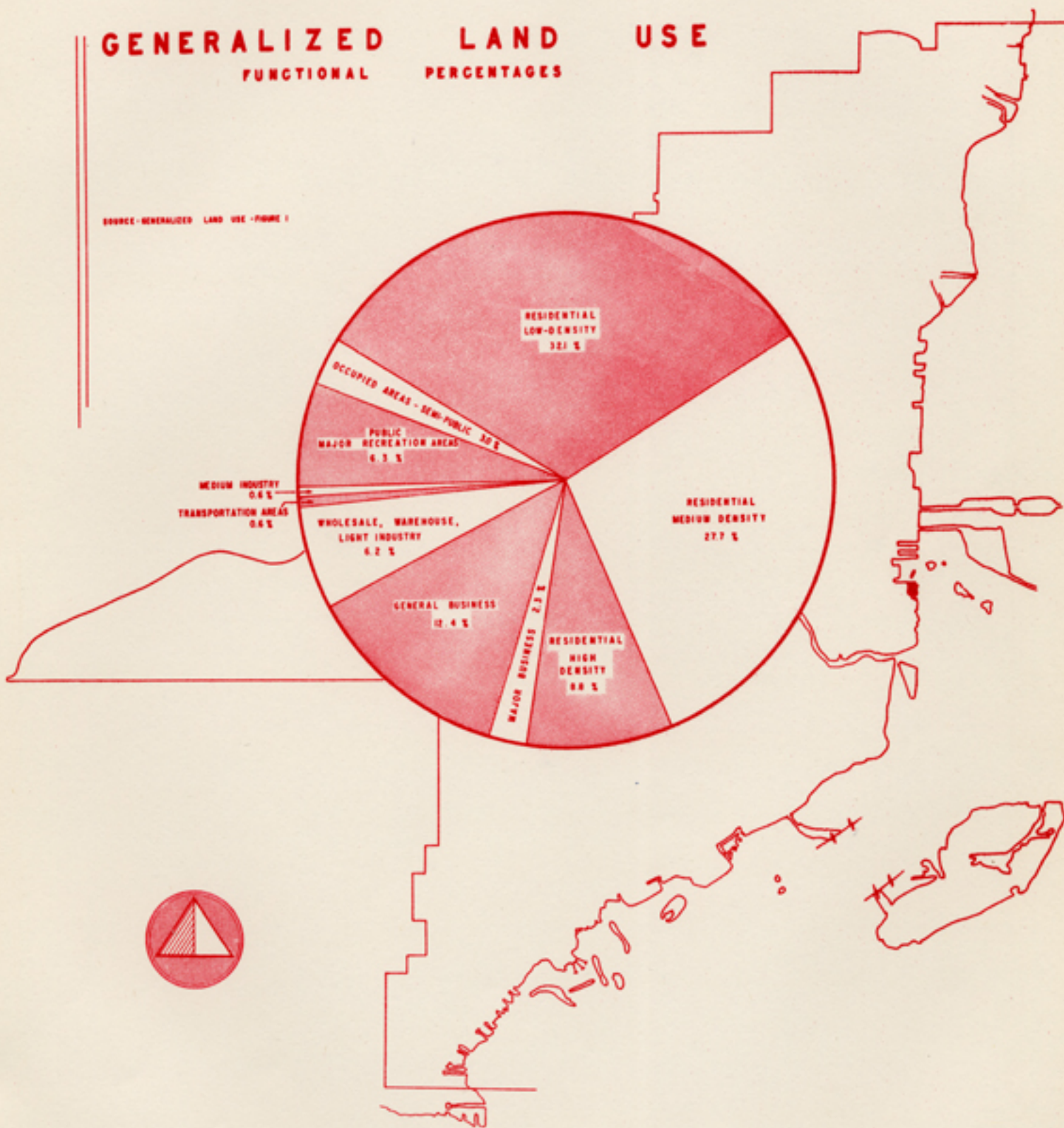
EXPRESSWAY



GENERALIZED LAND USE

FUNCTIONAL PERCENTAGES

SOURCE - GENERALIZED LAND USE - FIGURE 1



II. BASIC PRINCIPLES

LAND-USE CATEGORIES:

Before decisions can be made segregating land uses into "functional areas", it must be decided what kinds of land uses are going to be segregated. The defining of land-use categories is no exact science but rests, rather, on experience in city planning and on a general knowledge of conditions in the city where the categories are going to be applied.

There are at least two good reasons for separating land uses and for planning according to functional areas:

1. The various functional areas have special requirements, physical and otherwise, that distinguish them one from another and which tend to relegate them to selected locations where they can perform most favorably.
2. Some functions may affect seriously the well-being of surrounding land uses. For example, consider the effects of a noisy factory, or a junk yard, upon adjacent residences.

Each of the ten land-use categories employed in the Miami plan can be justified on the basis of at least one, but more usually both, of the foregoing reasons. These categories

are defined as follows:

LOW-DENSITY RESIDENTIAL AREAS. Predominantly one-family housing, but sometimes including very minor proportions of two-family and multiple-family dwellings. Average densities to be less than six dwelling units per gross acre* and usually less than 20 persons per gross acre.

MEDIUM-DENSITY RESIDENTIAL AREAS. Usually a composition of various dwelling types, carefully distributed. For example, a typical medium-density area (under present conditions in Miami) is 45% one-family housing, 20% two-family, and 35% multiple, by dwelling-unit count; on a land-use (area) basis, it is 65% one-family, 15% two-family, and 20% multiple housing. Densities proposed are from 6 to 12 dwelling units per gross acre, usually from 20 to 35 persons per gross acre.

*"Gross" area includes not only the lots on which housing is built, but such adjunct areas as streets, parking lots for residents, and the usual residential requirements in school sites, playgrounds, local shopping, etc. "Net" area includes only the residential lots, or building sites. In the Miami plan "net" area should be construed as 70% of "gross" area in the low-density category, 65% of "gross" in the medium-

density category, and 60% of "gross" in the high-density category.

HIGH-DENSITY RESIDENTIAL AREAS. Predominantly multiple-family housing, but sometimes including very minor proportions of one-family and two-family dwellings. Average densities exceeding 12 dwelling units per gross acre and usually more than 35 persons per gross acre.

MAJOR BUSINESS CENTERS. Concentrations of retail trading activities comprising a wide variety of services that attract consumers and clients in large numbers on a recurring basis. Shopping facilities, business and professional offices, and public services are typical uses in a major business center. The area and population served are substantially greater than the limitations of a single residential neighborhood* and the major center will include many services above and beyond the daily needs of a family.

GENERAL BUSINESS AREAS. Retail trading areas, not necessarily concentrated or integrated, and including many types of business that are only infrequently patronized by individuals, or are of a marginal character, or cater to a transient clientele, or for other reasons are not usually located in high-priced business centers. Typically, a general business area will be found in "string" development along a major street. It will include many of the stores found in

shopping centers, but also such uses as automobile agencies, roadside restaurants and places of amusement, used-car lots, gasoline stations, botanical nurseries, etc.

LIGHT INDUSTRIAL AREAS. Including wholesale trade, where bulky stocks are involved, warehousing and storage of an inoffensive character, and most of the kinds of manufacturing now found in Miami, such as apparel, baking and other food processing, printing and publishing, etc.

MEDIUM INDUSTRIAL AREAS. Including such other forms of manufacturing and storage as general policy might deem to be permissible in Miami at all. Examples would include the manufacture and storage of the heavier kinds of building materials, storage of bulk petroleum products, waterfront type industry, etc.

TRANSPORTATION AREAS. Including all major facilities devoted to passengers or goods in transit, such as railway and bus terminals, truck terminals, docks, airports, etc. Shops, yards, or garages for storage and repair of trucks, trains, buses, and planes are to be regarded as "industrial" uses, and not as "transportation".

* A neighborhood will rarely exceed a square mile in area or 10,000 population.

MAJOR RECREATION AND OPEN AREAS. Including large parks and playfields, or other open spaces such as cemeteries, that are characteristically accessible to the public.

OCCUPIED PUBLIC, SEMI-PUBLIC, AND INSTITUTIONAL AREAS. Including civic centers, educational institutions, hospitals and sanitariums, and commercial or public places of amusement or assembly, etc.

RESIDENTIAL DENSITY STANDARDS.

In designating certain areas on a plan as "residential" it is not enough to indicate merely what kinds of housing are intended within each area. How much housing should also be specified. It is only in this way that the land planning concepts envisioned in the plan can be carried into effect by those who will have the job of implementing the plan. The planner of public facilities such as schools, libraries, playgrounds, and trafficways must have fairly specific ideas regarding distribution of population; the zoner must have specifications that he can translate into legal regulations in carrying out the intent of the planner, etc. Specifications relating to the quantity of housing per unit of land area are known as "density standards".

Each type of dwelling structure must have its own standards, in keeping with its own inherent characteristics and requirements. Obviously, the standards applicable to one-story, detached, one-family houses would have no sensible application to multi-story, high-rise apartment buildings.

Density standards have at least two requirements:

1. They must be adequate to assure the attainment of at least minimum objectives of light, air, safety, health, aesthetics, convenience, etc.
2. They must be capable of practical application under the usual, realistic circumstances prevailing in the city where they are adopted.

It is usual to base standards for one-family and two-family houses on the size of individual house lots. The reason for this is fairly obvious -- these dwellings are usually intended for individual occupancy by owners and one structure to a lot meets nicely the economic and social considerations that are involved.

Multi-family dwellings, on the other hand, are intended for occupancy by many tenants and represent a business and investment to the owner. In this business, like many others, there is a trend toward large-scale operation, sometimes involving several structures on a single tract of land.

Therefore, a standard based primarily on lot-size may often be inadequate. Moreover, for any given type of multi-family building there can be considerable variation as to the size of individual dwelling units, hence a variation as to the character of occupancy and a corresponding variation in the land area requirements for parking, tots' play lots, etc. Generally, to secure control over the type of building, over site planning practices, and over occupancy, it is necessary to control specifications governing at least three basic, but variable, factors. Four such factors are commonly used in density standards; fixing values for any three of them will result in fixing the value of the fourth. These factors are:

1. Height of buildings, in stories.
2. Coverage of the site by buildings, expressed as a percentage.
3. Gross floor area per dwelling unit, within the buildings.
4. Dwelling unit density, expressed as the number of dwelling units per acre of site, with site area being taken as the area occupied by buildings, plus such accessory area as landscaping, walks and service areas, tots' play lots, tenants' parking spaces, etc., but not including streets.

Recommended density standards for all of the more common types of housing likely to be built in Miami are included with this report as Appendix A.

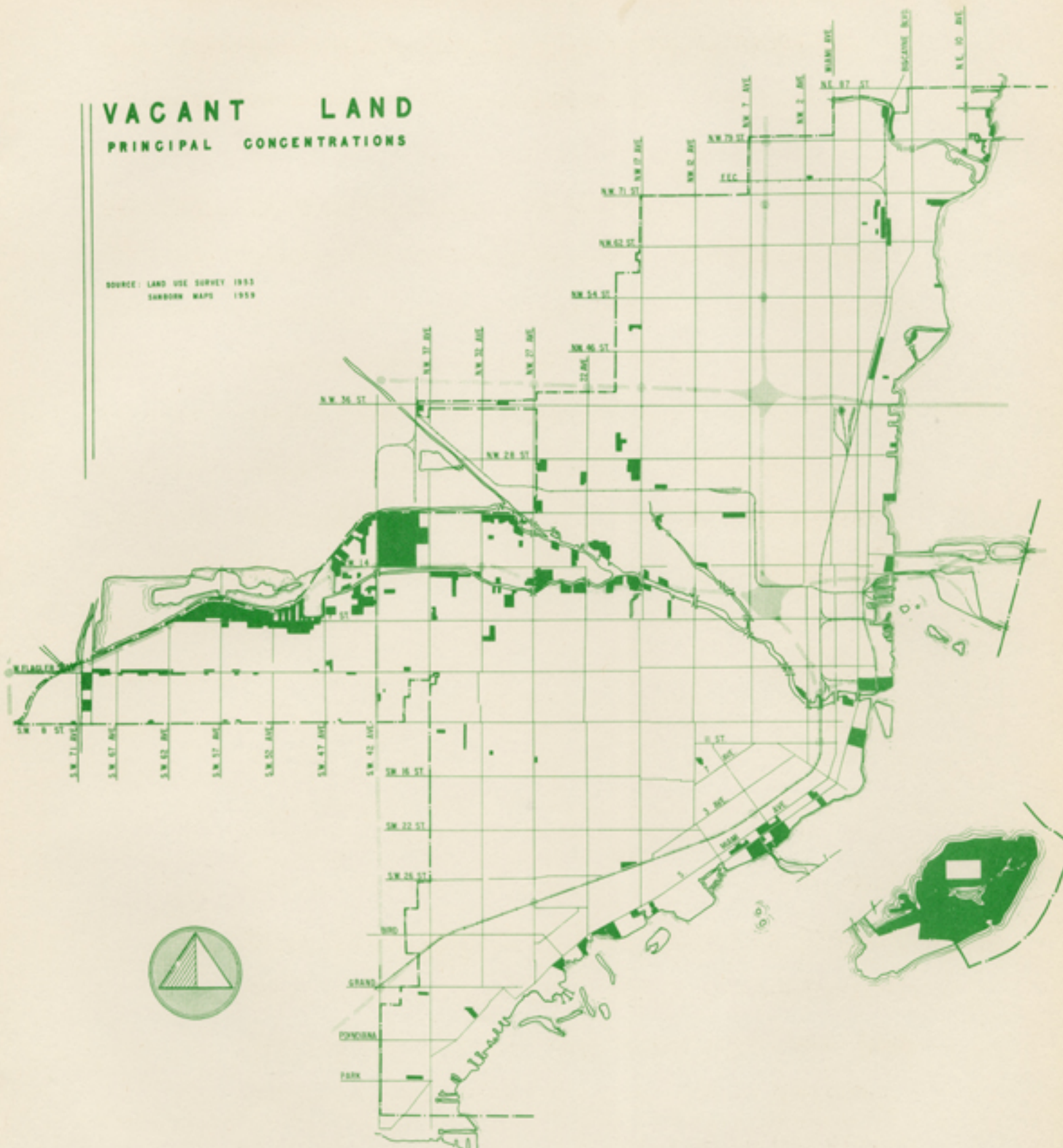
PRACTICAL LIMITATIONS IN LAND USE PLANNING.

In planning the future development of Miami we are dealing with a city that is already more than 90% developed. In fact, a Hopkins plat book bearing the date 1925 shows that an area of about 19,000 out of Miami's present 22,000 acres was platted at least thirty-five years ago, in substantially the same form as at present. Obviously it is neither possible nor desirable to begin anew. The Miami of the future must evolve from the Miami of the present. Significant land use changes can be anticipated and proposed only in those areas that seem to offer real practical possibilities of change. Such areas include:

1. Vacant, or open, lands where they exist in substantial concentrations. (See Map, Fig. 3). These areas constituted about 10% of the City of Miami in 1953 and would amount to something less than that at present. All vacant land, including scattered lots, comprised about 18% of the city, so it can be said that roughly half of the vacant land is in sizable concentrations and half is dispersed through built-up areas.

VACANT LAND PRINCIPAL CONCENTRATIONS

SOURCE: LAND USE SURVEY 1953
SHADRON MAPS 1959



2. "Redevelopment areas", defined as existing developed areas that have become so blighted, or substandard, that demolition of existing buildings and/or replatting and rearrangement of land uses must be heavily relied on if the areas are to be brought up to currently accepted standards. Data reported in the U.S. Census of 1950 have been used as some of the criteria for identifying redevelopment areas in Miami. (See Maps, Fig. 4 and Fig. 5). Three areas, comprising 720 acres, about 3½% of Miami, have been so identified.
3. Areas of Mixed Use. Such areas are not necessarily bad, but they may often be unstable, particularly if the mixing is a general diffusion of mutually incompatible types of uses and represents a recent, current, and continuing trend.
4. Areas of Aged Housing & Mixed Materials of Construction. These areas tend to affix the patterns of redevelopment and mixed usage, (See Maps, Fig. 6 and Fig. 7).

The sum total of the first three types of areas, vacant or open lands, redevelopment areas, and areas of mixed use, can be regarded as that part of Miami that is possibly subject to change. At most, this amounts to approximately 30% of the City.



DILAPIDATION AND/OR LACK OF ESSENTIAL PLUMBING HIGHEST INCIDENCE

1/4 OR MORE DWELLING UNITS IN BLOCK DILAPIDATED AND/OR LACK ESSENTIAL PLUMBING, AS SHOWN BY 1950
 AREAS UPDATED FROM 1959 SLUM RENOVATION RECORDS



RESIDENTIAL AREAS

LOW RENT AND / OR LOW VALUE




-  AVERAGE RENT LESS THAN \$30 PER MONTH OR AVERAGE VALUE ONE-FAMILY HOUSES LESS THAN \$4,000 IN 1950
-  LOW-RENT PUBLIC HOUSING (AVERAGE RENT LESS THAN \$30 PER MONTH)

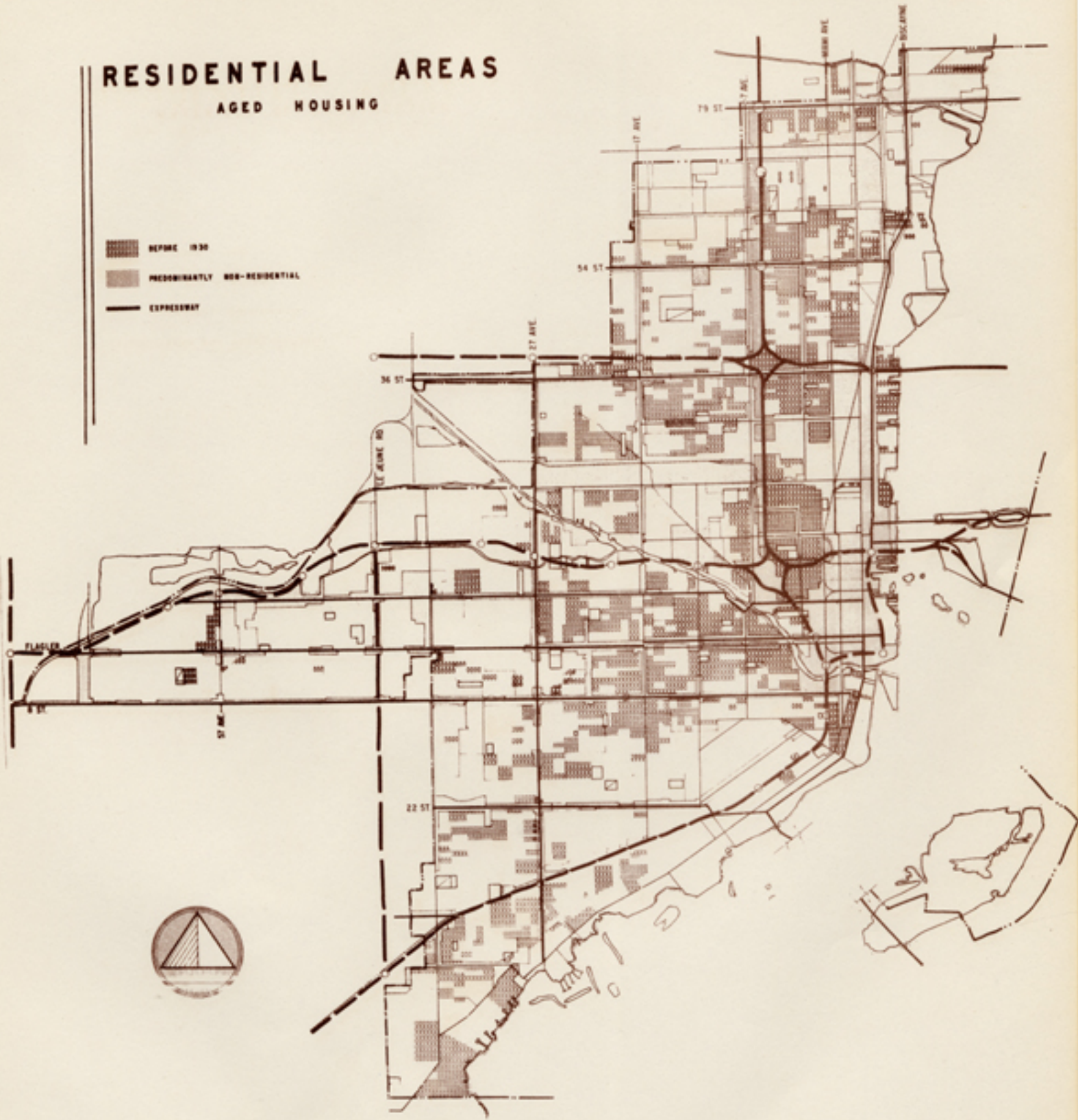
SOURCE: U.S. CENSUS OF HOUSING, BLACK STATISTICS 1950



RESIDENTIAL AREAS




AGED HOUSING

-  BEFORE 1930
-  PREDOMINANTLY NON-RESIDENTIAL
-  EXPRESSWAY

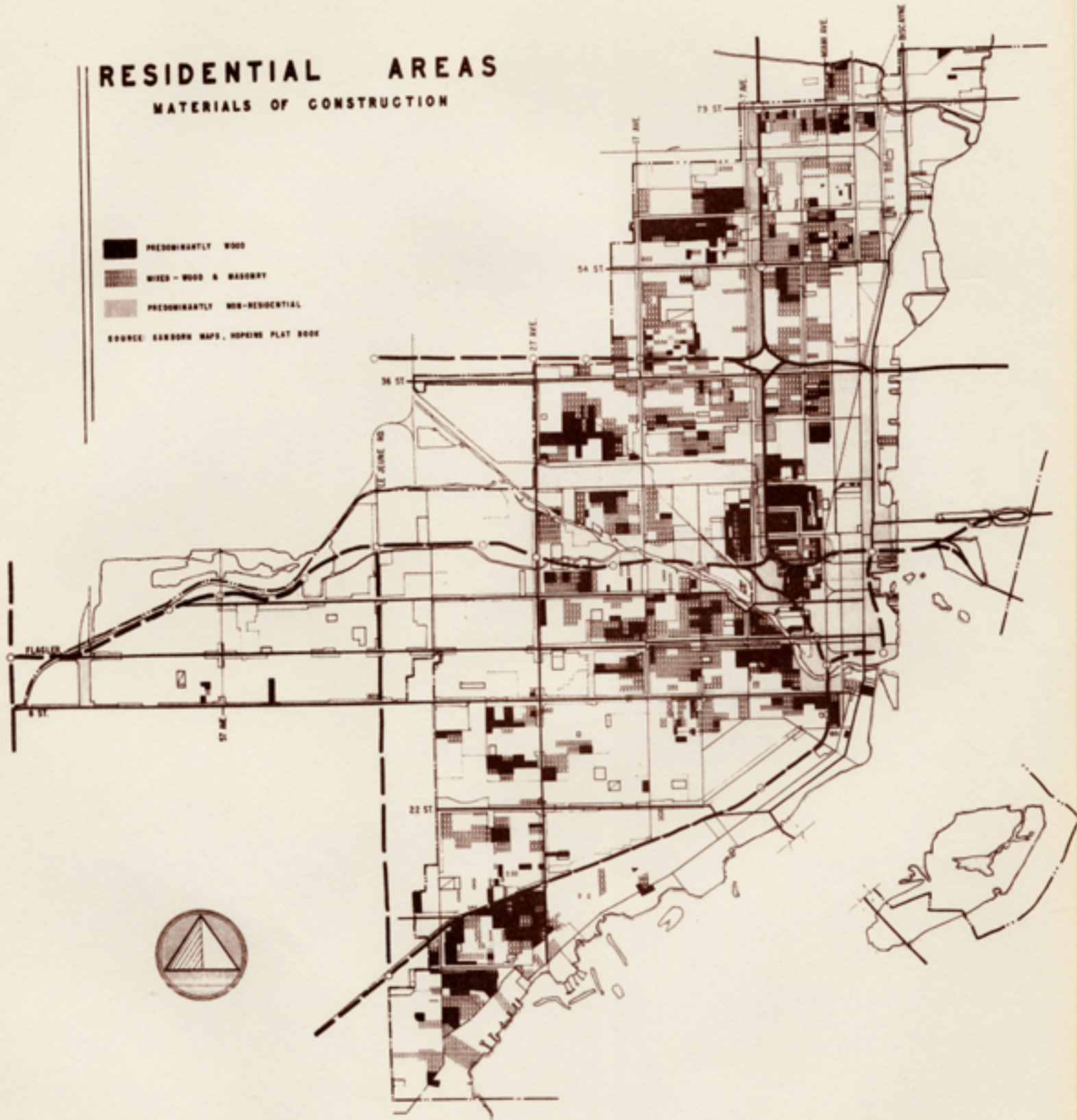


RESIDENTIAL AREAS

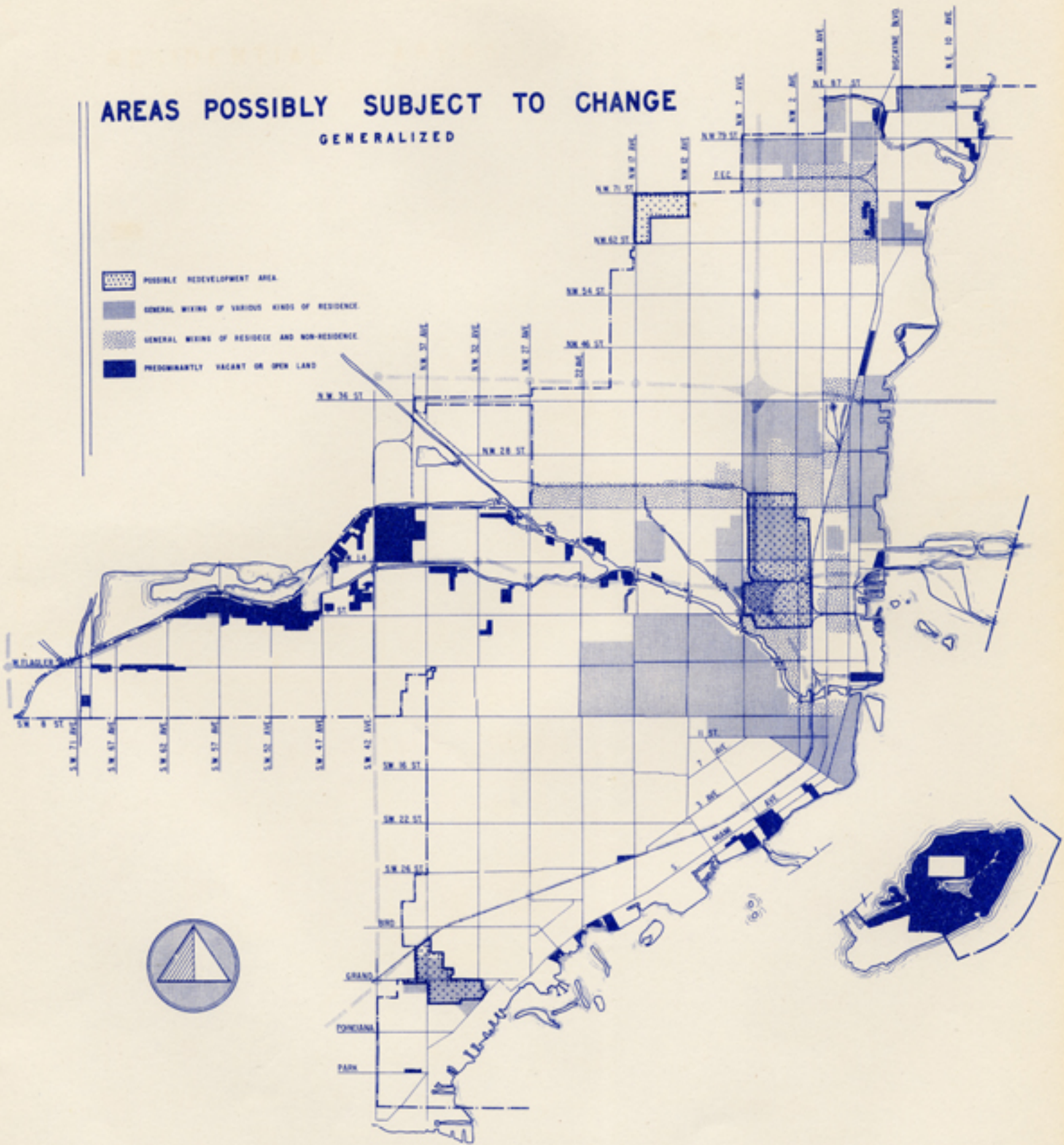
MATERIALS OF CONSTRUCTION

-  PREDOMINANTLY WOOD
-  MIXED - WOOD & MASONRY
-  PREDOMINANTLY NON-RESIDENTIAL

SOURCE: BARBORN MAPS, HOPEING PLAT BOOK



AREAS POSSIBLY SUBJECT TO CHANGE GENERALIZED



(See Map, Fig. 8).

The remaining 70% of Miami must be thought of as area in which existing patterns of development will continue with little or no change during the foreseeable future. Indeed, in some cases, public policies should be directed toward preserving values that derive from present land use characteristics.

LAND USE NEEDS.

Land use decisions in the areas that are "subject to change" must be based partly on the over-all needs of the city. How much land Miami will need to sustain its economic life, to provide for new population growth and adequate public services can be estimated only after prolonged research and the making of many assumptions.

Generally, the estimates have involved such considerations as:

1. Current data in such matters as population distribution, land use of various kinds, employment, volume of business, number of business establishments, average size of establishments, etc.
2. Recent trends in location of land uses, in population growth and distribution, in business and employment, in size of

establishments, in site selection, requirements, and development, etc.

3. Comparative data for other, more mature, central cities as nearly comparable to Miami as possible.
4. Appraisal of research covering the Miami area, undertaken by other agencies in recent years.

In general, the land use problems of Miami are similar to those that face many so-called "central cities" in the great metropolitan areas of today. As time goes on, the remaining vacant lands within the city will vanish; suburban growth will continue (a process erroneously called "decentralization") and the problems of meeting increased demands upon space in the central city will multiply. Older cities than Miami, being more advanced in the cycle of development, are already experiencing acutely the problems that this city will become increasingly aware of in the future.

Miami's needs regarding sites for various kinds of land uses will be discussed individually in the next section of this report.

LAND USE PRIORITIES.

It happens frequently in the building of a city that there is competition for sites by the different kinds of land uses. City planning and zoning, of course, both repudiate the idea of unrestricted competition. The question therefore arises naturally as to what basis the planner shall use in setting up his preference in allocating a site to one kind of use as against another, when circumstances are such as to allow a choice.

In general, of course, the preference should be based on the broadest considerations of the public interest. However, there are not only many sides to the public interest, but each side can itself be affected in many ways by the variable aspects of the respective land use possibilities. Typical of the questions that might arise are the following:

1. What, generally, are the relative degrees of importance to the public welfare stemming from economic, aesthetic, health, safety, convenience, and other values?
2. Under what circumstances would each of the foregoing tend to increase or diminish in relative importance?

Clearly, it is difficult, if not altogether impossible, to formulate even general rules that would be capable of easy application. Each individual case must be decided on its own merits, as objectively as possible.

It should be remembered, however, that planning in a democracy is, and should be, a compromise between public necessity and the traditional rights of private individuals. Private interests are often identified with economic return on investment, hence the economic factor will sometimes be the strongest determinant of land use.

Economic considerations are strongly identified with the public interest, too. Central cities, like Miami, are called upon for a higher level of public services and facilities than is usual in the suburbs and this calls for huge financial outlays* based in part on high property valuations. These valuations, in turn, are founded upon a more intensive use of land in the central city than could be justified on the basis of the needs of the central city alone, with its population comprising as it does, a minority of the metropolitan total.

In other words, economic enterprises are of the highest importance to the city, first because proximity to employment is the underlying basis for the city's very

existence, and second because such enterprises are the mainstay in the city's tax structure. (See Table I & II). Thus, the serious implications in planning and zoning land for economic uses become apparent.

* For instance, municipal expenditures in Miami, in proportion to population, are twice as heavy as in the surrounding cities and towns, Miami Beach and Coral Gables excepted.

TABLE I
ESTIMATED RELATIVE IMPORTANCE OF VARIOUS
LAND USES IN MIAMI'S TAX STRUCTURE

<u>Type of Use</u>	<u>% of Net Area of Miami-1953</u>	<u>% of Non Exempt Real Property Valuation - 1953</u>
Business and Industry, including Central Business District	15%	65%
Single-Family Residence	44%	8%
Two-Family Residence	8%	6%
Multiple Residence	8%	17%
Vacant Land	18%	4%
Public, Institutional, etc.	<u>7%</u>	<u>0%</u>
	100%	100%

TABLE II

GENERALIZED LAND USE - 1959

<u>Type of Use</u>	<u>% of Gross Area of Miami</u>
General Business	12.4%
Major Business Centers	2.3%
Wholesaling, Warehousing, Light Industry	6.2%
Medium Industry	0.6%
Transportation Areas	0.6%
Low-Density Single-Family Residence	32.1%
Medium-Density Two-Family Residence	27.7%
High-Density Multiple Residence	8.8%
Major Recreation Area & Other Open Spaces	6.3%
Occupied Areas (Schools, Hospitals, Civic Centers	<u>3.0%</u>
	100.0%

SITE ADAPTABILITY.

The final major considerations in determining land use proposals for areas "subject to change" are the suitability and adaptability of particular sites for various purposes.

Adaptability may be influenced by a variety of factors, such as:

1. Existing platting, to the extent that it is irrevocable.
2. Diversity of ownership, which may be an obstacle to land assembly and replatting.
3. Economic values, which may be prohibitive for some kinds of use.
4. Physical characteristics, such as size, shape, topography, soil stability, etc.
5. Accessibility, to major highways, to railways, or to navigable waterways.
6. Aesthetic advantages, based on proximity to parks, parkways, and Miami's superb waterfront advantages.

No fixed rules can be laid down to make land use allocations an impersonal matter. As in the case of priorities, each individual situation must be judged on its own merits and the relative weights assigned to the various factors of adaptability inevitably become, at least in some cases, a matter of personal judgment.

III. APPLICATION OF PRINCIPLES:

THE MIAMI LAND-USE PLAN

As previously stated, the generalized land-use plan shows the location, character, and extent of "functional areas", employing ten categories of land-use. In this section the area allocations to each of the ten categories will be discussed in turn, on the basis of present facts, future needs and the proposals contained in the plan.

A. MAJOR BUSINESS CENTERS

PRESENT FACTS.

By definition, a "major business center" is a "concentration of retail trading activities comprising a wide variety of services that attract consumers and clients in large numbers on a recurring basis. Shopping facilities, business and professional offices . . . are typical uses in a major business center."

Existing land use reveals a broad, general distribution of retail business establishments covering nearly all sections of the city. This includes the thirty* types of stores and services that are commonly found in well-designed shopping centers. However, a field count has disclosed 63 locations in Miami where various shopping facilities are grouped in

contiguity as recognizable "centers", comprising anywhere from 9 to 237 separate establishments per center. (See map, Fig. 9). (* According to a survey of 44 modern centers reported in Planning Advisory Service Bulletin No. 47, February, 1953, American Society of Planning Officials).

These "centers" are usually found on main thoroughfares, often at important intersections, and sometimes extending more than 1,000 feet, covering several blocks. Spacing and relative magnitude conform to no obvious pattern that can be explained in terms of regularity of intervals, relationships to surrounding residential areas, or zoning.

There is no "typical" shopping center with which Miami centers can be compared to yield conclusions regarding size of the centers, or the number and variety of stores. However, as an average, there are more stores of nearly every type in the 63 Miami "centers" than in the 44 modern centers surveyed by A.S.P.O. This suggests, as possibilities, that business competition is keener in Miami than elsewhere, or that more business opportunities exist in Miami. It is a fact that among cities of its population class, Miami is a leader in stores per 1,000 population and sales per capita. (See comparative figures, Table III and IV).

RETAIL SHOPPING CONCENTRATIONS

MIAMI AND CONTIGUOUS AREAS - OCTOBER, 1959

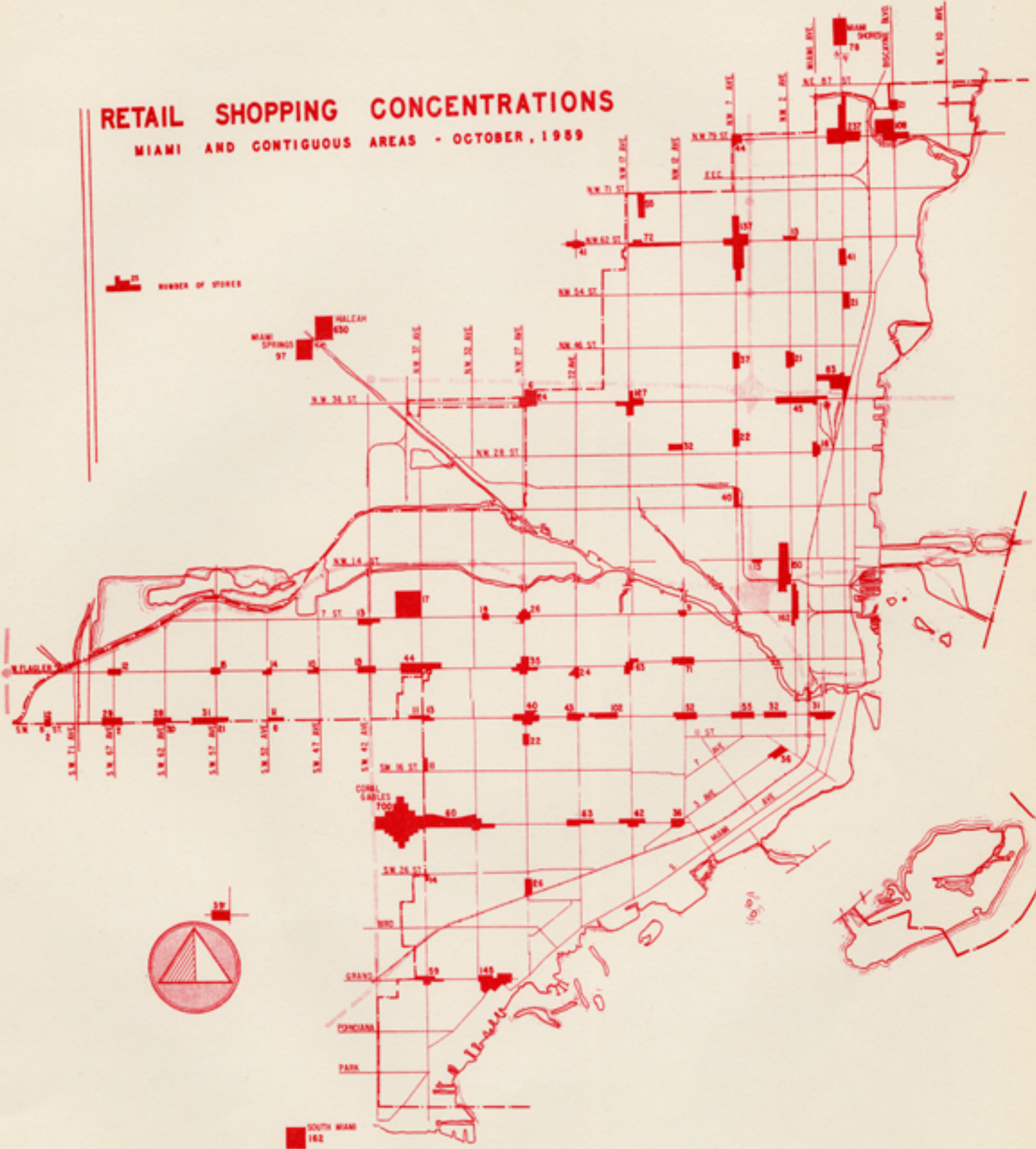


TABLE III

COMPARISON OF RETAIL TRADE ACTIVITY, 1948

	<u>AVERAGE, FOR 20 U.S. CITIES *</u>	<u>MIAMI</u>
Stores Per 1,000 Population	11½	15
Sales Per Capita	\$ 1,250	\$ 1,550
Sales Per Store	\$108,000	\$104,000

(*Not including Miami. Cities ranged in size from 183,000 to 332,000 population, in 1950. Miami population was 249,276).

TABLE IV

RETAIL TRADE ACTIVITY, 1954

	<u>MIAMI</u> *
Stores Per 1,000 Population	19
Sales Per Capita	\$ 2,395
Sales Per Store	\$ 124,812

(*Special Federal Census 1955 showed Miami's Population as 259,035).

The Miami Central Business District can be regarded as a special type of major business center, serving the whole metropolitan area. The existing core* of the CBD, only about 8 blocks, is certainly small for a city of Miami's size, probably reflecting the limited, specialized character of the regional economy with its emphasis on the types of activities (hotels, amusements, stores) that do not often require or

qualify for high-priced, downtown locations. Nevertheless, it was estimated in 1955 that "in the organized retail areas in Greater Miami, about half of the floor space devoted to general merchandising and about a third of the floor space devoted to apparel sales were in the Miami CBD".

(* See Map, Fig. 10. - "The core contains the high intensity shopping, professional and business offices, etc., and constitutes the primary traffic generators -- the main reasons why people come from all over the metropolitan area to the CBD. 60% of all persons going downtown have their designation in the 8 block core area. The core is primarily for pedestrians. The street fronts within the core are ideally fully developed with show windows and the shopping pedestrians are carried throughout the core without the interruptions of 'dead spots', e.g. warehouses, public buildings, and parking garages. The customer parking area is ideally in a ring adjacent to the core. The employee parking area is ideally in a ring adjacent to the customer parking ring. The two parking rings, or belts, do not consist entirely of parking facilities, but also include secondary CBD uses, e.g. printing houses, office supplies and others, which do not have the intensity of business to economically locate in the core.")

The relative importance of the CBD as a central shopping center becomes apparent in that the 1954 business census revealed that 58.3% of the "general merchandise sales" and 42.4% of the "apparel and accessory sales" were in the CBD in relation to the metropolitan area.

The CBD's importance to Miami is too well known to warrant repetition here. It is enough to say that while constituting less than 1% of the city's area, it accounts for about 15% of the non-exempt real property assessed valuation.

CENTRAL BUSINESS DISTRICT

MIAMI, FLORIDA



beneficial to the city of Miami". These are the principal needs of the Miami CBD.

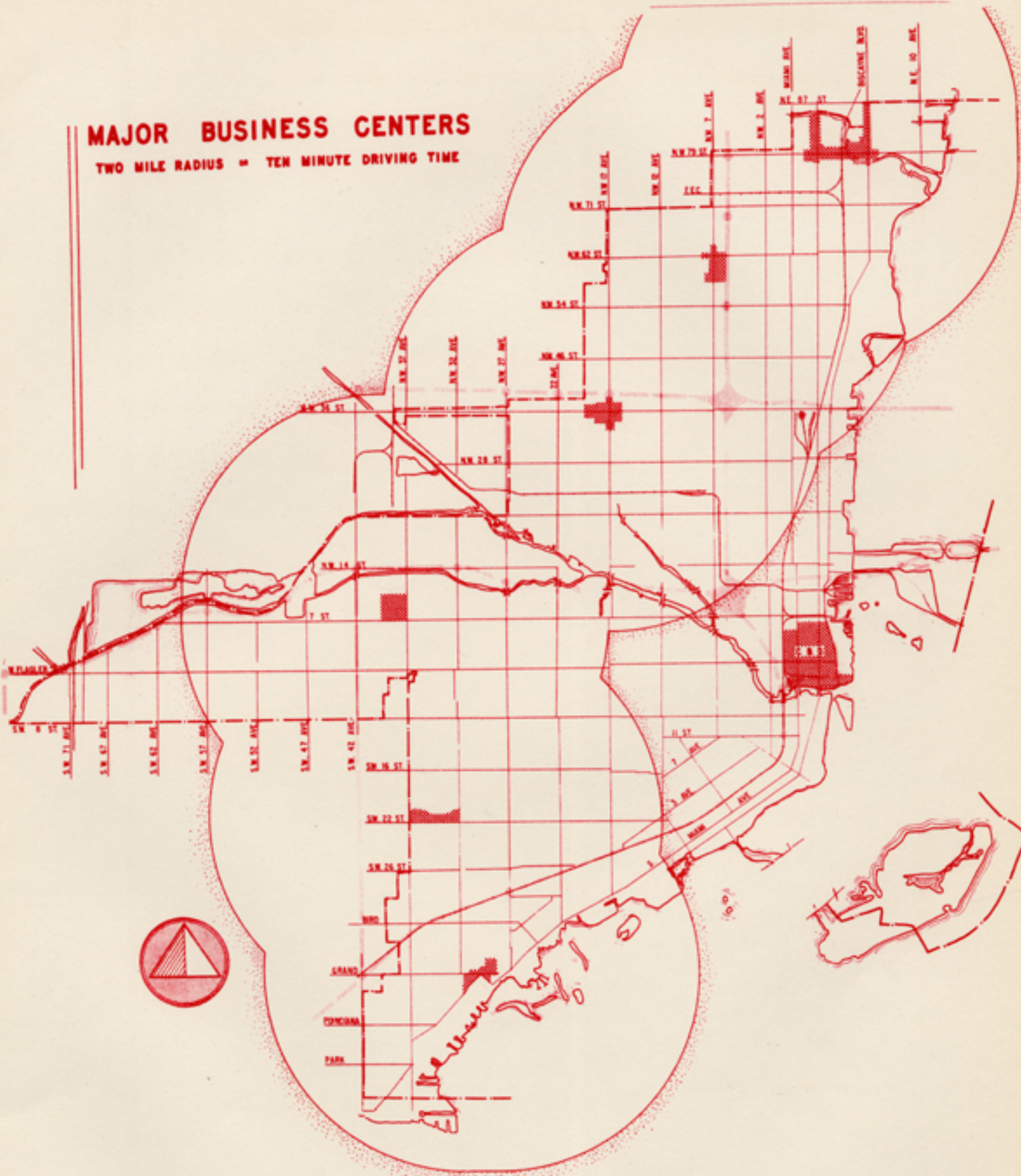
With regard to outlying business centers (within the city limits) an analysis has been made of the relationships of the size, character, and location of individual centers to their spatial distribution and the probable areas and populations that they serve. While a quantitative definition of "major" (as applied to business centers) continues to remain somewhat nebulous, it does seem that only five of the existing centers within Miami and a 6th lying partly within the city could qualify for such a designation. All other centers seem to have only a restricted, local significance. The 6 centers are at Coral Gate, Little River -- Biscayne Plaza, Edison Center, Allapattah, Coconut Grove and Central Shopping Plaza. Moreover, there is no conclusive evidence that additional "major" centers are in prospect, or will be required, for the future.

The 6 centers selected have the qualities of size, variety, accessibility, attractiveness, and geographical spacing to give some assurance of future stability. (See Fig. 11). Their incidence of vacant stores runs substantially below the average for other centers.

Many of the remaining centers can be justified, of course, on the basis of local, "neighborhood" convenience.

MAJOR BUSINESS CENTERS

TWO MILE RADIUS = TEN MINUTE DRIVING TIME



However, the present high rate of vacancy at some locations and the obviously marginal character of many stores both in and out of centers suggest strongly that in some parts of Miami, at least, there has been an overdevelopment of shopping facilities.

PROPOSALS.

A separate study of the Central Business District has proposed tentatively

1. That public policy be directed toward expansion of the CBD as shown on the map, (Fig. 10).
2. That "in general, public garages should be erected in the customer parking area and public lots should be located in the employee parking area.
3. That circulation in the CBD be improved through development of a "loop" system of peripheral streets, tied in with the expressway system and serving as the major collectors and distributors of traffic having origin or destination in the business district. The details of this system will be presented in a subsequent report.
4. That a complete, detailed plan for the CBD be

prepared. The "REPORT ON DOWNTOWN MIAMI, FLORIDA" prepared by the Department of Engineering has much information that could be used in a "plan for the C.B.D.".

Up to now, no specific plans for improvement of the six major district shopping centers have been prepared. However, public policy regarding these centers should be similar to that developed for the CBD. Every effort should be made to improve the district centers in ways that will be beneficial to consumers, merchants, and the general public. Whatever steps may be taken for its implementation, public policy should seek the following objectives, calling for the highest degree of collaboration among the parties at interest:

1. For the Consumer:
 - a. Convenience, determined by superior accessibility, both en route and at the destination;
 - b. Comfort, based upon integrated design, consolidated development, and superior appointments;
 - c. Fair prices, resulting from reasonable opportunities for business competition and a fair relationship to the cost of doing business;

- d. A choice of goods and services, requiring variety and competition among stores;
- e. Attractiveness, a result of good design and upkeep and protection of the shopping district against the blight of incompatible uses.

2. For Owners and Merchants:

- a. Convenience, permitting also economy in operation through receipt and delivery of goods via superior facilities, or through traffic control;
- b. Notoriety, through location at or near places frequented by masses of people, or by inclusion of major attractions, such as supermarkets or department stores with a "name";
- c. Stability, derived from a favorable locational relationship to the trading areas served, and from reasonably restricted competition, proper design relationships between complementary stores, consistency in tax assessments, and superior public services.

3. For the Municipality:

- a. A minimum of blighting effects, of the shopping districts on the community and of other uses on the shopping districts;

- b. Improved traffic movement, through restriction of business to locations where effective traffic control can be developed;
- c. A sounder tax structure, resulting from location and design that contribute to stability and profitable operation.

The municipal government can adopt several forms of direct action in promoting desirable development of business centers. It can alleviate traffic congestion in the centers by providing by-pass routes for through traffic. As an example, the building of a north-south expressway as proposed in the Wilbur Smith plan, should be very helpful to the Little River, Edison Center, and Allapattah business centers. Further relief might be possible through better traffic control in the streets within the centers and through extension of a system of municipal, or privately operated, parking lots. Finally, rezoning of certain lands adjacent to the centers might be of great help in permitting controlled growth in the business centers.

All of the foregoing should be undertaken on the basis of cooperative effort, involving planning and other technical aid by the municipality and programs of public and private improvements geared to commonly accepted objectives.

B. GENERAL BUSINESS AREAS

PRESENT FACTS.

General Business areas are intended to provide space primarily for those forms of retail trade that do not need, and frequently would not qualify for, the strategic, high-priced, locations that are planned as "major centers".

"String developments along important trafficways, including automobile sales and services, roadside restaurants, outdoor theaters and other kinds of entertainment, etc., are characteristic of General Business areas.

The present distribution of retail business is shown on the map, Figure #12. The more or less haphazard character of the geographical distribution is self-evident. What is not apparent, of course, includes the qualitative aspects of land-use relationships - - the effects which one type of business may have on its neighbors, the proper integration of related activities or lack of the same, the general condition and maintenance of individual properties, the adequacy of accessory areas such as parking, the incidence of vacancies, etc.

Miami has very few homogeneous business concentrations. There are furniture, financial and musical instrument centers on Biscayne Boulevard; automobile agencies on N.E. 2nd Avenue; motels on Biscayne Boulevard and S.W. 8th Street; and used car lots on N.W. 36th Street. Otherwise, general business development has been very diversified.

RETAIL BUSINESS DISTRIBUTION

SOURCE: LAND USE SURVEY 1953



The U. S. Census of Business, 1948, has reported 3,725 retail stores, 1,699 selected services and 221 hotels, in the City of Miami. In 1954 the Census of Business reported 4,970 retail stores (33% increase), 3,454 Selected Services which includes 355 hotels, motels, etc. (Selected Services increased 82% and Hotels increased 61%). At present, assuming there are probably over 6,000 retail establishments, of these, about 3,100 are located in the 63 "shopping centers" previously identified. The remaining 2,900 are divided between the C.B.D. and the string developments along major streets. There are approximately $5\frac{1}{2}$ acres of retail business land-use in Miami for every 1,000 persons, or 182 persons for each acre.

FUTURE NEEDS.

Evaluation of Miami's present business land-use patterns requires adoption of criteria of adequacy. Theoretically, a distribution of business establishments is adequate when it is economically sound and is consistent with various aspects of the public welfare.

Miami has more business than other cities of the same size, but it is also a fact that, all together, they do more business.

A study* of land uses shows that Miami has also a higher proportion of commercial area than most cities. This fact takes on a special significance in view of Miami's generally low population density. How can this apparent over-supply of retail business use in Miami be explained, or justified?

(* Urban Land Use and Property Taxation,
Technical Bulletin No. 18, The Urban
Land Institute, May, 1952).

The first reason is the role of Miami as a central trading area in a rapidly expanding metropolitan complex. With less than 40% of the regional population, the City of Miami is probably somewhat less dependent on suburban customers than other "central cities". Further, accentuation is given by the fact that Miami's suburban growth continues to be very recent and outside business development tends to lag behind residential development. Notwithstanding popular concepts regarding "decentralization", the statistics seem to show that more growth in the suburbs results inevitably in more business within the central city. For example, for each dollar spent per capita in the area outside of Miami in 1940, \$1.66 was spent in Miami; in 1954 it was \$1.82 spent in Miami for every dollar per capita spent outside. Thus these were the facts even though the spendable income of suburbanites was 14% greater than that of Miamians.

Another reason can be found in "tourism", which is one of the principal components of the Miami area economy. In 1955 approximately 30% of retail trade in this region was probably tourist. Without doubt, a goodly share of this extra business comes to Miami, especially the Central Business District.

Finally, Miami is a young city, heavily dependent on trade as its economic base. In such a city there is bound to

be keen competition - and, when all other things are equal, a greater number of establishments competing for a certain amount of business will require more area and street frontage than is the case when competition has subsided and a trend toward monopoly has set in.

In retail trade the country-wide trend is toward fewer, but bigger business establishments*. This is more true in some lines than others, but it is generally true for all. For Miami, it seems logical to expect that the trend will be accelerated as competition becomes sharper between business within the city and new developments outside the city.

If this trend is to continue in the future, what will it mean in terms of land-use planning? First of all, Miami's present street and lot layouts were largely determined years ago, in some instances long before actual development took place and often without certain knowledge of what the land use patterns were going to be. Business has had to accommodate itself to platting that was designed for individual ownership of small lots; perhaps ideal for custom-built bungalows but hardly suitable for modern retail establishments catering largely to the automobile trade.

(* For instance, in 1939 there were 733 food stores in Miami, each store doing, on the average, an annual business of \$24,000. In 1948, though Miami's population had grown by 27%, the number of food stores declined to 624, but each store did an annual average business of \$117,000. In

1954 Miami's population has increased 43% since 1939 and the number of food stores, 723, is an increase over 1948 but still a decrease from 1939. The average annual business of \$171,106 is an 86% increase since 1939).

So long as business continued to be organized on the basis of many small enterprises, the platting of small lots accompanied by business zoning along major streets provided a certain flexibility that was conducive to individual initiative and highly acceptable, from an operational point of view. The consequences, however, are not altogether favorable to the general welfare.

There is probably little that is basically wrong with the time honored institution of business development along main streets. Such locations are certainly good for business and need not be bad for other elements of the community. Whatever popular reaction exists against "string business" seems to be founded on the results that sometimes occur because of excessive, haphazard development with marginal enterprises that are poorly maintained, or because of traffic congestion arising from a lack of off-street parking, etc. Such conditions naturally have a blighting influence on adjacent areas. They are not, however, incurable.

The objectives in the planning of areas for general business now seem clear. They require policy decisions that will be conducive to:

1. Encouragement of larger-scale enterprises to locate, or to remain within Miami, on the theory that such enterprises are a logical outcome of trends in business and are invaluable to the economy, tax-structure and general welfare of the city;
2. Consolidation of business development at the most favorable locations, resulting in promotion of successful operation that will encourage a high level of property maintenance and improvement;
3. Gradual elimination of excessive, and marginal, business locations and developments.

The specific and detailed proposals that are required for accomplishment of the above purposes would be based on involved studies that are not within the scope of a general plan. It is enough, at present, to make rough approximations of the over-all land and frontage requirements. The calculations require certain assumptions* regarding population and purchasing power, the general locations where purchases are made, and relationships** of floor space and land area to sales.

(*It is assumed that

1. The population of metropolitan Miami will reach 1 million within several years; that 350,000 will be within Miami and 650,000 in the outside area; that the size of the average family will be three persons;

2. Spendable income per family will be \$5,000 annually for Miamians, \$5,700 for outsiders, or equivalent at present-day prices;
3. Retail sales will amount to 70% of spendable income,
4. Present ratios of sales to floor area for economical operation of modern stores will continue at 12.5 square feet per \$1,000 of sales, or 45 square feet per family;
5. Average ratio of off-street parking space plus landscaping, setback areas, etc., to floor area will be 2 : 1;
6. Retail sales will generally be confined to the ground floor of building.

Possible error in the above assumptions is generally on the "safe" side. That is, the results will tend toward a larger area than may really be necessary.)

(**Consideration and rehabilitation of Major Shopping Districts, "Technical Bulletin No. 22, February, 1954, by the Urban Land Institute.)

It is estimated that if the distribution of retail business could be rearranged, the economical handling of Miami's probable future sales would require no more than 850 acres of land. This provision would be for businesses that make direct sales to a consumer public, by far the greatest part of all retail business. Moreover, it would include an ample allowance for off-street parking and other open space. And even if a "cushion" is desired as a margin of safety, to allow for possible expansion, to permit some latitude to developers, or to allow opportunity for the starting of new enterprises, it would seem that it can

be secured within the present total of retail business land in Miami, which aggregates 1500 acres. The future need is thus not more business land but a better distribution of what Miami presently has.

PROPOSALS.

The most logical places to plan as future business areas are the places where business is now well-developed and appears to be prospering. The success of a business is influenced considerably by the accessibility and advertising values of its location.

It is proposed in the Miami General Plan that a preponderant share of the city's future retail business be restricted to the major shopping concentrations previously described and to some 50 miles, more or less, of frontage along 20 important thoroughfares. Normally, neighborhood convenience shopping areas in residential districts should not be spaced closer than 1 to 1½ mile intervals,* of which Miami's shopping concentrations presently fall in this approximate pattern. Other retail business should generally be limited to minor concentrations, properly distributed for purely local convenience.

(* Urban Land Institute - Technical Bulletin
No. 30 - Shopping Centers Restudied;
Buying Habits, P. 19).

If this proposal can be made effective and the areas designated for business are fully developed for that purpose, there would actually be little change from the present total

of business land use. At the same time, there could be some reduction in the amount of sporadic, and often marginal, business uses at other locations.

Public policy should be developed that will gradually improve the physical conditions under which business will operate at the proposed locations. Improvements in traffic and parking conditions and removal of obstacles to expansion are obvious objectives. The Urban Land Institute has outlined* a program for rehabilitation of older business areas and many of its proposals might have valid application to Miami's problems.

Zoning is most prominent among the available means for achieving the objectives of good business development. The various kinds of business use should be reclassified** by suitable amendments to the Zoning Ordinance, with the purpose of attaining a higher degree of integration among related uses and better balance and design in shopping centers. Whenever reasonable opportunity exists, zoning boundaries should be amended to allow business to improve off-street parking and loading facilities. The use of adjacent parallel streets for paired one-way traffic movements (as proposed in the tentative Miami Trafficways Plan) presents a chance to integrate traffic improvement with long-term modernization of business areas.

(*-"Conservation and Rehabilitation of Major Shopping Districts", Technical Bulletin No. 22, February, 1954, by the Urban Land Institute).

(**Urban Land Institute Technical
Bulletin No. 22, supra.)

Elimination of private property nuisances, eyesores,
and bars to progressive development through zoning powers
would appear to have express legal sanction, under a Federal
decision* which the Florida Supreme Court seems disposed** to
follow.

(*Standard Oil Co. v Tallahassee, 183 F 2d 410 -
(1950)

(**Adams v Housing Authority of Daytona Beach,
60 So. 2d 663 (1952)

The problems of promoting business land use that will be
the most favorable compromise between private interest and
public welfare raises delicate and political issues. Coordinated
planning through active public and private participation will
alone solve these problems.

C. WHOLESALE, WAREHOUSE, ... LIGHT AND
MEDIUM INDUSTRIAL AREAS.

FACTS.

In 1947 and 1948 (Census of Business years) there were
642 wholesale business establishments, employing 8400 persons;
and 380 manufacturing establishments employing 7100 persons,
the latter having increased 100% since 1939, in the City of
Miami.

In 1954 the Census of Business disclosed that there
were 1,019 wholesale business establishments employing 10,831

persons; and 816 manufacturing establishments employing 17,262 persons.

The facts show 59% increase for wholesale, 115% increase for manufacturing, in the number of establishments and 29% increase for wholesale, 143% increase for manufacturing, in the number of employees between 1947-1948 and 1954. This over-all average increase of 80% indicates the sharp rise in wholesale and manufacturing establishments looking toward Miami and the need for more land to be earmarked for industry and wholesaling within the city of Miami, since the Miami area is the fastest growing industrial area in the United States.

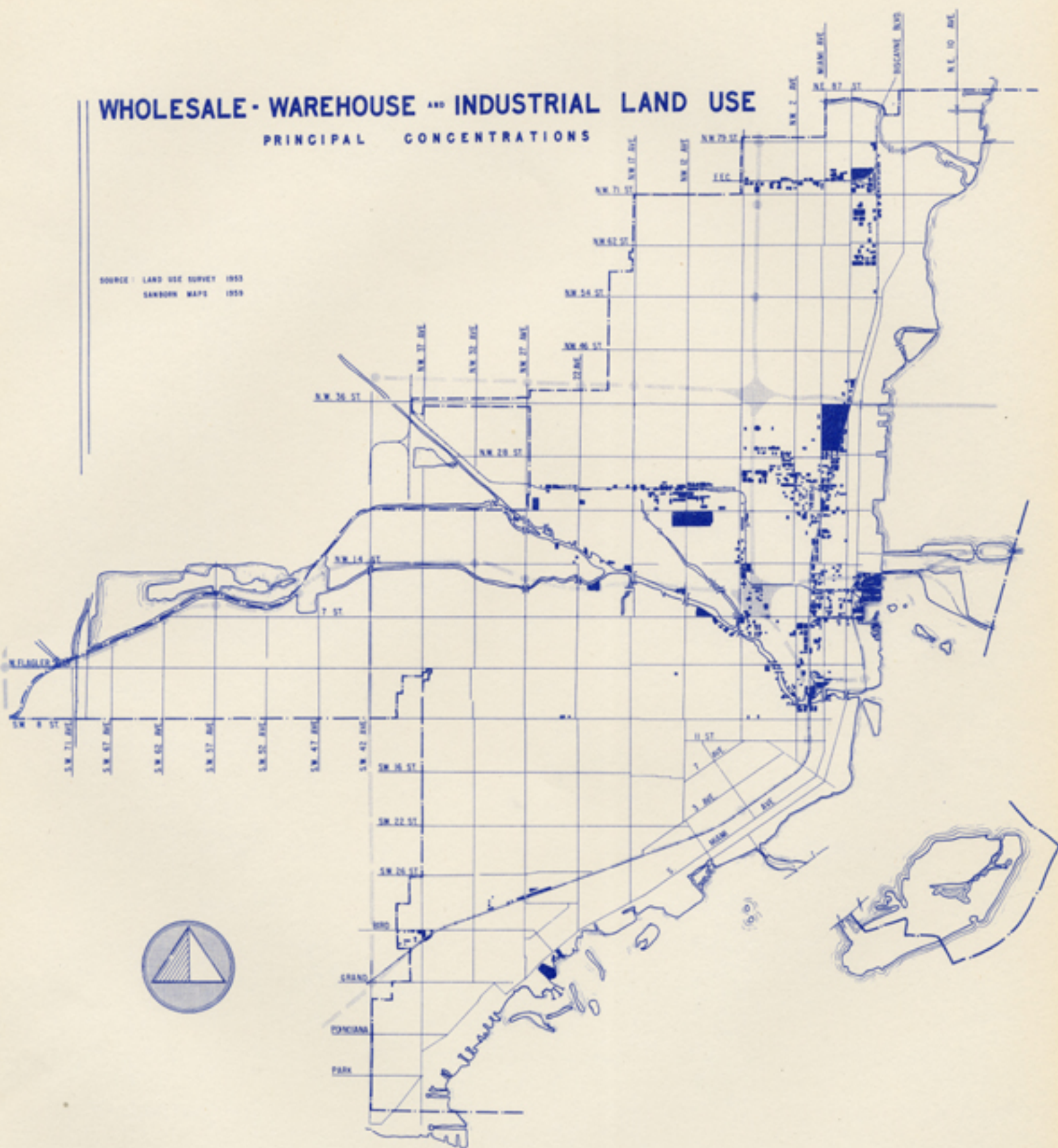
GENERAL.

The 1953 land-use survey reported a total of 600 acres of land in use for wholesaling, warehousing, and industrial activities. This amounted to 3½% of the total net area of Miami. The general distribution of the present existing wholesaling, warehousing and industrial usage is shown on the map, Fig.#13. The picture is one that includes fairly solid concentration in only a very few areas. However, the great majority of industrial enterprises have been confined to a minor part of Miami's total area and initial prospects of developing well integrated industrial areas seem bright. Further, industry has located itself favorably from the point of view of Miami's total development.

WHOLESALE - WAREHOUSE AND INDUSTRIAL LAND USE

PRINCIPAL CONCENTRATIONS

SOURCE: LAND USE SURVEY 1957
SANBORN MAPS 1959



Regarding classifications of industrial land uses, there is very little, at present, of what could be called "medium" or "heavy" industry in Miami. There is very little substantial concentration of such uses at any one locality.

Further classification of uses within the general "industrial" categories with a view to planning functional components is not within the scope of this study. It is worth noting, however, that for the most part industrial uses are of mixed character within individual sections of the city and there are but few cases where particular kinds of activities have tended to cluster. Of the latter, the following have been observed:

1. Fisheries, boat building and boat repair works along the Miami River.
2. Wholesale grocers, liquor dealers, and produce market along the SAL Railroad, south of 23rd Street and between 10th Avenue and 15th Avenue.
3. Lumber, millwork, and building supplies along the FEC Railway in the 71st Street area.
4. Garment industry, 20th Street north to 29th Street, and between Miami Avenue and N.W. 5th Avenue.

FUTURE NEEDS.

Very little of Miami's present industrial activity can be regarded as part of the city's basic economy. That is to say that most of the industries are producing goods and services for consumption in the local market and little is in the nature of a surplus, for export to points outside the region.

Recent industrial surveys have concluded that, with very few exceptions (notably the servicing of aircraft) the best hope for further industrial expansion lies in continuing to meet the increasing demands of the local market. Industrial growth of this kind is based on two factors: a bigger market because of population increase and new industries to supply needs that heretofore have been satisfied by importation of goods from the outside. In this connection it is significant that recent growth in employment in manufacturing and wholesale trade has outstripped the increase in population. Logically, it can be expected that as metropolitan Miami's population passes the million mark, the level of industrial employment will have doubled the present figure.

What would such an increase in activity mean in terms of industrial land-use? This is a determination that, in actual practice, will be decided by many factors, most of which are variable in character. For examples, there are the factors of availability of land, site acquisition and development costs,

the influence of transportation services, local tax differentials, problems of land assembly in areas already platted, relationships between employment and floor area, between floor area and site area for various types of industries, etc. Even if it was possible to make an overall estimate of industrial land requirements for the metropolitan area, many industries do not need or desire central city locations and there would then be the question of how much of the new growth would be located in the City of Miami.

If it is assumed that industrial employment* in Miami will keep pace with employment in the region, it can be expected that the level within the city will approach 40,000 workers. On the basis of average relationships** between employment and building floor space and assuming modern site planning practices, the total land requirement within Miami would be 1,200 acres, or about 7% of the net area of Miami. This is just double the figure reported in 1953.

(*Construed to include employment in wholesale trade).

(**See: "Space for Industry: An Analysis of Site and Location Requirements", Technical Bulletin No. 23. The Urban Land Institute, 1954).

At what locations can this area be made available? In practice, the main reliance must be on those areas where existing industrial developments are strong enough to have fixed the patterns of the future. By coincidence, such areas will provide the needed 1,200 acres, net, if they can be fully developed with

industry.

It should be noted that even if these areas should be fully developed, Miami will still fall short of being in the category of industrial cities. (See Table V).

TABLE V
LAND USE COMPARISON,
MIAMI WITH VARIOUS CITIES.

<u>Cities</u>	<u>Residence</u>	<u>Commercial</u>		<u>Industry</u>	<u>Public & Semi-Public (not including streets)</u>
		<u>CBD*</u>	<u>Other</u>		
MIAMI	73%	1.2%	11.4%	2.7%	9%
Boston	39%	2.7%	4.5%	22.6%	31%
Dallas	85%	2.3%	2.3%	10.0%	?
Glendale	47%	2.6%	1.7%	3.4%	45%
Minneapolis ...	54%	0.6%	3.5%	10.2%	31%
New Haven	63%	1.5%	7.7%	7.3%	21%
Omaha	51%	3.3%	2.0%	16.0%	26%
Richmond	57%	0.9%	4.3%	19.0%	19%
Washington	34%	0.5%	--	7.7% --	55%
Yonkers	41%	?	4.2%	6.5%	48%

Source: Technical Bulletin No. 18 (1952).
The Urban Land Institute.

(* Central Business District).

encourage modern industrial development by providing needed public improvements and by adopting appropriate tax policies.

Further inducement to industry and protection of the public interest might be achieved by the writing of the New Comprehensive Zoning Ordinance so that modern "performance standards" will supplant the old-style rigid listings of permitted uses. Allowable coverage of the land by buildings should be reduced in some areas and requirements of parking and loading facilities on a variable scale should be reviewed and refined.

(*Adams v Housing Authority of Daytona Beach,
60 So. 2d 663 (1952)

D. TRANSPORTATION LAND USE

PRESENT FACTS.

Two areas devoted to transportation use fall within the scope of this report: The Florida East Coast Railway passenger terminal and the municipally operated marine port facilities.

The railway passenger terminal is too old and too well known a problem in Miami to justify a new repetition of its details. It is enough simply to mention the general inadequacy and depressing character of the facilities and the blighting and crippling influence that results from its present location and character.

On September 23, 1954, the Florida State Railroad and Public Utilities Commission issued an order upon the FEC Railway to build a new passenger terminal on the Railroad's property just south of 36th Street. The FEC trustee indicated an intent to comply as soon as the necessary arrangements could be made. To date there has been no appreciable change in this matter.

With regard to the port of Miami, its existing facilities and future needs have been subject to scrutiny a number of times already. In 1947, a local engineering firm made a survey of the municipal piers and recommended a program of work to put them into a good state of repair. Some of the work was carried out, but funds were lacking for the rebuilding of certain bulkheads. Impending failure of these structures prompted a subsequent study and report by the City Engineering Department, urging major repairs without delay at a cost of \$1,450,000.

Other studies have recommended the abandonment of the present facilities in favor of relocating the port. Previous proposals (14) indicate the utilizing of three key sites. Basically, these sites are the present port site, Dodge Islands, and Virginia Key.

The Dodge Island Plan (Darlow Plan 1956) has been the key proposal in recent studies devoted to port development for Miami.

The City of Miami engaged the services of Ewin Engineering

Corporation in preparing of an Engineering and Economic Report on the Dodge Islands development.

The U. S. Corps of Engineers in their "Survey - Review Report on Miami Harbor, Florida, of November, 1957", stated reasons why the Dodge Island development holds preference as the location for port facilities in the Miami area.

In summary, the thinking on port development heretofore includes agreement that the present condition of the municipal piers falls below modern standards, and that the Dodge Islands Plan should be accomplished. The Dodge Islands Plan has the approval of the Port users, the U. S. Corps of Engineers, Marine Industries, U. S. Dept. of Interior, Miami Board of Pilot Commissioners, National Rivers & Harbors Congress, Secretary of The Army, Federal Bureau of the Budget, Dade County Grand Jury, Governor Collins, Propeller Club of the U. S., Marine Council, Miami-Dade County Chamber of Commerce, Greater Miami Manufacturing Association, Miami City Commission, and the Dade County Planning Department.

The Municipal Piers, located adjacent to Miami's central business area, are served by rail access to both the FEC and SAL Railroads, include a substantial volume of warehousing facilities, and handle most of the water-borne, dry, general cargo shipped into and out of the Miami area. Some 20 miles farther north, in Broward County, is Port Everglades, a more modern marine port that specializes in handling petroleum and other

bulky, special cargoes.

Passenger traffic, by ship, at the Port of Miami is now largely of the excursion type, has shown no significant increase in recent years, and compared with other modes of travel is negligible. (See Table VI).

FUTURE NEEDS.

With the necessity and urgency of relocating the downtown rail terminal there is not, and cannot be, any dissent from any quarter. The railroads' passenger business has suffered a marked decline. (See Table VI). This is both a local and a national trend.

Regarding the future of the port, sound planning has revealed the following in an analysis of the Dodge Island Plan.*

WHY DO WE NEED A PORT?

ANNUAL BENEFIT to Miami's Economy:

\$65,000,000 in Trade Value
7,000,000 Saving in Transit Costs
3,000,000 Spent by 50,000 Passengers & other
port users
5,000,000 in Salaries
300,000 Net Income to City

THE PORT OF MIAMI is directly responsible for the employment of 2,000 persons and 136 businesses throughout the Greater Miami area.

THROUGH MIAMI'S PORT PASSES

\$33,000,000 in exports annually. The Port of Miami exports to 76 foreign ports in Europe, Asia, South America and the Caribbean. Miami is the principal supplier to the Caribbean.

TABLE VI

**MIAMI COMMERCE , BY MODE OF TRANSPORTATION
MOVEMENTS IN AND OUT
1953 — 1958**

YEAR	CARGO			MOVEMENTS			PASSENGER			MOVEMENTS	
	RAIL EST. TONS ^{***}	AIR TONS	SHIP ^{**} TONS	TOTALS TONS	RAIL NUMBER	AIR NUMBER	SHIP [*] NUMBER	TOTALS NUMBER	SHIP [*] NUMBER	TOTALS NUMBER	
1953	—	57,527	2,621,899	2,679,426	663,587	1,540,037	84,016	2,287,639			
1954	—	64,258	2,619,788	2,684,046	584,068	1,866,168	78,550	2,528,786			
1955	—	68,578	2,881,301	2,949,879	561,578	2,275,791	133,550	2,970,915			
1956	9,829,809	81,663	1,922,490	11,833,962	598,873	2,649,549	140,191	3,248,422			
1957	9,419,706	101,406	—	9,521,112	537,800	2,982,629	97,098	3,617,527			
1958	—	103,834	—	103,834	441,093	2,750,505	85,870	3,277,468			

*PORT OF MIAMI ONLY

**OCEAN-BORNE COMMERCE ONLY

***BASED ON AN AVERAGE OF 27 TONS PER FREIGHT CAR

WHY NOT PORT EVERGLADES?

PORT EVERGLADES' present facilities cannot handle nor be expanded to handle both Miami and Port Everglades trade. The two ports are not in competition but are complementary and provide two different types of operation. Miami is a package port while Port Everglades is a bulk cargo port.

85% OF MIAMI'S COMMERCE originates or is destined for the Miami area.

95% OF PORT EVERGLADES Commerce is bulk oil, molasses and cement - - MOST of which is forwarded out of the area.

WHY DODGE ISLAND?

SITE SELECTED BECAUSE:

- Site owned by City.
- Site adjacent to existing channel.
- Lower causeway, fill and dredging costs.
- Convenient to wholesale houses.
- Convenient for cruise passengers.
- Eliminates boulevard congestion.
- Site preferable to port users.
- Less over-all cost.
- Project can be financed at no cost to taxpayers.
- Site recommended by U.S. Government.

PLAN PROVIDES:

- 8500' of marginal docking (designed for 37' depth).
- Improved channel & turning basins.
- Fisher Island bunkering.
- Combined rail-truck causeway.
- Present port area redeveloped.

INITIAL DEVELOPMENT INCLUDES:

- Modern passenger terminal.
- 600,000 sq. ft. transit shed space.
- 100,000 sq. ft. warehouse space.
- 250,000 cu. ft. refrigerated space.
- 100,000 sq. ft. office space.
- Ample open storage areas.
- Container ship facilities.
- Railroad marshalling yard.

PORT WILL BE FINANCED without additional taxes through sale of existing port property, Graves Tract, federal participation and revenue bonds.

The reasons for selecting the Dodge Islands rather than Virginia Key have been aptly stated by the U.S. Corps of Engineers in their "Survey-Review Report on Miami Harbor, Florida, of November, 1957":

"52. Preliminary estimates indicate that the cost of a comparable vessel facility at or near Virginia Key, including ship channel and turning basin, would be substantially more than at Dodge Island. The cost differential is relatively minor, however, compared to the added cost of hauling cargo by rail or truck to or from Virginia Key versus Dodge Island. That added cost is estimated at \$0.50 a ton exclusive of tolls on Rickenbacker Causeway. On the average, it would exceed \$500,000 annually. The United States Fish and Wildlife Service reports that a port development in the Virginia Key area would be objectionable because of its adverse effect on fish and wildlife resources of that section of Biscayne Bay".

Other reasons against the use of Virginia Key are:

1. It is the last remaining undeveloped City of Miami owned beach property.
2. Future expansion would be costly and limited.
3. It would cause increased traffic and rail movement problems in downtown and the S.E. residential area.
4. It would cause abandonment of the existing channel and basin.
5. There would be considerable delay in getting

approved studies, appropriations and construction.

6. Terms of the Rickenbacker Causeway bond indenture prohibit any additional Miami-Virginia Key Causeway.

Every large city in the United States relies on water transportation in its growth. The 25 largest cities all rely on their ports for their size. Cities without a port have long envied cities having such facilities. Miami has the basic requirements for a first-class port.

(* References: Economic Study of the Port of Miami --
First Research Corp.
State of Fla. Port Facility
Statistics -- Fla. Development Comm.
Engineering & Economic Report --
Ewin Engineering Corp. of Fla.
City of Miami port records.
U.S. Customs Records.
U.S. Dept. of Commerce Records.)

PROPOSALS.

The building of a new FEC terminal at Buena Vista has all the aspects of an accomplished fact. Actually, such an event would not be seriously at odds with the other proposals of the general land-use plan and, therefore, the Planning Board accepts the Buena Vista location as part of the plan.

The Planning Board believes that the Dodge Islands Plan is sound and endorses this Plan and urges that the full weight and prestige of public and private interests in Metropolitan Miami give united support to this proposal.

E. HIGH-DENSITY RESIDENTIAL AREAS.

FACTS.

High-density residential areas are, by definition, characterized by a predominance of multi-family housing. Occupancy, of course, would be mostly by rent-paying tenants.

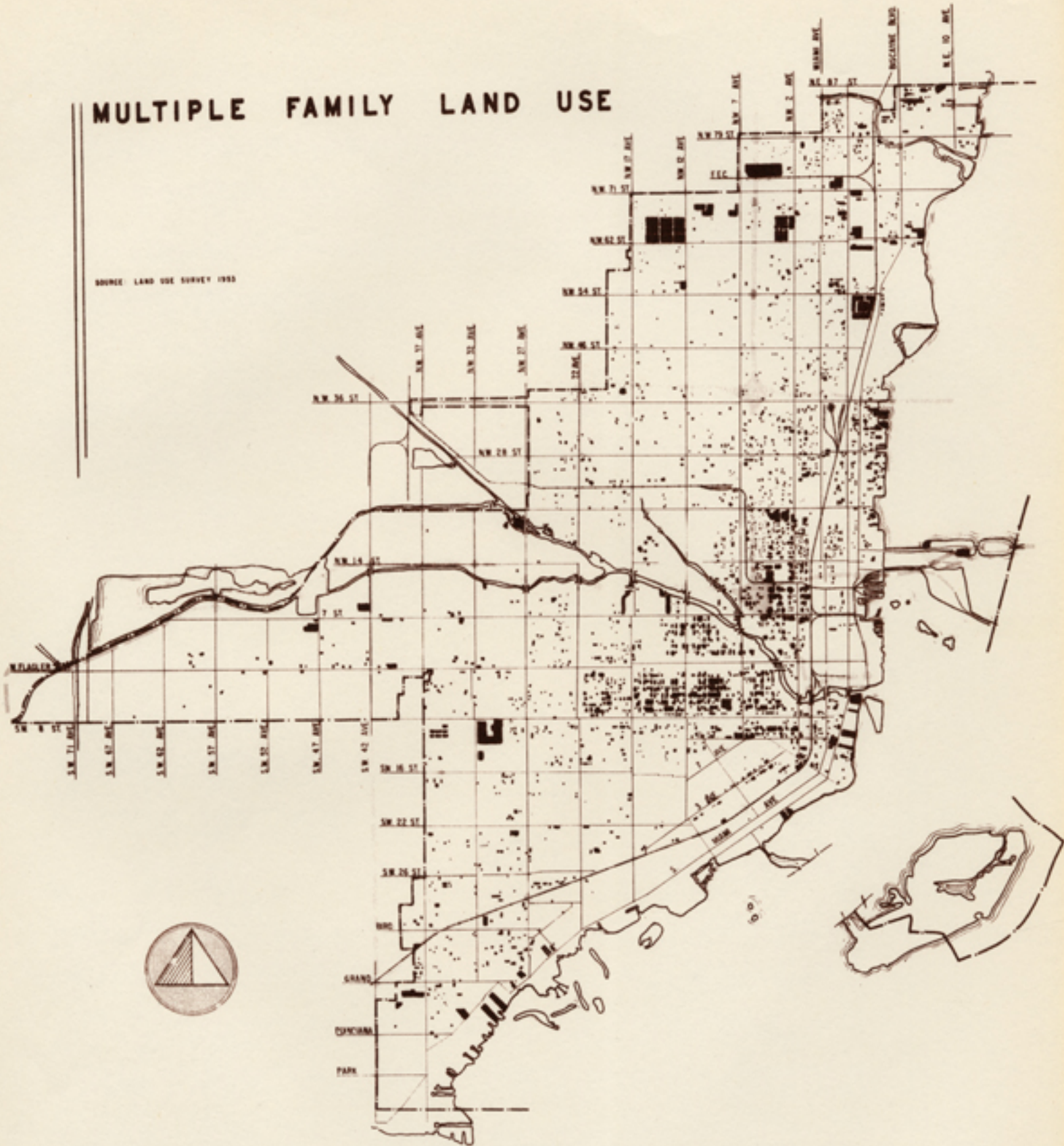
In 1953, there were about 5,700 multi-family structures in Miami, or about one-twelfth of all the houses. They accounted, however, for one-third of the housing accommodations, since they contained 31,000 dwelling units.

Actually, the number of apartment houses is not the measure of the amount of multi-family land use in Miami. The reason is because many lots contain more than one dwelling structure. The typical case is a one-family or two-family house on the front of a lot, and additional housing in other structures on the rear of the lot. There may be as many as 2,000 such cases in Miami, at present.

There are very few existing areas in Miami that are predominantly in multi-family use. The 1953 land use survey has disclosed that 1,315 acres, 9% of the used net area of Miami, are in the multi-family housing category. However, blocks in which such housing is predominant comprise only 3% of the used net area. The scattering of multiple housing in Miami is shown on the map, (Figure #14). The most significant concentrations are the so-called "housing projects", public and private.

MULTIPLE FAMILY LAND USE

SOURCE: LAND USE SURVEY 1952



Except for these "projects", multiple housing is significant mostly in areas that are within 2 miles of the Central Business District. However, nearly all of Miami's living areas contain some multiple-residence use.

At present, Miami's housing is about evenly divided between owners and tenants. Tenant occupancy is by no means confined to multiple housing. Probably most of the 13,000 two-family houses are fully tenant occupied and this may also be true of as many as 8,000 one-family houses. Rents varied, in 1950, from less than \$30 monthly (in public housing) up to figures in excess of \$200. However, 80% of the rentals ranged only from \$37 to \$78.

Since the principal concentrations of multiple housing are close by the downtown business area, they are also in the parts of the city that experienced the earliest development. These areas were mostly built-up prior to 1930 (Fig.No.6), and much of their so-called "multiple-housing" consists in reality of old single-family houses that have been converted into apartments or rooming houses and the renting of back-yard cottages that were formerly garages or servants' quarters. Wooden structures are often predominant in such areas and they must be regarded as obsolete inasmuch as the applicable fire-prevention codes prohibit substantial alterations or new construction with other than fire resistive materials.

Analysis of criteria of housing quality has shown that some of the most critically deficient conditions exist in the locations where multiple housing is concentrated. The area bounded by N.W. 5th Street, Miami Avenue, N.W. 23rd Street and N.W. 7th Avenue contains much of the worst housing in Miami but serves well to point up some of the problems that are common to other areas, as well. This section is inhabited largely by negroes and the facts surrounding segregation of a racial minority serve to aggravate an already bad situation.

Pursuant to Miami City Ordinances Nos. 3963 and 4602, much of the aforesaid area was designated as a "slum" in order that certain of the powers of the Department of Slum Rehabilitation and Prevention should become operative. These powers are concerned largely with inspection of individual houses, for purposes of requiring conformity with minimum health and safety standards, and with control over permits for alterations. It is true that the legally prescribed functions of the Department are ostensibly broad enough to cope with all of the more common problems of slum area rehabilitation and redevelopment.

While removal of many substandard shacks and their replacement with fireproof apartment houses have often meant better housing. Much more has to be done to improve the quality of the residential areas. Ordinance No. 5956, 'Density Control Ordinance' has done much to improve the standards of apartment houses being erected in these areas,

providing for more air, light, and open spaces.

Much of the residential area close to downtown Miami has been zoned for multiple-family use. While this may seem logical, it must be remembered that these localities began as small-town home areas not so many years ago. Blanket application of multiple-zoning may have been premature in some cases and has tended toward haphazard distribution of apartment houses among one-family homes, toward establishment of rooming houses and converted apartments, rental of servants' quarters, etc. The blighting consequences of such developments are well known.

FUTURE NEEDS.

Miami's objectives should be two-fold:

1. To permit, and even to encourage, the development of as much of the metropolitan growth in multiple-housing as would logically tend to locate within the central city and to the extent that the city can reasonably provide the necessary sites; and
2. To promote a wise distribution of such housing at selected locations, including the development of central areas that will be properly designed for high population density.

The amazing growth of population in Greater Miami is well known and predictions of 1,000,000 residents by 1960 and 1,500,000 by 1965 have been made freely. The City Planning Board has made its own studies, based on fertility and mortality ratios and assumptions as to the future probabilities respecting migration to the Miami area. Whatever the exact prediction may be for regional population, the problem assumes special aspects in its application to the City of Miami. For the city is now substantially all built-up and can compete for new housing with the suburbs only on a restricted basis. This means apartment type housing.

The trend in residential construction within Miami is already away from one and two-family structures and toward apartment houses. In 1953 and in 1954 the number of new dwelling units in multiple housing exceeded the number in one and two-family houses combined. Moreover, within Dade County as whole, the City of Miami is getting more than its proportionate share of apartment house construction, while the area outside is getting the major share of one and two-family homes.

The current rate of building new multi-family housing in Miami is about 2,000 dwelling units per year. At this rate, 40,500 new units would be built by 1975; at 25 units per net acre some 1,940 acres of land would be required. Can this amount of land be made effectively available? The answer must be found in an appraisal of adaptability of sites, under

practical conditions.

About 1,660 acres (gross) can be found, within 2 miles of downtown Miami, wherein present conditions and development trends plus other factors seem to warrant a designation as "high density residential" for the future. However, even if virtually full development of these areas with multiple housing is assumed, and if other, higher density and lower density, areas are also assumed to be fully developed and to include as high a proportion of multiple housing as they do at present, the total area in Miami for such housing is only 3,713 acres, gross. At a density of development that is consistent with acceptable standards and with the type of apartment houses recently being built in the Miami area, no more than about 55,700 multi-family housing units would seem to be the ultimate possibility. Since there are now approximately 39,000 units, the expectancy is a future increase of 16,700. The conclusion seems inescapable that the present rate of apartment building cannot continue for more than a few more years unless accompanied by considerable demolition of existing structures, by a trend toward higher buildings, or by increased encroachment upon areas in which one and two-family homes are predominant.

A policy of encouraging multiple-housing to locate in Miami might reasonably be questioned. There are, however, several reasons why it is sound policy. In the long run the economic enterprises of the city will depend rather heavily on

the local population as a labor pool and as a market. Logically, there should be a sufficient supply of suitable rental housing for workers who require such housing and who desire convenience to the region's chief source of employment. There are also certain other advantages and services which only a central city can offer (such as specialized health and cultural services) and which serve to increase the demand for central residential facilities, especially by families of working adults, students, the aged, and the transient population. Finally, numerous studies have shown that, generally, only high-class multi-family housing among the various kinds of residence represents an advantage, tax-wise, to the city; other types are usually liabilities. (See Table I & II).

Miami's need with respect to multiple-housing development is not alone the quantitative one of finding enough land to meet the demand. It includes also the improvement of the quality of housing and of residential areas.

The U.S. Bureau of the Census has reported that in 1950 about 11% of Miami's dwelling units were dilapidated or lacking essential plumbing equipment. These basic deficiencies were largely concentrated in 3 areas and this fact has been used by the Planning Board as one of the criteria for designating "redevelopment areas". (See map, Fig.4). These areas virtually coincide with the "slum" areas adopted by the municipality in 1952 for the purpose of delimiting the

application of the powers of the Department of Slum Rehabilitation and Prevention. Notwithstanding the impressive record of this department in bringing about the elimination or rehabilitation of many structures, there remains without doubt a good deal of continued law enforcement in bringing other housing up to minimum standards, both within and outside of the "slum" areas.

The Dade County Planning Department has prepared a "Minimum Housing Code" for all of Dade County. If enforced within the city limits of Miami, outside the designated slum areas, will help to benefit the city in this respect.

A bigger, and more formidable job, is the renewal of residential areas. For an investigation of Miami's "slums" and blighted areas results in a conviction that minimum dwelling structures will not be enough. Prior to Ordinance No. 5956 the new housing that was rising in the slums was often grossly substandard with respect to crowding the land. The so-called "central negro district", with a population upwards of 30,000 has only 2 small playgrounds with a total of 8 acres. This area has also a heavy mixture of residence with incompatible non-residential uses and has many streets that are burdened with traffic. Redevelopment, involving a good deal of clearing and rebuilding is clearly necessary.

Other areas that are earmarked for multiple housing display an indiscriminate intermingling of apartment houses

with one-family homes, rooming houses, and small "hotels".

These areas, too, are often deficient in recreation facilities and suffer from traffic, parking, and encroachment by non-residential uses. Rehabilitation is needed here, involving elimination of deficiencies and nuisances, but not requiring large-scale clearance and rebuilding.

PROPOSALS.

The Planning Board proposes that somewhat more than half of Miami's multiple housing be concentrated in about 1,660 acres around the main business center of the city, as shown on the plan and that this area be eventually almost exclusively in multiple housing. It is further proposed that public policies regarding development of facilities, zoning and other regulations, and urban renewal programs be devised with the aforementioned objectives in mind.

The Planning Board submits the proposal known as "Edgewater Drive", as an example of the kind of improvement that is calculated to induce further development of multiple residence in a particular area. This bayfront parkway would eliminate the "dead-end" status of 17 streets in the area east of Biscayne Boulevard, between Venetian Causeway and 36th Street Causeway. The suitability of this area for high-class apartment buildings is readily apparent and a number of such structures have already been built. Improved circulation and parking facilities, plus the creation of a mile and a half of shoreline

beautification for public enjoyment should provide the economic impetus for continued development with multiple housing.

The Planning Board submits the proposal for the planned area development in the "Point View Vicinity" as another example of further inducement of multiple development in a "close in" area.

In some of the proposed high-density areas, existing obsolete dwellings might be replaced by new, modern housing with the aid of the national urban renewal program, especially the provisions for liberalized FHA mortgage insurance that are applicable to renewal areas. For its own part, the City should undertake a housing market analysis to determine the economic feasibility of a joint public and private renewal program.

Quality must be stressed in the gradual transformation of the designated areas to high-density. No great city can afford to tolerate slums, least of all one that purports to be a paradise. In most other states, great hopes are pinned on the operation of redevelopment laws, aided by Federal financing. Florida had such a law, enacted in 1945, but the State Supreme Court has ruled* it unconstitutional. The Court admitted the public purpose in slum clearance but held that it did not necessitate public acquisition of the slum area, especially when the ultimate purpose was a private, commercial redevelopment. Whether a new enactment of the statute, spelling out the public purposes in much more specific terms, would be sustained

is a moot question. Land assembly is usually an absolute prerequisite to redevelopment and its practical accomplishment without public condemnation powers is doubtful.

(*Adams v Housing Authority of Daytona Beach, 1952. 60 So. 2d. 663).

Redevelopment of a sort has been going on in Miami's slums right along, with many new structures replacing the old shacks that have been eliminated under the slum rehabilitation ordinance. This kind of rebuilding quite obviously will not produce acceptable results, because no general plan is being followed for improvement of the quality of the area as a whole.

Legal obstacles to local application of the national urban renewal program should be explored and necessary legislation should be prepared. It seems intolerable that advantages that are eagerly sought in other parts of the country should not be available here, notwithstanding an apparent need and the fact that local residents are paying for such benefits in their Federal tax returns.'

In order to assure acceptable practices in the arrangement of new buildings on the land and in the reasonable distribution of population, improved density standards have been adopted. Standards for the more common types of housing are included with this report as Appendix A. They are adequate to hold population density within reasonable limits, while making due allowance for normal variations in the size of dwelling units,

thus permitting considerable latitude to the architect and builder.

Blight, in residential areas, is sometimes caused by the presence of objectionable non-residential land uses. The MIAMI . Comprehensive Zoning Ordinance is making provision for elimination of such uses after a reasonable allowance of time for amortization of capital investment.

In the long run, the stability of residential values will depend to no small degree on qualities that tend to promote social cohesiveness. Sufficient variety in the types of dwellings to encourage an average, varied composition in the resident population; the presence of good schools, churches, recreation and other public services; convenience to shopping and public transit; freedom from noise, smoke, traffic and other disturbances -- these are the residential area values that endure from one generation to the next and which tend to promote long-term occupancy. City planning gives recognition to these ideals by applying the "neighborhood* principle" as the basis for good design in residential areas. Within the proposed high-density areas on the land-use plan some "neighborhoods" have been delineated. The Planning Board urges adoption of the neighborhood principle as the basis for planning and applying zoning regulations, public facilities systems, urban renewal programs, traffic plans, and the like. A plan of neighborhoods covering all parts of the city is included herewith. (*See Appendix B for definition of "neighborhood" and its application to the Miami land-use plan).

F. MEDIUM-DENSITY AND
LOW-DENSITY RESIDENTIAL
AREAS.

PRESENT FACTS.

Miami is a city of homes and, on an area basis, the one-family house is the dominant use of land. The 1953 land use survey reveals that of the net area actually in residential use, 72% was one-family use, with the remainder being equally divided between two-family and multiple-housing.

The one-family house is predominant in both categories of density, medium and low, when fairly large areas are under consideration. The distinction between the two categories is in the relative proportions of the various kinds of housing that they contain. The average composition of the various categories of density is given in the following table:

TABLE VII

COMPOSITION OF EXISTING RESIDENTIAL AREAS 1955

PERCENTAGE OF EACH CATEGORY IN

<u>Residential Area</u> <u>Categories</u>	<u>One-Family</u>		<u>Two-Family</u>		<u>Multiple</u> <u>Residence</u>	
	By Dw'g Units	By Area	By Dw'g Units	By Area	By Dw'g Units	By Area
Low-Density	81%	86%	10%	8%	9%	6%
Medium-Density	46%	61%	18%	20%	36%	19%
High-Density	26%	33%	11%	18%	63%	49%

Single-Family homes are found in virtually all parts of the city, even in the multiple-residence areas close to the center. The two-family house also enjoys broad distribution but is lightly scattered in most localities. Blocks in which two-family houses are predominant comprise approximately 1½% of Miami. By way of contrast, 23% of Miami is being proposed for "R-2" (Two-Family) use in the comprehensive zoning.

FUTURE NEEDS

As in the case of high-density areas, Miami's future needs for housing of the types suitable for low and medium-density areas are largely matters of adaptability and availability of areas for such housing. Most of the areas that are available are also in the "not subject to change" classification. It can be assumed, that no drastic alteration in the composition of such areas should be considered.

It can also be assumed that the remaining vacant lands, whether concentrated or scattered, are more likely to be developed with one-family and multiple-family housing than with two-family structures. Notwithstanding a generous distribution of two-family zoning, two-family construction has been declining. Between 1950 and 1954 it amounted to less than 10% of new residential building. This is substantially less than the proportion of two-family housing existing in Miami before 1950. This local decline is consistent with trends in other sections of the country. The answer must be

that the two-family house is losing its popularity, both as an investment and as a home.

Regarding one-family houses, the low-income market is currently being supplied chiefly through large-scale "projects" developed by mass production methods on cheap raw land in the metropolitan outskirts. No such projects can be expected in Miami, of course, because the land is not available. All that can be anticipated is a gradual filling in of remaining vacant lands with homes built by small operators for a restricted market that is founded on a preference for city accommodations.

PROPOSALS.

The Planning Board proposes that all residential portions of the city but the 1,950 acres previously proposed for high-density use be allocated to medium and low-density use as shown on the land-use plan. Generally, this will call for no very substantial change in the present character of these areas, since they are mostly already developed and of a fairly stable character.

The residential land-use proposals of the plan can now be summarized as shown on Table VIII.

If the residential area proposals were to be achieved, there would be no net increase in the present amount of one and two-family houses. There will be continued building activity in these categories, of course, but the long-term effect will be simply to replace the older structures that give

TABLE VIII

ALLOCATION & COMPOSITION OF PROPOSED RESIDENTIAL AREAS 1959

RESIDENTIAL AREA CATEGORIES	TOTAL GROSS AREA (ACRES)	ALLOCATIONS BY TYPE OF HOUSING												ESTIMATED POPULATION	
		ONE - FAMILY			TWO - FAMILY			MULTI - FAMILY			HOUSING			TOTAL D.U.S.	EST. POP. D.U.S.
		ACRES	%	AVGE DEN. D.U.S.	ACRES	%	AVGE DEN. D.U.S.	ACRES	%	AVGE DEN. D.U.S.	ACRES	%	AVGE DEN. D.U.S.		
LOW-DENSITY	7,100 ^{10%}	6,034	85	6	36,200	533	7.5	9	4,800	533	7.5	15	8,000	49,000	147,100
MEDIUM-DENSITY	6,150 ^{85%}	3,690	60	6	22,100	1,230	20	9	11,100	1,230	20	15	18,400	51,600	154,900
HIGH-DENSITY	1,950 ^{60%}		-	-	-	-	-	-	-	1,950	100	15	29,300	29,300	88,000
	15,200	9,724	-	6	58,300	1,763	-	9	15,900	3,713	-	15	55,700	129,900	390,000

• DWELLING UNITS PER (GROSS) ACRE

•• ROUND FIGURES

3.0

3.0

way to new multiple-housing, commercial, industrial, and other developments.

For those medium and low-density areas that are blighted, the suggestions advanced in the discussion of high-density areas are equally applicable. Most medium and low-density areas, however, would be classified as "conservation areas". In such places the objective should be to preserve and to enhance existing values. Rigid enforcement of improved zoning and building regulations, maintenance of high standards in public services and facilities, and application of the "neighborhood principle" are suggested as ways to "conservation". All proposed residential areas have been allocated to neighborhood units and public and private efforts should be expended to develop them as such. The development of good neighborhoods has been recognized as national policy in the urban renewal programs of the 1954 Housing Act. As previously recommended in this report, Miami should strive to participate in that program to the extent that amended local laws will permit.

G. MAJOR FUNCTIONAL OPEN SPACES
AND PUBLIC AND SEMI-PUBLIC
OCCUPIED AREAS.

PRESENT FACTS.

Major functional open spaces include large recreation areas and other land uses whose primary effect (though not necessarily the intent) is that of an open area, such as cemeteries, for example.

Public and semi-public occupied areas include civic and cultural centers, educational institutions, hospitals, sanitariums, etc., and public and semi-public places of amusement and assembly, such as auditoriums, race-tracks, and the Orange Bowl.

The 1953 land-use survey revealed the foregoing uses (except privately owned places of amusement) amounting to only about 5% of Miami's total area, or about 9% of the city's net area in actual use. This was very low in comparison to other cities. (See Table V). Part of the reason for this is that Miami does not have a major park within its borders, though such areas do exist at accessible locations outside the city limits. Other large areas that serve the metropolitan community are also often located outside of Miami, such as the many golf courses and bathing beaches, University of Miami, the horse race-tracks, etc. For these reasons, a direct comparison with the amount of area in public uses in other cities is not conclusive of a state of deficiency in Miami.

FUTURE NEEDS.

Miami's future needs must be appraised in terms of specific functions and facilities, not as an aggregate total of required area. The actual needs can be estimated partly on the basis of commonly accepted standards, and partly through special consideration of Miami's individuality and its unique requirements and opportunities.

The National Recreation Association has recommended standards for all of the more common types of recreation areas and these standards have been widely adopted in planning, though not as often given effect in practice. The general standard is one acre of recreation area for each 100 of the population, or 10 acres per 1,000. About 4 of the 10 acres should be in locally accessible facilities, such as neighborhood parks, playgrounds* and playfields* (see map, fig. 15). At this rate, Miami should have at least 1,300 acres of public recreation space within, or just outside, the city limits. (See Table IX). Actually, the city has about 642 acres, including public school yards. The future requirement would come to a total of 1,500 acres. Even if the recommended standard is not viewed as serious, there can be little doubt that for a city whose status depends heavily on its qualities of good living, Miami has serious deficiencies in its public recreation system.

Among public and semi-public occupied areas, a civic

TABLE IX

PARKS , PLAYFIELDS , PLAYGROUNDS

TYPE OF FACILITY	EXISTING		PROPOSED EXT. SCHOOL		PROPOSED NO. LOCATION		TOTAL	
	NUMBER	ACRES	NUMBER	ACRES	NUMBER	ACRES	NUMBER	ACRES
PLAYFIELDS	16	164.16	-	-	3	36.00	19	** 228.00
PLAYGROUNDS	33	93.85	11	33	50	150	94	• 282.00
PARKS	7	163.46	-	-	*** 1	256.07	8	419.53
SPECIAL AREA	5	175.21	-	-	**** 1	150.00	6	325.21
MISCELLANEOUS	5	25.44	-	-	-	-	5	25.44
SMALL UNNAMED PARKS	40	20.53	-	-	-	-	40	20.53
TOTAL	160	647.65	11	33	55	592.07	172	1300.71

* INCLUDES 5.15 ACRES TO RAISE STANDARDS TO 3.00 ACRES FOR 33 EXISTING PLAYGROUNDS.

** INCLUDES 27.84 ACRES TO RAISE STANDARDS TO 12.00 ACRES FOR 16 EXISTING PLAYFIELDS.

*** VIRGINIA KEY MINUS 150 ACRES FOR MAJOR PARK.

**** GOLF COURSE - VIRGINIA KEY.

center and a cultural and convention center stand out as the major items most needed.

A special study of convention and cultural facilities has been made by the Planning Board. The interim report states that "the convention space in the city of Miami is quite inadequate a larger auditorium and more exhibition space is needed the auditorium could also provide space for cultural and sports events". In addition, "there is a need for art, science and natural history museums in Miami".

(*A "playground" is intended for the active outdoor play of children of elementary school age. A "playfield" is a larger area intended for older children and young adults. Minimum standard for a playground is 3 acres within a radius of 3/8 mile or 100 sq.ft. for every child present and playing. For playfields, 12 acres are required within a radius of a mile or for every 20,000 population).

The report goes on to say, "Conventions play an important role in Miami's economy, bringing in from 8 to 12 million dollars per year. Miami should provide facilities to serve adequately the largest conventions in the Nation. An auditorium to seat 15,000 and exhibition space of 150,000 square feet are recommended.

"In locating the proposed convention facility, we must remember that for conventions of over 5,000 people the hotels of Miami Beach must be utilized".

PROPOSALS.

The Planning Board accepts the development of a civic center on the Country Club site as an accomplished fact and it is so included in the land-use plan.

The Board recommends that a convention and cultural center be developed separate and apart from the civic center. The proposed center is estimated to require sites totalling 45 acres.

The details of a complete system of public recreation facilities do not fall within the scope of the generalized land-use plan and therefore will be the subject matter of a later report. A major park is proposed for Virginia Key including a beach and golf course. An inland park is proposed at the "Blue Lagoon" area outside the city limits. This site is just north of the Tamiami Canal, south and east of the Florida East Coast Railway and the Miami International Airport.

The area north of the canal has been the scene of quarrying operations for some years and might well become a problem area when these operations have ceased to be profitable. As a park, serving a broad, and presently unsupplied, need for a major inland recreation area, it could be converted into a distinct asset to the general community. It should be acquired, developed and maintained by the County Park Department.

"Detailed development plans for the park should include numerous storage spaces for small craft and a navigable connect-

ion with the Miami River, thus providing an extensive sheltered docking area to supplement the present facilities along the River".

Playfield needs have been ascertained and the requirements of space and location for these facilities are indicated on the land-use plan. It appears that 19 playfields will be needed, of which 16 are now in existence. Altogether, the proposed playfield system would comprise 228 acres, 164 of which are now available and 64 remain to be acquired, including acreage to bring up to standard existing areas now deficient.

The proposal of an "Edgewater" park drive along Biscayne Bay from just north of Venetian Causeway to 39th Street has already been described. The recommended park area would provide passive recreation space for a locality that needs it now and will need it increasingly, as further development of multiple-housing takes place. A special study by the Planning Board of the use of lands along Miami's waterfront had this to say about "Edgewater Drive":

"The purposes of the Edgewater Drive were to better local circulation by elimination of dead-end streets, (and) provide small parks along a scenic waterfront. There are 18 dead-end streets in the (adjacent) area (which) is tending toward higher residential density. The elimination of these dead-end streets would better circulation ...and would encourage further development of hotels, motels and seasonal and year-round apartments"

It is generally impossible to predict and to plan the distribution of such semi-public facilities as private schools, hospitals, charitable institutions and the like. These are usually allowed a broad latitude in choosing locations, under zoning use-regulations. It should be pointed out, however, that comparatively little of Miami's area is now used for such purposes and that an over-all increase is likely in the future. As a metropolitan community expands and becomes increasingly diverse in its composition and requirements, the demand for public and semi-public services also increases, tremendously. Through gifts, bequests, and otherwise, semi-public, non-profit organizations are able to acquire sites and expand their services. They often desire central locations with aesthetic and other advantages and they have found that it does not cost more to be tax-exempt in the city than it does outside. Many older cities have tax-exempt institutional property far in excess of that in Miami and in one large city it has become a serious problem. This is not to suggest that such uses of property bring only economic disadvantages - - in fact, quite the contrary is true. This report makes no recommendation of policy regarding this matter at this time but has brought it under discussion only to suggest some of the possible implications of a probable future trend.

IN CONCLUSION

The final test of city planning's worth is the extent to which it is influential in the gradual physical improvement of the city. In order to provide a beneficial influence, the plan must identify very real problems and it must offer suggested solutions for these problems.

The GENERALIZED LAND-USE PLAN does attempt to identify problems but owing to the nature of the plan they are the over-all, general questions of land-use which the city faces in the future. The location, character, and extent of major "functional areas" have been indicated on the plan as the first step in the solution. The text of this report has included many suggestions as to how the land-use proposals might be effectuated. Thus a background has been provided for proper development of detailed solutions to local problems within the major land-use areas.

Viewed in this way, the general plan is obviously not the end, but the beginning of planning, and THIS IS A CONCEPT THAT IS WIDELY RECOGNIZED AND HAS BEEN GIVEN IMPETUS BY RECENT FEDERAL LEGISLATION ESTABLISHING URBAN RENEWAL PROGRAMS ON A NATIONAL SCALE. UNDER THE LAW NO PROGRAM OF NEIGHBORHOOD REDEVELOPMENT CAN WIN APPROVAL AND FINANCIAL AID UNLESS IT IS IN CONFORMITY WITH A GENERAL PLAN FOR THE COMMUNITY AS A WHOLE.

The Planning Board is cognizant of its continuing

responsibilities - - to advance its studies and keep itself in constant readiness to render prompt and sound advice on all matters touching Miami's future growth and improvement.