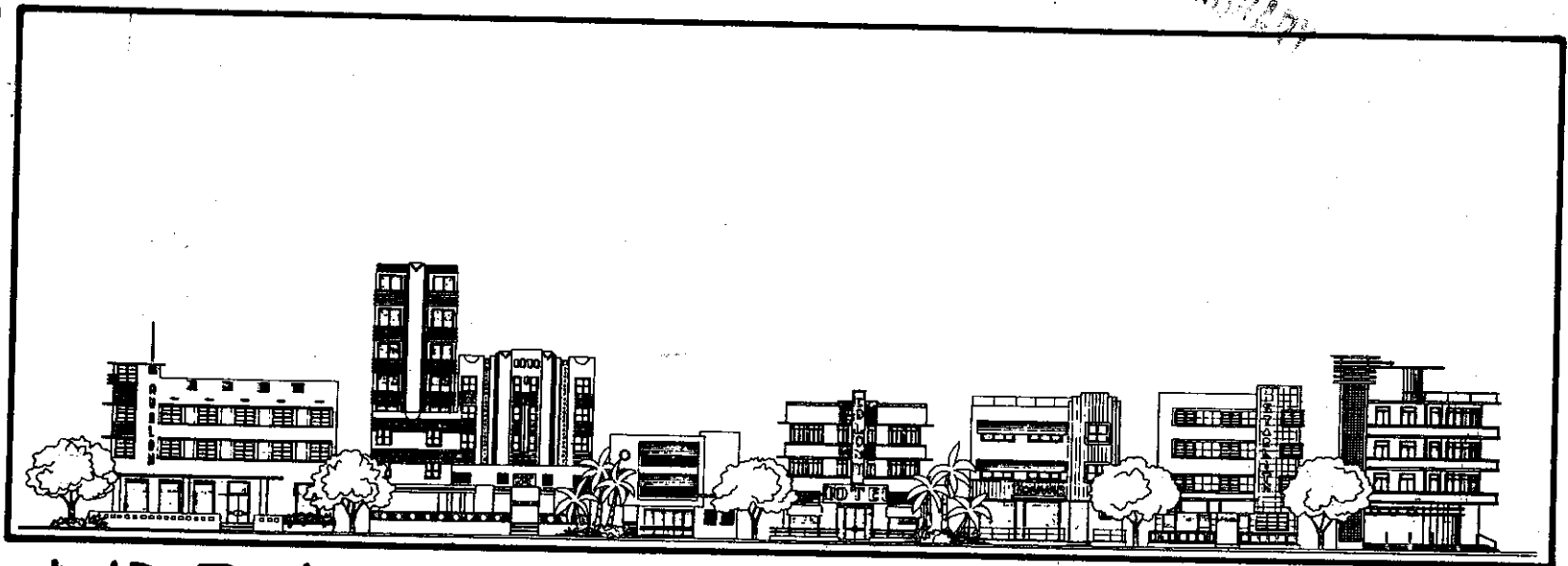
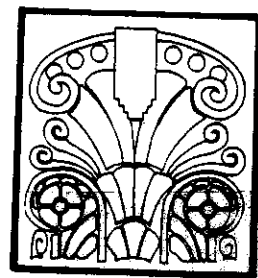


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# OCEAN DRIVE



# A PLANNING & URBAN DESIGN STRATEGY



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**THE CITY OF MIAMI BEACH**  
**OCEAN DRIVE:**  
**A PLANNING AND URBAN DESIGN STRATEGY**

Prepared by:  
**CITY OF MIAMI BEACH DEPARTMENT OF PLANNING**  
**OCTOBER, 1984**

**MIAMI BEACH COMMISSIONERS**

**Malcolm H. Fromberg, Mayor**

**Stanley H. Arkin**  
**Alex Daoud**  
**Ben Z. Grenald**

**William Shockett**  
**Bruce Singer**  
**Sidney Weisburd**

**Rob W. Parkins, City Manager**

The preparation of this Public Document was made possible by funds provided through the City of Miami Beach Community Development Block Grant Program as provided by the United States Department of Housing and Urban Development.

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Dr. Elias Herschmann                      James Silvers  
Arthur Unger

### Professional Contributions by:

Jud Kurlancheek, Director of Planning  
Stuart L. Rogel, Director of Economic Development

Editor: Richard Rickles, Principal Planner

Deborah Silver, Planner  
Janet Gavarette, Landscape Architect  
Jorge G. Gomez, Management Intern III  
Armando Valdes, Planning Technician  
Beverly Solomon, Administrative Secretary II  
Ruth Gust, Administrative Secretary  
Melody Hopkins, Clerk-Typist

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# EXECUTIVE SUMMARY

This section presents a summary of the findings and recommendations by chapter as presented in the following pages. Although the reader is encouraged to read the entire report in order to fully understand the overall thrust of this document; this section does provide an outline of general findings and recommendations.

## I. THE REVITALIZATION STRATEGY

The purpose of the Revitalization Strategy is to provide incentives for private property owners to substantially renovate their buildings, allow for the placement of outdoor recreational uses, cafes and restaurants, provide for pedestrian amenities to the streetscape and the expansion of Lummus Park. All of which are directed toward establishing Ocean Drive as a marketable, tropical historic resort area which attracts tourists, day visitors and residents.

Ocean Drive, at one time the cornerstone of the Miami Beach tourist industry, has been deteriorating for several years. However, as the nationwide interest in historic resorts increases, the historic buildings in combination with Ocean Drive's unique environment can signal its return as a focus of tourist and resident activity in Miami Beach. In an effort to better understand this area and realize its potential, an "Ocean Drive Task Force" was created to meet with the Planning Department. Through these meetings and the Department's research, a revitalization strategy was developed which includes design guidelines for public and private sector improvements, incentives to spur private investment which together will result in the economic revitalization of Ocean Drive.



## II. THE WAY IT WAS

The buildings along Ocean Drive represent a cohesive and generally uniform design theme at pedestrian scale. The inviting structures and their relationship to the beach all result from their development within the relatively short period of time between the 1926 hurricane and the Second World War. The strict grid layout of the street, the modest size of the hotels and apartment buildings and the prevalence of the Art Deco architectural styles reflect a changing trend in tourism geared to attracting the middle classes with a contemporary and efficient product. The changing economy and technology following the war resulted in another change in the tourist market, creating the large lavish hotels to the north, drawing tourists away from Ocean Drive.

The rapid development of Ocean Drive, resulted in a remarkable consistency of architectural style and scale. The contemporary architecture of the period, Art Deco, Streamline Moderne and Mediterranean Revival with the addition of a decidedly tropical/nautical motif, is repeated throughout the street creating the "sense of a place" commonly referred to as the Ocean Drive District. It is recognized throughout the United States that districts similar to Ocean Drive are extremely popular, offer a unique marketing opportunity and with the right economic incentives for the rehabilitation of historic buildings will lead to the recovery of Ocean Drive similar to Coconut Grove, SOHO, New Orleans, and historic areas throughout the world.

and terraces to spill onto the street creating a lively, entertaining atmosphere. In order to ensure this atmosphere remains pleasant it is recommended that service and delivery vehicles be restricted to the alley.

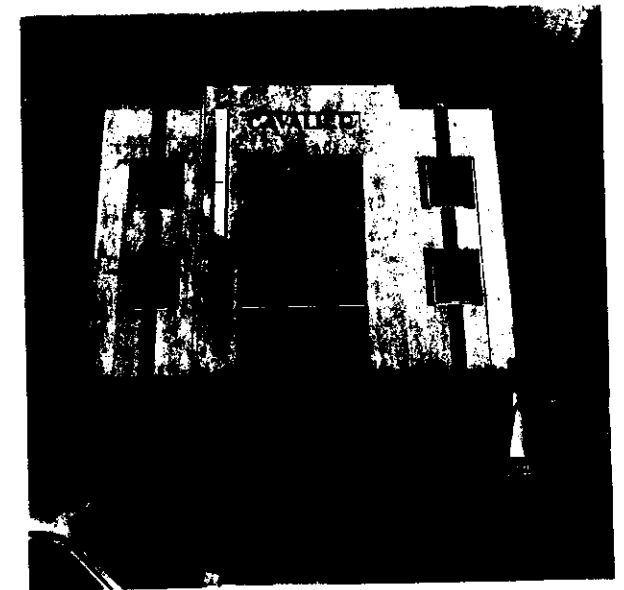
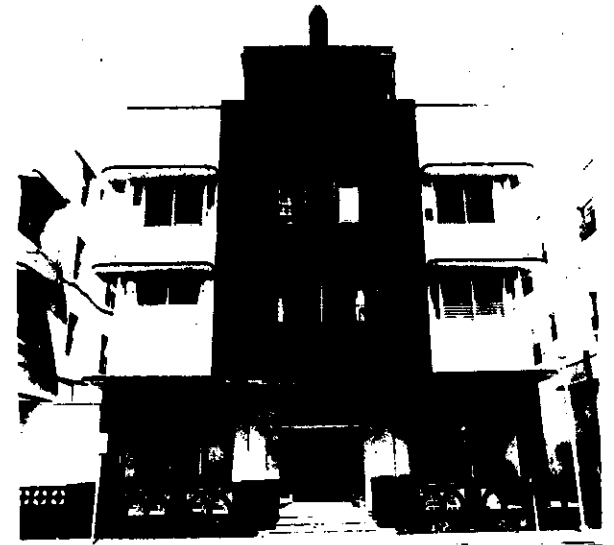
In addition to the pedestrian and vehicular improvements, it is recommended the City permit on a concession basis the operation of rickshaw type (non-motorized, human-powered) vehicles on Ocean Drive and within Lummus Park. It is further encouraged that the route be expanded to include Washington Avenue, Lincoln Road, the Convention Center Area, beach and dune. These types of vehicles are often found in districts similar to Ocean Drive, and add to the flavor and nostalgia of the area if properly designed and operated.

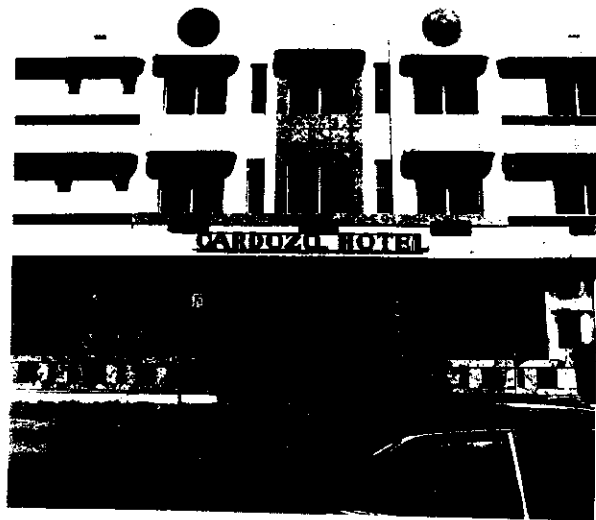
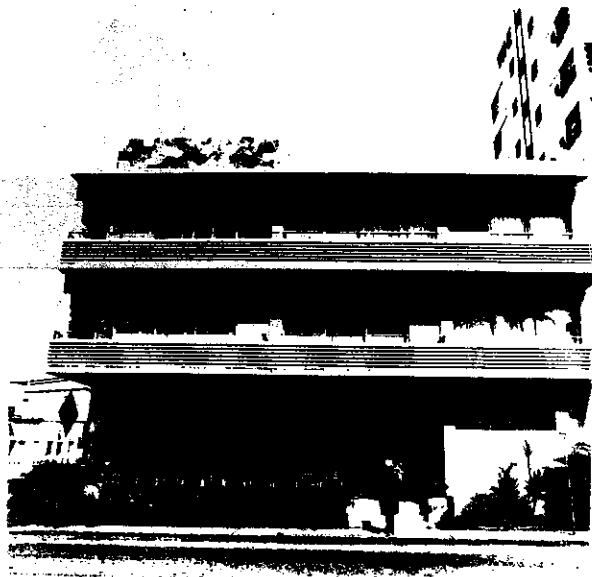
It is recommended that Oceanfront Auditorium located at 10th Street and Ocean Drive be reprogrammed to serve as a full range recreation center which can accommodate the Beach Patrol, tourists, recreational amenities, provide entertainment needs, and serve as a base of operations for concessions and special events. This facility and Lummus Park together can provide many of those amenities and opportunities found within the larger hotels to the Ocean Drive visitor and resident in addition to a full range of beach-related activities.

In analyzing the many alternative vehicular circulation systems, it is recommended that the existing system of two way traffic with a parallel parking lane on each side be retained. Due to the widened sidewalk, it will be necessary to relocate the right of way approximately 7 ft. into Lummus Park. It is recommended that vacant lots or properties with non-contributing structures not located on Ocean Drive be acquired for parking lots. In order to preserve the pedestrian streetscape it is necessary to restrict the size of the parking lots to no more than two to three

platted lots. The provision of additional parking for Ocean Drive could be accomplished by acquisition and development of property by property owners for their own use or by the City for public use, or by lease agreement with new office construction projects to utilize their parking during weekends and evenings.

As the quality of the historic architecture within the study area is a critical factor in the special character and revitalization opportunities of Ocean Drive, it is recommended that guidelines be adopted which would regulate the visual appearance of improvements made to these buildings. The basis of the recommended guidelines is the "Secretary of the Interior's Standards for Historic Preservation Projects". These standards are recognized and used throughout the country, in particular by the Federal Government in evaluating projects for tax credits and by the Miami Beach Historic Preservation Board in reviewing requests for alteration of designated properties. The standards, while recognizing the need to up-date and improve properties, protect those elements important to a building's character and architectural significance.





In order to assist private investment in Ocean Drive hotels and apartments, it is recommended that the Zoning Ordinance be amended to eliminate the minimum room number as a criteria for accessory uses. Allow retail, entertainment, meeting facilities, restaurants or cafes as permitted uses with approval by the Zoning Board of Adjustment Development Impact Committee. Expand the list of permitted uses, allowing for limited specialty retail shops. Establish minimum yards and new FAR regulations. Include the study area in the Design Review Board's jurisdiction and designation by the City Commission of the study area as a local historic district. The Board of Adjustment Development Impact Committee would be formed to ensure that applicants seeking to take advantage of these zoning incentives demonstrate substantial renovation, parking provision and assurance of funding.

In order to encourage the rehabilitation of existing structures, removal of non-conforming buildings, and the addition of appropriate new construction and needed recreational amenities, a block development program is recommended. The program encourages the assemblage of lots while the entire project is to be considered by the Board of Adjustment Development Impact Committee in order to insure the overall project includes the necessary public amenities and that it will affirmatively impact the area.

Additional quality assurances for Ocean Drive would involve a revision of the City's Licensing Code Manual which would list specifically those types of uses in the recommendations of this report. In addition, an Ocean Drive Business Association should be formed to act as a liaison with public and semi-public agencies which impact Ocean Drive. The Association would be essential in development and enforcement of a Business Code of Ethics and act as a catalyst in ensuring that the revitalization of Ocean Drive occurs according to plan.



## B. PLANNING FRAMEWORK

As a first step, in order to provide direction for the preparation of the plan, a series of goals, objectives and guidelines were identified and presented to the public for their review. These guidelines were developed with the participation of the "Ocean Drive Task Force", a group of property owners, citizens, and others actively involved in Ocean Drive. This group met with the Planning Department staff to discuss and review the program as it was developing. Numerous ideas, recommendations, and important guidance came from these citizens and have been incorporated into this program.



## C. RELATIONSHIP TO THE COMPREHENSIVE PLAN AND YEAR 2000 PLAN

In accordance with the State's Local Government Comprehensive Planning Act of 1975, the City's Comprehensive Plan establishes an overall framework within which public decisions regarding planning and development issues are addressed. The City is presently updating this Comprehensive Plan within a community-based neighborhood approach, called the Year 2000 Plan. The "Ocean Drive Planning and Urban Design Strategy" is a detailed study of an area, which requires additional in-depth review than could be included in the Year 2000 Plan. As such, this Ocean Drive Plan is the derivative of the neighborhood based Year 2000 Plan which instructs the City and private investors on the implementation of the goals, objectives, and programs found in the Comprehensive Plan.

## D. PLAN FOUNDATION

Background data utilized in the preparation of the document were obtained from a number of public and private sources which were analyzed as a collective body of work, updated, and tested. Of particular importance are:

1. Anderson, Notter, Finegold, Inc., Miami Beach Art Deco District, January, 1981.
2. David Plummer and Associates, Inc., Traffic Circulation and Off-Street Parking Facilities, for the City of Miami Beach, 1983.
3. Pannel, Kerr, Forster, Overview Study of Potential Market Demand for the Revitalization of Ocean Drive Hotels Located in the Art Deco District of Miami Beach, January 1984.

## Key Points

Citizen involvement was used in formulating Plan.

Maintain consistency with the City's Comprehensive Plan.

A. HISTORICAL PERSPECTIVE

Built primarily in the 1930's and 1940's, the Ocean Drive hotels were designed to be modern, efficient and responsive to their oceanfront setting.

As technology advanced and more elaborate hotels were constructed further north, Ocean Drive declined as a tourist center.

The development pattern of southern Miami Beach in which Ocean Drive is located is the result of several distinct factors at work: the physical setting of the area; the ideas and ambitions of its original developers; and the fluctuating economic conditions of the country and the community.

In the early 1900's the Lummus Brothers and their Ocean Beach Realty Company were responsible for platting the property east of Washington Avenue between 6th and 14th Streets into a strict grid with relatively small 50 x 130 foot lots. A short time later, Carl Fisher's Alton Beach Realty platted the area north along "Millionaires Row" where mansions owned by Harvey Firestone and others would soon line Collins Avenue.

Despite their proximity in time and place, the Lummus and Fisher had widely divergent development philosophies. Fisher envisioned an exclusive resort for the wealthy seasonal resident, similar to Palm Beach. Accordingly, he generally platted estate-sized lots and curving streets. The Lummus were not as discriminating, developing their properties for sale to the middle class either as single family homesites, apartment buildings, or rooming houses. The result of the Lummus efforts is evident in the density, siting and layout of the buildings in South Beach the and Ocean Drive area, with the small rectangular lots laid out on a strict grid street system.

Ocean Drive exemplified Miami Beach's shift to the middle class market following the Hurricane of 1926 and the Great Depression. By the mid 1930's, a large number of three and four story Art Deco and Streamline Moderne hotels were being built. These buildings, in both their design and use of



space serve as a reminder of the necessity for efficiency dictated by the economics of the period. This period of building lasted until the Second World War.

The expanding economy, developing technologies, and changing tastes of the 1950's and 1960's altered the pattern of use and development on Miami Beach. The advent of air travel, air conditioning and other modern conveniences helped bring about the development of large, lavish high-rise hotels which quickly diverted the tourist market from Ocean Drive and Collins Avenue's smaller, older oceanfront hotels. Ocean Drive's modest functional Art Deco hotels could not compete with the opulent showplaces constructed to the north.

Specifically, Ocean Drive declined as a tourist destination. As a result, the only available market for the older hotels was to attract an elderly or somewhat transient group of permanent and seasonal apartment dwellers; a role they have maintained to the present time.

## B. ARCHITECTURAL HERITAGE

Classical Architectural Style  
"Mediterranean Revival"The Waves Hotel  
1060 Ocean Drive

## Note:

1. Tile roof
2. Arched windows
3. Twisted Columns
4. Cartouches (shields)
5. Brackets
6. Parapet

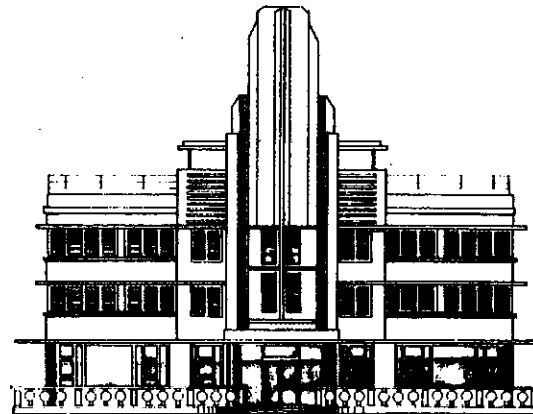


## "Art Deco"

The Breakwater  
940 Ocean Drive

## Note:

1. Strong vertical emphasis
2. Symetry
3. Stepped roof line
4. Vertical fluting
5. Pipe railing
6. Etched glass



## "Streamline Moderne"

The Cardozo  
1300 Ocean Drive

## Note:

1. Rounded corners
2. Horizontal banding
3. Eyebrows
4. Medallions



The visual image of the Ocean Drive District is imprinted with architectural styles commonly grouped under the category of Art Deco. The area was planned and developed as a resort mecca and built-up in a relatively short period of time. The result is visual cohesiveness and a high concentration of distinct resort architecture typical of the fashionable style of the 1930's period. The overall site development and layout of structures was influenced by the proximity to the park and the ocean, a visual image associated with the Mediterranean coast, unique in the United States and the buildings were clearly designed to take advantage of the beach. This development and architectural pattern is what makes Ocean Drive an exciting and unique opportunity.

The term Art Deco has become synonymous with the many different architectural styles of the 1930's. These include Moderne, Streamline Moderne and Depression Moderne. In many Miami Beach buildings, numerous styles were combined with each other as well as with elements of other popular architectural styles of the same period such as Mediterranean and Colonial Revival.

In brief, the Art Deco style was the contemporary architecture of the 1930's. This period represented a break with the predominantly classical architecture prevalent throughout Dade County in the 1920's (see Exhibit 2). As with the Post-Modern movement of the 1980's the Art Deco style incorporated classical themes (such as Egyptian and Mayan) in a thoroughly modern context. Common elements of the early Art Deco style are a strong verticality, angular forms, ornamentation in relief, and symmetry of fenestration (see Exhibit 2).

Because Ocean Drive was developed within a relatively short period of time, there is a remarkable consistency in scale and architectural styles.

The majority of buildings are in the "Art Deco" style.

## EXHIBIT 2

## Key Points

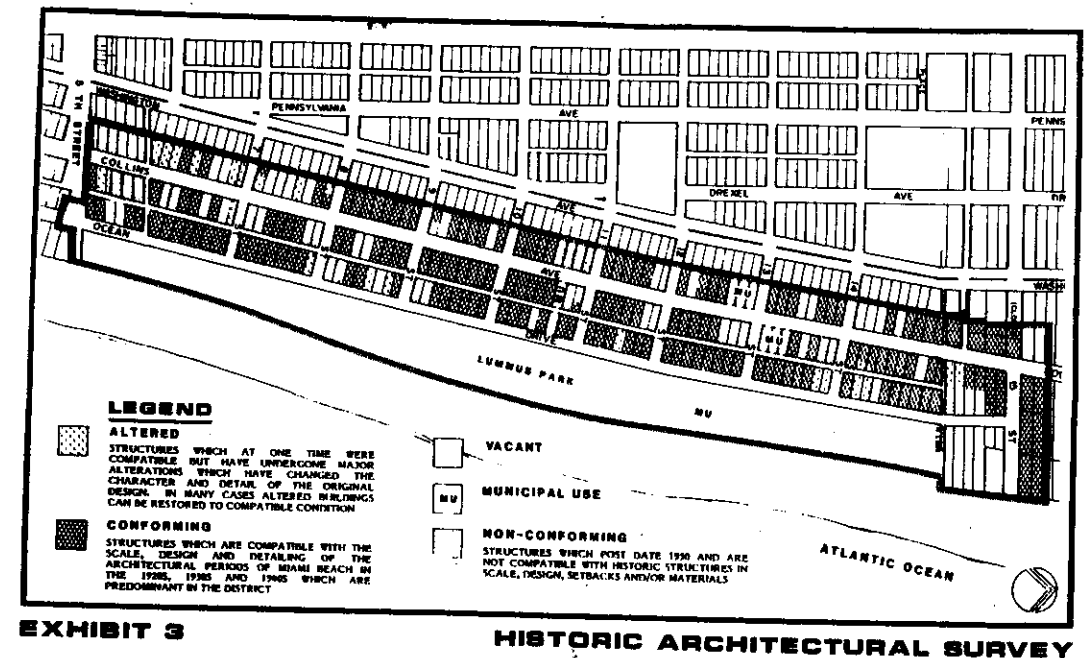
Many of the Ocean Drive buildings show a tropical or seaside motifs which enhance the resort image.

Ocean Drive (6th to 15th Streets) is contained within the Miami Beach Architectural District and is listed in the National Register of Historic Places.

In the later streamline buildings, there is a strong industrial influence in the use of materials such as chrome and glass block. The building forms are rounded and simplified similar to the aerodynamic design of automobiles, trains and airplanes of that time. There is a simplification of ornamentation in the form of raised banding (called racing stripes) which takes the place of elaborate friezes seen on earlier buildings. The streamline buildings, while still possessing a strong vertical emphasis utilize more horizontal elements in their design (see Exhibit 2).

The Miami Beach buildings of the 1930's have several elements in common which result in an overall category referred to as Tropical Deco or Miami Beach Deco. These elements utilize tropical and nautical symbols which reinforce the popular image of the seaside resort. Palm fronds, fish, flamingos, and waves were popular subjects for building ornamentation as were port hole windows and ship-like pipe railings. Of a more practical nature, the cantilever window shades called "eyebrows" and the deep, covered terraces which create a uniform street scale are well designed for the local climate. Another frequently used element is the elaborate finial, or crowning ornament, present on several buildings on Collins Avenue, which presents a futuristic image implying that Miami Beach in the 1930's was not only a tropical resort but a thoroughly contemporary one, relatively untouched by the depression which gripped the rest of the country.

The Miami Beach Architectural District, listed on the National Register of Historic Places, represents one of the largest concentrations of resort architecture in the nation. Ocean Drive and Collins Avenue comprise the major concentration of commercial hotels in the district. This concentration and consistency of style, scale, and use is highly significant from a historical perspective, even more so than the condition and current use of each individual building (see Exhibit 3). There remains, on Ocean Drive in particular, an encapsulated segment of Miami Beach's history, culture, and prime resources. Through these buildings one can understand the origins and development of the tourist industry and the city.



## Key Points

Many of the Ocean Drive buildings show a tropical or seaside motifs which enhance the resort image.

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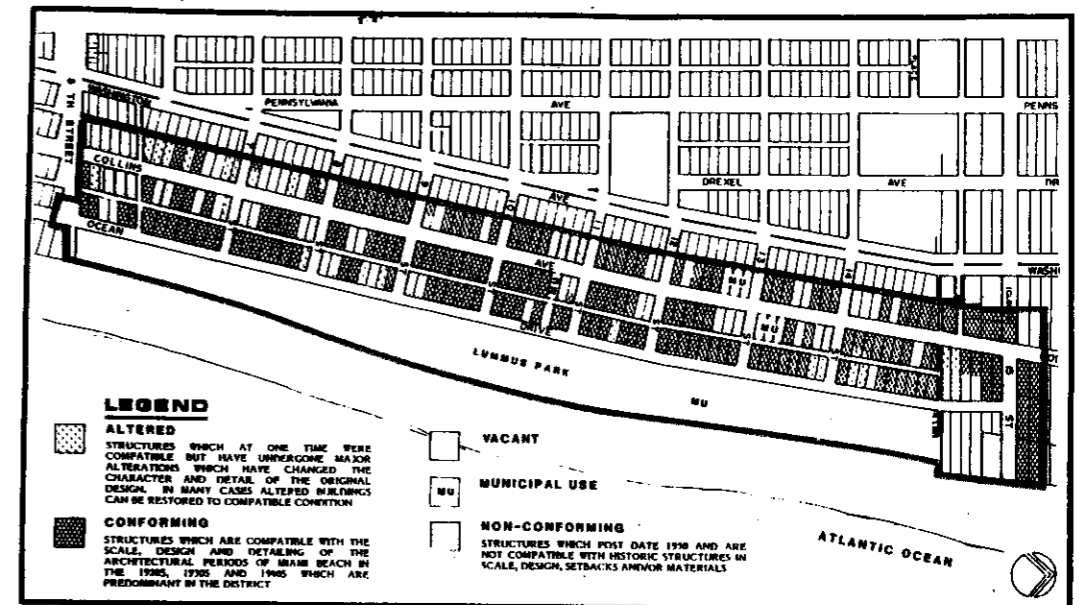


EXHIBIT 3

HISTORIC ARCHITECTURAL SURVEY



## Key Points

Architecturally and historically contributing buildings are eligible for Federal Tax Investment Credits.

Most buildings occupy a single 50' x 130' lot.

### A. CHARACTER AND CONDITION OF THE STUDY AREA

The Ocean Drive Study Area encompasses 38 acres, located between the Atlantic Ocean on the east and Collins Court on the west, and between 5th Street and 15th Street on the south and north respectively. With the exception of properties south of 6th Street, all of the Study Area is within the Miami Beach Architectural District and automatically is listed on the National Register of Historic Places. This means that contributing buildings (those of architectural and/or historic merit. See Exhibit 4) are eligible for Federal Tax Investment Credits.

There are approximately 56 buildings on Ocean Drive between 5th Street and 15th Street. The majority of these structures were built between 1925 and 1945 and are characterized as low rise Mediterranean and Art Deco. The land is platted into lots which average 50' x 130' with most buildings occupying a single lot. Although the individual buildings are small in terms of height, this area is the most densely developed area in the City, averaging 195 units per acre.

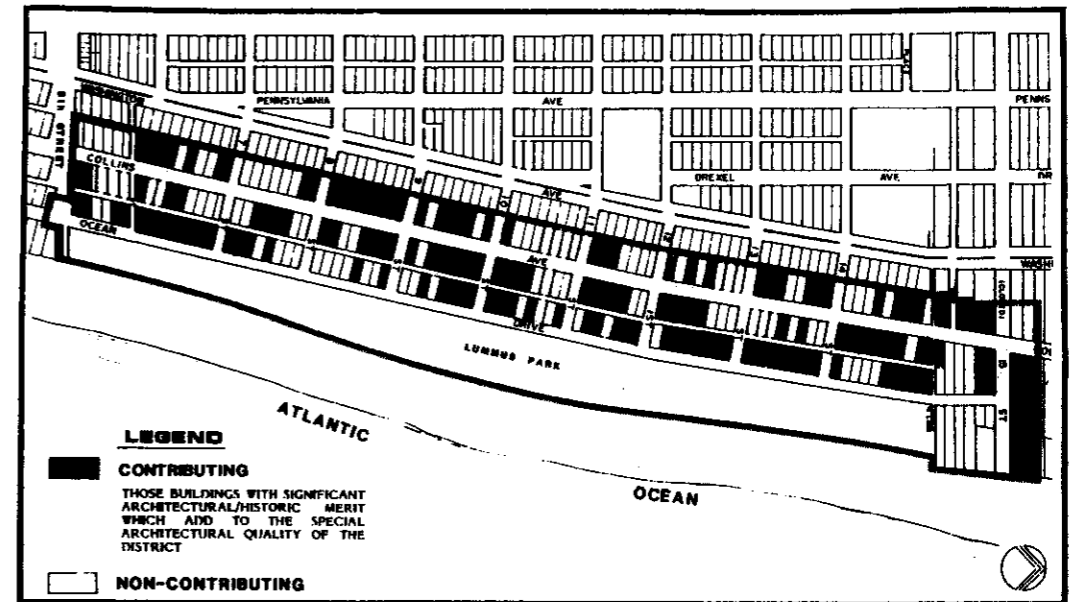
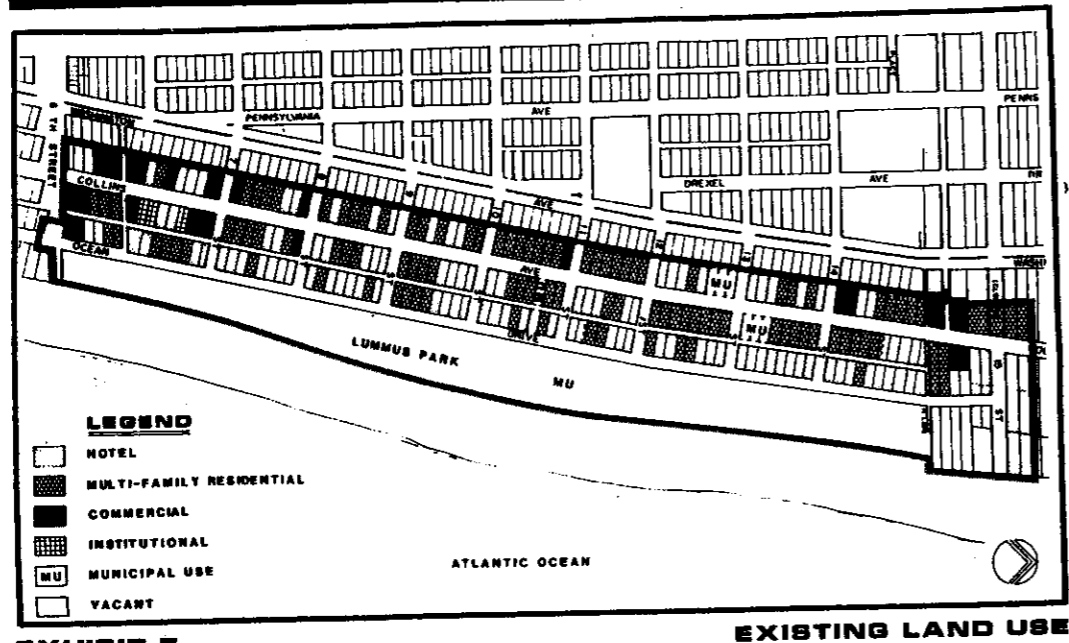


EXHIBIT 4

CONTRIBUTING BUILDINGS



**EXHIBIT 5**

**EXISTING LAND USE**



The predominant land use (see Exhibit 5) is transient residential, which includes apartments, rooming houses and residential hotels. Occupancy of these units generally ranges from one month to one year. Kitchen facilities have been added to many hotel units to serve the transient residential population. The hotels' first floor lobbies, open porches and patios, serve as meeting and congregational spaces for the residents.

For the most part, buildings typically show some signs of deterioration, however, this does not automatically mean that these buildings are structurally unsound. Rather the exterior appearance indicates frequent signs of settling, spalling, cracked and peeling plaster, deteriorating wood window frames and doors. These conditions are typical, and indeed far less severe, than those present in most historic districts prior to rehabilitation. Upon closer examination, many buildings are in need of substantial renovation work in terms of plumbing, electrical and mechanical systems and, in some cases, structural reinforcement is required.

Lummus Park, located on Ocean Drive, is the major public open space and meeting place for the area's residents. Seating areas and shaded walkways along the 26-acre park provide a pleasant and restful outdoor environment for the residents. Oceanfront Auditorium at 10th Street provides organized activities which are oriented towards an indigent and elderly clientele in addition to providing limited space for the Beach Patrol. As a general statement, Lummus Park is a heavily utilized facility which serves a multitude of purposes and age groups.

**Key Points**

The predominant land uses are apartments, rooming houses, and residential hotels.

Many buildings show signs of deterioration.

Lummus Park is the primary recreation and open-space.



## Key Points

The typical Ocean Drive resident is white, single, elderly, and female.

Residents are highly dependent on local service and social, recreation, and medical facilities.

Current housing on Ocean Drive is smaller with lower rents than the City average.

## B. RESIDENTS

Ocean Drive residents are predominantly white, single, elderly and female. Demographic data, presented in Table 'A', show an even greater concentration of these traits on Ocean Drive than in the rest of the study area or the Flamingo neighborhood in which it is located. The neighborhood population statistics (U.S. Census Tracts 42, 43, 44 and 45, also called 'South Beach') reflect other conditions which are present in the Ocean Drive area. A majority of the population is foreign born and speaks a language other than English at home. Most of the neighborhood's foreign speaking population have either a Hispanic or Eastern European background. Most of the adult residents are not in the labor force. The percentage of high school graduates (43.5%) and the neighborhood's per capita income (\$5,408) are relatively low (1980 census data).

## C. HOUSING PROFILE

The condition and characteristics of the Flamingo Neighborhood's housing closely reflect the economic and social status of Ocean Drive. The majority of the housing in the entire area consists of small, older rental units with below average rents. This condition is demonstrated in the area's 1980 census statistics. As seen in Table 'B' the average number of rooms per unit is 1.8 as compared with a City-wide average of 2.7. Similarly, the average monthly rent is \$194 per month while rents average \$228 on a City-wide basis.

TABLE 'A'

1980 CENSUS

### GENERAL POPULATION CHARACTERISTICS

	Ocean Drive	Study Area	Flamingo	City wide
o White	98.2	97.6	96.6	96.8
o Elderly (65+)	74.3	69.2	59.0	51.8
o Hispanic	14.7	26.0	29.9	22.2
o Female			58.0	57.3
o Single			58.5	47.9
o Foreign-born (Latin American & East European)			64.4	48.7
o Speak other than English at home (% Spanish)			60.0	45.4
o Retired/Non-working			71.6	66.5
o H.S. Grads. (25+)			43.5	57.0
o Low Income (% of City per capita)			60.0	-0-

Source: U.S. Census of Population, 1980  
U.S. Census, Neighborhood Statistics, 1980

TABLE 'B'

1980 CENSUS

### GENERAL HOUSING CHARACTERISTICS

	Ocean Drive	Study Area	Flamingo	City-wide
o Rental Housing (percent of total)	82.1	79.9	77.2	64.1
o Pre-1950 Construction			50.0	36.2
o Average # of Rooms			1.8	2.7
o Households Without Autos			74.4	56.8
o Households Without Phone			19.0	12.0
o Households Without Heating System			37.2	23.4
o Average Household Size	1.31	1.38	1.54	1.71

Source: U.S. Census of Housing, 1980  
U.S. Census Neighborhood Statistics, 1980

These statistics present a picture of a tightly knit urban neighborhood inhabited by elderly single persons concentrated in the eastern portion and younger, hispanic families generally in the western portion. Both groups tend to be poorer and less educated than the average population City-wide and County-wide. They are living in smaller, older housing units and are less likely to have heat, central or unit air conditioning, telephones and automobiles. They are more likely to be non-working and have a greater dependence upon public transportation. Thus, they tend to rely more on local services, social, recreational, shopping and medical facilities.

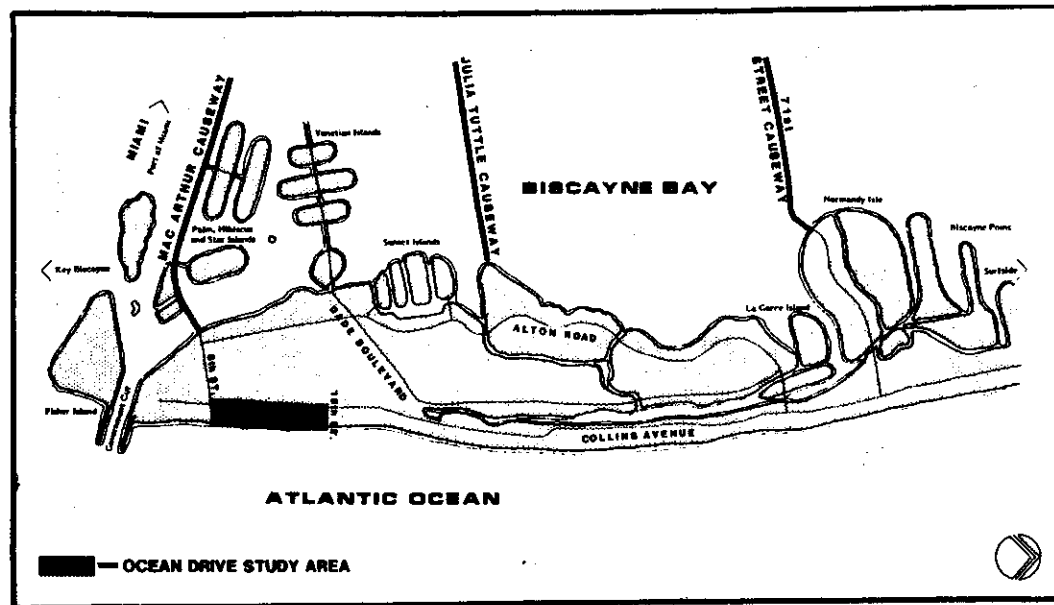


EXHIBIT 6

GEOGRAPHIC LOCATION

## D. TRAFFIC AND CIRCULATION

### 1. Vehicular

Ocean Drive is a two way street, 40 foot wide with a 55 foot overall right-of-way. The street accommodates two traffic lanes, and two lanes of parallel parking. In addition there are two sidewalks, a 5 foot sidewalk on the west side of the street, and a 10 foot sidewalk on the east side of the street. The east sidewalk is adjacent to Lummus Park and extends from Biscayne Street to 15th Street.

The Ocean Drive area is easily accessible from other parts of the City and Dade County (see Exhibit 6). The primary regional connection is the MacArthur Causeway (I-395) which enters the City at the intersection of Alton Road and 5th Street. This causeway is the second most used entrance to the City, and with the onset of development in South Pointe, it is anticipated that it will become an even more critical component of the circulation system of the entire area. Local access to Ocean Drive is provided by 5th Street from the South and by 15th Street from the North; the East-West cross streets also serve as entry points from Collins and Washington Avenues. The only traffic lights on Ocean Drive are at 5th Street and 10th Street.

Due to the predominant pedestrian resident population and the local service function of the street, vehicular traffic is light during the week and on-street parking is abundant. As is typical of roadways which provide beach access, Ocean Drive's traffic and parking demands peak on weekends and holidays. In addition to on-street parking spaces, some private off-street parking is provided by a few apartments and hotels.

### Key Points

There is convenient access to downtown and major expressways.

Vehicular traffic is normally light but peaks on weekends and holidays.

## Key Points

Few buildings provide off-street parking.

There are approximately 870 metered parking spaces in the study area.

The study area is highly pedestrian.

Sidewalks in the study area need to be made responsive to pedestrian needs.

However, most structures on Ocean Drive were constructed prior to the establishment of parking requirements or the popularity of traveling by automobile and therefore have no private parking. There are three (3) off-street municipal parking lots on Collins Avenue between 13th Street and 11th Street and one on Ocean Drive between 10th and 11th Streets. There are approximately 867 total available metered spaces in the study area. This is insufficient in terms of the required parking under the present ordinance which would require 2,663 spaces (Table 'C').

As a result of the anticipated revitalization, rehabilitation and new infill construction on Ocean Drive, both on and off-street parking facilities will experience an increase in use. This is particularly important in terms of parking which, although necessary, is both expensive and potentially destructive of the very elements of the urban environment which make this area attractive and unique.

TABLE 'C'

### PARKING INVENTORY

#### EXISTING PARKING

(OCEAN DRIVE AND COLLINS AVENUE FROM 7TH TO 14TH STREETS)

Off-street metered parking	162
On-street metered parking	705
TOTAL	867

#### EXISTING UNITS

Hotel	2093
Apartment	570
Required parking	2663

SOURCE: Miami Beach Planning Department, Field Survey  
June 1984



## 2. Pedestrian

While pedestrian and bicycle traffic increases significantly on weekends and holidays, it maintains a steady flow throughout the week. This reflects the fact that the majority of residents within the study area do not possess automobiles (see Table 'B') and walking is not only their principal means of transportation but an important recreational activity as well. This emphasis on pedestrian activity is an important element in the character of Ocean Drive and is unique in Dade County. The existing pedestrian circulation system does not sufficiently exploit this vital characteristic. The west sidewalk is only five feet in width and since it also includes street signage, light poles, and parking meters, the actual usable sidewalk width is approximately two feet. This, combined with a lack of shade, does not encourage an increase in pedestrian activity; a major public amenity that needs to be provided if Ocean Drive is to be a successful area.

The sidewalk on the east side of Ocean Drive is more frequently used due to its greater width and periodic shade provided by the trees in Lummus Park. Pedestrian activity on this side of the street, while enhancing the character of Lummus Park, does not encourage patronage of the Ocean Drive hotels and outdoor cafes.

The east-west cross streets, which link Ocean Drive to Collins and Washington Avenues, do not provide the comfort or the strong visual connections which would encourage more cross circulation between these commercial and tourist/recreation zones.

## E. DEVELOPMENT CONTROLS

These include zoning restrictions which regulate land uses and open spaces; the State Coastal Construction Control Line which establishes construction standards geared towards the affects of hurricanes, State ownership of a part of the beach, historic district regulations, environmental conditions, and public utilities. The following explain each of these:

### 1. Zoning Ordinance

Within the Ocean Drive Study Area, there are three (3) zoning districts (see Exhibit 7). The MU District includes all municipally owned property such as Lummus Park and metered parking lots. The majority of privately owned property in the study area is zoned RM-125, Multi-family High Density. The purpose of RM-125 zoning is to encourage high-rise, high-density tourist lodging and entertainment facilities. The allowance of these entertainment facilities such as nightclubs and restaurants are limited to those buildings with 100 or more units. A small portion of the study area is zoned C-5, General Business district C-5 zoning allows high rise residential, retail, and heavy services commercial development. The Zoning Ordinance also contains requirements for setbacks and parking. It is important to note that the existing buildings on Ocean Drive do not meet current zoning requirements, and new construction which did meet requirements would be quite out of scale with the existing streetscape.

### Key Points

Most buildings on Ocean Drive were constructed prior to zoning and would be unable to meet current requirements.

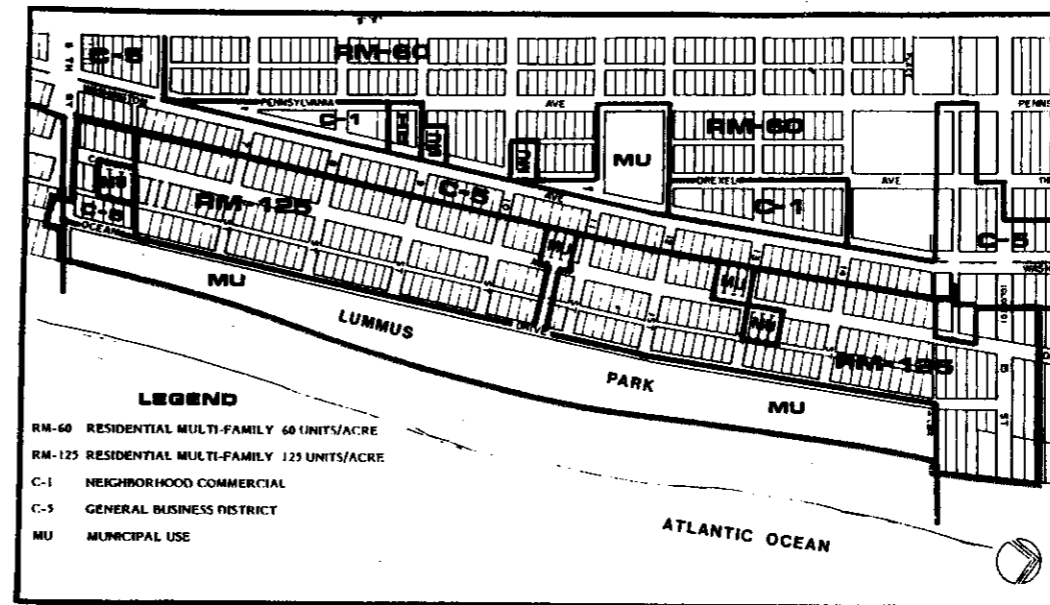


EXHIBIT 7

EXISTING ZONING

## Key Points

Development on Ocean Drive is subject to Coastal Construction Control procedures and regulations.

Coastal Construction Control regulations make the rehabilitation of existing buildings often more practical than new construction.

### 2. Coastal Construction Control Line

The Coastal Construction Control Line (see Exhibit 8) defines that portion of the beach and dune system which is subject to severe fluctuations based upon a one hundred year storm event (the term used for a "worst



case" hurricane). The Coastal Construction Control Line calls attention to the special hazards and impacts associated with the use of coastal property. The State Coastal Construction Control Line regulations do not preclude all development or alteration of coastal property seaward of the line. Rather, the regulations place additional permitting procedures and controls upon construction seaward of the Coastal Construction Control Line in order to protect the beach/dune system and life and property along the oceanfront from the impact of hurricanes.

In May of 1981, the Department of Natural Resources, Division of Beaches and Shores, released its Coastal Construction Control Line for Dade County. This line traverses all oceanfront property within the City of Miami Beach, including all the properties fronting on Ocean Drive.

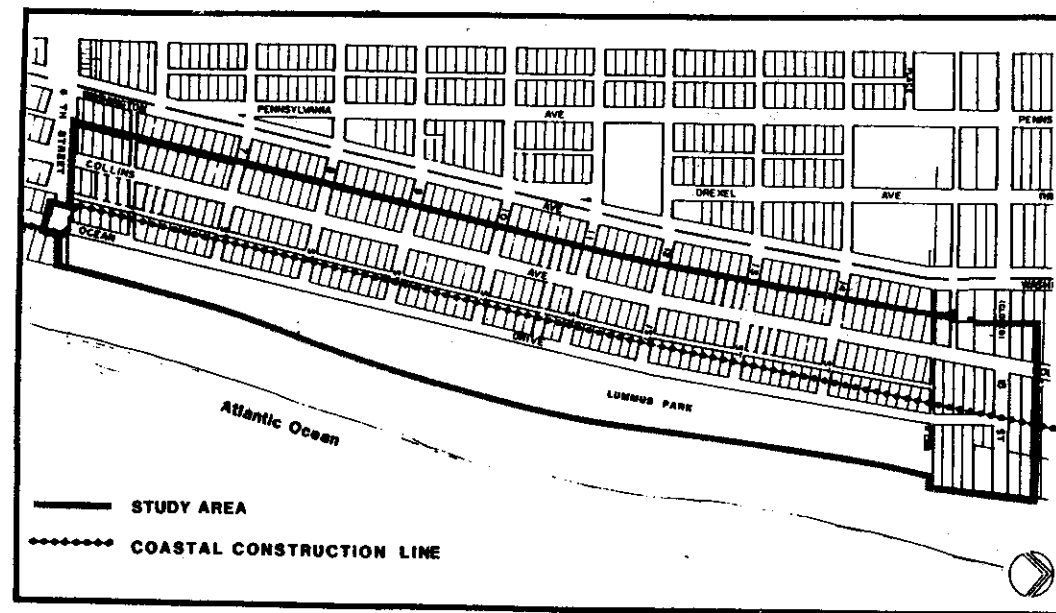


EXHIBIT 8

COASTAL CONSTRUCTION LINE

The adopted Coastal Construction Control Line program will have a strong impact upon the future development activity along Miami Beach's oceanfront. Studies have found that construction costs will increase by about ten (10) percent due to the establishment of this program. However, the Coastal Construction Control Line may also encourage the rehabilitation of existing structures, particularly if no substantial foundation alterations or additions are required. This would have a direct affirmative impact on revitalization activities within the Ocean Drive Study Area as new construction would be more costly than renovating existing buildings.

3. **State Ownership of the Beach:** All of the renourished (recently added by dredging) portions of the beach are owned and, to some extent, are under the jurisdiction of the State of Florida. In brief, it is the intention of the State to protect this beach and to insure that its use remains completely open to the public. It should therefore be assumed that no private individual may erect a permanent structure on this property for exclusive or primary use by themselves or their clientele. The City of Miami Beach has executed a Management Agreement with the State which gives the City some control over the State-owned land including the authority to construct and maintain landscape improvements and public amenities, such as boardwalks and seating areas, to control recreation activities, as well as the responsibility to protect the property.

4. **Beachfront Concessions:** In October 1982, the City Commission adopted a City-wide Beachfront Concession Plan. The purpose of this was to enhance the recreation potential of the beachfront in an orderly manner, one which would provide revenue, quality assurance, a proper mix of activities, and protect the beachfront environment and the rights of the upland property owner.

The adopted plan identifies those concessions which are permitted in each segment of beachfront. Within Lummus Park, these concession activities include the sale of food and/or beverages, and beach equipment rental. In order to obtain a permit for these activities, a concessionaire is required to obtain a City Occupational License and meet minimum criteria and operation standards. Concessionaires pay a flat fee plus a percentage of gross. Concession permits will be issued through the public bid process mandated in the City Charter.



#### Key Points

The beach must remain open for public use.

The adopted Beachfront Concession Plan ensures an orderly mix of concessions on the City's beaches.

## Key Points

Review agencies use the Secretary of Interior Standards to ensure the architectural integrity of historic buildings is maintained during rehabilitation.

Salt resistant building and landscape materials should be used whenever possible on oceanfront properties.

5. **Historic District Regulations:** Should a property owner wish to take advantage of the Federal tax benefits or the incentives available through local historic designation (either as an individual site or as part of a district), the rehabilitation, renovation, new construction, or alterations would be subject to review and approval by City, State and/or Federal agencies. The primary concern of each of these agencies is that the historic and architectural character of the building be retained. Each of these agencies uses the "Secretary of the Interior's Standards for Historic Preservation Projects". The urban design guidelines discussed in the following chapter are based on these standards. Before beginning such a project, the owner and his architect should obtain a copy of the actual standards and discuss the regulations with the appropriate agency.

6. **Environmental Conditions:** In addition to these governmental regulations environmental conditions also effect development. Owners of property on Ocean Drive should be very careful to choose building and landscape materials which can withstand the high winds, salt spray and salt water intrusion which comes with the location. While owners can expect increased maintenance due to environmental conditions, selection of proper materials can reduce this cost over the long term.



A significant increase in the population will require updating of the area's public utilities.

## 7. Public Utilities

a. Sanitary Sewer - The existing sanitary sewer system for Ocean Drive is located in the Ocean Court alley. The system is adequate for the existing density of this area. Sanitary sewer lines from 5th to 14th Streets are expected to be replaced due to the age of the system as part of the Year 2000 Plan. New construction or rehabilitation projects in the Ocean Drive area may require an individual assessment to property owners to upgrade the system's capacity in order to service the increased demand.

b. Water - The existing water lines for Ocean Drive are also located in Ocean Court. In response to the anticipated increase in demand for water service in the entire area, a new 20 inch water line is planned for construction along Ocean Drive from 5th to 14th Streets. This construction is scheduled to occur in Phase II of the Year 2000 Plan to coincide with the street improvements recommended in Chapter V. Any new construction or rehabilitation of buildings in this area may require the upgrading or installation of a sprinkler system in the building as per fire code regulations. Until the water lines on Ocean Drive are upgraded property owners wishing to rehabilitate their properties may be required to make a connection to the existing water lines on Collins Avenue (a maximum of 1½ blocks) which are designed to handle larger capacities.

c. Gas and Electric - The existing gas and electrical services in Ocean Court are adequate for existing facilities. Any rehabilitation or new construction in this area will require a property by property assessment of the increased need to determine if the utilities need to be upgraded. These services are provided by Florida Power and Light Company and Peoples Gas Company.





## Key Points

Rehabilitation of hotel rooms into new apartment units has been successful on Ocean Drive.

Renovated hotels have been successful.

### A. ECONOMIC SETTING

Present economic conditions on Ocean Drive do not reflect either the past success or the future potential of the area. Originally developed as quality vacation facilities, few of the study area hotels are currently competitive in the first class transient hotel market. Years of neglect, underinvestment, and a diminishing market for transient hotel rooms on Ocean Drive have left this area struggling to find a new market and opportunities for investment.

At present there are an estimated 2,700 units in the hotels and apartment buildings along Ocean Drive. Hotel units comprise 2,093 rooms or units and apartments represent another 570 units. Recently, rehabilitation of existing hotels into apartment units, particularly at the Waves Apartment, 1390 Ocean Drive and the Locust Apartments, have met with success and are leasing at market rates to new and younger tenants. Rental rates range from \$300-\$500/month and, according to the owners, occupancy rates at these projects have averaged between 95 and 100 percent.

Likewise, the Carlyle Hotel which was partially rehabilitated in 1982, had been operating at a 65% occupancy during the peak season of December through April. Now closed for complete rehabilitation, the Carlyle Hotel will re-open with 70 fully restored rooms with a daily rate of between \$45 to \$75 per room. The hotel also offers a restaurant and lounge operating in the lobby and terrace, attracting additional patrons and revenues and serving as a gathering spot for residents on weekends, holidays, and evenings. The hotel will provide meeting rooms and health club facilities at the adjacent Cardozo Hotel.

The majority of Ocean Drive hotels and apartments have suffered a different fate. Considerable vacancies, a depressed rent schedule, inadequate facilities, and a depressed market make many of these hotels financially unfeasible ventures. Although it is difficult to accurately measure occupancy rates and rent schedules, many of the facilities are operating at less than 50 percent occupancy during the winter season. Summer season forces many of these hotels to close or substantially reduce their operations to cut their costs. Rental rates are often negotiable, ranging as low as \$50-75 per week. To accommodate the long-term transient market, which often stays for three to four months during the winter season, many hotel owners have added kitchen facilities to their units.



## Key Points

There is a potential demand for 800 to 1000 renovated hotel rooms on Ocean Drive.

## B. MARKET DEMAND POTENTIAL

The future market demand for new development on Ocean Drive consists of three distinct markets: hotel, residential and retail. To actively revitalize Ocean Drive each of the three markets will need to be maximized and a mixed-use environment consisting of rehabilitated, older buildings and new development will need to begin along Ocean Drive. The following is a summary of the market potential for these three land uses:

### 1. Hotel

A recent study conducted in March 1984 by Pannell, Kerr & Forster on Ocean Drive hotels for the Miami Beach Development Corporation suggests that a market potential exists for approximately 800-1000 moderately priced hotel units along Ocean Drive. The same study suggested that these hotels would draw from seven distinct market segments.

- a. Students and collectors of Art Deco design;
- b. Traditional geographic markets (the northeastern United States urban corridor).
- c. International tourists, primarily Europeans and Latin Americans;
- d. Stop-over tourists embarking or disembarking on cruise ships out of the Port of Miami;
- e. Segments of the traditional Miami Beach market for winter vacations;

- f. Commercial travelers to Miami, primarily those with a length of stay of three days or more;
- g. Attendees of small meetings and conferences.

The study goes on to say that these market segments would provide sufficient demand in renovated hotels to operate at a stabilized occupancy level of approximately 70 percent and at a moderately priced market rental rate. Table 'D' shows the size, seasonality and average stay of these various market segments.

TABLE 'D'

#### SYNOPSIS OF POTENTIAL DEMAND SEGMENTS

#### OCEAN DRIVE, ART DECO HOTELS

<u>Demand Segments</u>	<u>Highly Seasonal</u>	<u>Average Length of Stay (# Days)</u>	<u>Comments</u>
Art Deco Students/Collectors	No (1)	3-5	May be temporary
Traditional Geographic Segments	No	2-7	Large potential market
International Tourists	No (2)	5-7	Will grow in importance
Cruise Passengers	No	1-3	Growing market
Traditional Winter Visitor	Yes	7-21 (3)	Shrinking market
Commercial Visitor	No	3-5	Currently untapped
Meeting Attendees	No	2-4	Currently untapped

Source: Pannell, Kerr & Forster, Overview Study of Potential Market Demand For the Revitalization of Ocean Drive Hotels, January, 1984. p. IV-1.

(1) Greatly affected by special events

(2) Somewhat summer oriented -- a traditionally slow period in the area

(3) Longer stays will gravitate toward the renovated oceanfront apartments

## Key Points

More hotel renovations are necessary to provide the proper setting and amenities to make Ocean Drive successful.

There is still a need for affordable housing on Miami Beach.

It is the Planning Department's opinion that these segments will provide sufficient demand for renovated Ocean Drive hotel properties to operate at a profitable occupancy level of approximately 70 percent. This assumes that a sufficient number of hotels will be renovated along Ocean Drive to establish the proper setting and atmosphere of a renovated and improving area. It is important that a "critical mass" of renovated properties be established on Ocean Drive and that these properties provide the necessary supporting facilities and amenities to attract new hotel patrons. Further it assumes that adequate public investment will be made in the area to improve the neighborhood's street, sidewalk, and park setting, and provide assistance to property owners and other investors looking to improve properties along Ocean Drive.

### 2. Residential

- a. Trends - Dade County and Miami Beach's housing market has gone through a series of "boom-bust" cycles in new construction and inventory. This has been most evident in the new condominium market where an estimated 6,400 unsold condominiums remained in the County's inventory in 1980. This was the highest number of unsold units since 1976. 1983 and the first half of 1984 provided a "cooling-off" period as interest rates declined, new construction tapered off and some of the unsold inventory was absorbed. However, a large inventory of condominium units still remain unsold. Despite the area's oversupply of condominiums, new population and household growth will result in a continued need for housing, particularly middle-priced units.

In the last two years, new residential construction has come to a virtual standstill. Most additions to the City's housing stock have been through conversion of apartments or hotel units to condominiums or rehabilitation of existing housing for moderate income residents. The MacArthur Hotel, the Waves Apartments, and the Locust Apartments are three examples of recent rehabilitation activity.

Although Miami Beach offers abundant and affordable apartment or condominium living opportunities, there is a substantial gap of affordable housing in the \$65,000-\$125,000 price range which is suitable for young families and professionals attempting to acquire their first home or expand into somewhat larger, but still reasonably affordable housing.

Miami Beach's housing stock increased by 13,000 units or 25.5% between 1970 and 1980, representing a net addition of 1,300 units annually. After allowing for vacancies, Miami Beach absorbed 1,010 occupied housing units per year between 1970 and 1980. Single family homes accounted for 37 percent of new units, while multi-family units accounted for the remaining 63 percent.

b. Potential - The Ocean Drive area offers an attractive potential for new apartment/condominium units in rehabilitated buildings and in limited new construction. The area's proximity to the ocean and the Washington Avenue commercial corridor, and its convenient access to downtown Miami and the surrounding metropolitan area provides a competitive advantage.

As mentioned, there are currently 2,700 hotel and apartment units existing along Ocean Drive. A market has been identified for between 800-1,000 rehabilitated hotel units, leaving between 1,700 and 1,900 units eligible for apartment development. The creation of new apartments in rehabilitated buildings combined with new hotel units would create an attractive mixed-use environment for Ocean Drive that would result in a demand for increased recreational and retail investment opportunities.

New construction, where practical, should be oriented toward providing larger townhomes or garden style apartment units for larger families. Although, new construction is feasible, a word of caution is required. New residential construction anticipated in South Pointe may provide substantial competition for Ocean Drive. Therefore, Ocean Drive development, in the first phase, should concentrate on renovation and conversion of selected properties and provide new development opportunities on vacant, infill lots in conjunction with or as a follow up to rehabilitation activities.

3. Retail

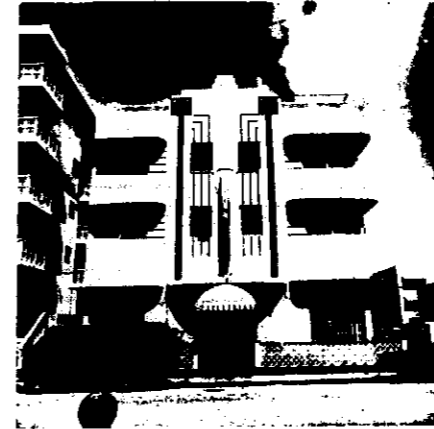
Although new retail development in Dade County was brisk in the late 1970's primarily due to the Latin visitor trade and new permanent population growth, retail activity has leveled off in the last few years. On Miami Beach, regional retail shopping has declined considerably, particularly along Lincoln Road and Washington Avenue. Although property owners and merchants are beginning to organize themselves in order to reverse current trends, the decline of tourism on Miami Beach and the loss of considerable Latin American dollars has seriously affected retailing in this portion of Miami Beach.

Retail opportunities on Ocean Drive should be oriented towards providing restaurants, cafes, nightclubs, selected retail, and other services and activities which will both attract visitors and expand the hotel/residential population. Gift shops, craft stores, antique and art galleries, and other forms of specialty retail, especially those stores which sell Art Deco pieces and other period items should also be encouraged. The lobby and terrace levels of hotels and apartment buildings should be opened, as was done in the Carlyle Hotel, to restaurants and shops in order to draw people from the beach and the street into the buildings.

Ocean Drive cannot and should not compete with existing retail concentrations, such as those along Washington Avenue and Lincoln Road. Therefore, traditional shopper goods stores such as furniture, electronics or local conveniences such as groceries or other similar shops which could be located elsewhere in the City should not be encouraged along Ocean Drive.

Ocean Drive can provide affordable housing which is convenient to business, commercial, and recreation centers.

Retail activity on Ocean Drive should be limited to specialty shops and accessory uses of hotel clientele.



## Key Points

Ocean Drive can provide affordable housing which is convenient to business, commercial, and recreation centers.

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- b. **Potential** - The Ocean Drive area offers an attractive potential for new apartment/condominium units in rehabilitated buildings and in limited new construction. The area's proximity to the ocean and the Washington Avenue commercial corridor, and its convenient access to downtown Miami and the surrounding metropolitan area provides a competitive advantage.

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## Key Points

It is important to recognize and retain what is good on Ocean Drive when planning improvements.

### A. THE OCEAN DRIVE CONCEPT

Implementation of the improvements described in this study combined with new private investment will result in an economically attractive and active, tourist-residential-entertainment-recreation mixed-use district. What will make the Ocean Drive District unique is an emphasis on pedestrian activity, historic character, urban location and seaside environment. This combination of setting and activities is found nowhere else in South Florida and perhaps in only a few locations in the United States.

The guidelines for creating this type of environment are listed in this chapter; the methods of accomplishing these recommendations are described in Chapter VI. The basis for the success of Ocean Drive is already present, the need is to improve existing conditions in such a manner as to create a totally, integrated mixed-use historic district.

The recommendations set forth in this and the following chapter are based on careful analysis of existing conditions and predicated upon exploiting every possible opportunity to capture a broad based market. The best elements of the street were recognized and protected. These critical elements were found to be:

1. The architectural significance of the buildings;
2. The consistency in the architectural styles, scale, mass and setting of the buildings;
3. The pedestrian scale of the environment;

4. The direct relationship between the buildings and the street, particularly through the open terraces which front most buildings;
5. The very close relationship between the buildings and Lummus Park across the street;
6. The view of the beach from the terraces;
7. The activity in the park, the pedestrians walking past the hotels and the steady stream of automobiles, all contributing to a colorful, interesting, and constantly changing view;
8. The unstructured and free use of the Lummus Park green space; and
9. The simple and dramatic planting design of coconut palms in Lummus Park.

These elements have been retained in the proposed plan for Ocean Drive. The plan is intended to protect and enhance a unique environment which will attract tourists and residents back to this area of Miami Beach, and perhaps effect the revitalization of all of South Beach.

**Key Points**

Public improvements will make Ocean Drive more functional, demonstrate the City's commitment, and act as a catalyst to private investment.

The zoning ordinance should be amended to allow for cafes and commercial uses.

Lummus Park should provide more complete recreation facilities for the area.

**B. PUBLIC IMPROVEMENTS**

The planning program recommends several major physical improvements necessary to establish the foundation for Ocean Drive's revitalization. These improvements will serve as a catalyst for the revitalization of Ocean Drive and will demonstrate the City's commitment to improving this area. The public improvements being proposed will raise the quality of basic services, recreational activities and enhance a unique and charming urban environment. It is intended that these improvements should help to attract visitors and tourists, encourage private investment and set a design theme and standard for that investment.

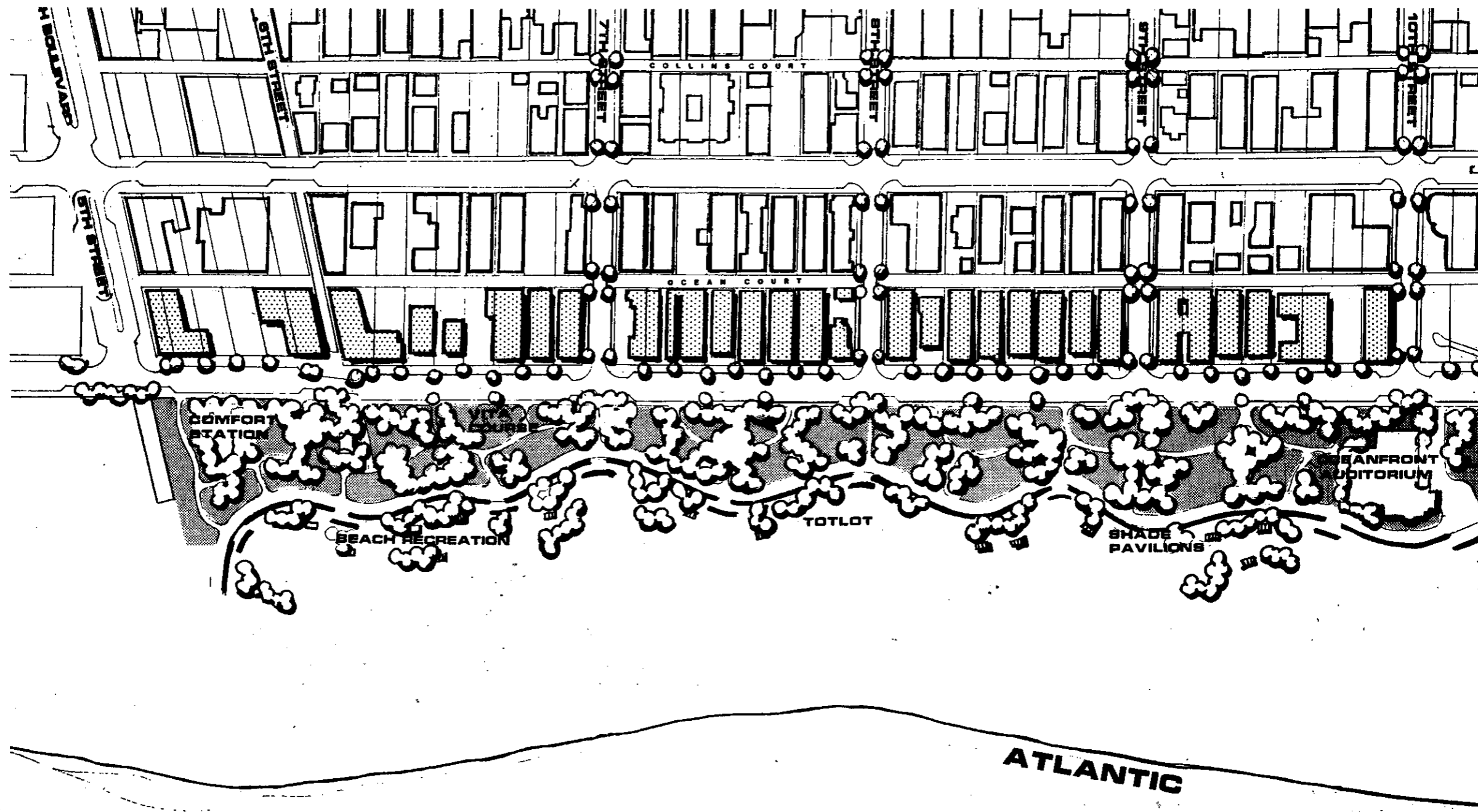
The basic service improvements include resurfacing and improving the street, curb, gutter, and sidewalks, as well as providing new lighting and signage. In order to take advantage of the recreational opportunities, plans to revitalize Lummus Park and extend the Beachfront Park and Promenade have been included. Other related amenities, such as decorative paving, expanded sidewalks, tropical landscaping, convenient and inviting street furniture, are intended to beautify the area and enhance the pedestrian/recreational/entertainment experience. All of these improvements will be made consistent with the goal of supporting the existing scale, character and architecture of the district, thereby contributing to the area's revitalization. In addition, zoning will be modified to allow for limited commercial uses, such as outdoor cafes, restaurants and specialty shops, upon the substantial renovation and rehabilitation of buildings.

**TABLE 'E'**  
**PUBLIC IMPROVEMENTS**

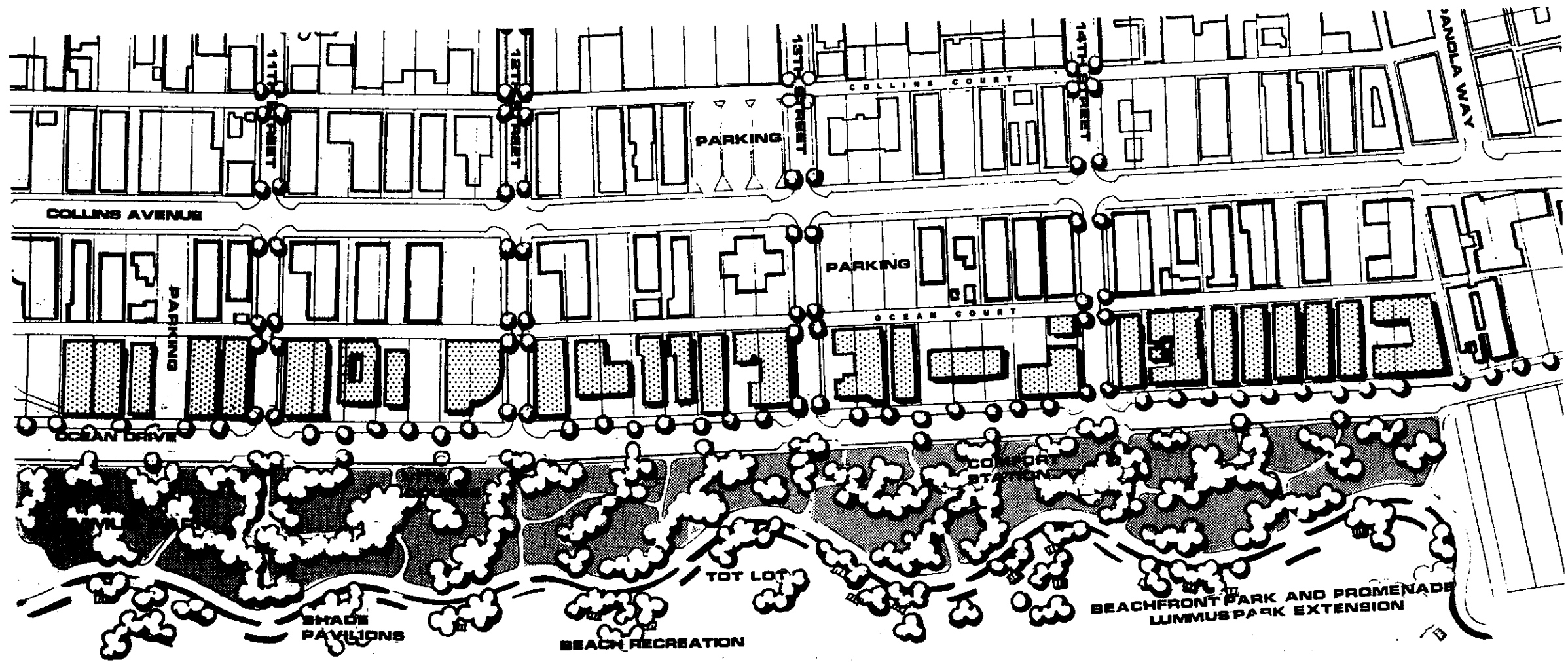
<u>AREA</u>	<u>STREETS AND SIDEWALKS</u>	<u>LIGHTING</u>	<u>LANDSCAPING AND IRRIGATION</u>	<u>STREET FURNITURE</u>	<u>TOTALS **</u>
OCEAN DRIVE	\$ 1,246,761	\$ 64,800	\$ 179,900	\$ 63,100	\$ 1,930,763
ALLEYS	\$ 37,700	-	-	\$ 4,000	\$ 47,955
CROSS STREETS	\$ 633,760	\$ 21,000	\$ 28,568	\$ 25,000	\$ 879,743
LUMMUS PARK	\$ 198,350	\$ 129,000	\$ 492,999	\$ 96,500	\$ 1,138,725
BEACHFRONT PARK AND PROMENADE	\$ 840,000	\$ 92,000	\$ 282,000	\$ 58,000	\$ 1,579,821
<b>TOTALS</b>	<b>\$ 2,956,571</b>	<b>\$ 306,800</b>	<b>\$ 983,467</b>	<b>\$ 246,600</b>	<b>\$ 5,577,009</b>

\*\* Total includes 15% Contingency, and 8% Professional Fees, Contractors's Overhead and Profit

Streets and Sidewalks	Sidewalks, streets, curb and gutter
Lighting	Pedestrian, street and landscape lighting
Landscaping and Irrigation	Plan materials, grading, soil, irrigation
Street Furniture	Benches, trash receptacles, signage, tree grates







**EXHIBIT 9**

**OCEAN**

## Key Points

The west sidewalk should be widened to improve pedestrian movement and enjoyment.

The west sidewalk should be constructed with a decorative pattern to enhance the character of Ocean Drive.

To accommodate the widened sidewalk, the Ocean Drive roadway would have to be relocated seven (7) feet to the east.

The following is a description of proposed public improvements; Table 'E' shows the estimated cost of these improvements by location and type of improvement. Exhibit 10 shows a plan view of the recommended public improvements.

### 1. Ocean Drive and Lummus Park

- a. Streets and Sidewalks. It is recommended that the western sidewalk be widened to a width of 12-15 feet. This would provide for greater pedestrian activity adjacent to the hotel properties, increasing the number of potential customers for cafes, restaurants, and shops, increasing the visual interest for those sitting on the outdoor terraces, and enabling the pedestrian to better appreciate the unique architecture of the Ocean Drive buildings. The widened west sidewalk should be constructed of a composite paver material allowing for decorative patterns which will reinforce the architectural styles on the street. The sidewalk would be further expanded at each corner to allow for improved pedestrian safety, circulation, and storm drainage.

To accommodate the widened west sidewalk, the 40 foot roadway must be moved seven (7) feet to the east. This requires regrading of the road profile and subsequent repaving of the surface. Any repair, replacement, or relocation of underground utilities should be performed simultaneously with roadway improvements. It is recommended that a parallel parking lane be provided on both sides of the roadway. Alternative parking patterns, including 45° angle parking, were studied

but are not recommended due to the increase in the density of automobiles on the street. This density would further separate the hotel terraces from Lummus Park and maintenance of the existing close relationship was felt to be critical. The elimination of all parking on Ocean Drive was also studied, but it was felt that this option did not significantly improve the pedestrian or terrace experience while creating an additional hardship to beach users and hotel clientele.



The sidewalk on the east side of Ocean Drive should be decreased to between five (5) and seven (7) feet. Should the west sidewalks be improved and the Promenade Walkway in Lummus Park be constructed as recommended, this western street sidewalk would be the least desirable and least used of the three sidewalks on Ocean Drive. It requires only sufficient width to allow one to move from a parked automobile to one of the other sidewalks. Reducing its width will allow widening of the west sidewalk and relocation of the roadway without significant encroachment into Lummus Park. It is recommended that this sidewalk be constructed of typical pink dyed concrete.

The easternmost sidewalk on Ocean Drive, located within Lummus Park, should be eliminated. A new promenade should be constructed between 100 and 200 feet east of the right of way with the green space extended to this point. This new Promenade should be constructed of a unit paver, like the west sidewalk, be 20 feet in width and connect to the proposed Beachfront Park and Promenade extension at 14th Lane and at 5th Street. The promenade will accommodate strolling, sightseeing, seating, and beach concessions.

Within the Park new five (5) foot sidewalks should replace damaged existing walks and extend into the expanded Park area.



#### Key Points

Parallel parking should be retained.

Decrease the width of the east sidewalk.

Create a promenade in Lummus Park.

Expand the Lummus Park green space.

Replace damaged sidewalks within Lummus Park.

## Key Points

Reuse the light fixtures on Ocean Drive.

Install accent lighting in Lummus Park.

The location of street trees should not block the views to or from the Ocean Drive buildings.

Add new Coconut Palms in Lummus Park.

All landscaped areas should be irrigated.

Retain the unstructured seating in Lummus Park.

Allow cafes to spill over onto the expanded west sidewalk.

- b. Lighting. It is recommended that the existing west sidewalk fixtures be used on a new pole with a design in keeping with the Art Deco architecture of the street. The fixture should be relocated on the street edge of the sidewalk.

The light fixtures located in Lummus Park should repeat the design of the fixtures used on the west sidewalk. The Park fixtures may have to be mounted higher, of greater intensity, and/or in greater numbers to ensure sufficient light levels in the Park and on the roadway.

Accent lighting should be included in landscape areas on Ocean Drive and within Lummus Park. In the past, palm trees were spotlighted creating a dramatic effect which enhanced the evening activity in this area.

- c. Landscape and Irrigation. It is recommended that street trees be incorporated into the design of the new west sidewalk on Ocean Drive. The street trees should be located approximately at the property lines so as not to obscure the views from the hotel terraces or the view of the buildings from Lummus Park. The base of the trees should be surrounded by tree grates or pavers set in sand.

The landscaping in Lummus Park should be enhanced with the planting of additional coconut palms. The planting of shade trees at seating areas should be considered, but limited so that the palms remain the dominant visual image. Large areas of the

Park require resodding and the Park landscaping should be extended to the new Promenade. All landscaped areas, including the street trees and the Park, should be equipped with an irrigation system. This is the only reasonable method of assuring continued growth of these materials.

- d. Street Furniture. The term "street furniture" refers to all those items placed on the street to inform and add to the comfort and safety of the pedestrian. This includes benches, trash receptacles, signage, and drinking fountains. It is expected that with the expanded west sidewalk, private property owners will set up tables and chairs for sidewalk cafes, therefore, public seating is not planned for the west sidewalk.

Some additional benches should be located in Lummus Park, particularly along the new Promenade. Analysis of the current Park functioning shows a very successful "non-planned" attitude toward seating. Park users often bring their own lawn chairs and establish informal groups on the grass. This direct participation in the Park layout by its users is one of the reasons for the great success of Lummus Park and should not be discouraged by creating or enforcing defined seating areas. It is recommended that the existing fixed seating be supplemented and unified with a consistent bench design. There are plans to introduce a new "Art Deco" style bench into the Park at selected areas. If this bench proves resistant to the harsh environmental conditions (both natural and those resulting from vandalism), it is recommended that this design be used throughout the Park.



Informational signage on Ocean Drive and within Lummus Park should be simplified. A careful study should be undertaken to determine the number of "pedestrian crossings" and traffic signs which are actually required. It appears the area has excessive signage.

- e. Additional Improvements in Lummus Park. To insure that Lummus Park can accommodate the increase in use expected to result from the improvements on Ocean Drive, it is recommended that the existing restroom facilities be updated and improved.
- f. Oceanfront (10th Street) Auditorium and Concessions. The 10th Street Auditorium should be reprogrammed as a base for concessions, lifeguards, and as a recreation center geared to the needs of tourists and day visitors. It is recommended the City's Beachfront Concession Plan for Lummus Park be expanded to include watercraft such as sailboats, snorkeling, jet ski rentals and landside activities such as ping pong, frisbee, volleyball, teatherball, and other beach related activities.

#### Key Points

Eliminate excessive street signage.

Update the existing restrooms in Lummus Park.

Reprogram Oceanfront Auditorium as a recreation center for tourists and residents.

## Key Points

Resurface Ocean Court and Collins Court where necessary.

Restrict service vehicles to the alleys.

## 2. Alleys

The study area is fortunate in having two service alleys, Ocean Court (between Ocean Drive and Collins Avenue) and Collins Court (between Collins Avenue and Washington Avenue). It is recommended that these alleys absorb service-related traffic to the greatest extent possible. It is counterproductive to encourage the development of sidewalk cafes on Ocean Drive and then permit large service vehicles to park on the street blocking the views as well as producing unpleasant noise and pollution. Therefore, the loading spaces on Ocean Drive should be eliminated and replaced with metered parking spaces or restricted to loading activities of hotel guests.

It is recommended that Ocean Court and Collins Court be resurfaced so that the majority of delivery and service related vehicles can be confined to the alley and not be permitted to stop on Ocean Drive or Collins Avenue. Since the alleys are of limited width and cannot be enlarged, it is understood that some vehicles, due to size, may not be able to use the alleys. In these special cases, vehicles would be permitted to park on the main streets during specified times only. In addition, repaving and signage which directs service traffic to and in the alleys will be required.



Street trees should be planted on all cross streets.

### 3. Cross Streets

The cross streets, those numbered streets which run in an east/west direction through the study area, perform the critical function of tying Ocean Drive to the other avenues and uses within the study area. This study recommends the enhancement of these cross streets with the expectation that this will better direct pedestrians eastward to the beach and westward from the beach to the commercial area located on Washington Avenue. It will also facilitate parking at greater distances from Ocean Drive as increased popularity exhausts the supply of immediately available parking. Priority should be placed on improving 10th, 11th, and 15th Streets as these are the most significant in terms of cross connections within the City.

- a. Streets and Sidewalks. Improvements to the streets and sidewalks on the cross streets consist mainly of repair and resurfacing the existing pavement where necessary. It is recommended that the expanded corners proposed for Ocean Drive be constructed on the cross streets corners for increased pedestrian visibility and safety.
- b. Lighting. It may be necessary, with the repair and modification of the cross street sidewalks and the inclusion of landscaping, that some existing light fixtures be relocated. This study does not anticipate the need to replace or significantly alter the existing lighting layout.

- c. Landscape and Irrigation. It is recommended that street trees be planted along the cross streets. This would create a strong visual link from Ocean Drive to Washington Avenue. The street trees would provide shade for pedestrians and soften the harsh urban character of the cross streets making them more consistent with the relaxed, seaside image of the area.

The trees would be planted in holes cut into the sidewalk. The base of the tree should be surrounded by a tree grate or pavers set in sand. The latter would provide continuity of design if the pavers were the same as used on the Ocean Drive west sidewalk. Irrigation should be installed to service the new landscaping.

- d. Street Furniture. Street furniture on the cross streets would consist mainly of new trash receptacles and informational signage. Signage would direct tourists to the beach, shops, restaurants, the Convention Center, and the Theatre of Performing Arts. The atmosphere and use of the study area shall be essentially pedestrian, signage should be created and located to facilitate this use.



## Key Points

The Lummus Park promenade should connect with the extension of the Beachfront Park and Promenade.

Improvements to the pedestrian system should relieve the strain from the vehicular and parking systems.

Two-way traffic flow on Ocean Drive should be retained.

### 4. Beachfront Park and Promenade

The extension of the Beachfront Park and Promenade south from its current terminus on 21st Street will be a major public improvement within the study area. It is recommended that the current design of a wooden promenade constructed on the dune surrounded by dune vegetation be continued to 14th Lane. From that point south to 5th Street, the Promenade should move west and tie into Lummus Park as previously described. It is felt that this wide, hard surface walkway (Lummus Park Promenade) located within the Park green belt would be more consistent with the general character of the study area than would the boardwalk's rustic wooden design located on the dune and used to the north. At 5th Street the Promenade would lead back onto the dune and, in its previous wooden form, continue south to South Pointe Park.



### C. CIRCULATION AND PARKING PROGRAM

A critical recommendation of this study is to improve those conditions in the Ocean Drive area which will increase pedestrian activity. The widened west sidewalk, the promenade in Lummus Park, and the enhancement of the cross streets are all intended to create a more attractive and efficient pedestrian circulation system. It is believed that people will use sidewalks more if they are wide enough to accommodate couples or groups, if obstacles are removed, if shade and interesting details are available, and if informational signage is provided. Increased pedestrian activity is a desired goal for Ocean Drive as it would add to the area's special character, provide interest and customers for sidewalk cafes, and relieve the demand placed on a limited vehicular and parking system in the area. A greater percentage of people walking and willing to walk greater distances results in fewer automobiles attempting to park on Ocean Drive and driving on the narrow streets within the area.

The proposed vehicular system is essentially the same as the existing system. After investigating several alternatives, it was felt that two way traffic, one lane in each direction, with a parallel parking lane on each side, is the most desirable of the possible alternatives for Ocean Drive. It is preferable that Ocean Drive remain a sightseeing street for vehicles and pedestrians and not become a major thoroughfare. It was therefore thought undesirable to widen the roadway. With large scale developments planned on 5th Street and Biscayne Street and in anticipation of the MacArthur Causeway becoming more intensely used, it was felt necessary to maintain two way traffic.



As previously explained, parallel parking was found to be more desirable than angle parking for visual and safety reasons. As the popularity of Ocean Drive increases, parking on this street will become less available. Shortage of parking is a typical problem in historic districts all over the country. Built prior to the widespread use of automobiles or parking regulations, few historic districts can accommodate the current demand for parking within their boundaries. As the demolition of buildings is often detrimental to the district, it should be assumed that fulfilling required parking needs is not possible or practical and alternative solutions must be found. The following alternatives include both public (municipal) and private participation:

1. Acquisition of property by a single property owner or a group of property owners to provide parking for the exclusive use of their clientele. The acquired property need not be adjacent to the hotel property if a parking valet service is provided.
2. An agreement could be formulated between an existing property and a new, nearby development project whereby a certain number of newly constructed spaces are leased for use by the existing property. This is most effective when peak use times for the existing and the new property differ, such as a restaurant or nightclub in a historic building whose peak use times are evenings and weekends and a new office building whose peak use time are weekdays.

3. Acquisition of property (preferably on Collins Avenue) by the City for development of public, metered lots. The cost of acquisition and development could be provided by:
  - a. use of metered parking funds;
  - b. general or specific bond funds;
  - c. parking permit fees charged to private properties based on unfulfilled requirements, parking variances resulting from new uses or remodeling, or impact fees for new construction.
  - d. development of a special assessment district in which all property owners would participate in the cost.
4. Acquisition of property by the City for lease to a property owner, developer, or parking business who would construct the parking lot and pay the City a regular rent for the land.

In each case, it is recommended that only vacant property or property containing non-contributing structures (see exhibit 4) be acquired for parking lot development. It is also recommended that no more than two (2) to three (3) platted lots be used for any one parking facility so the streetscape of the district will not be destroyed. At grade surface parking lots are preferred as multi-level parking structures, independent of a principal user building, are considered by the public as unsafe, vandal ridden facilities and will not be utilized. Moreover, they will disrupt the character and architectural quality of the area.

### Key Points

Parallel parking on Ocean Drive should be retained.

Significant buildings should not be demolished to construct parking lots.

Investigate alternative methods of acquiring and developing parking lots.



## Key Points

Develop alternative means of tourist transportation.

Private development and renovation should follow the Secretary of Interior Standards to retain the quality of Ocean Drive architecture.

Amend the zoning ordinance to permit restaurant, cafe, entertainment, and commercial activities on Ocean Drive.

Estimated cost of land acquisition and developing an at-grade surface parking lot on a typical 50 foot wide lot (vacant) in the study area is \$240,000. Such a lot would have a capacity of 13 or 14 automobiles (depending on lot depth), resulting in a per space cost of \$17,570. Increasing the development site to two (2) lots would provide 32 to 35 automobile parking spaces (depending on lot depth) and would reduce the per space cost to \$14,170.

In addition to the pedestrian and vehicular improvements, it is recommended the City permit on a, concession basis, the operation of rickshaw type (non-motorized, person powered) vehicles on Ocean Drive and within Lummus Park. It is encouraged that the route be expanded to include Washington Avenue, Lincoln Road, the Convention Center area, the beach and dune. These types of vehicles are often found in areas similar to Ocean Drive and significantly add to their flavor and nostalgia when properly designed and operated.

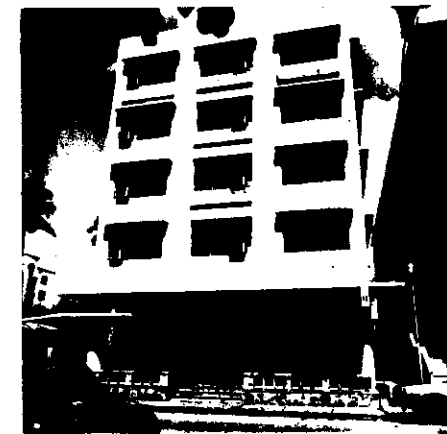
### D. URBAN DESIGN GUIDELINES

It has been stated in previous chapters that a particularly important resource of Ocean Drive is its historic architecture and the attendant scale and image. Design guidelines are recommended in order to preserve the architectural integrity of the Ocean Drive buildings. In general, the proposed guidelines (see appendix) follow the "Secretary of the Interior's Standards for Historic Preservation Projects". These Standards are not only used and recognized throughout the country, but must be met in order to qualify for the Federal tax investment credits available for historic buildings. Any property owner intending to apply for such credits should obtain a copy of the actual Standards from the City's Planning Department for more detailed information.

### E. ZONING CONTROLS

As discussed in Chapter III, the present Zoning Ordinance would restrict hotel or apartment expansion, the placement of accessory uses including nightclubs, outdoor cafes, and restaurant on Ocean Drive. As these uses are necessary to create an active pedestrian environment and significantly contribute to the financial feasibility of a project, the Ordinance is unresponsive to market demands and requires modification. As such, it is recommended the Zoning Ordinance be amended in order to allow for the following (Section numbers refer to the Zoning Ordinance):

1. Nightclub, with or without an accessory bar or exterior and entrances or exits to be allowed in a hotel or apartment/hotel with no minimum unit (room) restriction (Section 6-7(B)(6)).
2. Mixed retail, entertainment, conference or meeting facility, restaurant, nightclub or outdoor cafe facility as a permitted use (Section 6-7(A) upon approval of Board of Adjustment Development Impact Committee.



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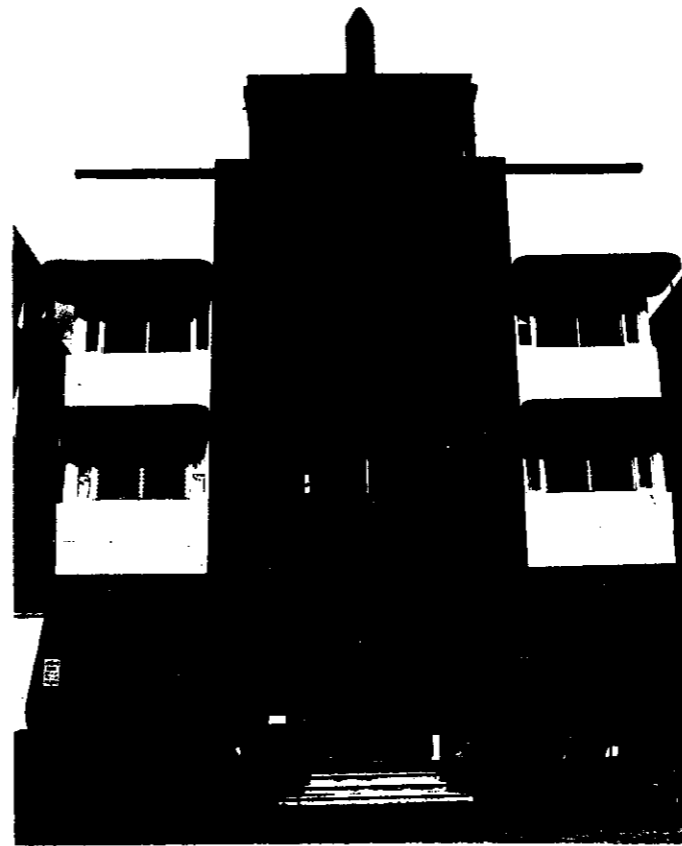
## Key Points

Designate the study area as a Miami Beach historic district.

3. Eliminate the minimum unit and room restriction for accessory uses (Section 7-3(B)).
4. Expand the permitted list of accessory uses to include any use that is customarily associated with a hotel or apartment/hotel.
5. Allow limited specialty type retail uses on the ground floor in buildings which are substantially considered as apartments or hotels.
6. In order to insure that all renovated buildings and infill new construction is compatible with the recommended design program, it is recommended that all of Ocean Drive, between 5th and 15th Streets, (including 15th Street from Collins Avenue eastward) shall be under the provinces of the Design Review Board (Section 23-3).
7. Establish minimum yards (setbacks), density, parking, lot coverage, signage, etc. regulations which are consistent with the Design Guidelines presented in Chapter V (Section 8, 9, 11). With regard to the Floor Area Ratio (FAR), the maximum without Design Bonuses, should be between 2 and 3 and allow for an increase in the maximum FAR from that level to between 3 and 6 on based the Design Review Conditions contained in this report and presented under a modified Design Bonus Formula similar to the proposed South Pointe Performance Design Standards.
8. In order to mitigate any adverse affect of these amendments and to insure that all accessory outdoor uses and structures are compatible with neighboring properties, and to reduce parking problems that will result from a reduction of standards, the Board of Adjustment's review

authority should be expanded to enable it to function as a Development Impact Committee

9. All property between 5th and 15th Streets (including 15th Street from Collins Avenue eastward) shall be designated as a Historic District, upon the vote of a majority of property owners or designation by the City Commission. This will require a redrafting of the City Historic District Regulations as they appear in Section 26 of the Zoning Ordinance.



## Key Points

Create a Development Impact Committee to insure high standards and address negative development impacts on Ocean Drive.

## F. DEVELOPMENT IMPACT ASSESSMENTS

The future growth and prosperity of Ocean Drive is based upon the emphasis and maintenance of the pedestrian amenities, the scale, proportionality and design of buildings; the use and relationship between Lummus Park and the extension of the Beachfront Park and Promenade; and the ocean and the street. As advocated in this report, the substantial renovation of existing buildings and a limited amount of new infill construction that is compatible with the existing streetscape and public improvements will not only raise property values but create certain problems primarily relating to parking. Substantial private reinvestment will only proceed if all the existing and prospective property owners can be assured that proper design guidelines are equally and uniformly applied to all developments, that the recommendations advocated by this report are implemented, and that all developments are allowed to proceed if the parking impact is somewhat mitigated and quality control is assured over all accessory uses that are operated on patios, porches, and public right-of-way.



In order to insure these and other issues are satisfactorily addressed in an efficient and economical manner, it is recommended the Board of Adjustment powers and responsibilities be expanded to include a Development Impact Committee. This body would have specific authorization to require as part of its zoning impact review that applicants requesting approval to operate nightclubs, restaurants, or entertainment uses demonstrate the following:

1. Substantial renovation of the exterior and interior of the building;
2. Provision for parking either by the acquisition or long-term lease (both recorded in Circuit Court), purchase of City parking decals, or a financial contribution equivalent to the cost of parking decals based on at least 50% of the required parking for the entire facility, including hotel rooms and apartments. All proceeds of such a program would be reinvested in the vicinity of the development;
3. A commitment letter from an institutional lender or private entity attesting to their readiness to commit funds should the Board approve the project; and
4. Submission of detailed plans, narrative, or explanation of the renovation work.

G. BLOCK DEVELOPMENT PROGRAM

This program is designed to encourage the assemblage of properties which would allow for rehabilitation of existing structures, removal of non-conforming buildings, and the placement of recreational amenities in commercial and residential uses that otherwise are not permitted. Exhibit 11 shows two typical block plans which meet this objective. Upon the assemblage of properties, the applicant working with the Board of Adjustment's Development Impact Committee would grant the necessary zoning approvals based upon a site plan and impact analysis of the entire project. In order to encourage the demolition of non-contributing buildings and the placement of the requisite amenities and uses, it is recommended the Board can grant density, lot coverage, and setback variances in excess of 10-

25% of what is permitted in addition to allowing for accessory uses that are presently prohibited due to parking or from their exclusion from the District in particular. Floor Area Ratio (FAR) would be controlled by a fixed cap with a bonus for parcel aggregation and design performance standard requirements. It is anticipated the permitted FAR without design bonus would be 2.0-2.5 while the maximum FAR with design bonus would be 3.0-3.5. The FAR Bonus Formula would be based upon the design criteria listed in Appendix A of this report and a modified formula now in place in the South Pointe Area.

Allow for aggregation of sites in a manner which will protect significant buildings and provide additional amenities.

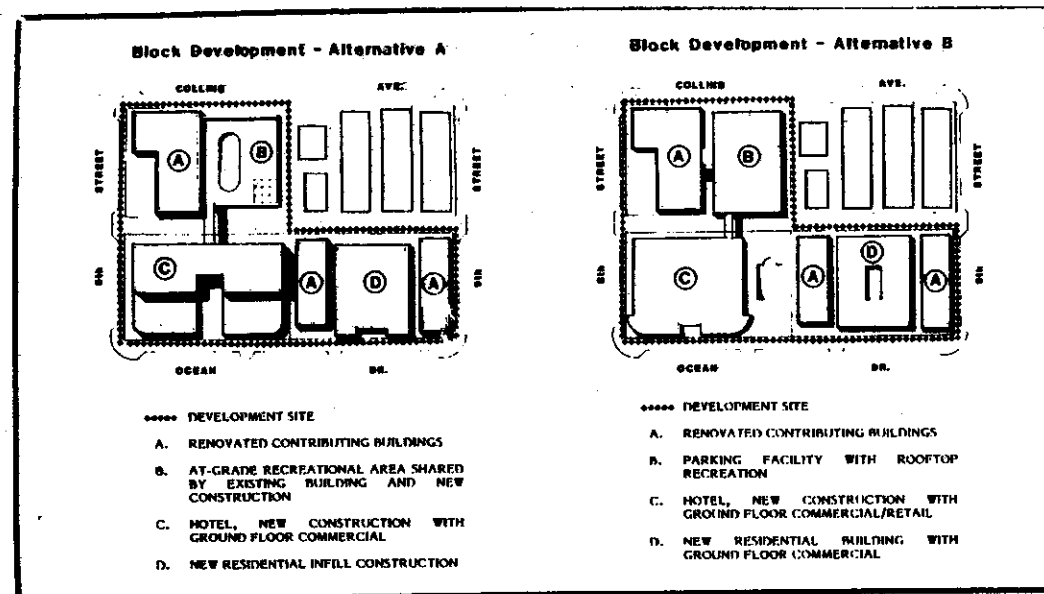


EXHIBIT 10

BLOCK DEVELOPMENT CONCEPT

## H. CASE STUDY

To illustrate the recommendations discussed in this chapter, one block was selected as a case study. The 700 Block of Ocean Drive was chosen for it contains a variety of building types and opportunities for enhancement. Exhibit 11 is an elevation of the buildings in the 700 Block and shows the recommended improvements discussed in the 'Urban Design Guidelines'. Table 'F' provides proforma information on the example of new infill development shown at 760 Ocean Drive. Exhibit 12 shows a plan view of public improvements on the 700 Block.

### 700 Ocean Drive

1. replace finial
2. remove projecting sign
3. install wall mounted neon sign
4. remove exterior fluorescent fixtures
5. install uplighting to emphasize projecting ledges on tower
6. repaint in pastel colors

### 720 Ocean Drive

1. remove brick railing
2. install metal railing similar to original
3. remove exterior light fixtures and replace with period design fixtures
4. remove extraneous signage
5. replace sign above door with period design lettering
6. repaint with pastel colors

7. hypothetical addition
  - a. maintain floor height
  - b. utilize similar ornamentation
  - c. sufficient setback

### 728 Ocean Drive

1. install canvas awnings
2. remove concrete railing and replace metal in simple design
3. repaint in pastel colors



**EXHIBIT 11**

**736 Ocean Drive**

1. remove brick veneer
2. replace 'HOTEL' sign
3. replace metal tubes projecting from marquee
4. remove brick railing and replace with metal railing repeating tube design
5. install canvas awnings
6. repaint in pastel colors

**740 Ocean Drive**

1. install canvas awnings
2. remove extraneous signage
3. repaint in pastel colors

**750 Ocean Drive**

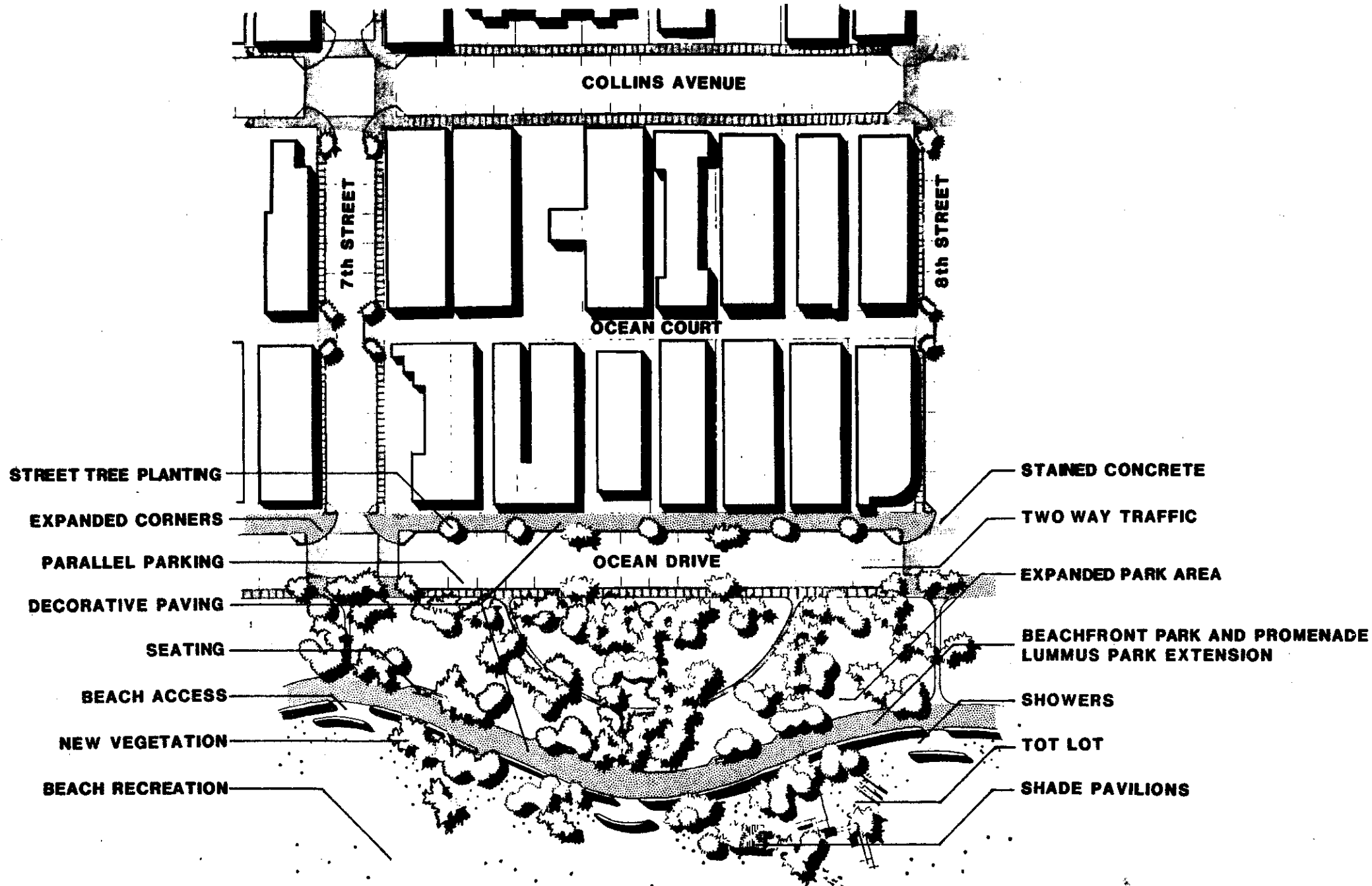
1. remove projecting sign
2. install wall mounted sign as in original design
3. remove concrete railing and replace with metal railing
4. repaint in pastel colors

**760 Ocean Drive**

hypothetical infill construction

1. maintain scale and similar form
2. maintain front terrace
3. maintain similar floor height
4. use similar materials, glass block, pipe railing, stucco
5. use similar window type





**EXHIBIT 12**

**CASE STUDY: PLAN VIEW**



# I. ADMINISTRATIVE ACTIONS

## 1. Update of Licensing Nomenclature

In order to carefully regulate the types of uses located on Ocean Drive, the City should update and revise its licensing nomenclature. In order to insure that only specified specialty retail, food related items, and tourist type uses are permitted, the Licensing Code Manual should include these types of specialized licenses and not merely list them under sundries, retail, grocery, or restaurants licenses. Unless the licensing code nomenclature is updated, licenses could be issued that are in conflict with the more specialized uses listed in the Zoning Ordinance.

It is imperative that this inconsistency be addressed in order to insure that only the proper uses are permitted and that improper uses are not allowed to be issued Occupational Licenses.



## 2. Creation of Ocean Drive Business Association

In order to assist on the implementation of recommendations, Ocean Drive Business Association should be created. This private sector Association would be composed of property owners, managers, and operators of hotels and apartments. This Association's principal purpose is to stimulate involvement at a "grass roots" level in establishing the Assessment District, bond sales, advertising, and advising in the preparation of the detailed construction drawings. The Business Association, would serve as a liaison with all public, semi-public, and private agencies who impact the Ocean Drive business community and will promote compliance and implementation of a Business Code of Ethics.

Such an organization may be very helpful in establishing operational standards, joint marketing program, development of special events, and promoting the image of Ocean Drive.

The basic organization and powers and duties of the Business Association are contained in Appendix B.

The Business Association, when formed, should consider the hiring of a professional manager who could devote full time to the organization and promotion of Ocean Drive activities.

### Key Points

Revise the City's licensing nomenclature to accurately describe new permitted uses.

Create a private sector Ocean Drive Business Association which can advertise, advise, and implement acceptable standards of operation.

TABLE 'F'

#### 760 OCEAN DRIVE

#### RESIDENTIAL INFILL DEVELOPMENT PROTOTYPE

6,500 Square Foot Site  
 Five Story Apartment Building  
 15 Apartments (Average size = 660 square feet)  
 Rooftop Recreation Area  
 15 Parking Spaces

#### DEVELOPMENT PRO-FORMA

DEVELOPMENT ITEM	COST
Land and Building Acquisition @ \$54/square foot	\$ 351,000
Development Costs @ \$81/square foot (includes demolition, construction costs, permits, professional fees, taxes, insurance, and interim financing)	\$ 810,000
Developers Profit @ 15%	\$ 174,000
<b>Total Project Cost</b>	<b>\$1,335,000</b>
<b>Cost/Per Unit</b>	<b>\$ 89,000</b>

# CHAPTER VI : PLAN IMPLEMENTATION

## Key Points

Costs of Ocean Drive improvements must be shared by the City, County, State, and the private sector.

### A. COST SHARING PLAN

The City has established a policy of concentrating public investment in areas with strong private development potential and targeting improvements to leverage a greater amount of private reinvestment and development. The cost sharing plan developed for Ocean Drive has been designed to meet these objectives. Approximately \$5.6 million of public improvements to streets, alleys,

Lummus Park and the beachfront have been outlined in this plan (see Table 'E'). In order to fully fund these improvements City, County, State, Federal and private funding sources will have to be combined to leverage the necessary monies.

Table 'G' identifies the improvements necessary to implement the Ocean Drive Plan, identifies who is responsible for each improvement, estimates the cost of improvements and identifies a specific funding source recommended to pay for the necessary improvements.

TABLE 'G'			
OCEAN DRIVE IMPROVEMENTS			
PUBLIC/PRIVATE COST SHARING PLAN			
IMPROVEMENT	RESPONSIBILITY	ESTIMATED COST (A)	FUNDING SOURCE
Ocean Drive Street Improvements (B) (Streets, curbs, gutters, sidewalks)	City	\$ 1,548,475	Year 2000 Bond Issue
Ocean Drive Landscaping, Irrigation, Lighting and Street Furniture	Property Owners	\$ 382,288	Special Assessment
Cross Streets and Alley Improvements (C)	Property Owners	\$ 927,700	Special Assessment
Lummus Park (D)	City/State 50%/ 50%	\$ 1,138,725	CDBG/Year 2000 Bond Issue/ LAWCON Program
Beachfront Park and Promenade	City/State 25%/ 50%	\$ 1,579,821	CDBG/Year 2000 Bond Issue/ LAWCON Program
		PERCENT OF TOTAL	
City Portion (E)	\$2,907,748	52%	
State Portion	\$1,359,273	29%	
Private Sector Portion	\$1,309,988	29%	
TOTAL COSTS	\$5,577,009	100%	

(A) Includes hard construction costs plus a 15% contingency and 8% professional fees, overhead and profit.  
 (B) Represents basic street improvements required to move street. Special treatment such as brick pavers, special materials, etc. would increase the total cost and would be required to be paid for by property owners.  
 (C) City may choose to improve a few select cross streets as a demonstration project. If so, a portion of these costs would be transferred from the special assessment district to the City's Year 2000 Bond Issue.  
 (D) Includes existing \$200,000 of state funds appropriated in FY 84 for park improvements.  
 (E) City portion of costs include \$2,227,748 of improvements funded from a Year 2000 bond issue and \$68,000 of improvements to Lummus Park and Beachfront Park and Promenade funded out of Community Development Block Grants. County funds may be used to partially off-set a portion of the City's costs, especially for demonstration programs or to provide started funds.

## Key Points

The City would be responsible for 52% of costs.

The State would be responsible for 25% of costs.

The private sector would be responsible for 23% of costs.

### 1. City Portion

Utilizing a joint cost sharing approach the City would pay for all street, curb, gutter, and sidewalk improvements on Ocean Drive as well as provide 25% of the costs of improving Lummus Park and building that portion of the Beachfront Park and Promenade running along Ocean Drive from 15th Street to 5th Street. Total cost to the City for improvements in the Ocean Drive study area is estimated at \$2,907,748. A portion of the proceeds of a bond issue to pay for City-wide public improvements which are identified in the Year 2000 Plan is expected to pay for the City's share of improvement costs on Ocean Drive. The City's Community Development Block Grants (CDBG) would also fund a portion of the costs for Lummus Park and the Beachfront Park and Promenade and are estimated at \$285,000 for Lummus Park and \$395,000 for the Beachfront Park and Promenade for a total of \$680,000 to be funded over a two-year period. County funds, available primarily from Community Development Block Grant allocations may be used to fund demonstration projects or start up costs.

### 2. State Portion

State funds, primarily acquired from the Land and Water Conservation Fund (LAWCON) are expected to pay for 50% of the Lummus Park improvements and 50% of the construction costs of the Beachfront Park and Promenade. State funds are expected to equal \$1,359,273 and will be matched on a 50/50 basis with City and County funds to pay for these improvements. The State legislature during the 1984 regular session, has already appropriated

\$200,000 for the Lummus Park Improvement Project. These funds must be matched by \$200,000 of local funds and will be used to provide a permanent beachfront stage adjacent to the 10th Street Auditorium, resulting in the first phase of improvements to Lummus Park consistent with the recommendations contained in this Plan.



### 3. Private Sector Portion

Private property owners on Ocean Drive will be asked to share in the cost of improvements to the area. Utilizing a special tax assessment district private property owners will pay for new lighting, landscaping, irrigation, street furniture, and special improvement items such as paving materials, signage, and banners. As these types of specialty improvements supercede those customarily provided by the City, it is felt that the private sector should be responsible for these extras. This type of specialty improvements are necessary in order to create the pedestrian environment

## Key Points

There are additional sources of potential funds which should be investigated.

The improvements on Ocean Drive should be constructed in phases.

encouraged on Ocean Drive. Private property owners are also expected to pay for improvements to the area's cross streets and alleys, although the City may improve a few select cross streets as a demonstration project. Total private sector costs are estimated at \$1,309,988, exclusive of fees and costs associated with issuing special assessment bonds for the improvements. It is estimated each typical property owner with 50 foot frontage on Ocean Drive would pay approximately \$1,800 per year over a 20 year period, assuming a 10% bond rate.

A special assessment district is allowed under Chapters 29 and 30 of the City Charter and is used as an economic development tool to pay for one-time costs related to retiring bonds or pay for special improvements in a designated district or area. In recent years a special assessment has been used to pay for major improvements along 41st Street and is being proposed in order to pay for improvements to Lincoln Road Mall.

#### 4. Other Funding Sources

Other funding sources exist which can possibly be utilized to make improvements to Ocean Drive. For example, Ocean Drive is one of only two streets on Miami Beach which fronts on the ocean. The City is currently pursuing the possibility of designating Ocean Drive as a scenic highway. If the State designates Ocean Drive as a scenic highway or, perhaps Alternate A-1-A, it should be upgraded to scenic road status. State scenic highway funds could be used to upgrade Ocean Drive and to help pay for all or a portion of the required street, sidewalk, lighting, street furniture, landscaping and irrigation improvements.

## B. TIMING OF PUBLIC IMPROVEMENTS

Recommended public improvements on Ocean Drive require a number of different and distinct construction projects, and involve a wide variety of funding sources. Therefore, it is necessary that the entire revitalization plan will occur in phases as funding becomes available and as different needs arise. A phasing plan shown in Table 'H' is suggested and will enable and encourage temporary highly-visible improvements to occur in the near term. The phasing program allows all improvements to be built as needed, in a logical sequence, to prevent duplication of efforts, ensure proper coordination and provide a cohesive well-planned design and construction.



**Key Points**

**Phase I improvements should address Lummus Park and establish the means of funding Phase II.**

**1. Phase I - October 1984 - July 1985**

In order to assist the private revitalization efforts already occurring on Ocean Drive, it is important that the City identify short-term public improvements which can be implemented immediately. These improvements will not only begin to upgrade Ocean Drive, but will demonstrate the City's support and commitment to the area and generate additional private sector support and encouragement for future improvements.

Phase I improvements are expected to commence in October 1984 and involve improvements to Lummus Park. The State has already appropriated \$200,000 for Lummus Park improvements. A local funding source must be identified as a match for these funds. Once local matching funds have been identified construction of the first phase of improvements to Lummus Park may begin. These improvements are fully described in Chapter V.

During the first phase of improvements, which are expected to last until October 1985, the City, working with the County and State, should prepare funding requests to complete Lummus Park improvements and construct the Beachfront Park and Promenade. Additionally, the City should detail the costs of improvements on Ocean Drive to be paid for by Year 2000 bonds and prepare a bond referendum for the Fall 1985 ballot. Property owners should be educated about special assessment districts and encouraged to lobby for this funding mechanism to finance their share of improvements. By the Fall of 1985 the first phase of improvements will be complete. Although improvements to Lummus Park are

the only physical improvements which will be in place by this time, the necessary funding mechanisms will have been established to pay for major physical improvements in Phase II.

**Table 'H'**  
**PUBLIC IMPROVEMENTS PHASING PLAN**

<u>YEAR 1</u>				<u>YEAR 2</u>				<u>YEAR 3</u>			
1984	1985			1986				1987			
October	January	April	July	October	January	April	July	October	January	April	
• Begin Lummus Park Phase I Improvements				• Begin Lummus Park Phase II Improvements							
• Request County/State Funding for Lummus Park Phase II Improvements				• Begin Beachfront Park and Promenade							
• Request County/State Funding for Beachfront Park and Promenade				• Prepare Year 2000 Bond Referendum (Fall 1985)			• Issue Year 2000 Bonds		• Begin Ocean Drive Street, Curb, Gutter and Sidewalk Improvements		
• Initiate Ocean Drive Special Assessment District by Fall 1985				• Issue Special Assessment Bonds			• Begin Cross Streets and Alley Improvements and Ocean Drive Landscaping, Lighting, Irrigation and Street Furniture Improvements				

## Key Points

Phase II improvements should include all street, sidewalk, lighting, and landscape improvements within the study area.

Inform and encourage the private sector to take advantage of the many programs which can assist them in improving their properties.

### 2. Phase II - October 1985 - Mid - 1987

Phase II improvements, scheduled to begin in October 1985, include issuance of the Year 2000 bonds and special assessment bonds, improvements to Ocean Drive streets, sidewalks, lighting and landscaping, and improvements to cross streets leading into Ocean Drive. Lummus Park improvements and the Beachfront Park and Promenade will be completed in this phase. By the time Phase II is completed in mid-year 1987 all physical improvements to the Ocean Drive area will be in place. Special assessment bonds approved by the property owners and Year 2000 bonds will be issued during the first six months of this phase. Once the bonds have been issued and sold, the proceeds will be used for physical improvements. Additionally, grant requests by the City to the County and the State prepared in Phase I will be used to complete the rehabilitation of Lummus Park and incorporate the new Beachfront Park and Promenade into the Ocean Drive area. Completion of Phase II will signal completion of public improvements to the Ocean Drive area.



## C. REVITALIZATION AND INVESTMENT

The major underlying purpose of the Ocean Drive revitalization strategy is to provide an overall plan which guides and encourages new development and reinvestment. The Ocean Drive Plan establishes guidelines for new development and assists in the revitalization process so that it occurs in a manner which is in keeping with the City's objectives for the area. This is being done by preparing a plan which recommends major public improvements to upgrade the area's image and public infrastructure, outlines changes needed to the area's zoning to allow new hotel, commercial, residential and retail/restaurant uses envisioned for the area, and identifies and recommends strategies and techniques to encourage new private sector development. Therefore, the most important result that can occur from the Ocean Drive planning process is to demonstrate to the private sector the City's commitment to the area, the objectives it is trying to achieve, the financial resources and physical improvements it is willing to make available to help achieve those objectives, and identify a schedule to complete public improvements in the area.

The following are some of the programs and tools which are recommended to assist the private sector in revitalizing Ocean Drive:

### 1. **Revolving Loan Fund For Commercial Revitalization**

At the present time there are no City programs to assist hotel owners or other owners of commercial property in the rehabilitation, upgrading and restoration of their properties. The Miami Beach Development Corporation does offer a facade improvement program

whereby property owners are lent funds to improve their storefronts. However, this program is limited to commercial properties located on Washington Avenue and is limited to storefront improvements only. Therefore, it cannot be used for other renovation activities such as roof repairs, gutter improvements, major system upgrading (i.e. electrical, plumbing, etc.) or window repair or replacement and so forth.

In order to assist the revitalization process on Ocean Drive a revolving loan fund should be organized and administered by the City to make matching 50/50 grants or low interest loans available to property owners wishing to undertake a variety of rehabilitation, restoration and renovation projects. The program should be funded by a combination of sources, including the City's Community Development Block Grant program, the County's Community Development Block Grant funds, and monies available from the State and Federal government for establishing revolving funds for historic preservation projects. Foremost among these funding sources is the National Preservation Loan Fund administered by the National Trust for Historic Preservation. This fund specifically provides seed money to begin revolving loan funds. Grant requests up to \$100,000 are available and local governments are eligible applicants.

It is recommended that a revolving loan fund be established initially at between \$300,000 and \$500,000 with ongoing yearly commitments. Monies from the fund would be used for facade improvements, roof repair or replacement, window repair, interior improvements related to bringing the building up to code requirements

and any other improvements which stabilize the building and improve the exterior appearance. Funds could either be awarded as grants matched by equal or greater private sector contributions or would be lent to projects requiring refinancing. Borrowers would be required to meet eligibility and suitability tests and would also be required to comply with rehabilitation guidelines, such as the Secretary of Interior's Standards for Rehabilitation for Historic Properties. The City's current Multi-Unit Residential Rehabilitation Program could be used as a model to structure the basic operating procedures for the revolving loan program.

## 2. Urban Development Action Grants

The Urban Development Action Grant Program (UDAG) is funded by the U.S. Department of Housing and Urban Development to assist in private sector developments and to leverage private investment in distressed communities. This program provides financing in the form of loans, equity funding, interest subsidy, or almost any possible form of financing that is required to allow a development to proceed that could not go forward otherwise. The financing can take a subordinate position behind any bank or debt financing and the loan is eventually paid back to the City by the developers. UDAG funds are awarded competitively and currently the ratio of private dollars leveraged by UDAG funds in a typical project is 6:1.

## Key Points

A revolving loan fund can provide grants or low interest loans.

The UDAG program can provide financing in a number of ways to assist development which otherwise could not proceed.

## Key Points

Investment Tax Credits are useful in attracting additional equity into a rehabilitation project through syndication of tax shelter benefits.

Industrial revenue bonds can provide low-interest, permanent financing.

Private sector projects on Ocean Drive are eligible for CDBG funding.

Being located in an enterprise zone, Ocean Drive companies may be eligible for a variety of tax incentive programs.

### 3. Rehabilitation Tax Credit

The Federal government offers a 25% investment tax credit of Federal income tax for all expenses related to substantial rehabilitations of historic structures. This tax credit is available in the year that the rehabilitation occurs and is a particularly useful incentive to attract additional equity into a rehabilitation project through syndication of the tax shelter benefits. Ocean Drive is located in the "Miami Beach Architectural District" and is located on the U.S. Department of Interior's National Register of Historic Places. Many of the structures along Ocean Drive are considered historic and contributing to the district. Therefore, most properties would be eligible for the rehabilitation tax credit.

### 4. Industrial Revenue Bonds (IRBs)

Because Ocean Drive is located in the City's only State-designated Enterprise Zone, locally issued industrial revenue bonds may be used to finance hotel projects and other commercial or job-generating projects. Industrial revenue bonds can provide low-interest, permanent financing for developers in the Ocean Drive area. IRBs may be combined with the Urban Development Action Grants (UDAGs) to provide total project financing at very favorable interest rates.

### 5. Community Development Block Grants

The Community Development Block Grant (CDBG) program provides federal funds to cities for a wide variety of eligible local projects in the general area of housing, economic development, community development, and public improvements. Year 10 CDBG funds totalled approximately \$2.2 million. CDBG funds are eligible to fund a number of different private sector projects on Ocean Drive.

### 6. Tax Incentives For Enterprise Zone Businesses

Ocean Drive is located within Miami Beach's only Enterprise Zone. Under Florida law, a locally designated enterprise zone is eligible for a variety of tax incentive programs which benefit corporations paying state corporate income taxes. First, any company which makes substantial improvements, expansions, or additions to an existing business or opens a new business in an enterprise zone is eligible for a credit against their state corporate income tax equal to the amount of the school portion of ad valorem taxes for a period of 10 years. A second benefit allows companies who hire employees who live in enterprise zones to take a 25% corporate income tax credit on wages paid to these employees. Presently, the State is considering additional legislation to strengthen tools available for Enterprise Zone projects. Proposals include corporate tax credits for local utility taxes paid and abatement of local property taxes for a period up to 10 years.



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## Key Points

Numerous public programs can assist private investment.

### 7. SBA "503" Loan Program

The SBA 503 Program is designed to provide 40% 2nd mortgage financing at U.S. Treasury rates for a loan term of 15, 20, or 25 years up to a maximum of \$500,000 per borrower for the purchase of fixed assets. The 503 Program also allows a bank or savings and loan to lend as little as 50% of project cost for a minimum of 10 years and for an amortization in excess of the loan term. This lowers the risk for the bank and gives them the level of comfort they need to lend for a longer term to small businesses. Therefore, by combining the 503 Program with private bank financing, the small business is able to borrow up to 90% of total project costs for a longer loan term and at below market interest rates.

### 8. Other Programs

Other programs available for rehabilitation include the City's Section 312 loan program for residential rehabilitation and the Multi-Unit Residential Rehabilitation Program. These programs provide 10% and 6% loans for up to 30 years to private developers and property owners undertaking residential and commercial rehabilitation work. It is anticipated that after October, 1984, \$350,000 of new funds from the City's Community Development Block Grants will be available to finance the Multi-Unit Residential Rehabilitation Program.

Additional county and private foundation programs exist to assist in rehabilitation. In particular, the Ford Foundation recently established a Local Initiative Support Corporation (LISC) to provide upfront and soft

cost loans for 501C3 non-profit corporations. This funding may be used in the Architectural District by a non-profit neighborhood based development corporation to fund architectural, engineering, appraisal, and legal fees.

The Dade Heritage Trust is accepting facade easements from owners of historic properties. Facade easements are treated as charitable contributions for tax purposes and can be used to raise more syndication equity dollars from individuals or corporations seeking tax shelters. Although a "before and after" appraisal is required to estimate the exact value of the donation of a facade easement, the rule of thumb for such a donation is generally 10-20% of the building's value.



There are numerous programs that can be used to help property owners wishing to rehabilitate and invest in Ocean Drive properties. The UDAG program, the proposed revolving loan fund for commercial properties, the 25% Rehabilitation Tax Credit, the SBA "503" program and Industrial Revenue Bonds are five programs which would have the most significant effect on Ocean Drive properties.

## Key Points

Public improvements will be concentrated in areas which will provide the greatest private investment in return.

## D. POTENTIAL FOR NEW PRIVATE REINVESTMENT

The purpose of concentrating public investment and improvements along Ocean Drive is to create an attractive and inviting environment for the area that will serve as a catalyst and a first-step investment to leverage new private sector investment. The City has adopted a policy to concentrate public improvements and investments in areas which will provide the most significant positive economic impact and return. Scarce public monies must be carefully utilized to pay for improvements in areas of the City which will return a significant amount of new private development.

### I. Case Study - Rehabilitation of Historic Hotel Property

The following case study illustrates the basic economics involved in the rehabilitation and operation of a typical Ocean Drive hotel property (see Table 'I'). The basic assumptions utilized to develop this case study include:

- a. 75 room hotel property to be fully renovated into a first-class hotel with a fully operational restaurant and lounge facility;
- b. Parking is provided off-site in a municipal parking lot at no charge to developer. In exchange the developer agrees to purchase 38 parking stickers (50% of parking required under zoning) at an annual charge of \$250 per parking sticker;

TABLE T

### OCEAN DRIVE HOTEL REHABILITATION PROTOTYPE PRO FORMA ANALYSIS

ASSUMPTIONS: 75-room hotel rehabilitation including restaurant and lounge.  
UDAG provided as low interest, second mortgage financing.  
Parking provided in City lot, developer buys City sticker.

	TOTAL	AMT/RM
<b>DEVELOPMENT COSTS</b>		
ACQUISITION	\$ 1,300,000	\$ 17,333
CONSTRUCTION	1,350,000	18,000
ARCH. & ENG.	135,000	1,800
INTERIM FINANCING	151,875	2,025
INSURANCE & TAXES	25,000	333
LEGAL & ACCOUNTING	25,000	333
PERMITS & FEES	5,000	67
OTHER COSTS	25,000	333
SUBTOTAL	366,875	4,892
TOTAL DEVELOPMENT COSTS	\$ 3,016,875	\$ 40,225
<b>INCOME ANALYSIS</b>		
ROOM INCOME	\$ 889,140	\$ 11,855
No. of Rooms	75	
Room Rate/Night	\$ 56.00	
Occ. Rate	58%	
REST. & LOUNGE INCOME	1,026,450	13,686
OTHER INCOME (rentals, phone, etc.)	73,125	975
TOTAL INCOME	\$ 1,988,715	\$ 26,516
<b>EXPENSE ANALYSIS</b>		
ROOM EXPENSE	\$ 232,500	\$ 3,100
FOOD & BEVERAGE	784,050	10,454
TELEPHONE RENTALS	40,950	546
PARKING FEE	9,375	125
UNDISTRIBUTED EXPENSES	498,750	6,650
TOTAL EXPENSES	\$ 1,565,625	\$ 20,875
NET OPERATING INCOME	\$ 423,090	\$ 5,641
LESS: RESERVE FOR REPLACEMENT	56,250	750
INCOME BEFORE OTHER DEDUCTIONS	\$ 366,840	\$ 4,891
<b>ECONOMIC VALUE &amp; FINANCING</b>		
ECONOMIC VALUE	\$ 2,934,720	\$ 39,130
Capitalization Rate	12.50%	
MORTGAGE AMOUNT (75% loan to value ratio)	\$ 2,201,040	\$ 29,347
CONVENTIONAL FINANCING	\$ 1,597,665	\$ 21,302
15-Year Balloon Payment		
Term (years)	25	
Interest Rate	15.00%	
CONVENTIONAL PAYMENT	\$ 245,561	\$ 3,274
UDAG FINANCING	\$ 603,375	\$ 8,045
15-Year Balloon Payment		
Term (years)	25	
Interest Rate	8.00%	
UDAG PAYMENT	\$ 55,883	\$ 745
TOTAL ANNUAL MORTGAGE PAYMENT	\$ 301,444	\$ 4,019
NET CASH FLOW	\$ 65,396	\$ 872
<b>EQUITY &amp; RETURN</b>		
EQUITY REQUIRED	\$ 815,835	\$ 10,878
RETURN ON EQUITY	8.02%	

- c. Acquisition of land and building is assumed to equal \$17,333 per room. Acquisition price considers substantial amount of public area in hotel which would be suitable for a restaurant and lounge operation;
- d. Room rates are calculated at \$56 per night and a 58% occupancy during first full year of operation;
- e. Expenses are based on industry standards for hotels adjusted to reflect operating characteristics of Ocean Drive hotels;
- f. Economic value of operating hotel property is capitalized at 12.5% taking into consideration current market-rate interest expenses, estimated UDAG terms, and a minimum 15% return on equity;
- g. Mortgage calculated at 75% loan-to-value ratio;
- h. Equity contribution is calculated on difference between total development costs and capitalized mortgage amounts. Equity does not include working capital or other equity contributions required during start-up.

The proforma presented for the first year of operations of hotel rehabilitation indicates that a fully operational hotel would cost approximately \$3.0 million to construct or approximately \$40,000 per room. Income generated in the first year equals \$2.0 million with approximately 45% of total income derived from room operations, 52% from food and beverage sales and 3% from other sources such as rentals, telephone service, and so forth.

Expenses for the first year total \$1.56 million. Net operating income would equal \$423,000 or 21% of total sales.

The project's economic value, for financing purposes, is estimated at \$2.9 million. Utilizing a 75% loan-to-value ratio, the project should be able to support \$2.2 million of debt financing or 73% of total project costs. Utilizing a 15% interest rate and a 25 year term for a conventionally placed mortgage, annual mortgage payments would equal \$245,561. A portion of the project could be financed by an Urban Development Action Grant (UDAG) thereby providing lower interest rates and a more lenient term to carry the project through the early years. In this case it is assumed that the UDAG would provide an 8% interest rate, 25-year term payable on a 15 year balloon mortgage. This would require annual payments of \$55,883 to amortize the UDAG loan. Based on the equity required to cover total development costs, a rehabilitated hotel structure should provide an 8% cash-on-cash return before taxes during the project's first year of operations. This return on equity would increase in later years as income from the project out paces expenses.

## 2. Tax Savings From Rehabilitation Tax Credits

Investors who rehabilitate structures listed on the National Register of Historic Places or structures located in the Miami Beach Architectural District and certified as contributing to the significance of the district are eligible for a 25% investment tax credit. The building may be either a residential or commercial structure which produces income.

## Key Points

Full rehabilitation of a 75 room hotel on Ocean Drive would cost approximately \$40,000 per room.

A rehabilitated hotel should provide an 8% cash-on-cash return before taxes in the first year of operation.

A historic structure rehabilitation project is eligible for a 25% investment tax credit.

### 3. Total New Private Investment - Ocean Drive

Based on an analysis of the development potential which exists if hotels and apartments are renovated along Ocean Drive, it is anticipated that public funds used to pay for infrastructure improvements outlined in this plan could leverage as much as 10-15 times their value in new private sector investment. Private investment includes acquisition of existing buildings and the cost of renovation of these properties. This analysis considers only those properties located along Ocean Drive and assumes that a market for renovated hotels and apartments exists as described elsewhere in this report.

To determine the total amount of new private investment which potentially can occur on Ocean Drive a number of different steps were undertaken. First, the number of hotel rooms and apartment units on Ocean Drive was estimated. Currently, there are approximately 2,100 hotel rooms and 570 apartment units on Ocean Drive.

#### a. Private Investment Potential for Renovated Hotel Units

1. The market potential for newly renovated hotel units was calculated utilizing Pannell, Kerr & Forster's Overview Study of Potential Market Demand for the Revitalization of Ocean Drive Hotels. This study indicates that a market potential exists for between 800 and 1,000 renovated hotel units on Ocean Drive.

2. Next it was determined that hotel properties suitable for renovation could be acquired for between \$15,000 and \$17,000 per hotel room.
3. Hotel rehabilitation costs, in order to bring the properties up to a first-class hotel property status, were estimated at between \$20,000 and \$25,000 per hotel room.
4. Total per room costs for acquisition and rehabilitation of Ocean Drive hotel properties was determined to range between \$35,000 and \$42,000.
5. Therefore, if approximately 800-1,000 hotel units on Ocean Drive are renovated into first-class, high-quality hotel rooms, total private investment for hotel acquisition and renovation would range between \$28 and \$42 million.

#### Key Points

The proposed public improvements can leverage 10 to 15 times their value in private investment.



## Key Points

Total private investment in a fully renovated Ocean Drive would range between \$50 and \$78 million.

A fully renovated Ocean Drive could generate \$750,000 in annual taxes.

A revitalized Ocean Drive could generate 1,000 new jobs.

### b. Private Investment Potential for Renovated Apartment Units

1. Assuming that 800-1,000 hotel rooms can be renovated on Ocean Drive there remains an additional 1,100-1,300 hotel rooms which could be converted into apartments or other residential uses.
2. Estimating that the average hotel room size is 250 square feet and the average renovated apartment would range in size between 400-600 feet; two hotel units would need to be converted into one residential unit. Therefore, the remaining hotel units represent between 550 and 650 new apartment units, if converted.
3. Presently, 570 apartment units exist on Ocean Drive. Combined with hotel units that could be converted to apartments there exists a potential supply of between 1,100 and 1,200 residential units.
4. It was determined that hotel and apartment buildings suitable for renovation into new apartment units could be acquired for between \$15,000 and \$20,000 per apartment unit.
5. Apartment rehabilitation costs were estimated at between \$5,000 and \$10,000 per unit.
6. Total per unit costs for acquisition and rehabilitation of Ocean Drive properties into apartments and other residential uses was determined to range between \$20,000 and \$30,000 per unit.

7. Therefore, it is estimated that if approximately 1,100-1,200 residential units were rehabilitated on Ocean Drive total private sector investment would range between \$22 and \$36 million.

### c. Total Private Investment Potential

1. Total private investment potential on Ocean Drive would equal \$50-\$78 million if hotel and residential properties are fully renovated into 800-1,000 hotel units and 1,100-1,200 residential units.

### d. Annual Tax and Job Generation Potential

If Ocean Drive is fully renovated and redeveloped, the potential annual taxes generated are expected to equal no less than \$480,000 and could reach as much as \$750,000. This estimate is based on the City's FY 84 assessment ratio and does not take into consideration future tax rate increases or inflationary effects on property values.

A minimum of 1,000 new jobs could be generated from a revitalized Ocean Drive. These jobs would occur predominantly in the area's new hotel, restaurant and retail facilities. The estimated jobs generated from a revitalized Ocean Drive would represent between three (3) and five (5) percent of the total number of jobs which currently exist in the City today.

### E. IMPLEMENTATION ACTION PLAN: NEXT STEPS

A revitalized Ocean Drive would offer considerable new opportunity for investors willing to develop on Miami Beach, and would provide significant new private sector investment, tax generation and job creation opportunities. This area's strong market potential and attractiveness makes it an important and significant sector of the City.

Table 'K' lists the necessary items and responsible agencies which are required to implement the following requests and physical improvements and administrative actions:

#### TABLE 'K'

#### IMPLEMENTATION ACTION PLAN: NEXT STEPS

STEP	ACTION/TASK	IMPLEMENTING AGENCY	TARGET DATE
1.	Community Response Review and Comment by: a. Ocean Drive Task Force b. Miami Design Preservation League c. Historic Preservation Board d. Community Development Advisory Committee	Planning Department	October-November 1984
2.	Plan Review and Consideration by Planning Board	Planning Department	November 1984
3.	Plan Review and Adoption by City Commission	Planning Department	December 1984
4.	Identify \$200,000 in Local Match for 1984 State Legislature Appropriation for Lummus Park Improvements	City Manager's Office Planning Department	August-September 1984

5.	Application for Dade County Community Development Block Grant Funding in Year 11 (Fiscal Year 85-86) for Lummus Park and Beachfront Park and Promenade Improvements	Planning Department	January 1985
6.	Application to State Land and Water Conservation Fund (LAWCON) for Lummus Park and Beachfront Park and Promenade Improvements	City Manager's Office Economic Development Department	Winter-Spring 1985
7.	Designation of the Ocean Drive Historic District	Planning Department	January-June 1985
8.	Preparation of Zoning Amendments Consideration by Planning Board and City Commission	Planning Department	January-April 1985
9.	Update of Licensing Nomenclature	Planning Department Development Services Department	January-April 1985
10.	Amendment of Beachfront Concession Plan	Planning Department	January 1985
11.	Creation of Ocean Drive Business Association	Planning Department Economic Development Department	January-April 1985
12.	Preliminary/Conceptual Design Drawings for Phase I Improvements	Planning Department Public Works Department	April 1985
13.	Request for Proposal for Professional Services to Complete Construction Documents for Phase I	Planning Department Purchasing Department	May 1985
14.	Construction of First Lummus Park Improvements Initiated	Public Works Department	May 1985
15.	Application for City Community Development Block Grant Funding in Year 11 (Fiscal Year 85-86) for Lummus Park and Beachfront Park and Promenade Improvements	Planning Department	April-July 1985
16.	State Designation of Ocean Drive as a "Scenic Highway" and Consequent Qualification for Additional Funding of Street Improvements	City Manager's Office Economic Development Department	June 1985
17.	Preparation of Year 2000 Bond Referendum and Program (For Funding of Street/Sidewalk Improvements) a. Commission Approval b. Electorate Approval	City Manager's Office Economic Development Department	Summer 1985

18.	Creation of Ocean Drive Special Assessment District a. Commission Approval b. Electorate Approval	City Attorney's Office Economic Development Department Planning Department Public Works Department	Summer-Fall 1985
19.	Construction Contracts Awarded and Final Design/Engineering Work Completed on Phase One	Public Works Department	Winter 1985
20.	Construction of Phase One (Lummas Park and Beachfront Park and Promenade) Improvements	Public Works Department	Winter 1985 - Spring 1986
21.	Phase II Construction Documents and Award of Construction Contract	Public Works Department	December 1985 - Spring 1986
22.	Issue Year 2000 Bonds	Finance Department	January 1986
23.	Issue Special Assessment Bonds	Finance Department	January 1986
24.	Begin Construction of Phase Two (Street and Sidewalk) Improvements	Public Works Department	Spring 1986
25.	Project Completion		Summer 1987



**APPENDIX 'A'**  
**URBAN DESIGN GUIDELINES**

**1. General Guidelines**

- a. Every reasonable effort should be made to minimize alteration of the building structure.
- b. Distinguishing qualities and/or character of the building shall not be destroyed. The removal or alteration of any historic material or architectural feature shall be avoided when possible.
- c. All buildings shall be recognized as products of their own time, alterations which seek to create an earlier appearance are not encouraged.
- d. Existing alterations which do not detract from the original structure and have acquired significance in their own right shall be respected.
- e. Distinctive stylistic features or examples of skilled craftsmanship which characterize the building or site shall be treated with sensitivity.
- f. Deteriorated architectural features shall be repaired rather than replaced. If replacement is necessary, the new material shall match that being replaced in composition, design, color, texture, and other visual qualities.
- g. Cleaning the surface of buildings shall be undertaken with the greatest possible care. Sandblasting or other methods which may damage historic building materials and/or details shall be avoided.
- h. Contemporary design for alterations and additions shall not be discouraged when such alterations and additions do not destroy significant historic, architectural, or cultural materials and such design is compatible with the size, scale, color, material and character of the existing building and neighborhood.
- i. New additions and alterations should be done in a manner such that if they were to be removed in the future, the essential form and integrity of the original structure would be unimpaired.

**2. Environmental Guidelines**

- a. The distinctive features such as the size, scale, mass, roof, porches, and stairways of a building shall be retained.
- b. New plant materials, walls, fences, walks, signs and furniture shall be compatible with the size, scale, materials, and character of the building and the street.

**3. Structural Guidelines**

- b. Supplement existing structural systems when damaged or inadequate. Replace historically important structural members only when necessary.

#### 4. Exterior Guidelines

- a. Retain original masonry whenever possible.
- b. Duplicate old masonry in composition, and texture when repair is necessary.
- c. Repair stucco with stucco mixture that duplicates the original as closely as possible in appearance and texture.
- d. Repair, or replace when necessary, deteriorated material with new material that duplicates the old as closely as possible.
- e. Repair, or replace when necessary, damaged or missing architectural features such as cornices, brackets, railings, and shutters.
- f. Retain, repair, or duplicate if replacement is necessary, original signage.

#### 5. Roof Guidelines

- a. Preserve the original roof shape.
- b. Retain original roofing material when possible.
- c. Replace deteriorated roofing material with new material that matches the old in composition, size, shape, color and texture.
- d. Retain, repair or replace if necessary, all architectural features which give the roof its essential character such as dormer windows, railings, cupolas, cornices, brackets, chimneys, finials, gutters, weather vanes, downspouts, etc.

#### 6. Windows and Door Guidelines

- a. Retain and repair existing, or reproduce original, window and door openings, including size, shape, design, materials, and hardware.
- b. Storm windows or hurricane shutters should be installed in a manner that does not damage existing windows and door frames and can be removed when not in use.
- c. Use original doors and door hardware when they can be repaired and reused.

#### 7. Entrances, Porches, and Steps

- a. Retain porches and steps which are appropriate to the building and the neighborhood.

- d. Retain the basic floor plan and proportion of rooms on the ground floor.
- e. Retain, restore, and protect any significant murals present in the building.
- f. Retain, restore, and reuse, when possible, any original furnishings in the public spaces of the building.
- g. Resurfacing interior walls with paneling, mirrors, wallpaper, tile, or other material not consistent with the architectural style or period of the building should be avoided.

## 11. Mechanical System

- a. Install necessary mechanical systems such as air conditioning, electrical, plumbing and fire protection, in areas and spaces which require the least possible alteration to the structural integrity and physical appearance of the building.
- b. Utilize early mechanical systems when possible.
- c. Install the vertical runs of ducts, cables, and pipes in closets, service rooms, and wall cavities.
- d. Retain or install ventilation in attics and crawlspaces to prevent moisture problems.

**APPENDIX 'B'**  
**PROPOSED OCEAN DRIVE BUSINESS ASSOCIATION**

- A. Creation of the Ocean Drive Business Association. There is hereby created an Ocean Drive Business Association for the express purpose of encouraging improvements in the Ocean Drive District.
- B. Membership and Eligibility. Membership in the Association is open to persons who have an economic interest in any structure fronting on Ocean Drive or Collins Avenue from 5th to 15th Streets. For the purposes of this section, an "interest" shall be construed as a person(s), company, partnership, corporation, or similar entity who either owns, leases, or conducts any business activity.
- C. Board of Governors. The Association created hereby shall select a Chairman, a Vice-Chairman, and a Secretary-Treasurer. In addition to the above officers, the membership of each block on Ocean Drive shall select a Block Leader who, together with the Chairman, Vice-Chairman, and Secretary-Treasurer, shall serve on the Board of Governors. Said Board shall serve as the coordinating agency among the membership for purposes of promoting Ocean Drive.
- D. Powers and Duties. The Association shall have the following powers and duties:
1. To make all necessary rules and regulations for the efficient operation of the Association in conformance with all public laws;
  2. To take all necessary and proper action to establish and enforce a Code of Ethics among the membership;
  3. To collect dues and special assessments from among the membership for purposes of meeting the objectives of the Association. Said dues and special assessments shall be based upon linear frontage on Ocean Drive for those members who have ground floor space fronting on Ocean Drive. For all other members, dues and assessments shall be based upon the total gross square feet of space occupied by the member;
  4. The Board of Governors shall not have the power to expend funds or obligate the Association for any liability or indebtedness without the express approval of the membership;
  5. To annually prepare and submit a progress report and budget to the membership for their consideration and adoption; and
  6. To function as a liaison with all public, semi-public and private agencies who impact the Ocean Drive business community.
- E. Rules and Regulations. The membership shall conduct the business of the Association within the context of the following rules and regulations:
1. The Board of Governors shall serve for a one year term. Said term of service shall expire on June 1st of each succeeding year;

2. A quorum shall be fifty percent (50%) of the members of the Board of Governors present at a general meeting of the Board. A quorum for a general meeting of the Association shall be 15% of the total membership of the Association;
3. A general meeting of the Association shall be conducted pursuant to accepted parliamentary procedures or any other procedures when such procedures are accepted by the Board of Governors. At a minimum, the following rules shall be applied:
  - a. All actions of the Association shall be by motion or resolution on a vote of the members present or a quorum;
  - b. Voting by proxy and/or absentee ballot at any meeting is prohibited;
  - c. The Chairman or in his absence the Vice-Chairman, or in his absence the Secretary-Treasurer, shall preside at all meetings of the Association;
  - d. Written summary minutes of all meetings of the Association and Board of Governors shall be presented and approved by the Association;
  - e. General meetings of the Association shall occur not less than once during a one month period of time;
  - f. Members of the Association hereby agree to follow a Business Code of Ethics and shall have the privilege to display one emblem indicating same to the general public. Said emblem shall only be renewed yearly to members of the Association in good standing. The design of the emblem shall be approved by the Association indicating the name of the Association and the date issued;
  - g. Membership in the Association must meet the eligibility requirements as provided in Section 'a.' Said membership shall be for a one-year term with dues paid on October 1st of each year;
  - h. Termination of a member in the Association shall only be for good cause. Termination shall automatically result from:
    1. Failure of a member to maintain good standing in the Association;
    2. Failure of a member to abide by the spirit as well as the written Business Code of Ethics;
    3. Failure of a member to substantially conform to the business program adopted by the Association; and
  - i. The Association will coordinate and cooperate with the City of Miami Beach in all matters of mutual interest.

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