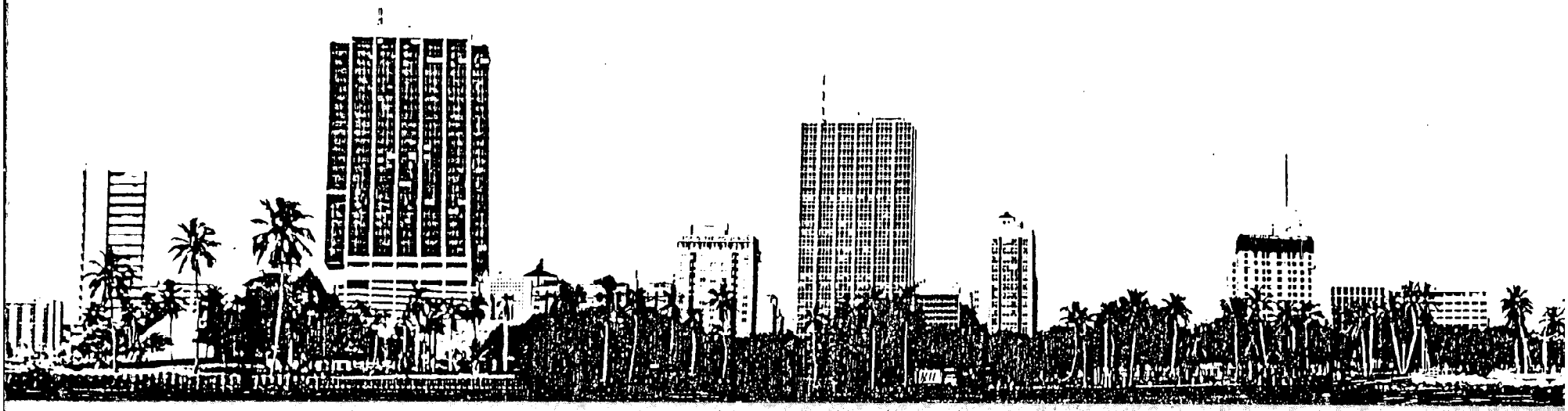

Planning Department

Biscayne Bay Urban Waterfront Charrette

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Biscayne Bay Urban Waterfront Charrette

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This Report was prepared for the Metropolitan Dade County, Florida Planning Department by the Department of Architecture and Planning of the School of Engineering and Architecture, University of Miami, Coral Gables, Florida, January 1981.

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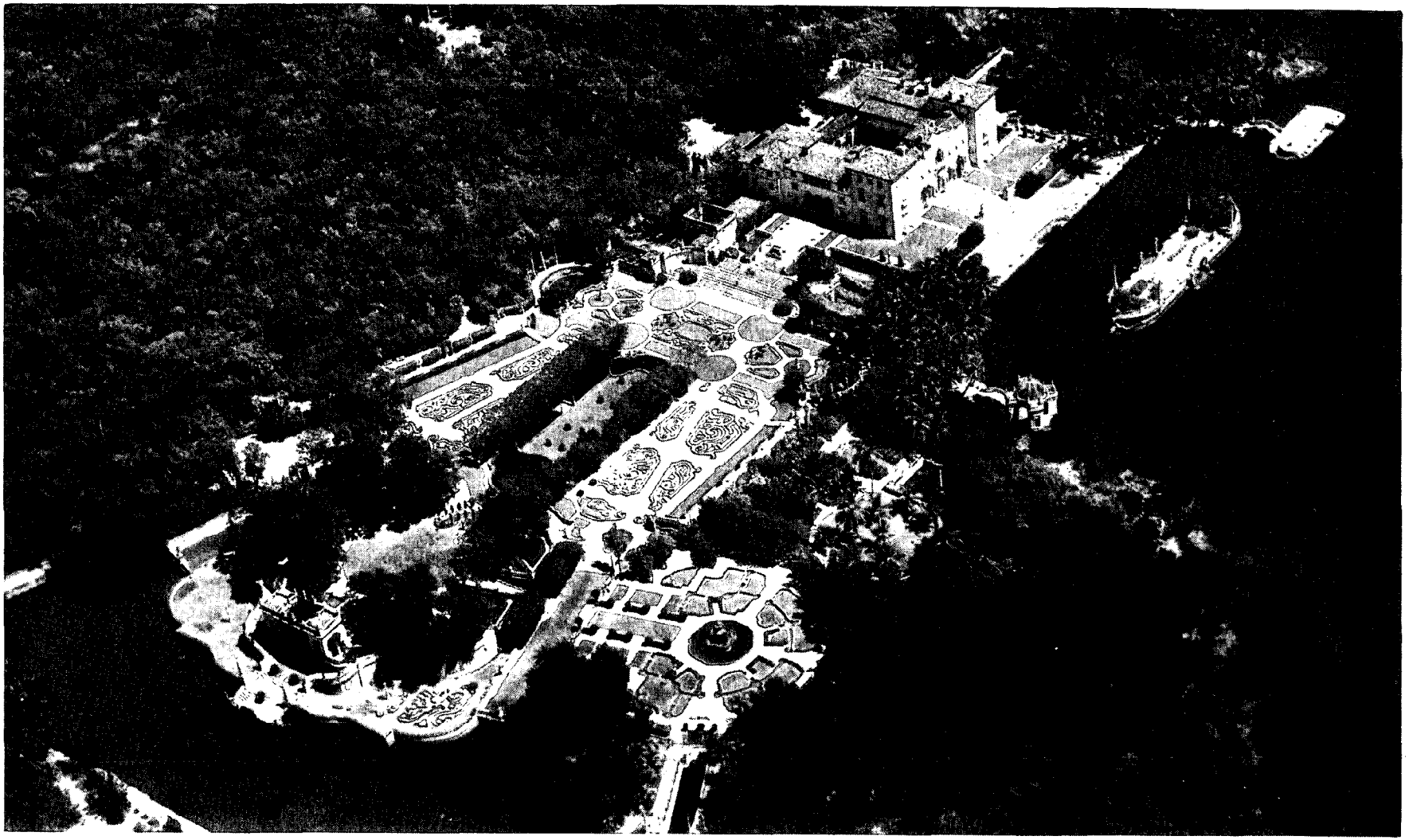


This project was financed by Federal Coastal Zone Management funds administered by the State of Florida Department of Environmental Regulation in partial fulfillment of a contract between the Florida Department of Environmental Regulation and Dade County entitled "An Agreement for Dade County Study: Approaches to the Urban Waterfront".

PREFACE

The purpose of this publication is to report the proceedings of a one-day charrette held for the specific purpose of discussing the planning and design of the urbanized waterfront of Biscayne Bay. Participants included leading local and national planning design professionals. The charrette was held at Vizcaya on December 7, 1979. The day's activities began at 9:00 a.m. with an introduction by Reginald Walters, Planning Director for Dade County, Florida, who provided the general direction and schedule for the day's discussions.

The morning was devoted to the review of planning and design work prepared by Gary Greenan's senior architecture and planning class at the University of Miami. This work was prepared for the purpose of providing background information and a "point of departure" for the afternoon discussion session.

The students began their presentation with an analysis of Biscayne Bay in a slide format followed by a presentation of maps indicating urban systems, physical characteristics of the planning area, and general planning recommendations. The final part of the student presentation consisted of a series of individual projects developed for privately-owned sites, which demonstrated design concepts that were sensitive to their bayfront locations while meeting the intensity permitted by the existing zoning regulations. Discussion of the student work continued through lunch.

The afternoon session was devoted to a discussion of Bay planning by the charrette participants and was chaired by John Steffian, Chairman of the Department of Architecture and Planning of the University of Miami. A major part of this report is devoted to that discussion. The transcript of the charrette was minimally edited to maintain the integrity of the dialogue.

At 5:00 p.m., a wine and cheese party was held in the loggia of Vizcaya. The party provided an opportunity for charrette participants, invited guests, and students to reflect on the day's activities and to examine the student work which was on display. The program ended at 9:00 p.m.

It was generally agreed that because the bayshore is highly desirable real estate, it is best to rely upon market forces which will result in the use of the shoreline for high density development. However, shoreline developments should incorporate ground level physical and visual access to the Bay. The funds generated in property taxes could then be used to improve public access either at existing or new parks. Simple low cost vest pocket parks should be created along the bay shoreline and along canal or river fronts.

At the time of publication of this report, Dade County was in the process of preparing ordinances that reflected many of the suggestions made at the charrette, including adoption of the "Proposed Biscayne Bay Management Plan," creation of a Bay Management Committee and provision for public Bay access.

CHARRETTE PARTICIPANTS

Fred Calder	Coastal Zone Management, Department of Environmental Regulation, Tallahassee, Florida
Bob David	Director, City of Miami Beach Planning Department, Miami Beach, Florida
Dr. Norman Einspruch	Dean, School of Engineering and Architecture, University of Miami, Coral Gables, Florida
Jean Evoy	Biscayne Bay Project, Dade County Planning Department, Miami, Florida
Joseph Flemming	Attorney, Miami, Florida
Gary Greenan	Associate Professor of Architecture and Planning, University of Miami, Coral Gables, Florida
Maureen Harwitz	Izaak Walton League
Tibor Hollo	Developer, Miami, FLorida
Kevin Lynch	Professor of Planning, M.I.T.; Architect, Urban Designer and Planner, Boston, Massachusetts
Harold Malt	Professor of Architecture and Planning, University of Miami, Coral Gables, Florida
Lester Pancoast	Architect, Miami, Florida
Felipe Prestamo	Professor of Architecture and Planning, University of Miami, Coral Gables, Florida
James Reid	Director, City of Miami Planning Department, Miami, Florida
John Ames Steffian	Professor and Chairman, Department of Architecture and Planning, University of Miami, Coral Gables, Florida
Reginald Walters	Director, Dade County Planning Department, Miami, Florida
Kent Watson	Landscape Architect, Bay Conservation and Development Commission, San Francisco, California
Carl Weinhardt	Director, Vizcaya Museum, Miami, Florida

The following students prepared the background material for the charrette.

Mark Bertolami
Antolin Carbonell
Bob Colarusso
Larry Farrenkopf
Sally Gingras
Susan Littlefield
Mike McConnell
Sam Rothman
Annabel Rub
Ricky W. Schenker

(Opening Statement)

REGINALD WALTERS

This is one of the first times that the Planning Department of Dade County has identified with and entered into some meaningful relationship with the University of Miami. This is a project that we believe provides an excellent opportunity for students, in a brief period of time and with limited resources, to become involved and provide an educational experience. The Planning Department staff also has the advantage of seeing what advanced students can bring to a project such as this. Thus, the joint venture is an experiement. So far it has worked extremely well and today you can be the best judge of that.

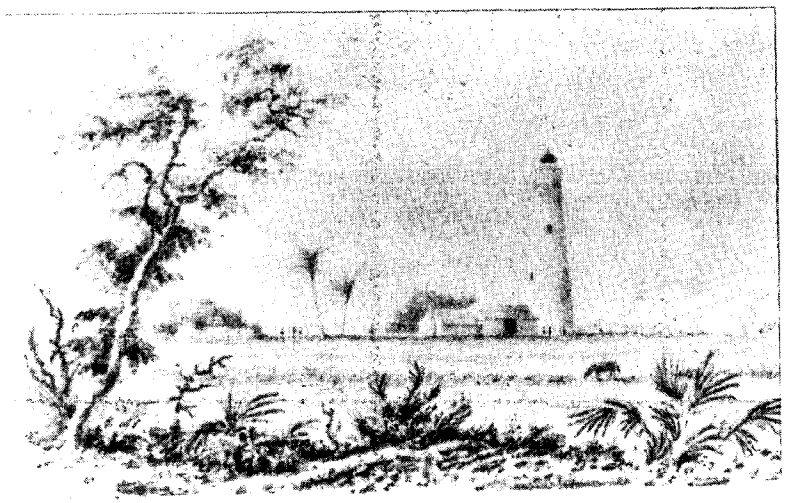
We're delighted that the charrette participants, most of whom are sitting in the front rows, will make their entire day available for this activity. In a few moments the students will come forward and start presenting the work that they have been involved in. This is intended primarily as a sort of pump-priming for us: background to stimulate the participants' thinking process.

We're going to let you enjoy the morning session as you listen and absorb, with an occasional opportunity to ask a few questions, but for the most part the students will be making presentations. This afternoon the charrette participants will be expected to react. We are like a sponge; we're going to absorb this morning and then we're going to be squeezed this afternoon.

This project is a part of a Bay Management Planning Program for which Dade County Planning has been provided funds. We're delighted that we are finally, as a county metropolitan government, working on a study for Biscayne Bay. We call it the Biscayne Bay Management Planning Program. This particular facet that we'll be concentrating on this morning is part of dealing with the urban waterfront, in terms of both its access and development as they would relate to the enhancement of the Bay from all aspects: political, social, and economic.

The ten students involved in this part of the program are mostly fourth- and fifth-year architectural students. There are also several graduate planning students on this team. This was a structured, six-credit hour course. These students represent a very select group. You must appreciate that there was very limited time and resources allocated to them to participate in the much broader program by Dade County. The University received something like $5,000 to cover all expenses, which, by the way, included expenses involved with flying in some of the charrette participants.

The charrette which we are about to participate in is not intended as a critique of the students' work, although I'm sure that the students would welcome a constructive critique of their work as a part of the feedback to them. Rather, its purpose is mainly to stimulate, to cause us to think, so that this afternoon we can share our thoughts, representing many fields, with them. This will be the purpose of this afternoon's session.



(At this time Gary Greenan introduced the students who began the program with the following slide presentation.)

SUSAN LITTLEFIELD
AND RICKY SCHENKER

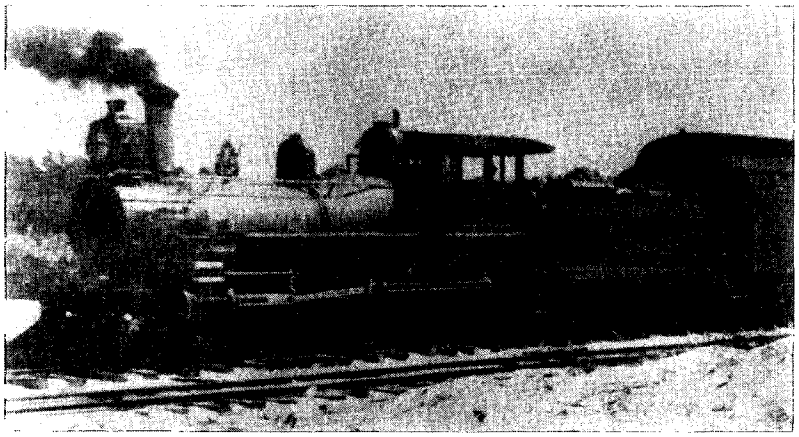
Biscayne Bay is a subtropical, coastal lagoon with an average depth of about six feet. The Bay is a fairly recent geological formation, only 3,000 years old. Modifications have been due to natural causes, primarily hurricanes, and these natural phenomena continue to affect the Bay.

In more recent years, human influence has had pervasive effects on the Bay. Habitation along the Bay shore can be traced back to Indian settlements in 1100 B.C. Between 1500 and the mid-1700's, Europeans came to Miami, but their attempts at settlement were futile. It was not until the early 1800's that American, Bahamian and perhaps Cuban settlers arrived in Miami. When Florida entered the Union in 1821, military bases were established at Fort Dallas and at Fort Bankhead on Key Biscayne. Agricultural, milling, and military activities, including several Seminole wars, resulted in alterations of the natural shoreline--specifically, the clearing of native vegetation.

The late 1800's brought an increase in permanent white settlements, particularly in Coconut Grove and the Miami River area. At the insistence of Julia Tuttle, one of Miami's earliest pioneers, Henry Flagler's railroad was extended to Miami in 1895. This marked the beginning of Miami's urbanization and laid the foundation for massive alterations of north Biscayne Bay's natural environment.

The Florida East Coast Railroad Company began to dredge a substantial network of waterways. The Miami River and a basin just north of it were dredged and a channel to the sea was cut just south of Cape Florida. In 1905 Government Cut was opened through the narrow, southern, natural tip of the Miami Beach peninsula. The dredge material from this project created Fisher Island.

When Flagler arrived, Miami Beach was a 200-foot wide sandpit covered with sea oats and sea grapes. A dense mangrove fringe bordered its western shoreline. The mangrove forests were cut and the marshes and swamps were filled with material dredged from the Bay bottom.



Pilings were driven for bulkhead supports. According to Polly Redford, biographer of Miami Beach:

> "...year by year a uniform, five-foot plateau spread northward along the bayfront. As it rose, the bay bottom fell, and what had been hundreds of acres of turtlegrass flats covered with a foot or two of clear water became a deep turbid pool running parallel to a smoothly bulkheaded shore. In this manner the original landscape was erased as if it had never been, and a more saleable one built in its place." (Carter, pp. 75-76)

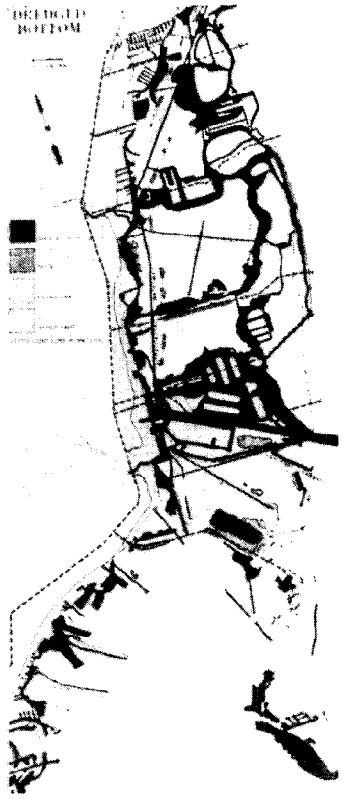
Massive environmental changes did not end with the creation of Miami Beach. In 1918 Star Island was raised out of Biscayne Bay, half a mile long and a quarter of a mile wide. This was the first of many man-made islands created in North Bay between the mainland and the new Miami Beach.

In 1919 the Intracoastal Waterway was dredged and a deep borrow channel was completed along the western Miami Beach shoreline. Numerous spoil islands were created during this effort. Baker's Haul-over Cut was dug in 1923. In 1926 plans emerged for the expansion of the 'Venetian Isles' all the way up the middle of the Bay, but they were never executed. The wooden Collins Avenue bridge was replaced by causeways, beginning with Venetian and McArthur in 1926. The Rickenbacker to Key Biscayne was completed in 1942 and the Broad Causeway in 1951.

Since 1890, over 20% of the natural water area of North Bay has been filled to create almost 30 islands and six causeways. Another 20% has been dredged into waterways, borrow pits, and channels. These alterations were the result of Miami's early priorities, tourism and commerce. Now, the natural environment is seen as one of the area's major and unique features. Preservation and enhancement of that environment has become a high priority at both state and county levels.

Today's urban waterfront, north of the Rickenbacker Causeway, outlines 24 square miles of water. Approximately 200,000 people live along the bayfront. Another 1.5 million live in surrounding Metro Dade County. Add the millions of tourists who visit Miami each year and the result is a tremendous number of potential Bay users.

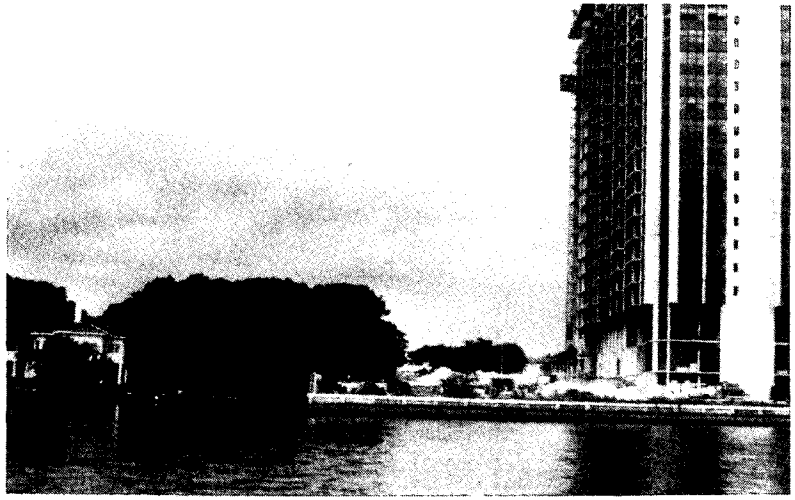
Most of North Bay's 90 linear miles of shoreline is developed residentially with single-family houses, and low- and high-rise apartments. Exceptions include downtown Miami, the Port of Miami, and the Interama area.

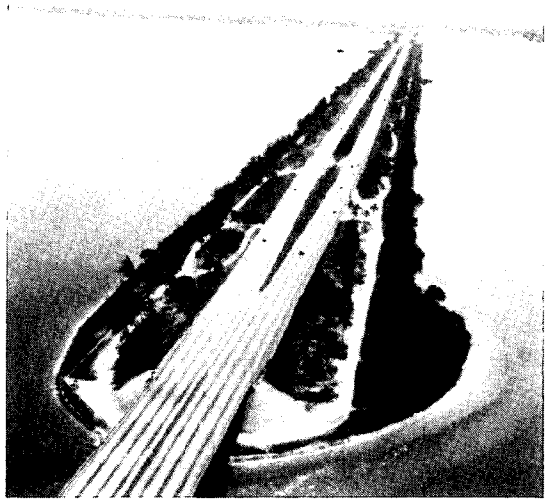


A very limited amount of the Bay shoreline is accessible to the general public. Many streets run straight to the water's edge, but as potential access points, they are not taken advantage of. Guard rails, trash, and limited parking discourage use.

Apartment buildings, both small and large, tend to sit right at the water's edge, with minimal attention paid to shoreline treatment. Rarely is there any attempt to establish a sensitive transition between buildings and Bay. Fenced-in swimming pools, tennis courts, and parking lots typically line the shore. The buildings create a wall between land and water, an impenetrable barrier that eliminates the possibility of access not only from the immediate neighborhood, but from a much larger surrounding area as well.

Present single-family houses generally do not take maximum advantage of their bayside location. Docking facilities are feasible, but a suprisingly large percent of these private facilities are unused. The configuration of single-family neighborhoods can also wall off the Bay, preventing public access to the water, both physically and visually. These finger canals are typical of development during the 50's and 60's but would not be permitted today.

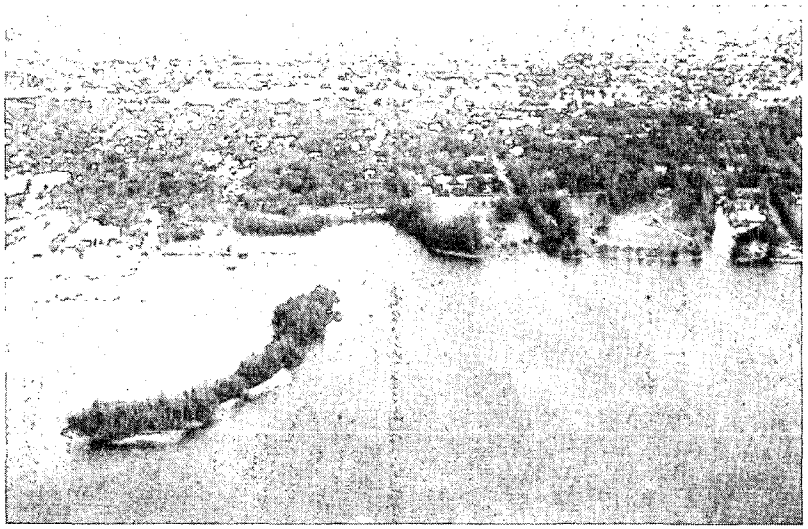




During the past few years there have been significant changes in shoreline development. Single-family areas are being replaced by large condominiums and apartment houses with minimal regard to the resulting changes in scale. Visually this problem is pretty clear. Socially, as it influences individual neighborhoods, it is more subtle. Economically the effect snowballs, forcing local single-family residents out in order to make room for more profitable high-rise development.

There is still some open space along the Bay's shoreline. Causeways, spoil islands, parks, and vacant lots are frequently used by the public (both legally and illegally).

The causeways offer superb views of the Bay and surrounding city skylines. This is one of the most striking characteristics of the area and could be used to much greater advantage. Of the six causeways that cross the Bay, only the Rickenbacker is open for direct public access to the water. Julia Tuttle does have a spectacular view of the Bay, but it is fenced--prohibiting public use. People ignore the fences to fish from the causeway, however. Other causeways provide good visual access to the Bay but little else. Prohibitive signs set a negative tone and physically deny public use.

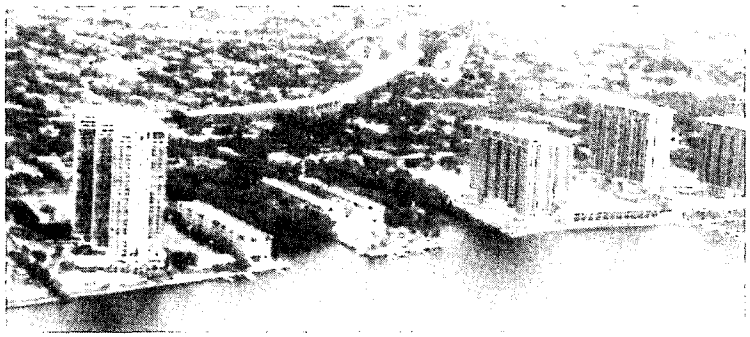


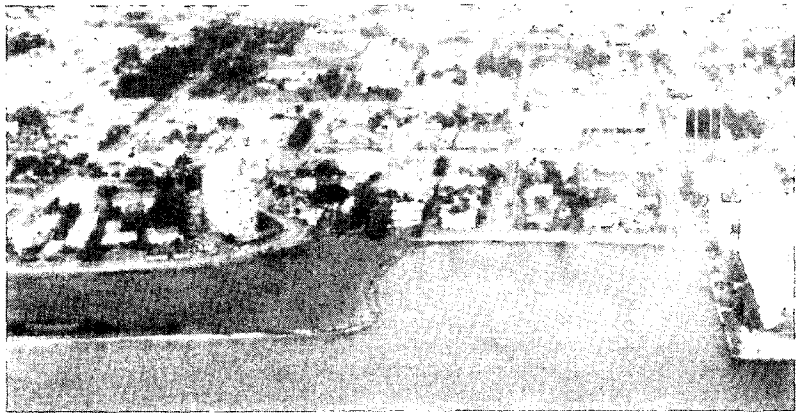
There are 15 bayfront parks between the Rickenbacker Causeway and Haulover, but most of them treat the Bay passively, without providing for direct public use of the water. Some parks include boat launching facilities, but the majority are inward-oriented, concentrating on activities like running, walking, and swimming in pools. In many parks the waterfront is treated as a hazard, with plantings that block the water's edge, dangerous and ineffective riprap and even signs forbidding swimming. Spoil islands directly affiliated with some of the parks are not incorporated into the parks' scope. This is KennedyPark and its associated picnic island less than 1,000 feet offshore. There are many islands along the Intra-coastal Waterway and most are publicly owned. They are opened to picnicking, bird watchers and swimmers, if they can provide their own transportation. Boat rentals or small ferry boats would improve access to these islands, increase bayshore park utilization, and open the Bay to the non-boat-owning public.

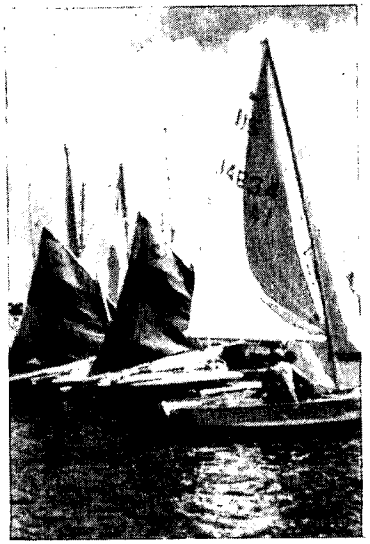
There are environmental problems in the Bay that are closely affiliated with shoreline treatment and these

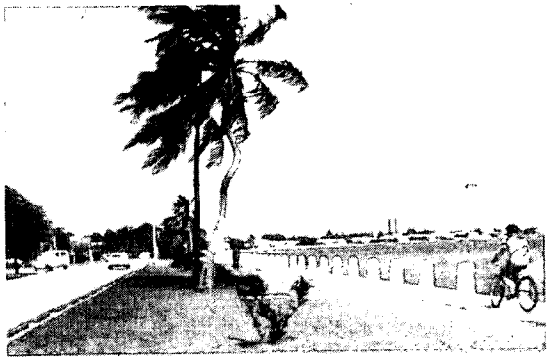
problems also demand attention. The analysis of these problems is not included as part of this student project. However, we have observed some of the problems. Most of the bayshore is vertically bulkheaded, which amplifies wave action and resulting turbidity, preventing the development of healthy grass beds. A lot of the bulkheading is in poor condition and ought to be replaced with riprap. Finger-type canals and small inlets tend to collect unsightly, noxious trash and debris. Storm sewers carrying urban filth often empty directly into the Bay. While the Bay does generally meet minimum water quality standards, all these factors do tend to make the waters unappealing.

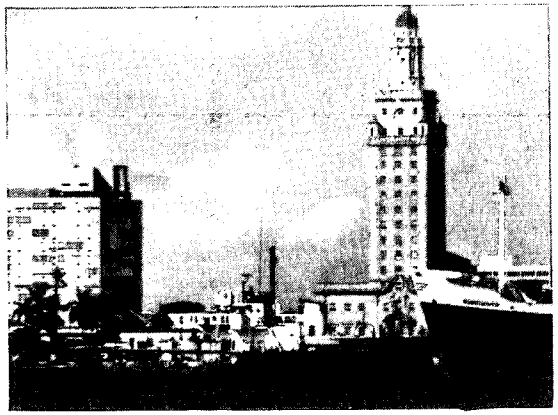
Our project began with a visual analysis of the Bay. We explored by plane, boat, car and on foot, looking and photographing, and pinpointing elements both positive and negative. These pictures give a representation of what we saw starting at the Rickenbacker Causeway and going north around the Bay.





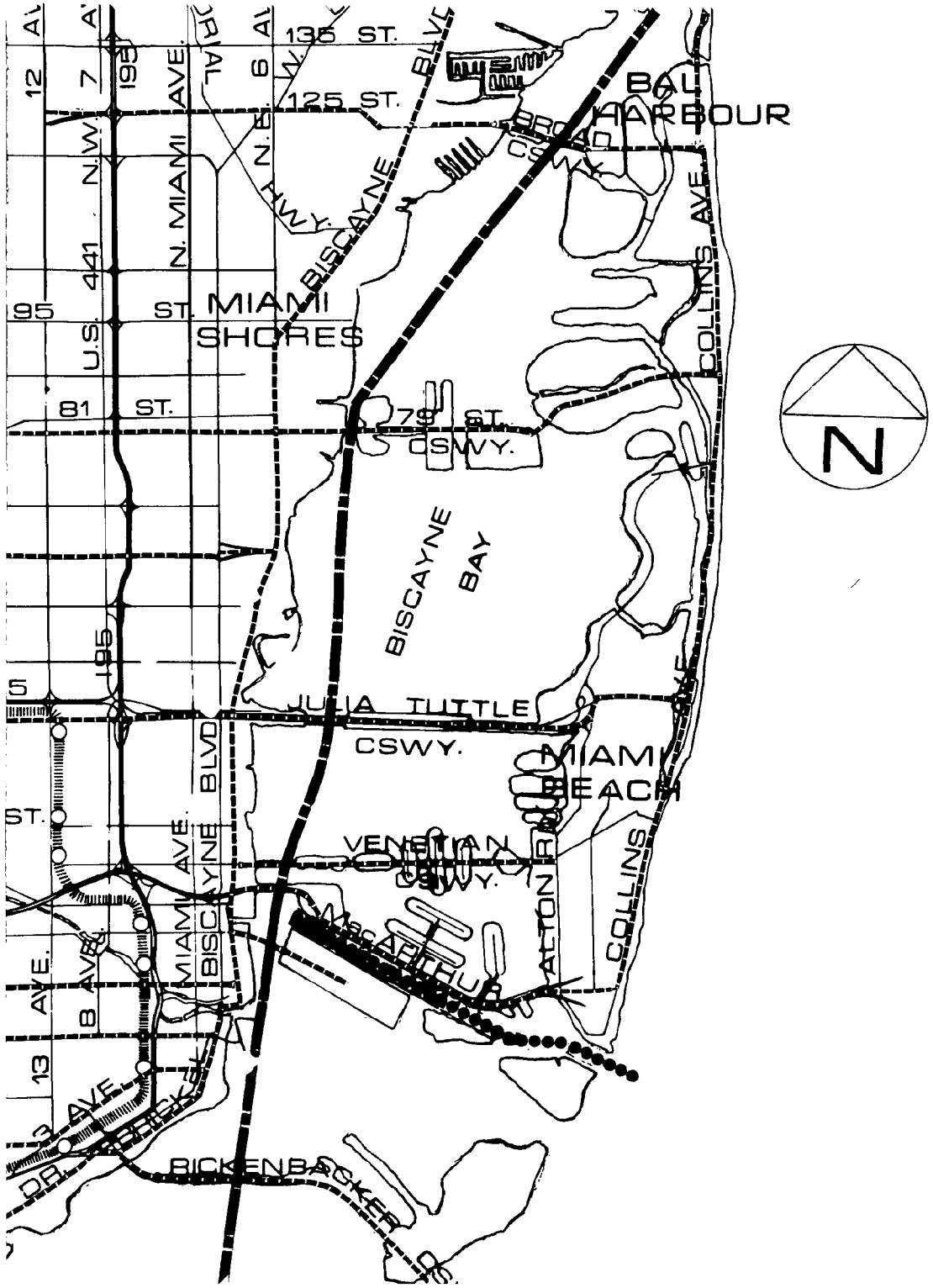






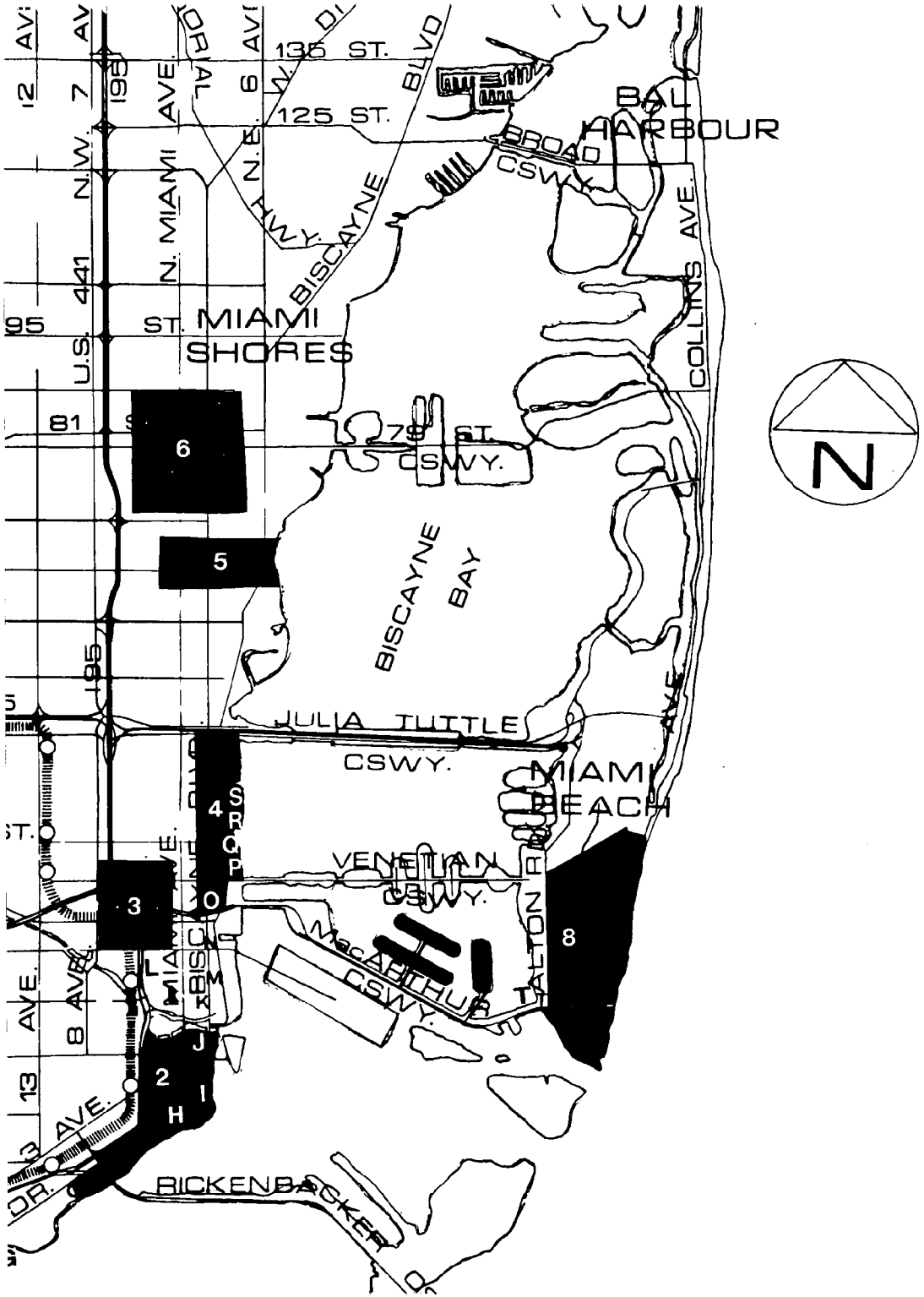
Our goal is to retain and expand upon the positive elements of the Bay: commercial fishing, shipping, and pleasure boating; historic features, passive shoreline activities, and recreational opportunities. Ultimately, we want to make the Bay as accessible as possible to as many different types of people as possible.

(At this time the students began a presentation of maps which included information relative to urban systems, bay planning criteria, and general planning recommendations.)



TRANSPORTATION

- Shipping Channel
- Intracoastal Waterway
- Major Bus Routes
- Metro Rail



HISTORICAL DISTRICTS

1♠ Coconut Grove
Founded in 1880's by Peacock family; one of the earliest settlements in Dade County. Historical Survey completed.

2. Brickell Avenue/Silver Bluff
Turn-of-century upper-class residential district. Historical survey completed.

3. Overtown
Miami's black residential area, much disrupted by expressways and urban renewal. Historical survey planned.

4. Wynwood/Edgewater
1920's fashionable residential district. Now in reduced circumstances. Historical survey completed.

5. Lemon City
1890's farming community; now predominantly Haitian area. Historical survey under way.

6. Little River
Another 1890's farming community. Presently known as Miami's combat zone. Historical survey underway.

7♠ Ojus
1920's rural crossroads, old Dixie Highway. Presently no historical survey planned.

8. South Beach
Dade County's only fully-designated preservation district. Best preserved ex-

amples of inter-Bella Resort Architecture (Art-Deco, streamlined, moderne, etc.).

HISTORICAL

Bayfront Historical Sites

A▲ 3747 Main Highway
El Jardin/Carrollton School *

B▲ 3595 Main Highway
Pagoda at Ransom Everglades School *

C▲ 3429 Devon Raod
First School House and Plymouth Church *

D▲ 3465 Main Highway
The Barnacle *

E▲ 2985 South Bayshore Drive
Coconut Grove Women's Club *

F▲ 3500 Pan American Drive
Seaplane Terminal/City Hall *

G. 3251 S. Miami Avenue
Vizcaya *

H. 1500 Brickell Avenue
Petit Douy

I. 190 S.E. 12th Terrace
Dr. Jackson's Office
(Dade Heritage Trust Office) *

J. 624 Brickell Avenue
Watson/Preston Residence

K. 174 East Flagler Street
Olympia Theater/Gusman Hall

L. 75 West Flagler Street
Dade County Courthouse

M. 118 N.E. 2nd Street
Gesu Church *

N. 600 Biscayne Boulevard
News/Freedom Tower

O. 1300 Biscayne Boulevard
Sears Tower

P. 464 N.E. 16th Street
Trinity Episcopal Cathedral

Q. 1737 North Bayshore Drive
Miami Women's Club *

R. 1852 North Bayshore Drive

S. 717 N.E. 27th Avenue

T. MacArthur Causeway/West Avenue
Vizcaya Hotel

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*National Register of Historic Places

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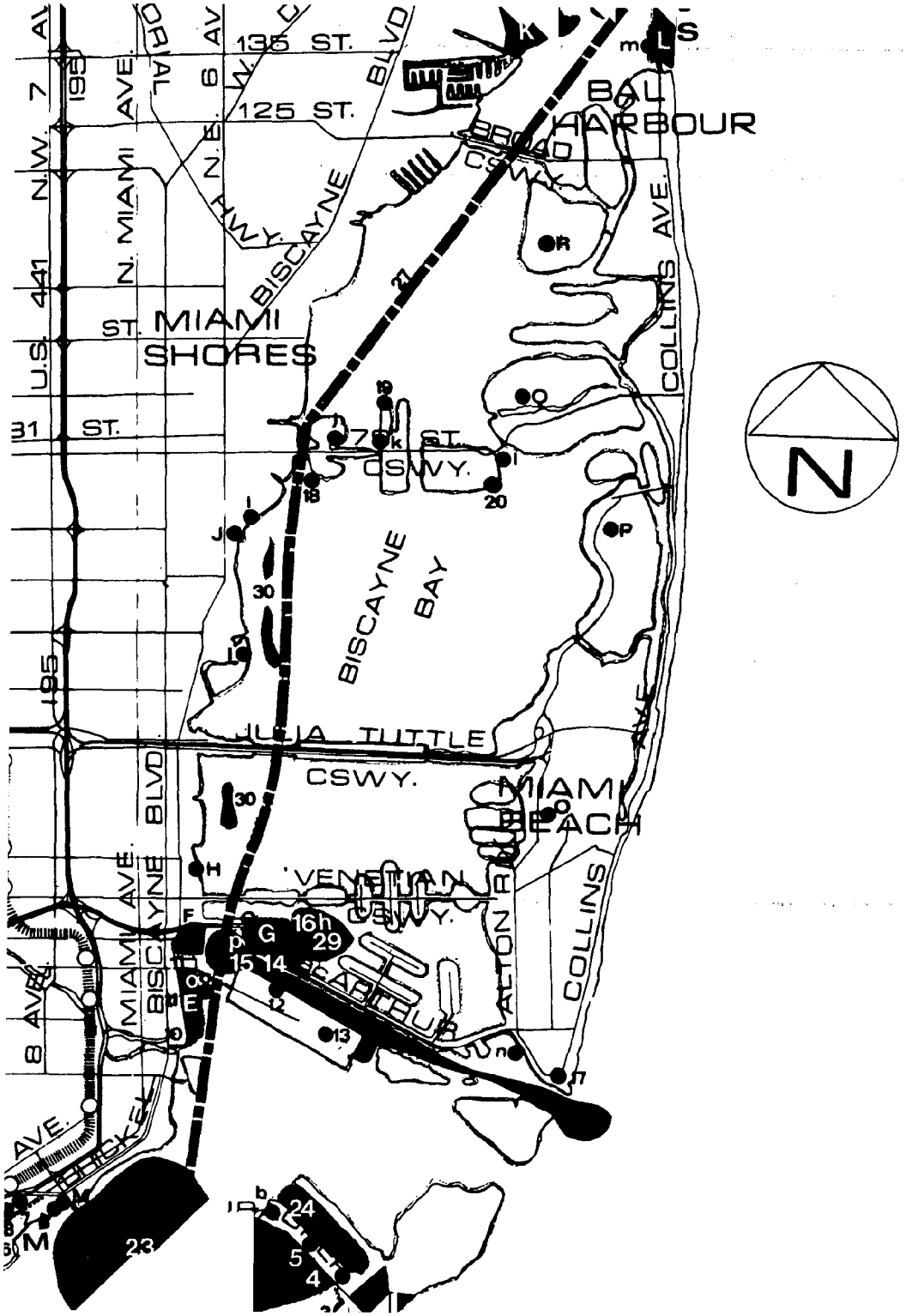

ACTIVITY ANALYSIS

Public Parks

- A♠ Bill Baggs State Park
- B♠ Crandon Park
- C♠ Peacock Park
- D♠ David Kennedy Park
- E. Bayfront Park
- F. Bicentennial Park
- G. Watson Island
- H. Margaret Pace Park
- I. Morningside Park
- J. Legion Park
- K. Interama Park
- L. Haulover Beach Park
- M. Alice C. Wainwright Park

Golf Courses

- N♠ Key Biscayne
- O. Bayshore
- P. La Gorce (Private)
- Q. Normandy Shores
- R. Indian Creek (Private)
- S. Haulover Beach

Marinas and Yacht Clubs

- a♠ Crandon Park
- b. New Marina
- c♠ Coconut Grove Sailing Club
- d♠ Dinner Key
- e♠ Biscayne Bay Y.C.
- f♠ Coral Reef Y.C.
- g♠ Key Biscayne Y.C.
- h♠ Miami Y.C.
- i. Marina Y.C.
- j. Pelican Harbor Y.C.
- k. Bayshore Y.C.
- l. Treasure Island
- m. Haulover
- n. South Beach Marina (under construction)

o. Miamarina
p. Marina

Points of Interest

1▲ Crandon Park Zoo
2. University of Miami Marine Laboratory
3. Miami Seaquarium
4. Planet Ocean
5. Marine Stadium
6. Vizcaya
7. Museum of Science and Planetarium
8. Historical Museum of Southern Florida
9▲ Dinner Key Auditorium
10. Site of Noguchi land sculpture
11. Municipal Auditorium
12. Cruise Ship Docking and Terminal
13. Port of Miami
14. Heliport
15. Chalk's Amphibious Airline
16. Japanese Garden
17. Miami Beach Kennel Club--Dog Racing
18. Artificial Reef (under construction)
19. Boardwalk--limited public access
20. Boardwalk--limited public access
21▲ Florida International University

Activities

22 South Bay area is one of the major sailing areas in the world
23. Rickenbacker Causeway--tow kiting, hobie cat beach, swimming, sailing, hanging out
24. High-speed boat racing
25▲ Vita course
26▲ Bike path
27. Intracoastal Waterway
28. Main Channel--cruise ship docking and turnaround, Chalk's landing and take-off area, heliport
29. Pram sailing
30. Picnic islands--spoil islands with boat access only

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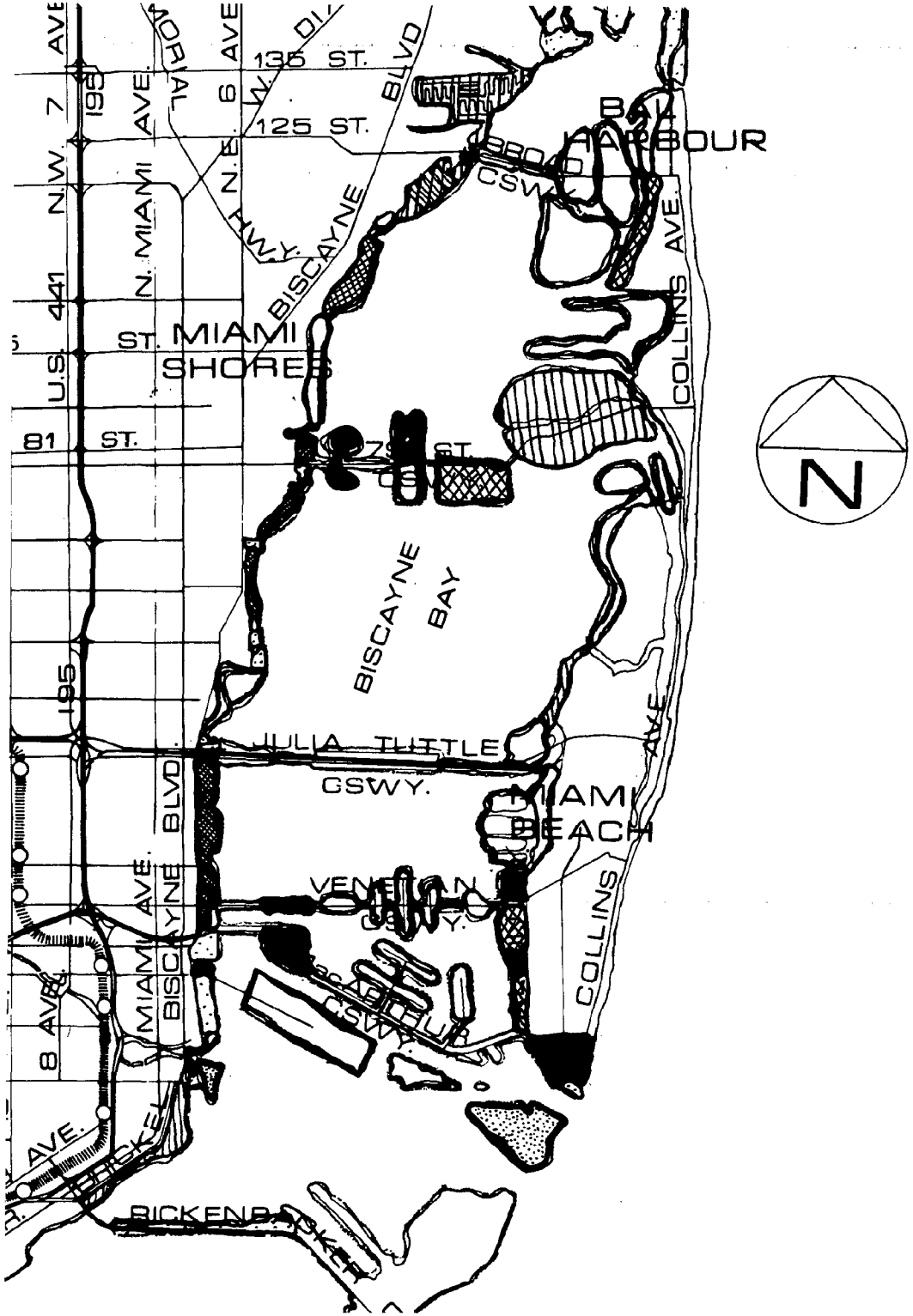
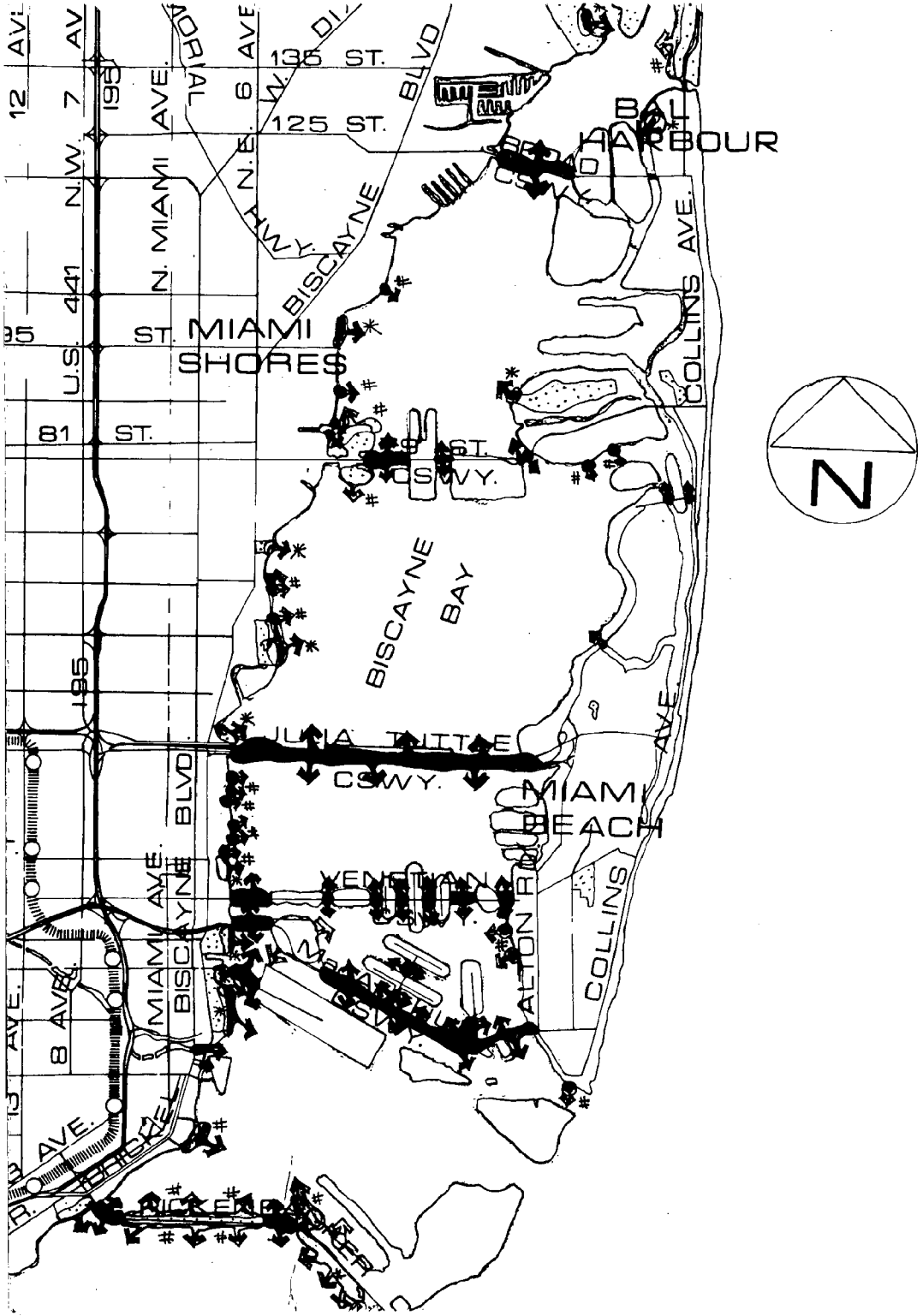


DEVELOPMENT STAGING

- Change now
- Change in five years
- Change in ten years
- Change in twenty years
- No change
- Committed property
- Public land



VISUAL ANALYSIS

- Vehicular access only
- Pedestrian access only
- Vehicular and pedestrian access
- Street ending directly on Bay
- Publicly owned land

IMAGE ANALYSIS

PATHS

A. I-95. Major north/south traffic route for Dade County. No views of Biscayne Bay.

B. Bayshore Drive/Brickell Avenue/Biscayne Boulevard. Major north/south unlimited access route. Roughly follows contour of Bay. Very limited visual access to Bay.

C. Alton Drive/Collins Avenue. Major north/south traffic route on Miami Beach. Very limited visual access to Bay.

D. Major causeways: Rickenbacker, MacArthur, Julia Tuttle, 79th Street. Provide best visual access--striking views of Bay and surrounding cities. High speed travel combined with tempting views makes dangerous traffic situation.

E. Minor causeways: Venetian, Broad. Toll roads. Less traffic, slower speed travel.

F. Intracoastal Waterway: Main north/south water route from New Jersey to Miami. Opportunity for mass transit use.

EDGES

G. Shoreline provides major edge along mainland, barrier islands, and man-made islands within the Bay.

H. Brickell Avenue and Biscayne Boulevard. Provide minor edge as traditional differentiation line between bayshore development and rest of city.

I. Indian Creek divides bayshore and oceanfront development on Miami Beach.

J. Causeways define smaller scale areas within the Bay. Causeway entrances mark boundaries on land.

DISTRICTS

K. Downtown Miami. Bounded by Biscayne Bay, the Miami River, I-95, and I-395.

L. Collins Avenue. World famous hotels and beaches.

M. South Beach. Neighborhood with heavy concentration of elderly residents.

N. Brickell Avenue. High-rise development directly on bayfront. Expensive condominiums and office space stretching from Rickenbacker to Miami River.

O. Omni Area. East of Biscayne Blvd., between Venetian and Julia Tuttle Causeways. Concentration of older homes.

P. Miami Shores. Early residential development. Cohesive neighborhood.

Q. Indian Creek. Very expensive single-family development on private island.

R. Condominium Row. Heavy concentration of high-rise development on Miami Beach bayshore (between MacArthur and Venetian).

S. Bay Islands. Man-made islands developed during 1920's.

NODES (JUNCTIONS)

T. Rickenbacker Causeway/U.S.1/ Bayshore Drive/Brickell Avenue.

U. Brickell Avenue/Biscayne Blvd./I-95. Major intersection for downtown Miami.

V. Julia Tuttle Causeway/Alton Drive/Arthur Godfrey Road. Major entrance to Miami Beach from airport.

NODES (CONCENTRATIONS)

1. Rickenbacker Causeway. Major access area for recreational use of Bay.

2. Downtown Bayfront Park system. Bayfront, Bicentennial, and possible future link--FEC property.

3. Port of Miami. Commercial, government, and cruise shipping.

4. Watson Island. Recreation center. Yacht Club. Japanese garden. Chalk's Seaplane Base. View of cruise ships, turning basin.

5. Omni. Shopping/hotel complex. Small commercial development extending to north.

6▲ Interama. State owned. Large, undeveloped tract. Site of F.I.U.

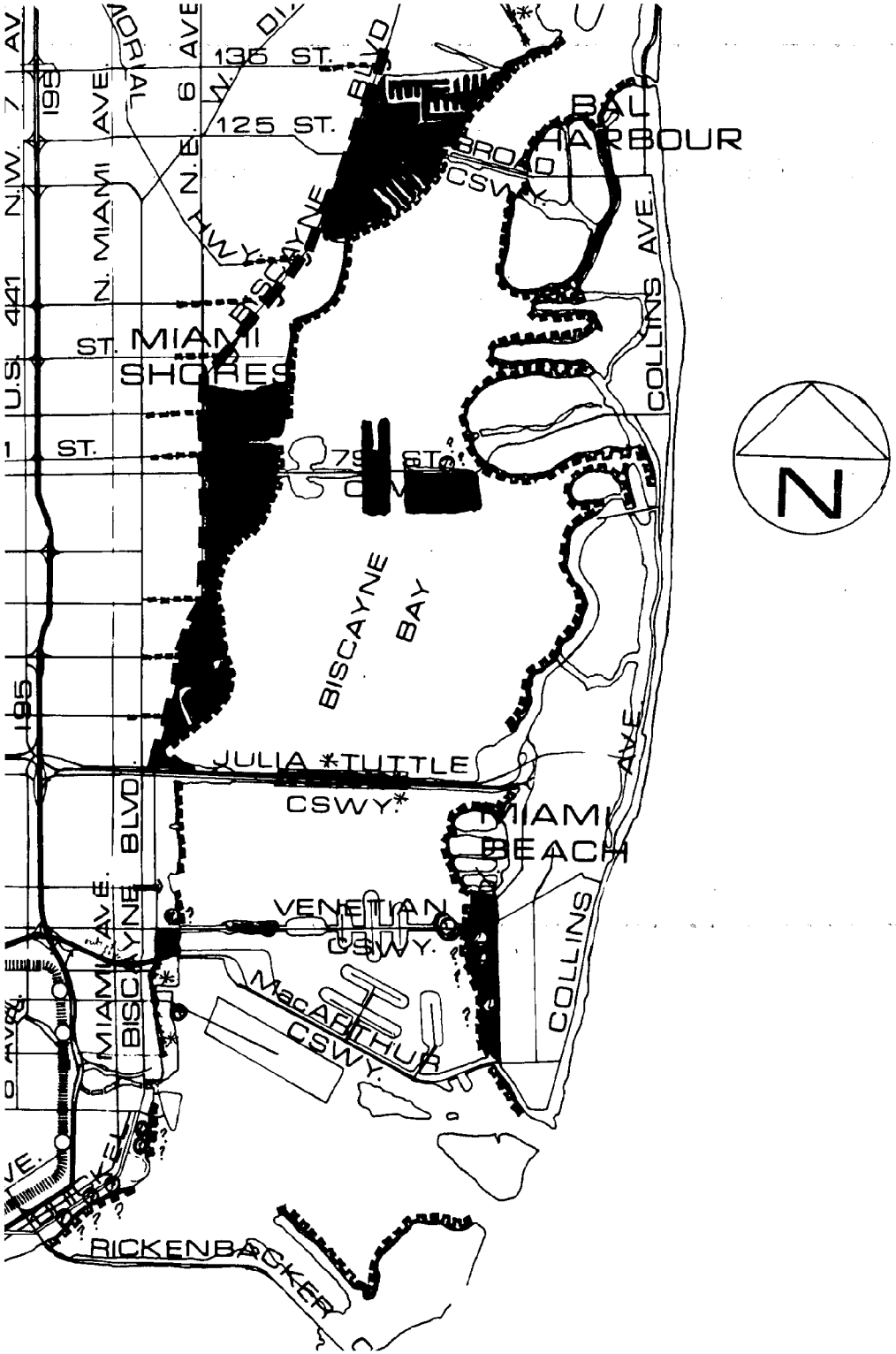
7▲ Haulover Beach. Heavily used oceanfront park. Bayfront picnic area. Small boat access to ocean.

8. Bal Harbour. Expensive shops attracting visitors from South Florida region and Latin America.

9. Miami Beach Convention Center. Business, government, and entertainment center.

10. Lincoln Road Mall. Early pedestrian shopping mall.

Not shown on map▲



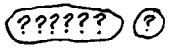
PROBLEM DEFINITION

Disconnected, hidden waterfront. Large portions of the bayfront have been developed with single-family residences or high-rise condominiums effectively blocking all public visual and physical access.

Isolation. Bayfront Park in downtown Miami is isolated from the office buildings by the width of Biscayne Blvd. The Park has thus become a high crime area, little used by the public. Bicentennial is designed so that no one can see into it and is an area of even higher crime rate. The land surrounding I-195 on the Julia Tuttle Causeway is presently fenced off, preventing public access to potential recreation land. There are no vehicular exits on the Causeway. Interama has great potential as a large, undeveloped tract of public land. It is presently difficult to find with only one road leading in or out.

* * *

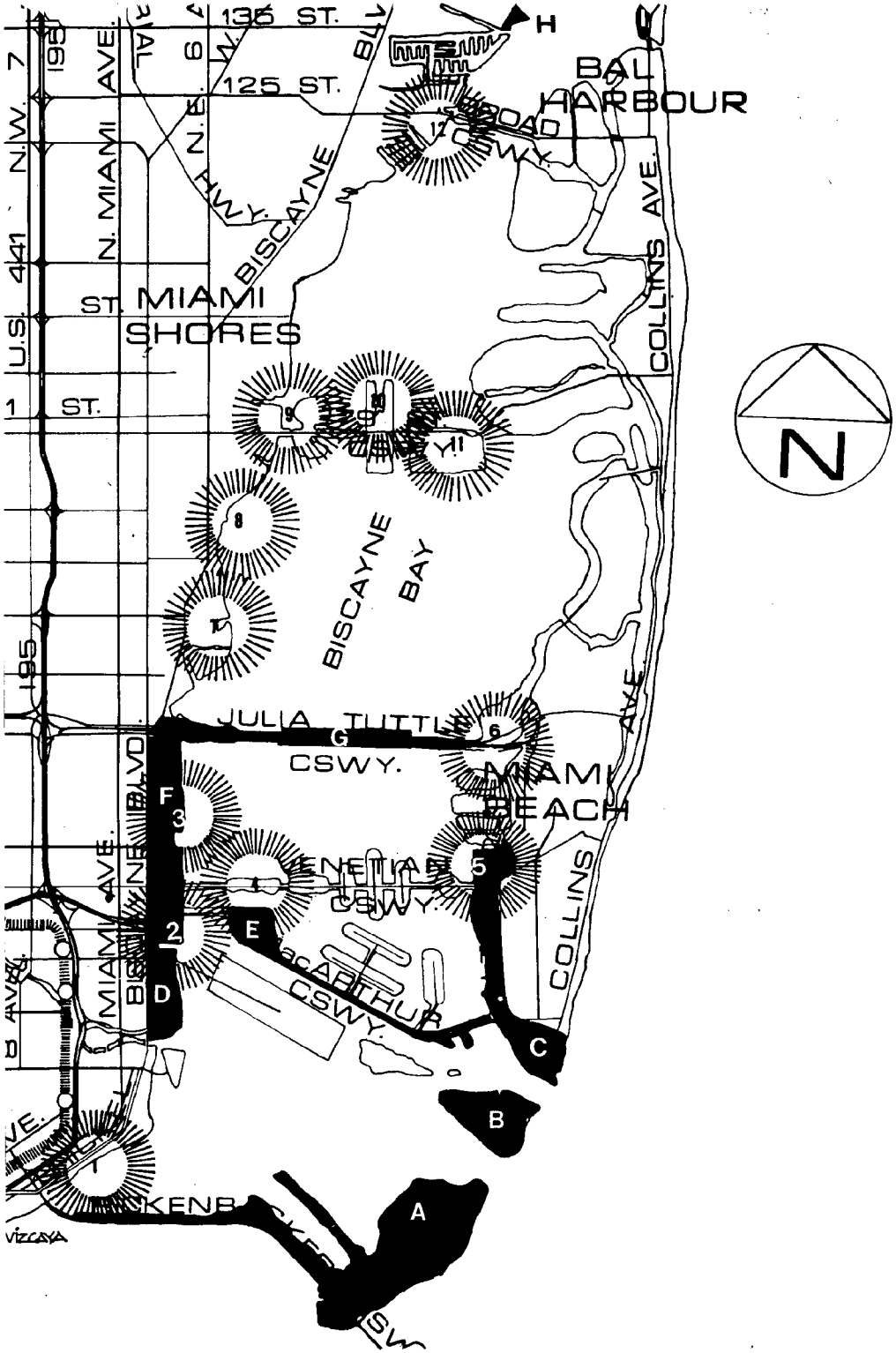
Lack of Relation. There are several areas where structures at the Bay's edge have little or no relation to the water. High-rise condominiums often obscure the water's edge even from residents by building recreational facilities directly on the bulkhead. Waterfront office buildings use the shoreline for parking lots. There are other areas of inappropriate use, such as the Miami Herald Building and the commercial use on 79th St. Causeway, which includes gas stations, radio stations, and tennis courts.



Characterless Path. Biscayne Boulevard north of downtown is the major offender. It begins as an important, tree-lined boulevard but quickly fades into simply a busy street. There is absolutely no indication that the Bay lies a short distance to the east, and there are few elements giving scale to the distance one has traveled in a north or south direction.

Incomplete, Broken Path. None of the major east/west streets in the Miami grid system, with the exception of those leading to causeways, penetrates to the east of Biscayne Blvd. These terminal intersections are not given any special importance. Small streets leading down to the Bay are often difficult to find.

Characterless Area. Large portions of the single-family and high-rise developments have few distinguishing characteristics. Many other areas are distinguishable only by the fact that they are exclusive, high-income neighborhoods.



TARGET SITES

1. Brickell--Several colonial mansions surrounded by natural vegetation. Site is bordered to the east by Biscayne Bay, and to the north and south by typical condo high-rises. These high-rise developments do not provide the best possible use of the bayfront. Site is threatened to be developed in a similar manner wiping out the mansions and thick natural vegetation.

2. Bicentennial Park--Undeveloped land area next to Bicentennial Park. More local commercial and residential activity needed.

3. Omni Site--Potential bayfront redevelopment area; several dead-end streets to water's edge. An established local vernacular architecture. More pedestrian and visual access to the water needed.

4. Venetian Causeway--Future residential development.

5. Turchin--Site of old marina (marina not in use). Potential redevelopment area.

6. Mount Sinai Hospital--Site is a strip of land between Julia Tuttle Causeway and water's edge. No pedestrian or vehicular access. Potential linear park.

7. Morningside Park--Existing park with boat ramp. Landscaping and chain link fence block access to water's edge. Poor relation to Bay.

8. Legion Park--Limited access from nearby streets. Boat ramp area.

9. 79th Street Causeway--Recreational island. Pelican Harbor Yacht Club, boat launching area, and an artificial reef under development.

10. Harbor Island--Potential redevelopment area.

11. Treasure Island--Potential redevelopment area.

12. Broad Causeway--Site next to the Causeway, potential park area.

GENERAL COMMENTS AND RECOMMENDATIONS

A. Virginia Key--Location of several marine research and recreational facilities. Potential mangrove preserve and bird sanctuary.

B. Fisher Island--Under private commitment.

C. South Beach Redevelopment Project--New Marina under construction; on the bayside existing multi-story structures form a wall along water's edge; public and visual access to Bay waters nonexistent in this area.

D. Bayfront Park Area--Ball Point Project, a residential, commercial and office complex development. Continuation of Miami River walk, Noguchi land sculpture project, marina with waterfront restaurant, space needed for public events, park little used, riprap needs to be repaired.

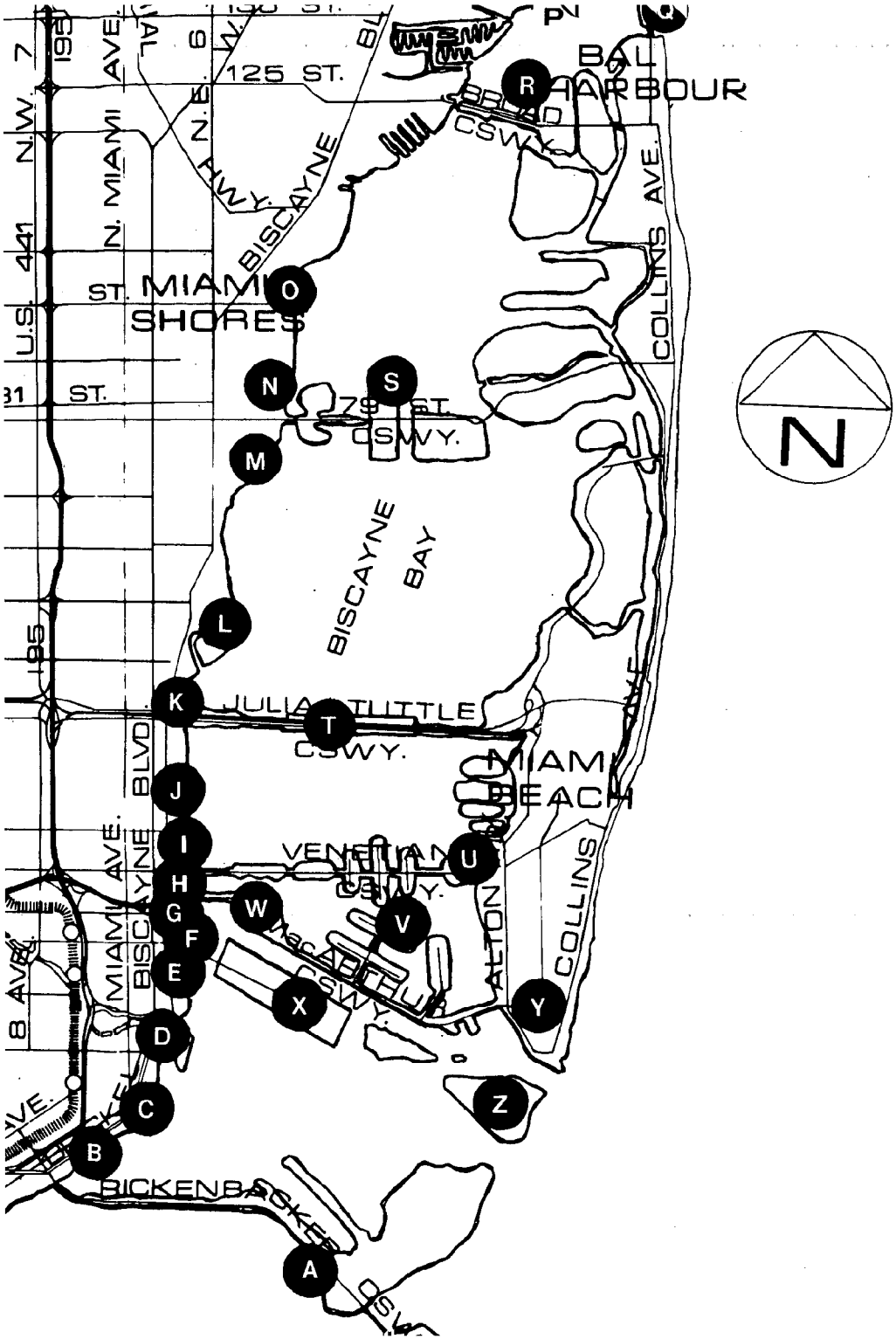
E. Watson Island--Slated for public recreational use. Located across from the Port of Miami and Bicentennial Park. Views of the City of Miami and cruise ship turnaround, dockage area. Landing area and terminal of Chalk's Charter Airboats, helicopter rentals, old Goodyear blimp base and a Japanese garden.

F. Residential area with a commercial strip along Biscayne Blvd. Location of Omni, a retail/hotel complex, Margaret Pace Park, which is little used and does not relate to the Bay. Area is experiencing haphazard growth at this time. Area is recognized as a target site for redevelopment.

G. Julia Tuttle Causeway has been approved for public access along the water's edge. This would make Julia Tuttle similar to Rickenbacker Causeway which has vehicle access to the water all along the causeway. Rickenbacker is a favorite for fishing, swimming, small boat launching, tow kiting and for hanging out.

H. Interama--Mangrove preserve area as well as location of Florida International University North Campus. Possibility of a park on the state-owned portion. Interama is a large open site surrounded by urban development. Keeping the area as a mangrove preserve would be a welcome relief to the urban fabric. Area would have a "get away" appeal.

I. Haulover Park is a unique place as it borders both the Atlantic Ocean and the upper portion of Biscayne Bay. On the ocean side is a public beach. On the Bay side is a parking lot to the water's edge. Park has little or no orientation to the Bay.



GENERAL RECOMMENDATIONS

A. Rickenbacker Causeway--Improve traffic situation (on/off access, overuse) and bicycle access. Virginia Key--Plans for camping area and mangrove preserve.

B. Brickell Avenue--Target Area--Site with potential for development.

C. Bayfront between Rickenbacker and Miami River--Bayside parking lots have potential for pedestrian and/or bicycle systems, waterfront pavilions, and fishing piers. Parking garages are poor use of bayfront land. Where South Bayshore Drive meets the water, good potential for walkways, boardwalks, and fishing.

D. Brickell Memorial Park Area--Improve access to park visually and physically. Claughton Island development plans include mention of perimeter walkway and marina. Brickell Point committed for development. Shoreline should be incorporated into riverwalk. Miami River--Riverwalk to be rebuilt. Will need link to Ball Point and downtown parks blocked by Dupont Plaza.

E. Downtown Waterfront--Ball Point development plans include setbacks with public access space. (Could mark the beginning of a pedestrian

system along the Bay.) Bayfront Park--should be developed as an activity node. Improve visual and physical access. Create strong link with downtown. Biscayne Boulevard acts as major boundary. Footbridge or raised crosswalks needed to improve pedestrian access. Miamarina--Strengthen link to Bayfront Park and Biscayne Blvd. Alternatives needed to parking on bayfront.

F. FEC Site--Target Area--Potential for development.

G. Bicentennial Park--Improve access (especially from north) and visibility. Strong potential for link with new town project. (Should have clear visual link, imagability.) Good site for waterborne transportation stop.

H. MacArthur Causeway to Omni--area along Biscayne Blvd. underdeveloped and in holding pattern. Strong potential for redevelopment.

I. Pace Park--Improve visibility. Needs shade and reduction in scale. Local redevelopment will increase activity.

J. Omni Site--Target Area--Potential for redevelopment.

K. Three small parks at Julia Tuttle Causeway--Improve access, create a pedestrian bridge to Julia Tuttle. Good fishing site.

L. Morningside Park--Needs articulation from Biscayne Boulevard. Open up to Bay. Re-landscape edge. Bay rentals would tie in picnic islands.

M. Legion Park--Improve access from Biscayne Boulevard. New graphics for waterfront parks would enhance visibility and accessibility. Fishing pier, gazebo appropriate features for elderly uses. Small ferry to picnic islands.

N. Small canal north of 79th Street--Good example of open space with right-of-way left open on canal. Potential for development of public walkway, bicycle path and fishing facilities.

O. Linear Park--Provides good access to Bay with limited space, serves neighborhood well. Form should be used more often.

P. Interama--Potential for development as regional park utilizing panoramic views of Bay.

Q. Haulover Park--Needs more active treatment of Bayside. Good site for small boat rentals. Needs alternatives to parking on bayfront.

R. Broad Causeway--Access to open space needs improvement. Better parking for fishing pier needed. Gas and trash stations not appropriate on Bay.

S. 79th Street Causeway--Target Site--Potential for redevelopment. First island is publicly oriented with houseboats, yacht club, and artificial reef under construction.

T. Julia Tuttle Causeway--Should be accessible for water-oriented activites, sailing, fishing, swimming. Southeast corner strip has potential as a linear park.

U. Turchin Marina--Target Area--Potential for redevelopment.

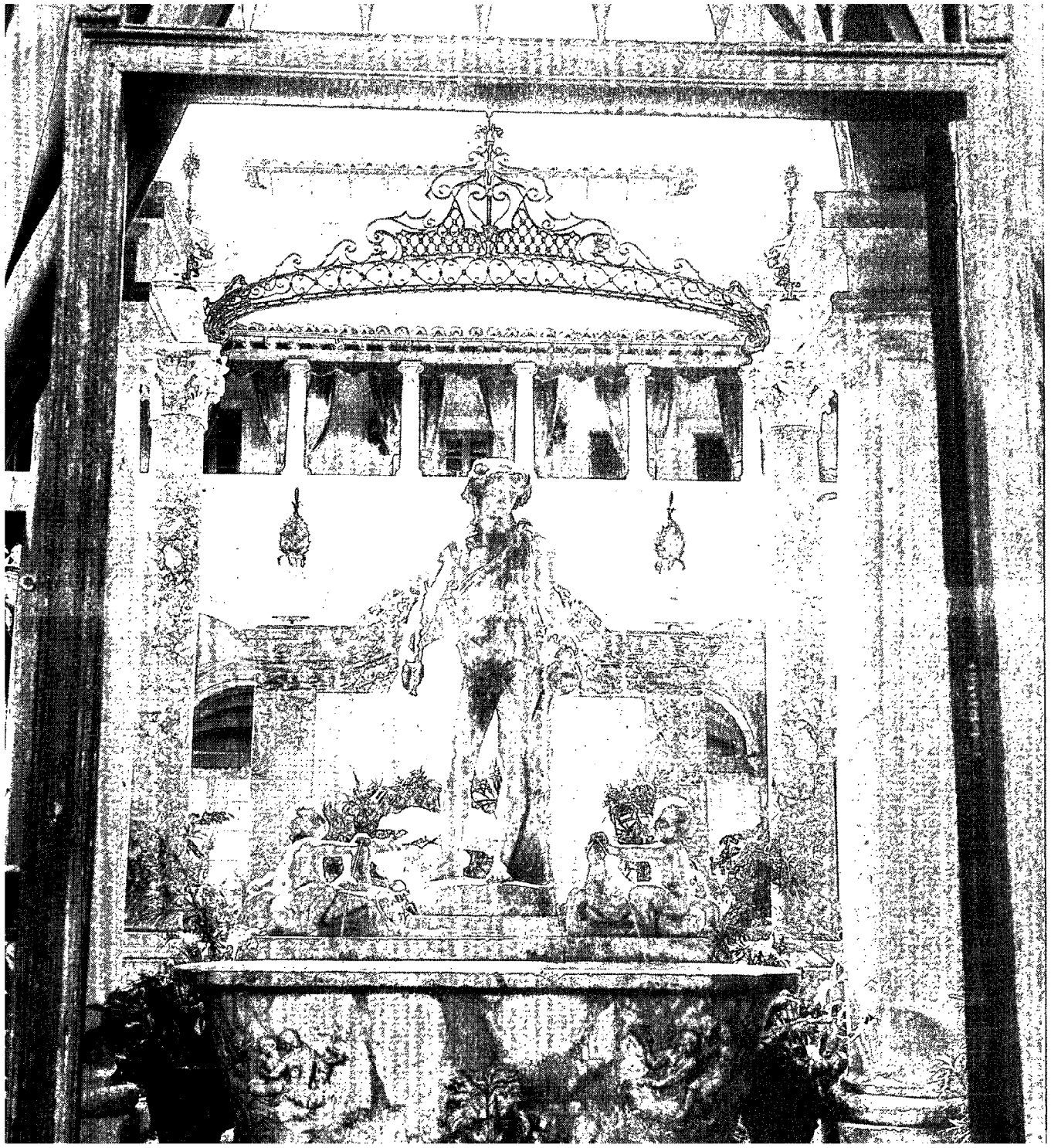
V. Basin between Venetian and MacArthur Causeways--Venetian Causeway--Target Area potential for redevelopment. Basin--Ideal for small boats, sailing. Islands have strong character, 1920's residential development. Potential for surrounding pedestrian/bicycle paths around the basin. Condominium strip along Miami Beach--Out of scale; should relate more to Bay and incorporate Biscaya Hotel. Potential for development of small parks on empty lots. MacArthur Causeway--Provides good views.

W. Watson Island--Great potential for active public access to waterfront. Strong, vital character, with Chalk's Airline and Port of Miami nearby. Should emphasize visual link to Port and downtown.

X. Port of Miami--Exciting area with strong architectural form and sensitivity to bayfront. Should be maximized as vital part of city with responsive surrounding development.

Y. South Beach--Controversial area with historic buildings and elderly neighborhoods. New City Commission likely to oppose proposed Venetian-style development.

Z. Fisher Island--Committed for residential development. Plans include dedication of public beach. Should preserve existing Gar Wood house.

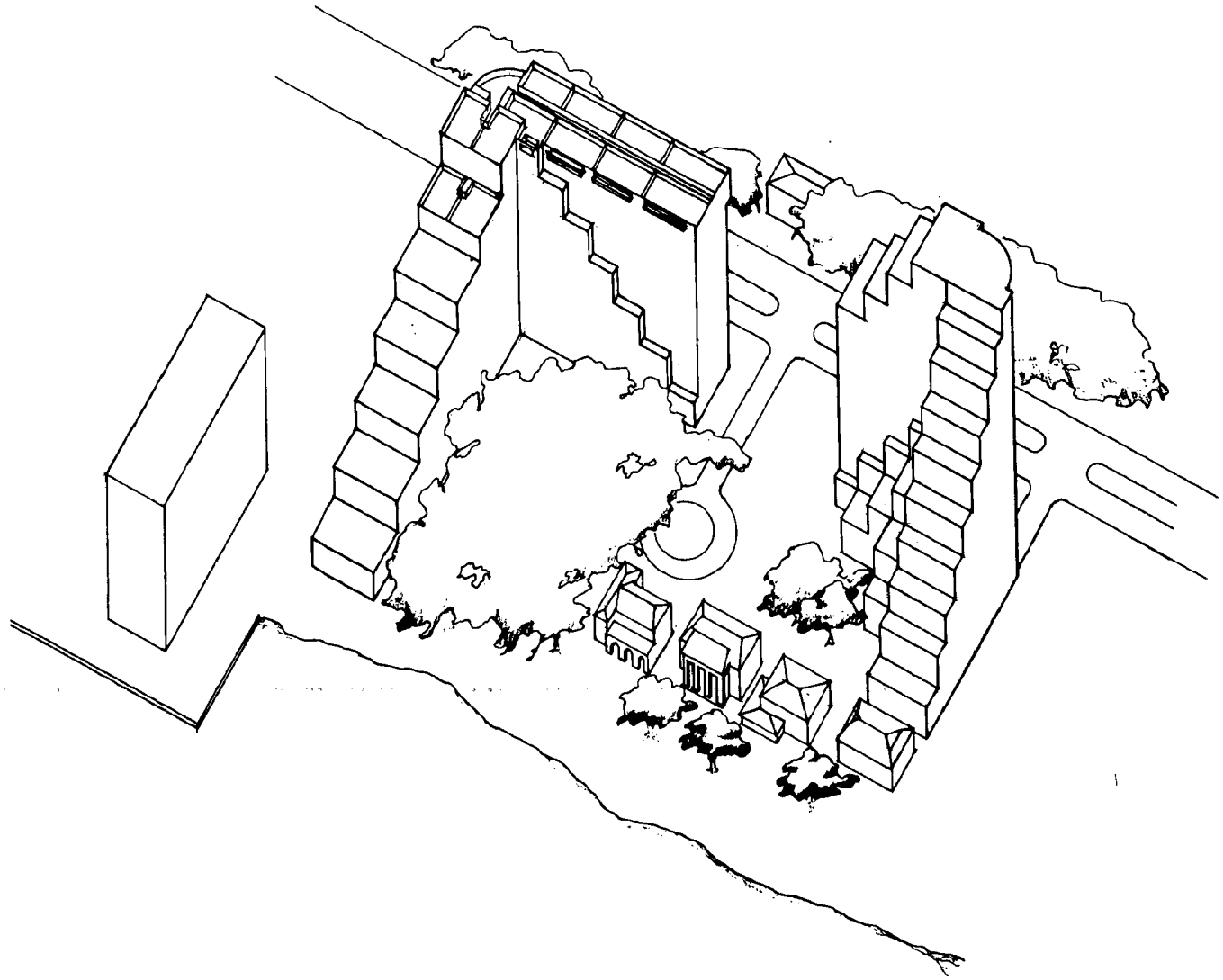


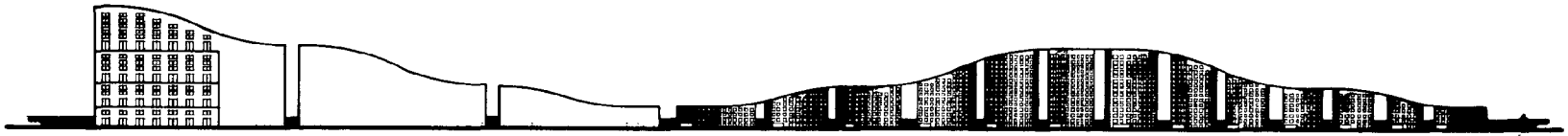
Student Projects

SALLY GINGRAS

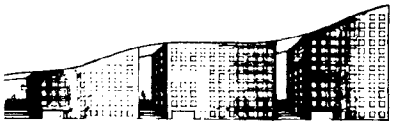
Design Description

The site is located on the Bay in the Brickell area. The permitted site density is met by this solution while preserving and respecting the existing historical structures with a "step down" approach to the Bay. The smaller historical structures at the Bay's edge could be used as club houses or for other functions that would provide a viable use.





NORTH ELEVATION

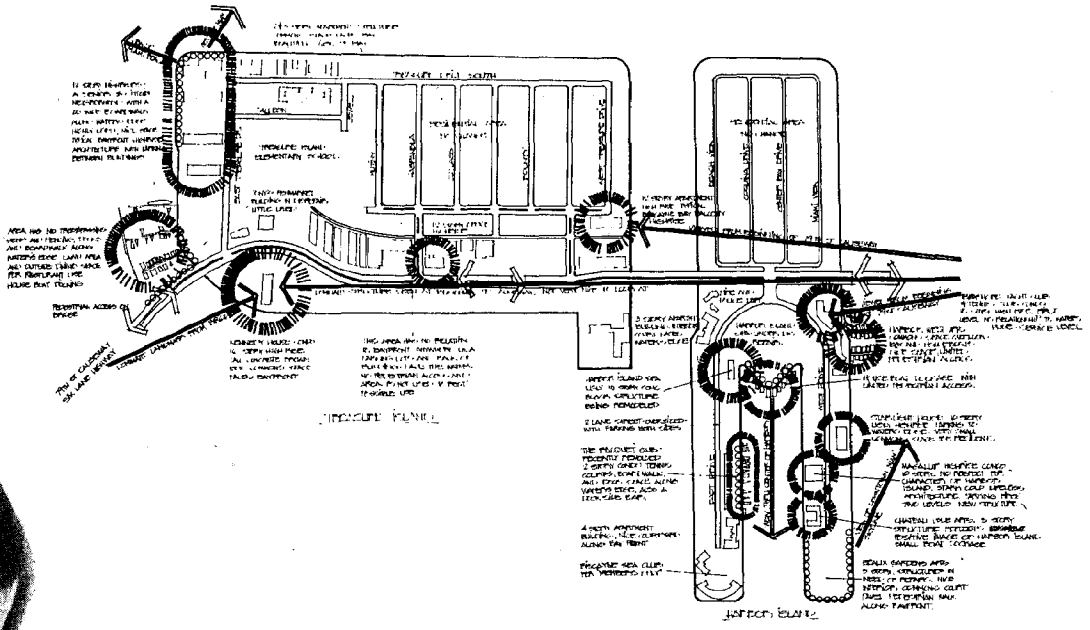


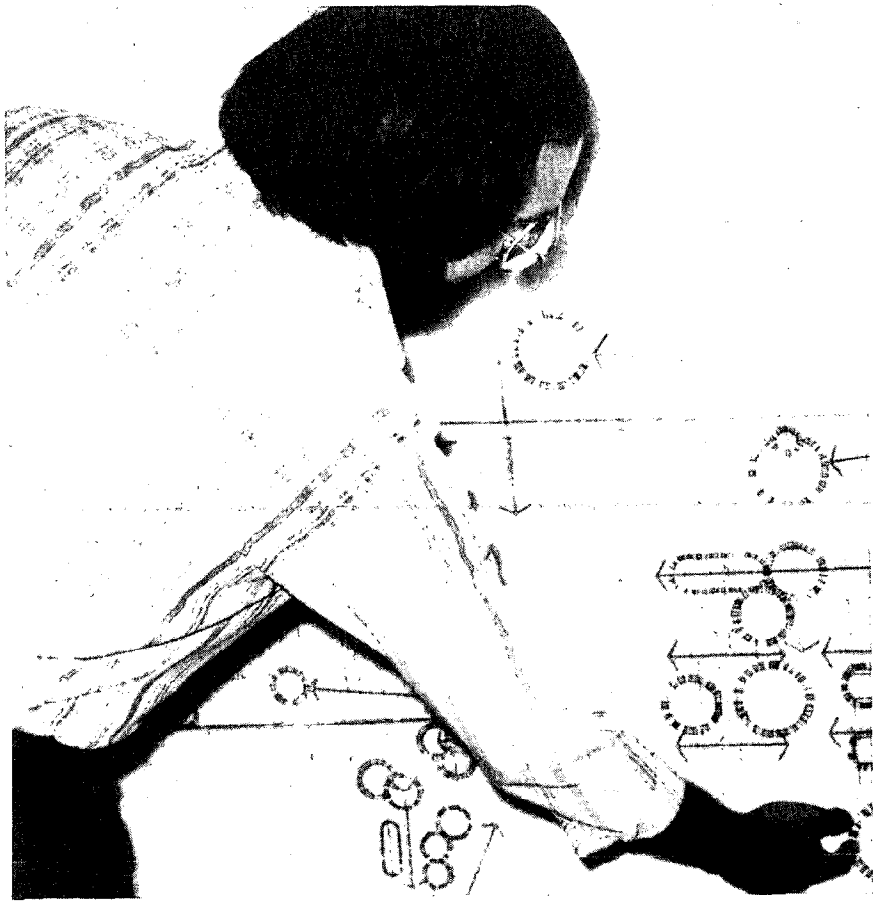
PERSPECTIVE

ANABELLE RUB

Design Description

The site is located on Venetian Causeway. This project incorporates a series of bay vistas which are created for the passing motorist by using architectural form to provide a "framing" of different views of the Bay. Also, the linear quality of the structure responds to the quality of the causeway.

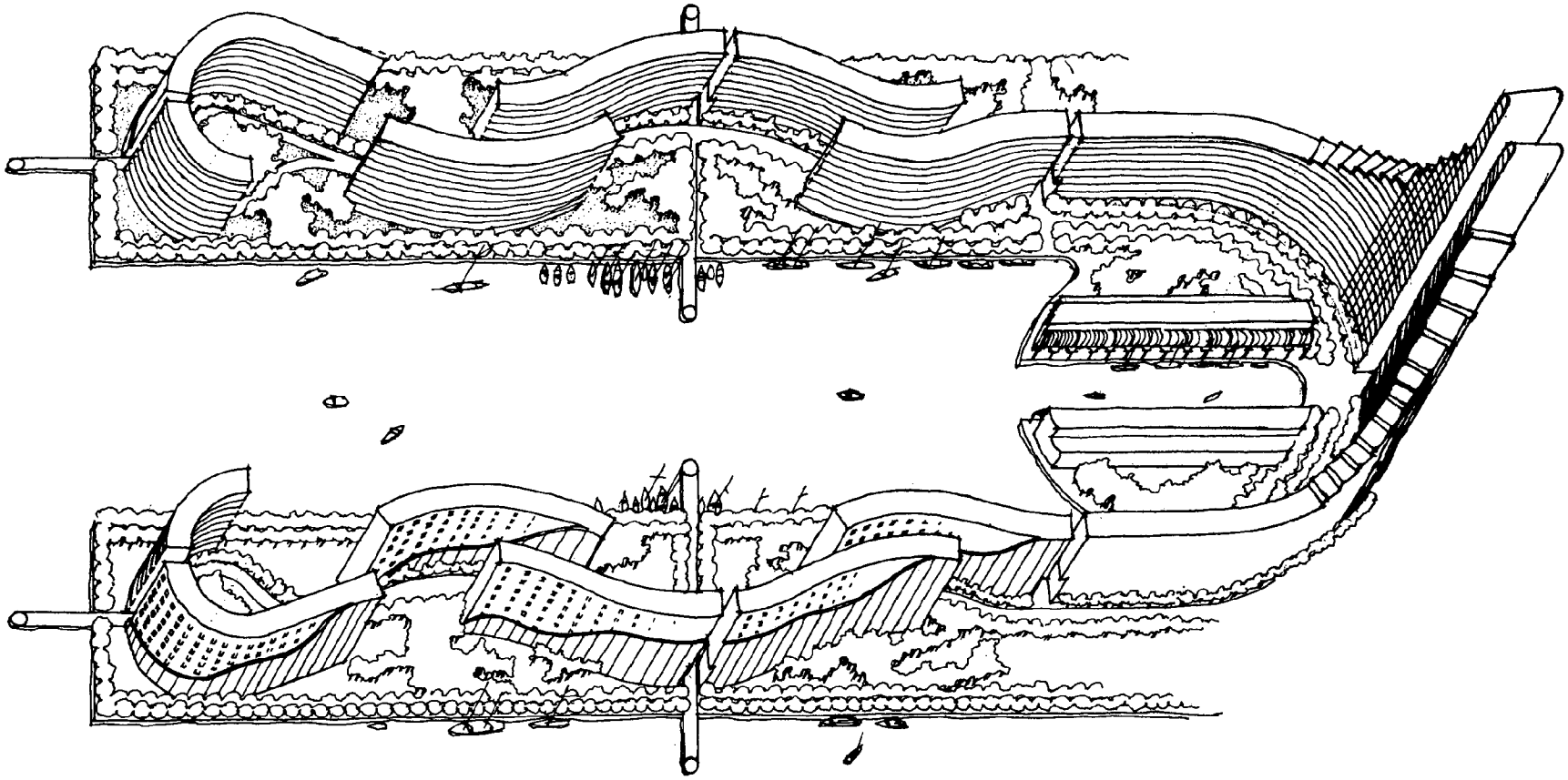




MIKE McCONNELL

Design Description

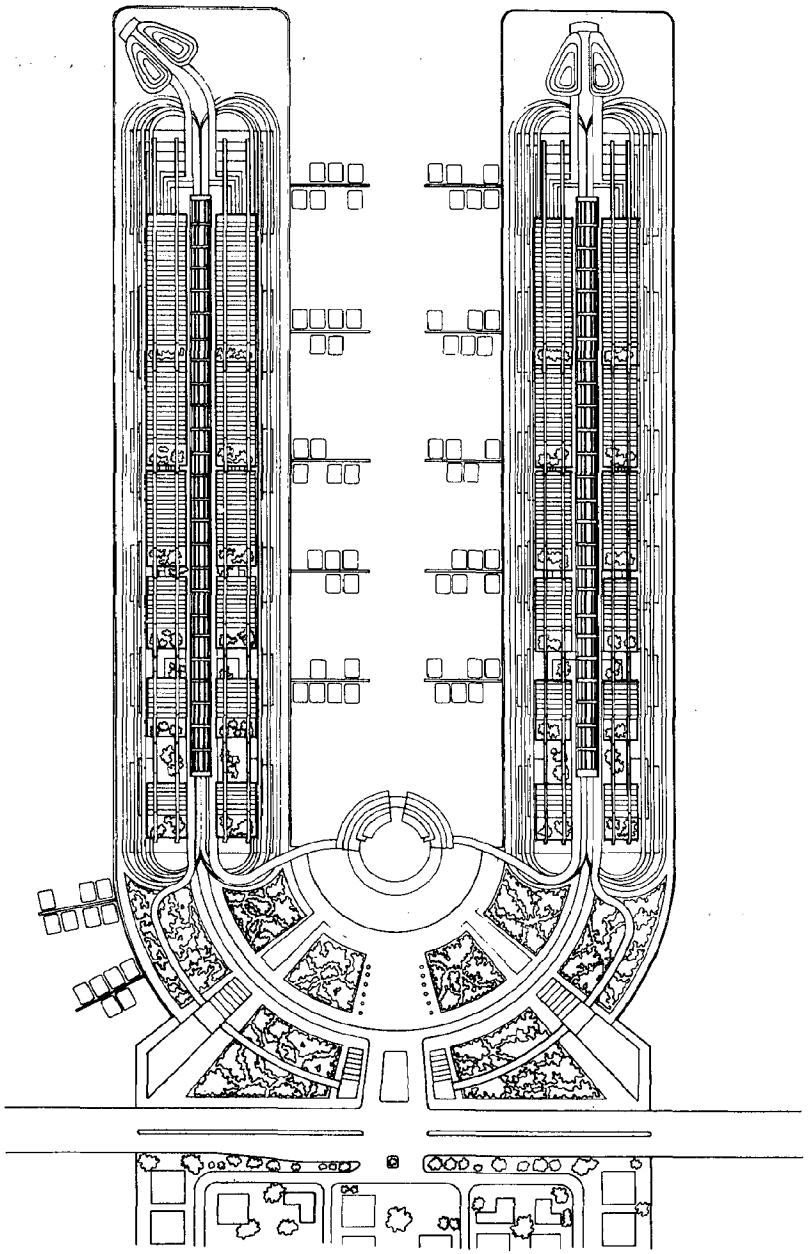
The site is located on 79th Street Causeway. This project demonstrates a mixed use approach with residential, commercial and office uses. The project provides a gateway to Miami Beach and would be a focal point in the Bay. The dominant shape of the island is reflected in the design solution.

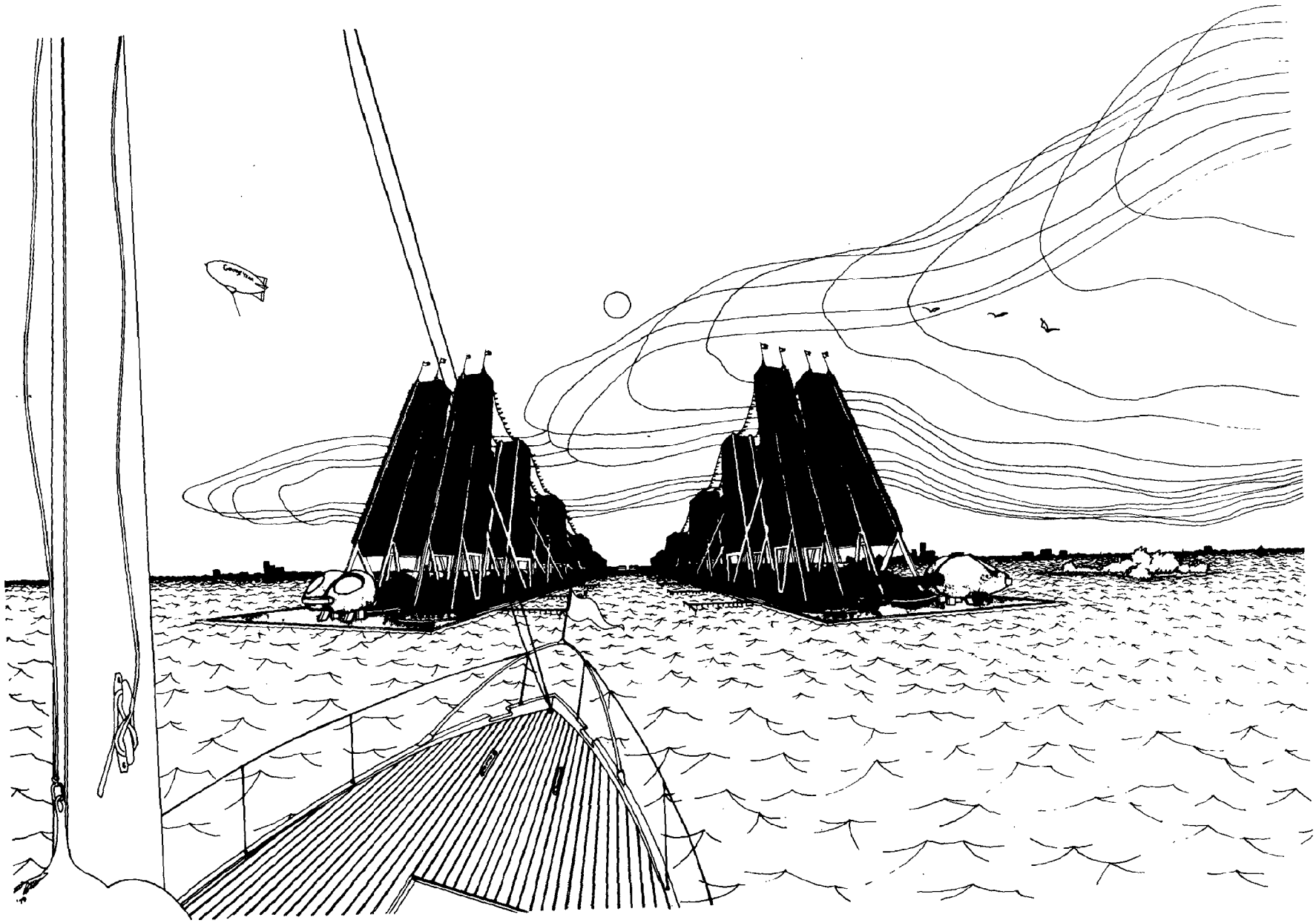


SAM ROTHMAN

Design Description

The site is located on 79th Street Causeway. This project represents a high-intensity, mixed use development. The title of the project is "Syndrian" Harbor, meaning to expose to the sun (Anglo-Saxon) and is the key theme of this design. Each unit is designed to receive sunlight and cross ventilation; the building form also responds to the prevailing southeast breezes. Public access to the Bay is provided at the ground level.





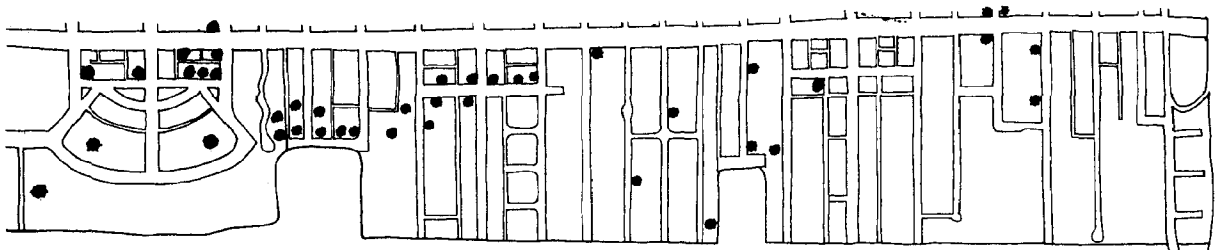
MASTER PLAN

The site is the Edgewater area bounded by Biscayne Boulevard to the west, the 36th Street Causeway to the north, the Bay to the east and the Omni International complex to the south.

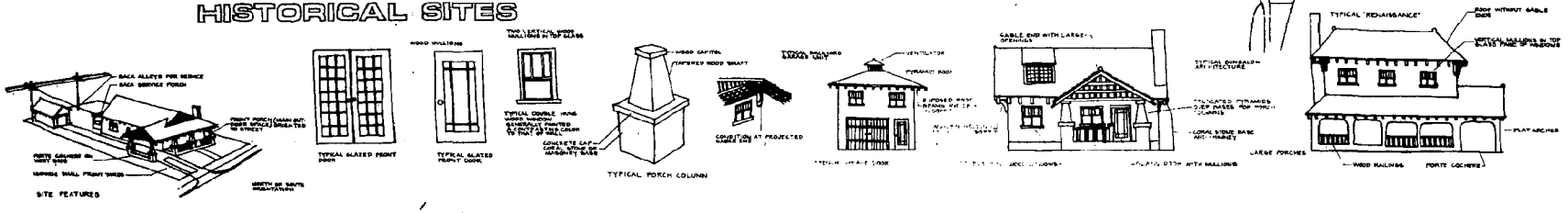
This area is the stretch of bayfront with the greatest potential for redevelopment. Over the last twenty years there has been a steady increase in the population density in the area, as many of the original homes were carved up into tenements or were removed to make way for high-rise, luxury apartment buildings.

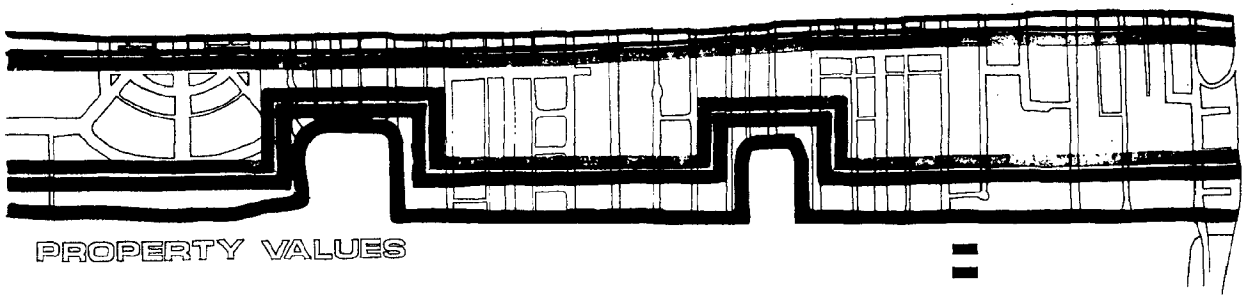
Presently the area includes an extreme variation in the population mix from high income to very low income.

As redevelopment takes place, it is important to try to correct some of the physical defects in the neighborhood structure such as inadequate access to the bayfront and an inadequate north/south axis through the neighborhood. It is also very important to try to preserve, wherever possible, the scale of at least some of the historical structures that made this a very livable neighborhood. The following master plan incorporates the concept of Bay access, north/south axis and preservation of historical structures.

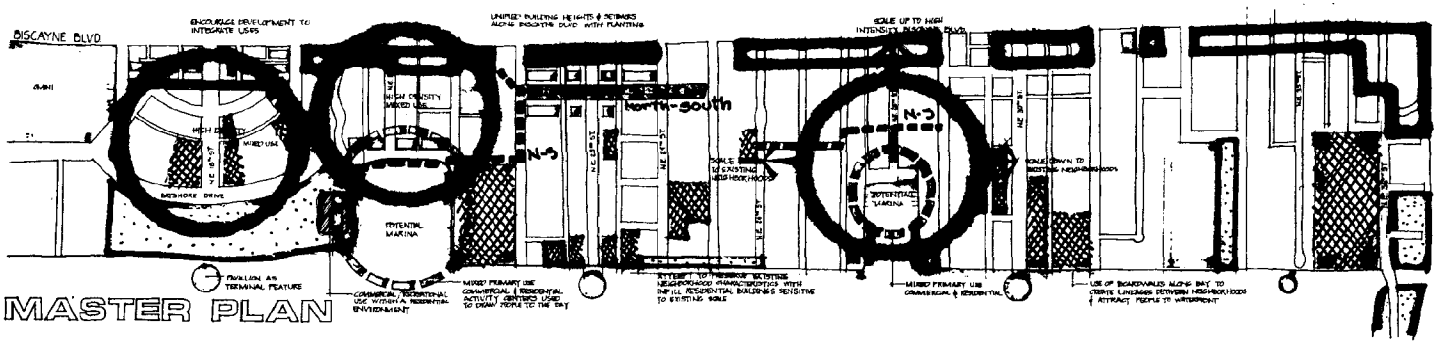


HISTORICAL SITES

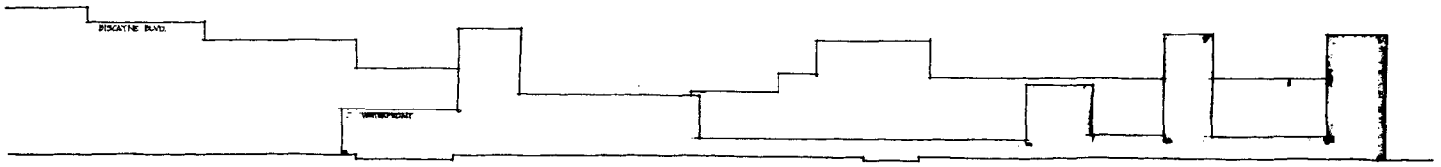




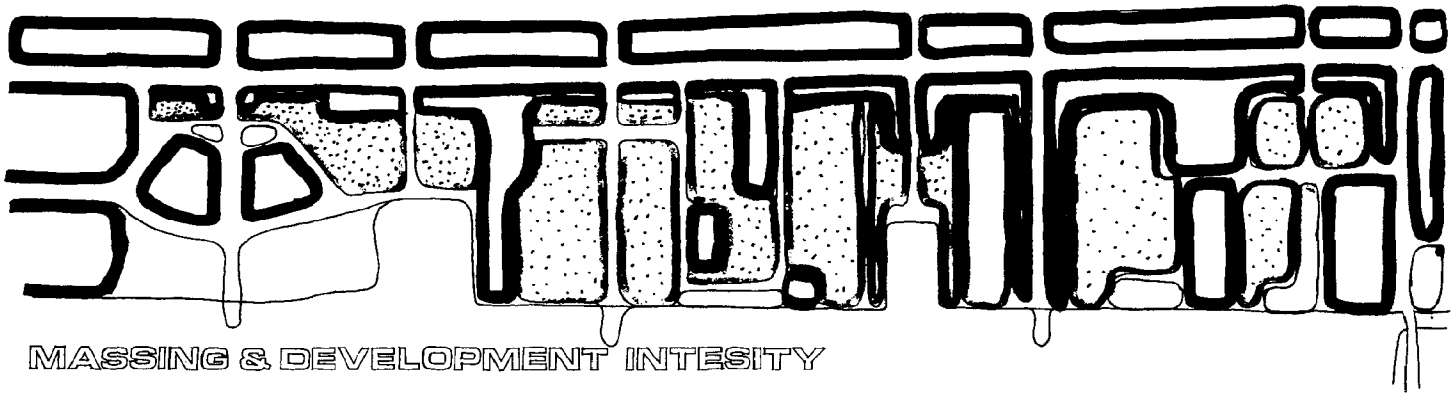
PROPERTY VALUES



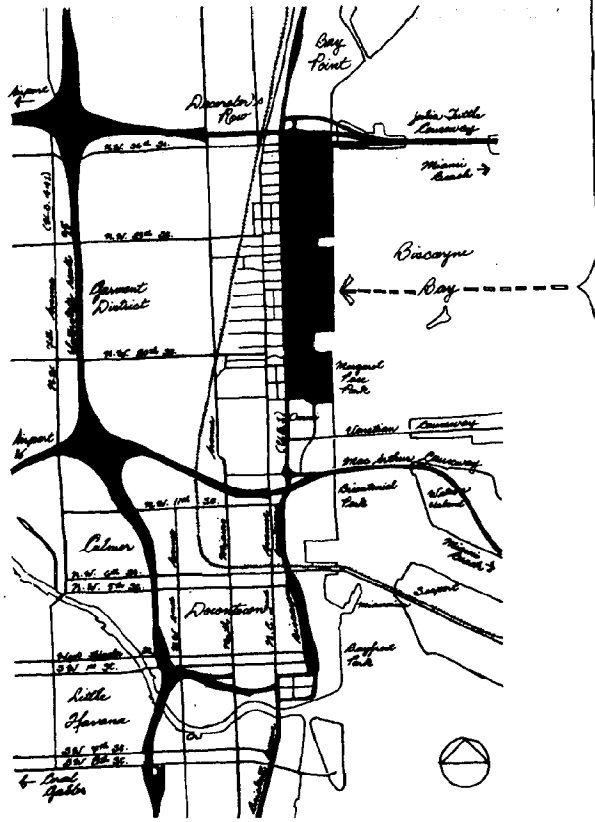
MASTER PLAN



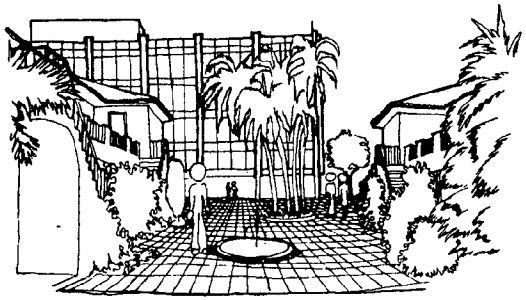
EXISTING DEVELOPMENT PROFILE



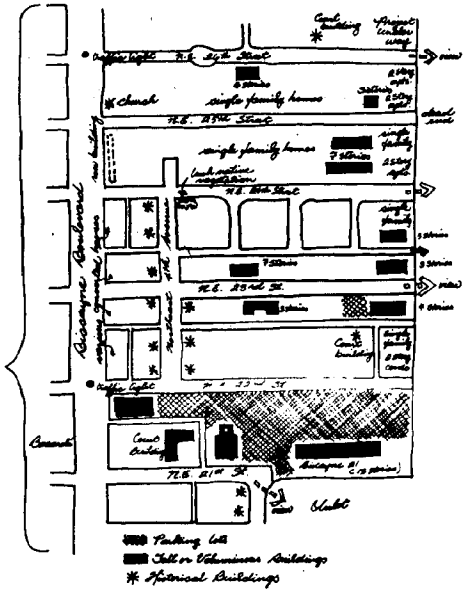
MASSING & DEVELOPMENT INTESITY



Omni Target Site - Locator Map
Scale: 1:24,000



New Pedestrian Plaza
(at 5th Building in Background)

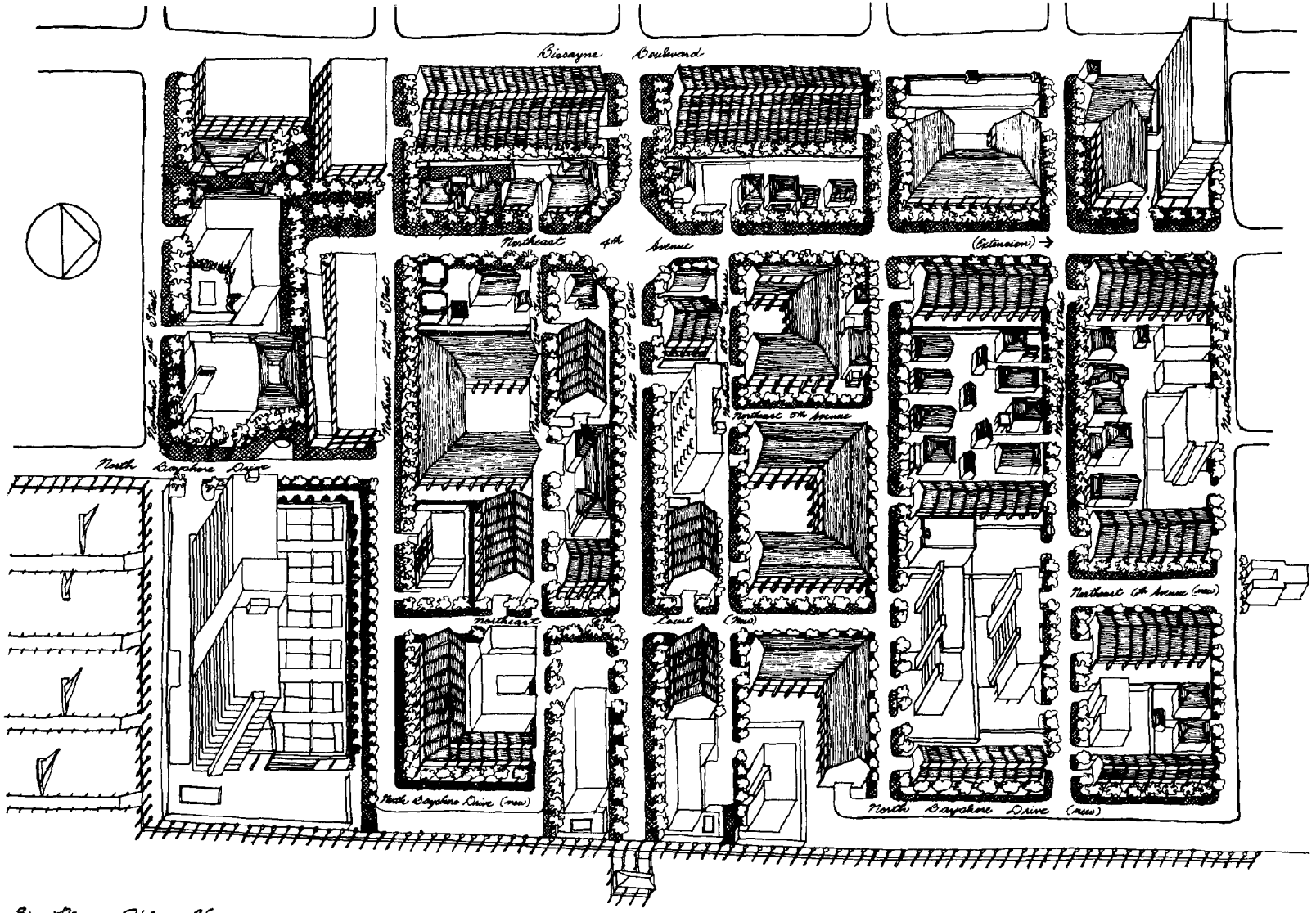


Existing Site Conditions
Scale: 1" = 300'

ANTOLIN CARBONELL

Design Description

This project covers the neighborhood between the two inlets in the Edgewater area. This area has already undergone some piecemeal redevelopment; however, several significant historical structures remain. This design recommends changes that will provide a transition between the small scale historical structures and the existing, newer, higher-intensity development. As in the other projects, special attention is focused on opening up the waterfront, improving the north/south interior circulation, and providing a human scale streetscape.

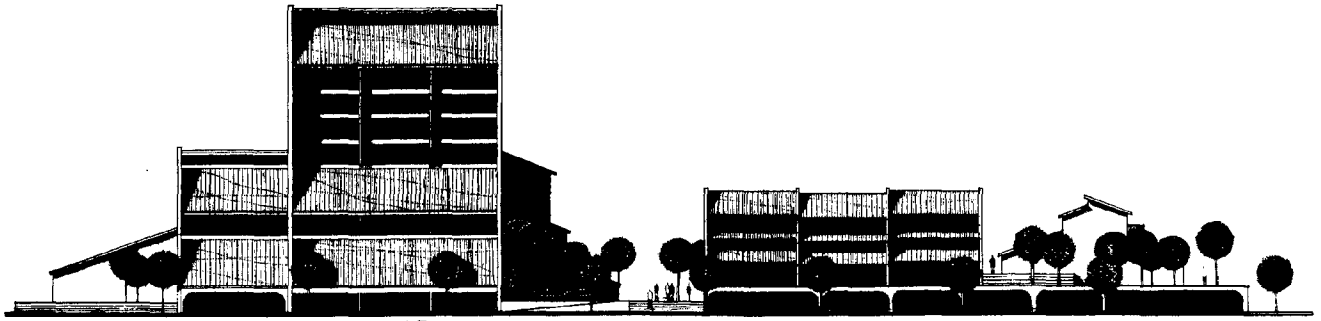


Site Plan - Oblique View
Scale: 1" = 100'

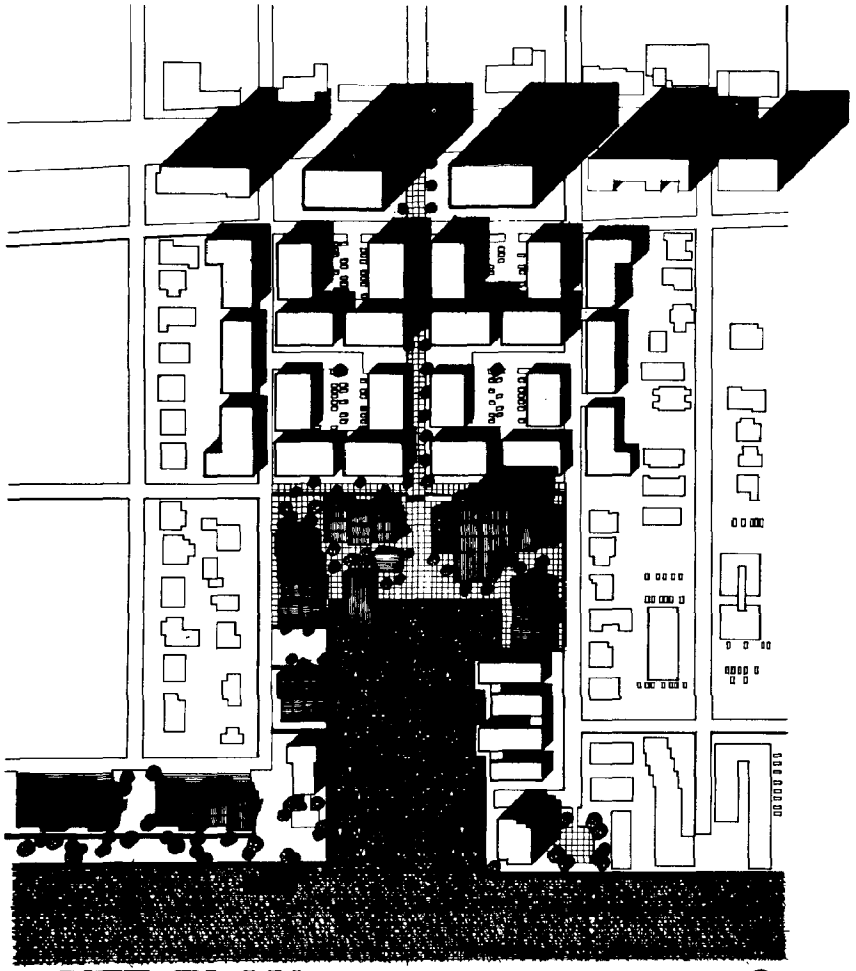
MARK BERTOLAMI AND
BOB COLARUSSO

Design Description

This design focuses on the northern inlet of the Edgewater area. It offers a solution that integrates a variety of uses around the inlet and at the same time increases the residential density while maintaining the existing residential scale at the edges.

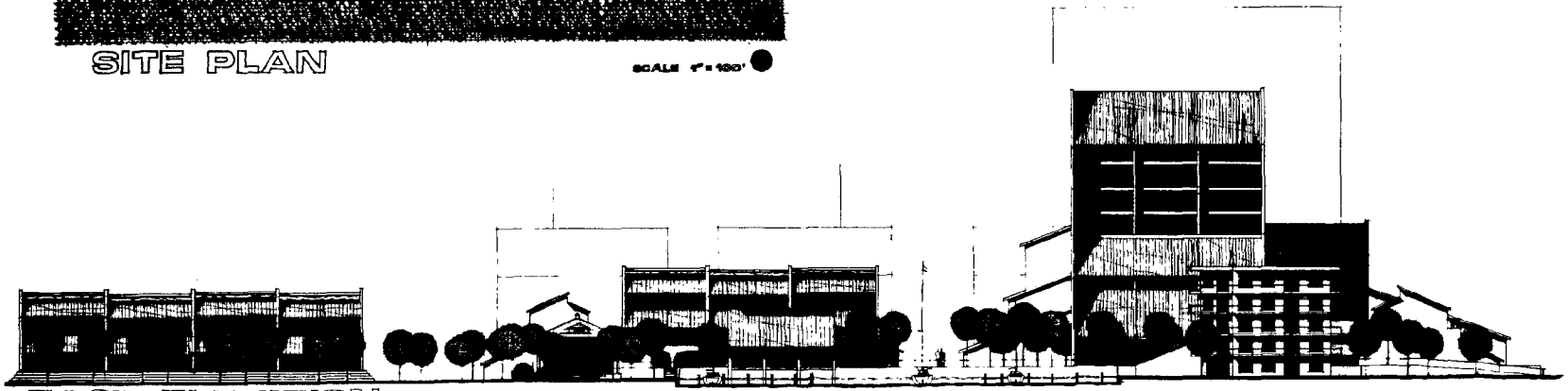


WEST ELEVATION



SITE PLAN

SCALE 1" = 100'

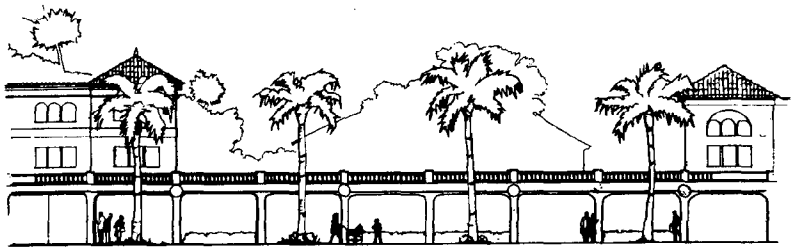


EAST ELEVATION

LARRY FARRENKOPF

Design Description

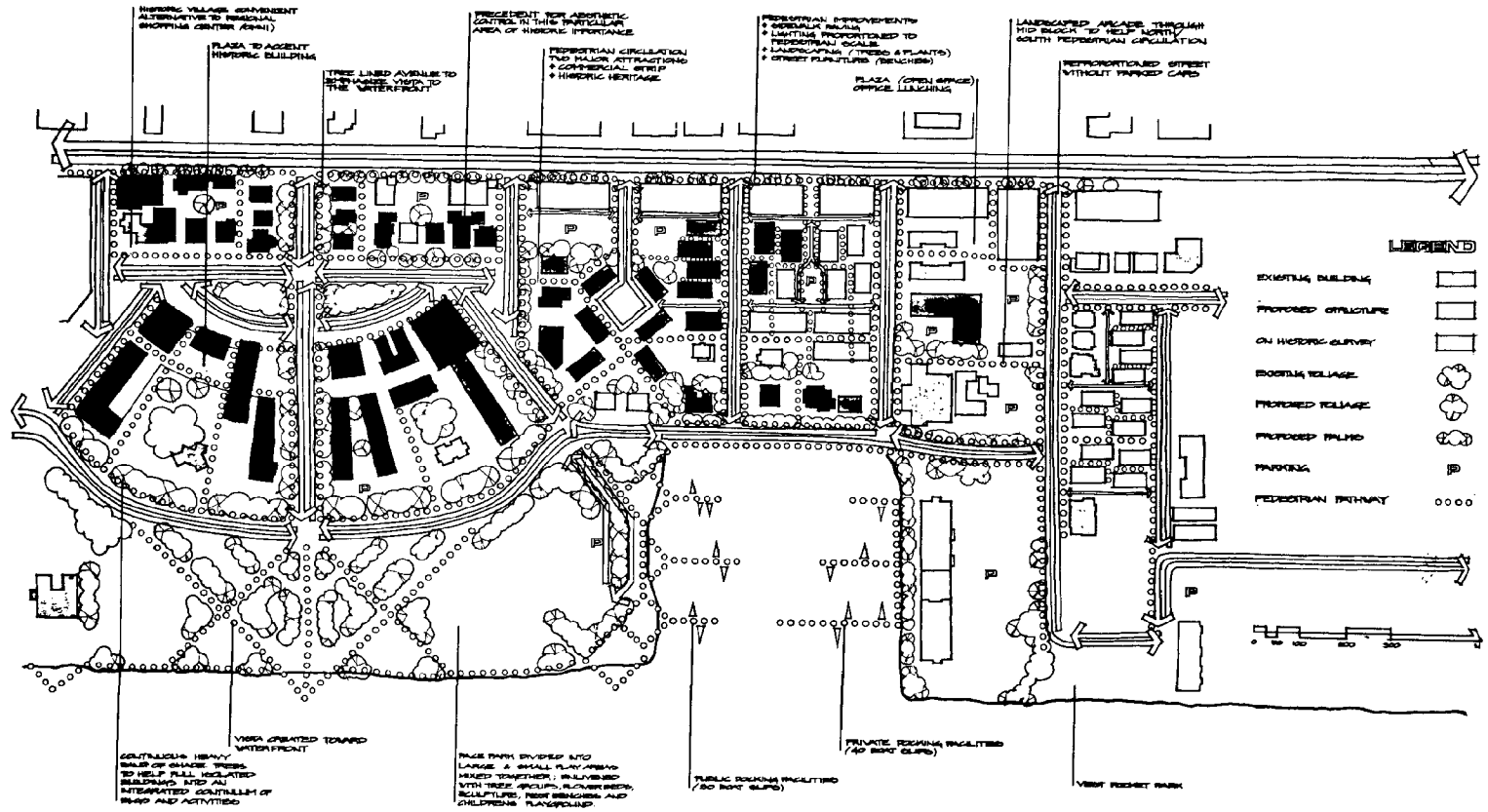
This project focuses on the area around the southern inlet of the Edgewater area. The project provides for a north/south circulation system. The new construction has incorporated historical details and many of the existing structures have been integrated into the new construction. The boardwalk around the bayfront includes street lights and roof shelters that reflect the historical character of the area. Additional Bay access is provided at the water's edge and at dead-end streets through the development of docks.



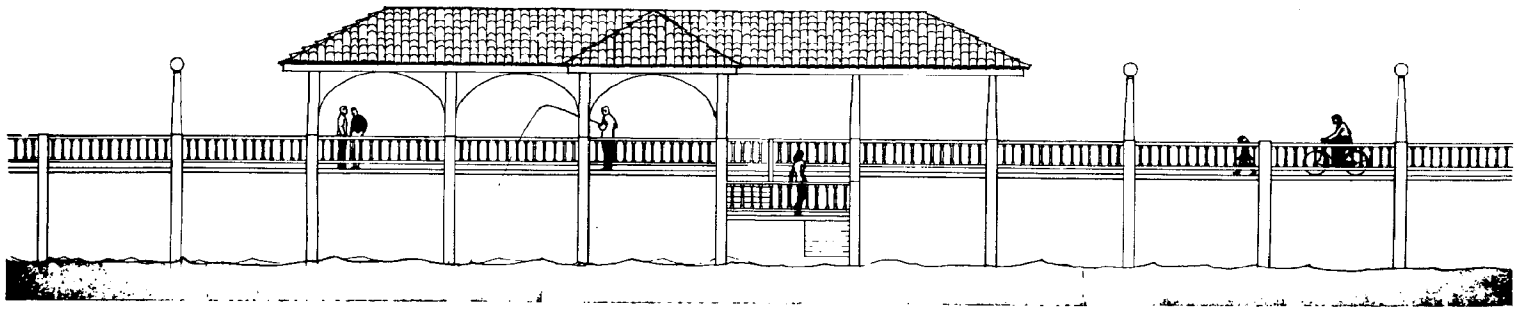
BISCAYNE BOULEVARD PARKING

TYPICAL INFILL DWELLING UNIT

ELEVATIONS

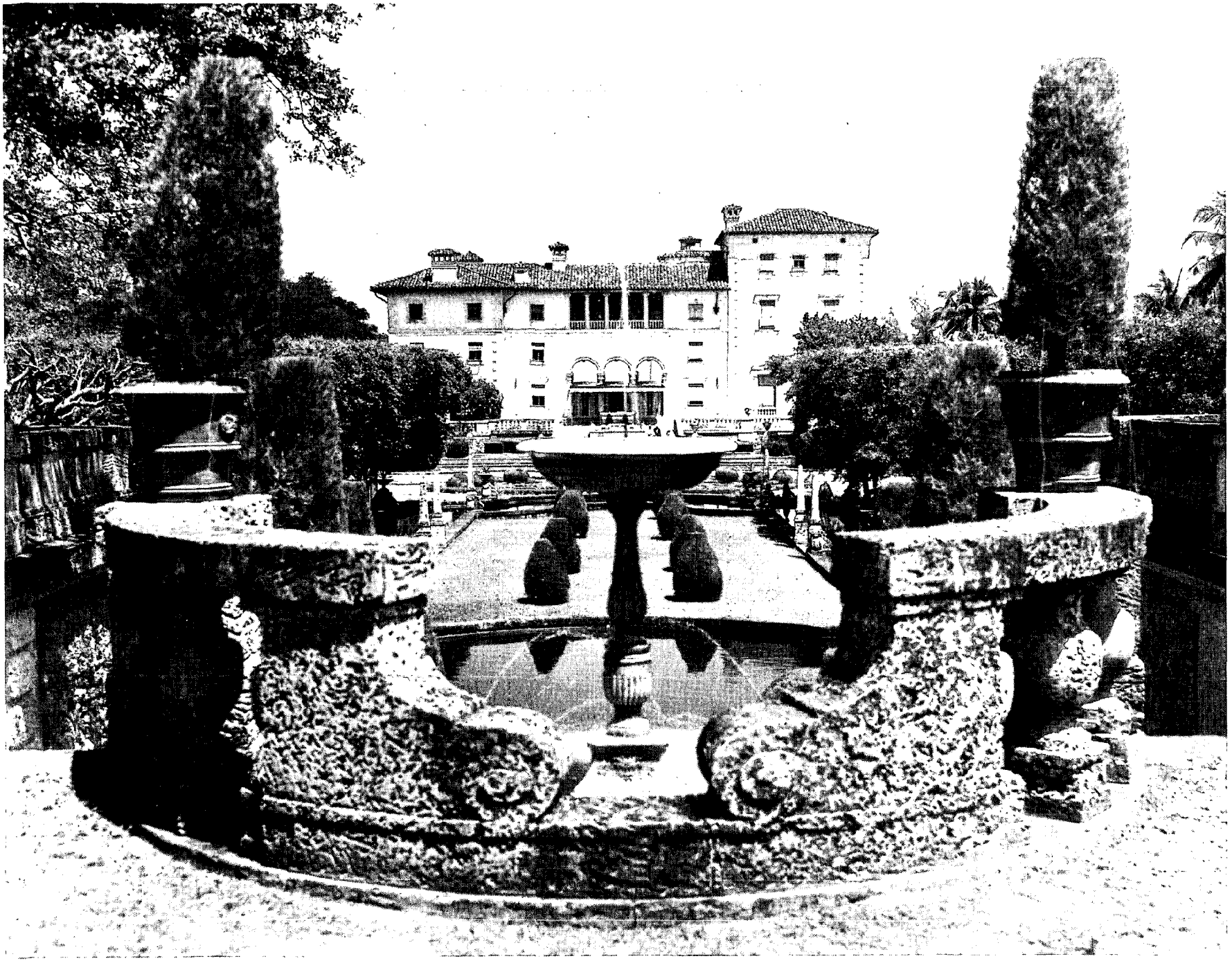


TARGET AREA SCHEMATIC



WATERFRONT ELEVATION

SHORELINE TREATMENT



Charrette Discussion

(Professor John Steffian chaired the afternoon session which was devoted to discussion by charrette participants.)

JOHN STEFFIAN

This morning we had a comprehensive look at the problems and opportunities for planning the Bay environment. It is important before we leave this afternoon that we discuss the student presentation and whether the assumptions that were presented were leading to some useful direction. A major accomplishment of this charrette should be the development of a comprehensive approach towards the planning of the Bayfront.

FELIPE PRESTAMO

I thought that the inventory of the area was well planned and implemented, but I would like to call your attention to the fact that not enough attention was given to the Metropolitan framework. I think that if anything is to happen around the Bay, the areas to the west of I-95 will be affected. Historically this part of Miami is divided by the railroad tracks, which defined a very clear separation of socioeconomic groups. This division was reinforced by the alignment of I-95. The area directly west of I-95 is now populated by blacks, low-income whites, Hispanic Americans and Anglos. These groups area living near the Bay, but with no connection to the waterfront. If you visit Haulover Beach during the summer you will see buses from community agencies bringing low-income children who may have never been to the beach, in spite of the fact that they live a few miles away. This is one aspect of the problem, and another is Miami Beach with the millionaires owning expensive waterfront houses, without any concern for the characteristics of the Bay. If we are going to produce any change in the Bay we are going to need to mobilize a very active political base and we have to weigh the potential impact of any improvement against the number of people that will benefit. If we analyze the Bay as part of an overall system, we should include the Miami River, the Little River and other canals which are water-penetration devices into interior neighborhoods. These canals are, in fact, misused and I wonder if in developing a comprehensive approach to the remodeling of the Bay we should not include

the evaluation of rivers and canals. In turn, this will expand the benefits of Bay Planning. My concept is that we should concentrate more on these inland areas which are expanding and not just on the shoreline.

JOHN STEFFIAN

This is important. The Miami River in particular is very important; it goes into the interior and when you are driving along it you are amazed to discover how neglected and forgotten it is. It serves a commercial use, but people don't use it. This is probably true of Little River as well.

When you suggest that, you also suggest that somebody should be thinking about the possible link of inland towns to the Bay through the canal system. Miami Beach, for example, has one of the most extensive canal systems, which is simple and yet visually imposing.

JIM REID

In terms of use of the river, we could put together a Miami riverfront study similar to the one recommended by the firm of Wallace, Roberts and Todd who did a study of the mouth of the river. That study recommended more urban development, while recognizing the river as a working river. We have to recognize in terms of all action, that there are conflicts and tradeoffs; I think the Miami River is a case in point. There are marine needs that have to be met, and we may have to look at other sites for redevelopment.

LESTER PANCOAST

In observations thus far the planners are looking at the broadest picture and discussing the values of everything that we have looked at this morning. I would like to react, perhaps in a predictably architectural way, not by way of contradicting anything these men have just said, but trying to get aesthetics somehow in a parallel position where they, also, should be considered with equal importance. Aesthetics were very much in evidence this morning in the student efforts to include aesthetics in city planning vis-a-vis waterfronts.

I think that there are two key words seriously overused by students today that I would like to mention; they are "basically" and "whatever". If you put these two words together they make a complete thought which will lead you absolutely nowhere: "basically, whatever". I think these two words should be eliminated from all such presentations; we absorb buzz words as crutches. I will try to avoid buzz words in what I say, but I will probably not be successful either.

I think that economics and government controls are going to have major influence on what happens on our waterfronts, as they always have. So much of the Biscayne Bay shoreline was developed by well-meaning people operating without the kind of thinking that I hope we can generate this afternoon. I hope that our discussions will not focus on the conflict between the rural and the urban, because I think that this is an eternal battle that really doesn't lead to fruitful results. A lot of us would love to live on this bay alone. I know a very creative person who would like to improve the City of Miami by utilizing rural solutions and most of the results have been disastrous because of the unsuitability of his rural solutions to urban problems. We have an urban phenomenon to solve. Architects gravitate to the urban phenomena which are most expressive of their discipline, but very often they understand the urgent need to balance the urban with the non-urban and become fierce fighters for wilderness preservation.

One of the words that I wrote down this morning was "riprap". It is seen both in a good context and a bad one. Riprap is a cheap way of preventing erosion. It collects flotsam and jetsam, and sometimes looks like a dumping place. I have been involved in placing some of it in an aesthetic manner and I have also been involved in the strenuous efforts of planting mangroves among riprap in order to make a more natural and visually acceptable shoreline. Some of the attempts have been successful and some have been less so, but doing this work convinces me that there is much knowledge on these subjects which

should be made available for practical application.

I question the application of bicycle systems along Biscayne Bay. I am still not sure I understand how they would work. Maybe each area gets a segment of a long bicycle system. I can grasp having a bicycle path system along a causeway as another way of being on the water, and that helps my understanding of the concept.

My strong feelings about the use of the waterfront have to do with blockage and hurricane protection. In the beginning, everyone who could rushed to the waterfront and built upon it. Buildings facing hurricanes were a problem, but eventually they got big enough and strong enough so that they could absorb major storm damage in exchange for the waterfront privilege. Massive buildings are there and they probably are more of a barrier than nature ever provided for slowing down a storm or at least surviving one. I believe we should think carefully about the hurricane realities whenever we design in a bayfront situation.

The development of landscape concepts for the Bay's edge is fairly primitive in spite of the fact that it is easily accomplished and is still at a relatively low dollar value compared to architectural happenings. It seems to me we have a tendency to want to rush to the bay shore not only with buildings but with the big heavy trees which we grow so well, and which compete with our buildings in blocking our view of the bay. So I have a contradiction within myself, wanting to open up spaces between buildings for view and air, but not wanting to lose their beauty and shade. Trees are "necessary wonderful" things as compared to "necessary horrible" things.

The stepping down of building heights, toward the water, is something we saw several examples of this morning. This has the great virtue of letting many units have views, but at the cost of dazzlingly bright terraces. The project design at Harbor Island, although it brought up immediate questions of structure and economics, did create a place of focus which much of our waterfront fails to create.

The problem of connecting the edge of the Bay with the hinterland is something we should think about. The word canal or waterway comes to my mind immediately, because these extensions of the Bay are highly discredited today as being unhealthy in natural terms. Perhaps there is no way to do away with them just as with so many imperfect things we find around us. Perhaps we can improve their circulation. South Shore on Miami Beach is proposing to create a system with good circulation. I hope that succeeds; after all, there is no salt intrusion threat on Miami Beach.

In downtown Miami an unfortunate sequence happened without anyone understanding the consequences. Downtown, which used to have its own waterfront, allowed a substantial area of bay bottom to be filled in by the Florida East Coast Railway which the railroad thought would be for future commercial uses. Someone had written "PARK" on the plat, and the City won the land for that purpose; but Biscayne Boulevard came to be much more of an artery and traffic collector than anyone expected it to be and that segmented the park from the city. Bicentennial Park in isolation from downtown was an extension of the same problem. It seems that many of our most important steps were taken to confound the Bay: the library, the new port and its

bridge, the sewer plant. Miamarina, in spite of its troubles, pointed the way to more activity on the bay.

I think that the business of making rules is difficult because in so many cases the rules don't make sense. They begin generally so that they are often not effective because they are trying to cover all of the circumstances and do not work anywhere. I have always promoted and pointed out the need for intelligent review. Architects and planners sometimes get caught by the review process, not agreeing with or losing track of the intent behind ordinances, or they get caught on a board of good taste, getting rid of the worst and the best proposals and working toward something in the middle. I think an intelligent and sensitive review process is a terribly important thing to create. There are many professionals locally who will volunteer, certainly where intelligent review is most necessary. There may be one site that should be high density and urban and the next one that should be prevented from being that. Let those people who are aware be at least advisory to the politicians who will make the decisions.

There is one last thought I would like to touch which might be called "the event". An event which would typify the 1920's is the Flagler Monument, which caused derisive laughter in the crowd when it was projected on the screen this morning. And so it should; it is a little spot of land out there in the very middle of the bay that Flagler had pumped up in order to build a kind of neo-classic monument with three women representing virtues or progress standing around the bottom of an obelisk; but for all that making fun of the Flagler Monument, it is a lighted object out there that abstractly pleases without being close enough to really antagonize anyone. It does seem to my mind to suggest a very crude potential of what can be done to cause a visual event where one is needed. I am intrigued by the possible Picasso on Dumbfoundling Bay. I would like to not think that our society, however complex, is unable to create or agree upon events. Some of the architecture this morning was by way of creating events; I hope

that the students who undoubtedly have been beaten on the head for not creating a big thing anywhere will not lose the excitement of creating an event. The possibilities of romanticism without giving in to romanticism alone are immense.

MAUREEN HARWITZ

I am going to bring us down to a really low level. There was an assumption that a need for more marinas exists. This assumption is based on an enormously long waiting list at Dinner Key for boat slips.

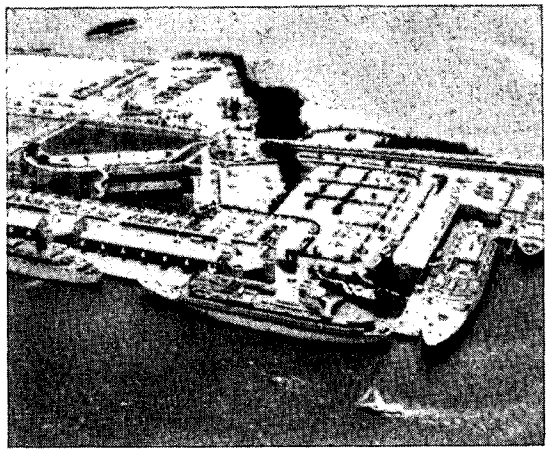
I wonder if anyone has really analyzed what that waiting list at Dinner Key really means. If you go up and down the Bay, you will see empty slips. Even the Jockey Club, which is a wonderful place for you to moor your boat, has lots of empty slips. So what is this great need for marinas? The thing is Dinner Key is one of the few marinas that doesn't have any bridges for sailboats to negotiate, resulting in a long list of sailboats waiting to get into Dinner Key. Developing a marina just north of Venetian Causeway is only going to place more stress on the Causeway drawbridges. The other thing that we found out is that the Port of Miami is the largest commercial port in the world. Nuclear wastes are shipped out of the Port and the proliferation of marinas around the Port of Miami and Government Cut just places more recreational boaters in the crosswake with serious commerical shippers. Many private boat handlers do not understand that huge freighters cannot stop. Still they like to ride the wakes and there are constant reports of close collisions all the time. Maybe the architecture students should investigate where we should properly locate marinas in terms of other things that are happeing in the area.

JIM REID

Let me give a correction; the Port of Miami is the largest cruise port in the world.

MAUREEN HARWITZ

I'm sorry.



JIM REID

In terms of cargo, it is miniscule.

REGINALD WALTERS

I would interpret what you said as wanting to discourage location of more marinas in the Bay, or is it mainly a concern of where they are located?

MAUREEN HARWITZ

Developers are using this need as their opportunity to really extend their options. They are cramming projects into sites that are too small and aesthetically unattractive. Picking up six or ten acres of bay bottom for a marina provides an extension of their condominium project. It benefits their project but does not enhance the overall quality of the bay for the general public.

REGINALD WALTERS

Those who live in the condominium could keep their boats in the marina. That is one of the amenities of living in a bayside condominium, having a marina and the opportunity of keeping a boat docked there. I cannot fathom how developers who want to develop along the bay wouldn't want to provide the opportunity of parking the boat as well as parking an automobile. We have shown that there is a need all over Miami for marinas. I think the point about the location is good but what about sailing craft? I think there is enough activity located along the bay to justify more marinas; whether these should be government-financed or privately financed or a combination of both would have to be worked out. Let me comment on the students' work.

JOHN STEFFIAN

Before you do that, I would like to ask a question about marinas because we may not come back to it. In the surveys of marinas, would it make a difference if you made a survey in August about the need for slips for boats as opposed to January, for instance?

REGINALD WALTERS

Actually a very comprehensive survey has been done on marinas and projections have been made based upon surveys of usage. The bay was divided for statistical purposes into three sections: the south, the middle, and the north, and a projection of need was made. I think the community has gone through a pretty exhaustive survey of need, although this may require reevaluation from time to time. Of course the current energy crisis could have impact on boat usage, what size and so forth. One of the things that this study underscored was there is a far greater need in Dade County for boat ramps to handle the smaller crafts that are housed on people's lots who drive them to the bay to launch them rather than space for very luxurious yachts. This need has not been provided for and private enterprise rarely will provide this; therefore it falls to the public to provide this. This gives rise to the question (some of the students may have evaluated this); do we have enough public land that has the potential for this kind of boat launching activity and for which better use could be made? Will it take a lot of resources to develop? I believe that we now have sufficient land with direct access to the bay that we can use. We should then take the limited financial resources we have and use them for enhancement of these lands to show the public the opportunities which exist to use and enjoy the bay. This way we should have a better chance of getting more tax dollars allocated to buy and improve more of this expensive bayshore land for public enjoyment.

Also, what we have before us is the challenge to encourage private developers to develop or redevelop their bayshore land so that the public may be able to enjoy it too; hope-

fully we can discuss this a bit. What I would like to do, with your permission and keeping with our first topic which is relevant, planning approaches and precedents for management and development of urban waterways, is to give our resource people from out of town the opportunity to speak. I think on this particular topic they can really impart more to us without knowing much about Dade County than maybe any of the other topics. I would like to hear in particular from Kent Watson. Let him tell us how the San Francisco Bay Area is doing, how the jurisdictional control relates to the various municipalities. I think getting some feel for this would be good for all of us to think about and talk about very pragmatically; then Kevin Lynch, I'm sure, has had some experience on how to implement these ideas, whether located within the interior city or along the waterfront.

JIM REID

Can I make one observation before we move on? Take for instance your example of the boat ramp launch. Margaret Pace Park next to Omni could be used as a boat launch ramp and serve a regional function. It also may be desirable to have it serve a more passive function in waterfront access and recreation. There are those kinds of conflicts to be resolved. Further, up the Bay at Legion Park the senior citizens in the area want a low activity park, they don't want a lot of people coming in. It would not be performing a neighborhood function; so in terms of this issue, there are value judgements and conflicts, very real ones, that have to be resolved between users.

REGINALD WALTERS

I think it is very exciting to be even close to boat launching areas and watch the activity that occurs. I would think that elderly people would enjoy watching this activity. I don't know why they would object to this.

JIM REID

Some of them have said that they don't want the activity.

LESTER PANCOAST

There is a major commitment that goes into the parking requirements for boat launching facilities. It takes up two car spaces instead of one and I don't think private enterprise is ever going to meet that challenge.

JOHN STEFFIAN

Would you like Kent to give us some insight into what he has been working on in California; what the experience has been and what he has been able to do?

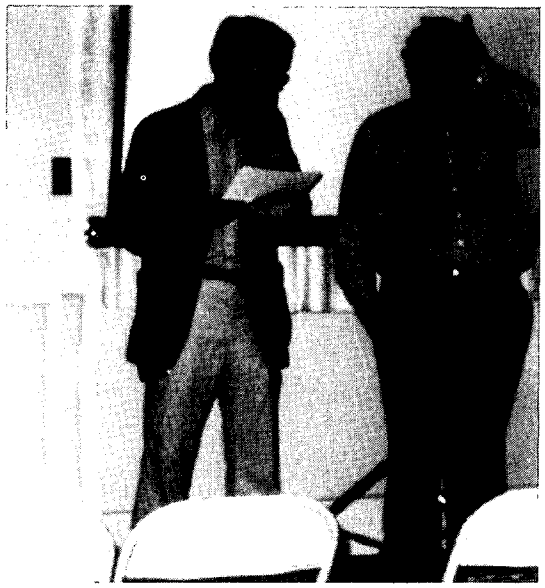
KENT WATSON

It helps to understand the concepts under which we are operating in the Bay area. First of all, there are nine counties and somewhere over 20 municipalities around San Francisco Bay. It was apparent in the mid-60's, given the projection for filling, that there was not going to be much bay left. As a result of this a temporary commission was created in 1965 with the expressed purpose of minimizing the filling of the Bay. As a temporary commission, it was charged with preparing a plan for San Francisco Bay which would determine what uses best relate to what types of developments and which might be permitted on fill and so forth. This plan was adopted by the commission in 1968 and among other things it recommended assuming a shoreline band jurisdiction. Up until that time the commission was only related to filling and dredging, and not concerned with anything landward of the high tide line. The recommendation of the Bay plan was 1000 feet while developers wanted 0 feet; the compromise was 100 feet. So there we have it; it has been significant, even when you consider 100 feet is not very much real estate. Since 1969, when the law was amended to make the commission permanent, we have had a shoreline band jurisdiction.

Let me just paranthetically state that the real battle to create the commission occurred in 1969, not in 1965. In 1965 the idea of a temporary commission didn't seem too important to developers and they didn't really get upset or worry too much about it until it became apparent that the conservationists

were serious. The plan that was adopted and a commission that was going for permanent tenure came out of the woodwork. There was considerable opposition, and considerable controversy: those of you who visit the Bay area will know Emeryville and Albany as our two compromises.

Considering the 900 plus miles of shoreline, I think it has been a small price to pay. We now have a commission which has jurisdiction over the Bay, including filling and dredging within the Bay. I think of particular interest here is the shoreline band jurisdiction. Around the shoreline the bay plan designates certain water related priority uses: port, airport, etc. Therefore water related industries are designated as zones in which the commission can only prevent activities that are incompatible with those designations, which were thought out in cooperation with local governments. The remainder of the shoreline, which is really most of it, is undesignated as far as land uses are concerned. Permanent authority of the commission is such that the developer with any kind of project falling within 100 feet of the Bay can only have a project approved if he provides maximum reasonable public access consistent with the project. The commissioners have to make that finding before they can approve the permit. One reason why I couldn't come yesterday is that we had a meeting yesterday on this very issue: a permit application. It was not as easy as getting from A to B. There were issues of mutual access, the effect of a building that was outside the commission jurisdiction, etc. The discussion went on for over an hour. I think that it is worth knowing that we have been reasonably effective in obtaining public access starting in 1969. We can see the progression in the chronology of the public access planning project in which we did a complete study of the shoreline. A resource inventory approach was utilized which included looking at land use, natural resources and visual resources to come up with criteria for public access and where it best belongs. However, I am not trying to say that if you can't designate public access areas, you don't have to provide them.



Getting some sort of priority approach to looking at public access has been a major effort. One of the most valuable things that we have developed is public access design guidelines. We tried over a period of years to see if there were some sort of standards for developing public access. Every developer asks where are the setback requirements? You see, he wants a little box to put his building in. It is difficult to be specific because of the varied topography of the Bay, and the various types of land usage. It's just impossible to develop standards, so what we did was to take a general approach to developing guidelines. The first section relates to the kinds of public access that should be related to various types of projects such as water, land and industrial port uses, commercial uses, residential uses and so forth. The other section deals with the design principles for public access facilities.

I noticed some of the projects this morning; conceptually they looked outstanding, but when you design a 150-foot tower within 20 feet of the shoreline, no one will go down there, because the shadow of the building mass will be so intimidating. Building design on the Bay should encourage use by a large number and diversity of people, especially the physically handicapped. Design should also provide, maintain, and enhance visual access. This is something that became an articulated policy in the Bay plan. The concept of visual access is as important as physical

access. Public areas and thoroughfares should be connected visually to the Bay and should take advantage of the Bay setting. Here in Biscayne Bay you have a problem that is similar to one we faced in San Francisco Bay, particularly with franchise restaurants. Commercial establishments have been developed in the middle of asphalt parking lots, and windows are something that you don't add unless you have to. It has been a tough battle getting architects and developers to put windows in buildings that face the Bay, and to make them compatible with the natural features of the shoreline project and development. I have just highlighted the basic principles of the San Francisco Bay planning process.

REGINALD WALTERS

Explain to me this 100-foot jurisdiction which cuts across many political boundaries all around the Bay; does it not pre-empt each local political jurisdiction from making its review? Doesn't it go against their land use plan, against their density regulations? What it appears to do is to superimpose another level of consideration. The developer, in effect, must also have an approval from the Commission. Prior to this discussion, I asked Kent what his Commission of 25 or 28 people does. He replied they spend a lot of time in their meetings twice a month actually reviewing site plans that the staff has previously reviewed. So the Commission members are the ones who actually approve or disapprove site plans. I can appreciate that this would consume a tremendous amount of time on the part of the Commission. Another question of Kent is, how does the Bay Area resolve the problem of jurisdiction or is it just another level of review with which the developer must contend? Right now in Dade County we have 30 checkpoints involving many agencies that a developer must satisfy before getting final development approval. In Dade, a single management structure is needed to coordinate among these many regulatory agencies, so that the developer won't be shunted from one to the other. Maybe this new management entity could be the catalyst to get every-

body to get along. I don't know if the San Francisco Bay Area has resolved that problem. I think that the developer there may still face a time when he will be stuck in the crossfire which could really cost him dearly; but the trade off, here again, that we might be talking about in the Biscayne Bay Management Plan, is for the developer to experience that the Metro government is successfully attempting to pull together and coordinate all these many reviews and regulations, so that the developer can go to one source and deal with one entity even though they are responding to many others. Maybe we have a good opportuniy here for implementing a review board.

KENT WATSON

I think the major thing, as I mentioned to you, would be to utilize the metropolitan government concept that exists in Dade County. Some loosely defined authority exists and perhaps it could go in the direction towards a comprehensive Bay plan. The San Francisco Bay Area has multiple jurisdictions each with its own separate interests.

BOB DAVID

Have you had conflicts between your agency and the separate municipalities? How did you resolve them? How did you deal with them?

KENT WATSON

We tried, for example, to impress on the separate municipalities that we are a state agency. If they want to know how they fit in administratively, we simply say we are a state agency. The law has a specific provision written into it which we remind local agencies of, as needed, that if any developer applies for a project in the local jurisdiction and receives no action within 90 days then our commission can go ahead and act on it. This is sort of a stick if you will, which we try to use at our discretion.

BOB DAVID

That doesn't remove the conflicts does it?

KENT WATSON

No, the advantage that we have now is that over time, more and more agencies understand what our criteria are and the benefits.

BOB DAVID

Do you every try to modify your criteria for different municipalities, let them have a voice?

KENT WATSON

In a word no, but we have a Bay plan which is available to everybody. It is an enforceable plan which is incorporated into the law so that every municipality knows exactly what the basic criteria are. Clearly each project is subject to interpretation. The record has been good for responsible, equitable application of these criteria. What we recommend is what is now happening in more and more cases: where an applicant who comes in for a project meets with us as soon as he goes to the local jurisdiction. On a staff basis, one of the things I am going to do when I get back is to explain our review process to designers, architects, and so forth, and inform them, a) of our existence, b) that these are the criteria they should be looking for, and c) to come talk to us about their project so that we don't get into any conflicts.

There are no statutory requirements for coordination other than the one that I mentioned about the 90 days.

JIM REID

On that particular question I think we have another model here that I think could be applied to Biscayne Bay and that is the one being applied to the transit stations. The county is building a transit system, with the exclusive jurisdiction over the right of way. However, the land around each station is being planned by the affected municipality under a subcontract from Dade County. The city commission acts to adopt the land use plan for the station. However, prior to that a Dade County technical review committee submits a report on it as it would any other major project. Most differences are ironed out at the staff level. There is the exclusive right in the legislation in setting up this mechanism for the county to sue the jurisdiction if the county disagrees with the outcome.

FRED CALDER

I would like to redirect this to Kent because some of the planning tools and the concepts that the Bay Conservation and Development Commission uses to handle conflict and design considerations have the advantage of being applicable to any type of governmental setting you might envision for waterfront planning. One of the things that I noticed in the students' designs that was left out were designs in highly commercialized or mixed use environments. There is a concept "water dependency" which has become synonymous with regional waterfront planning and helps resolve conflict between levels of government. If the students had used a highly urban environment filled with many uses as a test area for their own projects they would have had to grapple with the concept of water dependency and the problems of allocating shorefront uses. The agency that Kent is affiliated with deals with water dependency; he used the term water relatedness. At one time each term meant different things and the Bay Conservation and Development Commission is still undergoing an evolution in its understanding of that term and how it is used in a governmental setting. Back to Kent to say how that fundamental concept answered the need for predictability and whether it resolved the conflict between government and the users?

KENT WATSON

The term is water related. The Bay plan identifies certain priority areas of the Bay that have to have water related uses before a permit can be issued or even be considered. There is a very specific section regarding criteria. The very first of those criteria is the one about the project being water related. It also refers to priority uses and addresses commercial and recreational uses. Believe it or not, the Bay plan lists speciality shops, hotels, theaters, and other similar uses as commercial recreation. The use of these criteria results in minimum and optimum location of different uses.

So to some extent the term water related has finally filtered down so

that the commission may end up not permitting a project because it does not meet these criteria. Certainly the premise is that the bay is a regional resource and that the public should have full benefit of it. Certain kinds of uses should bring the public down to it. Commerical recreation uses will bring greater numbers of people to the bay than will industrial or private residential uses.

FRED CALDER

I know that this is a touchy issue that has been at the center of ongoing allocation problems in the San Francisco Bay area. I submit that the water dependency concept will have to be wrestled with by Florida cities and counties, and that we can't let our concerns about residential development lead to a neglect of other important waterfront uses.

JOHN STEFFIAN

I would like to ask a question here which is applicable especially in Florida. It is my understanding that Florida has probably the most stringent environmental legislation in the country. While the idea of filling in San Francisco Bay may be negotiable, I wonder if that would really be true here. It seems to me you couldn't build a canal or cut in a slip or anything like that in Biscayne Bay.

JOE FLEMING

If you want to find out what is negotiable, the Corps of Engineers will send you free "green sheets" and they show you all the projects that are proposed. In the days when the Corps (and other environmental agencies) first got started, the bigger the developer you were, the more you could negotiate, because you could use certain parts of your property. What has happened now is a variation that doesn't penalize people who do not have a lot of money, because they can negotiate with the public resources. Recently, developers working in Biscayne Bay on Brickell (2101 Brickell Avenue) proposed a building out into the Bay. They tried to negotiate an existing cul-de-sac away by saying that actually they were devices for collecting

trash. People have gotten to the point where they are saying that this type of area is not good for the Bay, and thus should be eliminated. Because in many cases developers want to fill in those areas they say that they will negotiate a "public donation" in other parts of the Bay. However, some of the Corp's "green sheets" have shown that people who own cul-de-sac areas around Brickell Avenue have been negotiating on the principle that they can buy the Corps of Engineers mangrove plants and then hire someone to go out into the Bay and plant them on a spoil island. So it has gotten to the point where if you can not negotiate in certain areas because you have lost property (or plan to expand land by filling in the Bay), you "trade it in" and negotiate with public spoil islands, and things like that.

When you look at environmental protection plans, there are possibly more regulations than any developer would ever want; but, on the other hand, in terms of the overall protection, land adjacent to the Bay is, for the most part, gone, and

the Bay is really the only open space left. If the property value is highest on property adjacent to the Bay, that tells us that (with all due respect to your profession as architects), it is not what you build, but where you build it. Thus, this idea of the need to protect the Bay is the big thing. You architects plan and design projects after looking at the whole Bay, and you

still come to us with large buildings, I don't think you are addressing issues.

What you should be addressing in a meeting like this, in terms of the Bay, is protection of it and access to it. Someone should determine whether it is good planning to want the islands in the middle of the Bay to block people on the shore. Look at an island, like Belle Island with high-rise buildings. If you live on Belle Island, it is nice; but, if you live on the west side of Miami Beach, and look out and see the Belle Island buildings, it is not so nice. Now if that is good planning, from the point of view of being downtown on the 40th story of a building and having that view, and that is your value judgement, then that is fine; but that is the kind of ad hoc decision that no one has ever made in comprehensive planning; and it seems to me that that type of ad hoc, or spot by spot development, is never going to stop.

Eventually Miami is going to go north as your planning presentations have said. Brickell Avenue is going to continue developing with high-rise buildings whether or not it goes to Coconut Grove or west over to the other side of the traffic islands. It may be very pretty for those people on the Miami Beach side to stay in apartment buildings that look out (to the west).

We are not talking about rigid systems; we are talking about systems that are based on people. An architect could have really good plans, and then, needing to satisfy a client who wants to make the most floor area ratio, the architect would have to go straight up and not use certain setbacks. It seems to me that the architect is going to give the client the best that the architect can in that area, but that's not necessarily the best plan.

To suggest an analogy to our local problem about marinas, (with the argument that people need marinas to sell their apartments), if we lived on Fifth Avenue in New York, and I said we need to put our cars some place, and said we wanted a parking garage in Central Park, they wouldn't take me seriously. Yet here in Miami people say "Well, we need to conserve our water

resources", but then pretend there is a right to build marinas into the Bay.

I think that what we are doing, when we talk about marinas, is that we are talking about very wealthy people; and they don't have a problem in terms of getting views and boats. It seems to me that that is the concept which most bay marinas come closest to communicating to the "poor" people of this community. I don't mean poor people; even those who earn over $100,000 are "poor" in terms of what we are discussing. I am saying that, when we discuss "poor" people in terms of these projects, we are talking about people who are making a lot of money now but can't afford to buy condominiums that start at $200,000. I'm talking about average people--young people and old people, who are coming here, and are not going to be able to afford to live on the Bay.

Getting back to the idea of those public streets which come down to the Bay, one proposed plan had a pedestrian balcony setting more passive than the others with boat ramps. The ones with boat ramps will be built in time; you don't have to worry about planning them. Boat ramps at the end of those dead-end streets would allow access to the Bay. The people who need a marina are the people with 40 and 50-foot boats. Many people who are making under $100,000 can't get on the water in such boats, but they might be able to afford a small boat, maybe a 10- or 20-foot boat, and they can put it on a trailer and get to such a street to use the boat ramp access area. When that happens there is a trade off; it affects people who live in those areas. The other people (who may be local residents and do not want ramps since they cause congestion), may prefer passive streets. I guess that's the thing the urban planners have to discuss; it seems to me that such things are negotiable.

Public planning is what's necessary, but by the time we get to the point where we can focus on the comprehensive protection for the Bay, it seems to me it's going to be too late. That is why something like this planning program is good.

I don't buy the assumption that the marinas are for the people, because I think that most of the people today can't afford the type of boats that use marinas. If this city is going to grow the way we all desire it to, and if it's going to have beautiful buildings along the edge of the Bay, that's because the Bay is something special. We ought to recognize it and start planning accordingly.

KEVIN LYNCH

You asked me to comment on the students' work this morning, and while we are on this point I would like to make a few observations. Although the general analysis of the Bay was basically good, I feel the particular projects did not consider or maybe could not consider the really basic public policy questions. Perhaps we should not expect them to. However, we should address the question of: whom are we giving public access to? What should be the policy about who lives around the Bay? There are real alternatives, because you may say the market is working in such a way that we can't realistically turn it off. Therefore, if we have to give up the Bay's edge to the affluent people, you ought to do it openly and then make penetrations so ordinary people can break through the wall and get to the Bay. That's one way. Another is to adopt the kind of policy that San Diego has been talking about which says that the waterfront of San Diego must be open to the residents of all classes of society and therefore there have to be different kinds of residential areas around the Bay. In some areas there are wealthy people and in some areas there are none.

In the San Diego case, when they are talking about low to moderate income housing, they are talking about things that are already there. It's a matter of conservation. They really don't have the power to build new low income areas around the water; however, they can conserve what's existing. They have adopted the policy that certain parts of the city will have no high density upper income buildings, in order to preserve the existing moderate income houses. How is that achieved? Partly by zoning; zoning sets height and density.

JOHN STEFFIAN

What about the buying of development rights in a system like that?

KEVIN LYNCH

They haven't done that; zoning is the usual tool but it's not a very powerful tool. A public body may buy development rights in certain areas but that means the value of the property is constrained and therefore the tax assessments are constrained. Working in the market, a moderate income person can pay the taxes. It can get very expensive buying development rights over a large area. The value of development rights is often close to that of property values. In other cases incentives are used; for example, if a developer provides public access to the water he can concentrate his development just inland and get a much higher density. That's one technique that is possible. Another device is a "coastal band" with very strict review regulations. However, I know the working of the Coastal Commission in the San Diego area, and it often doesn't go deep enough. Some of the real questions, such as who gets to live by the water, aren't addressed by the use of this technique, although you do touch on the environmental quality of the water and things like that.

JIM REID

The question of who gets to live by the water can be resolved if you consider it in terms of property tax revenues which can then be used to supply a subsistence level of public service to other parts of the municipality that can't pay their way.

KEVIN LYNCH

I agree. I am not trying to tell you what to do; you left part of the definition of an expert out. An expert isn't just somebody who just came in from more than 35 miles away; he is also a person who has only been here a few hours.

Because of the working of the market and the needs for property tax revenue that you want to use someplace else, a public decision is made that the best thing to do is to allow the area close to the Bay to be essentially rather high density for affluent people and that is

balanced by making public access penetrations every so often.

JIM REID

Employment figures indicate that there will be 115,000 people working in and around the downtown area in the next five years. However, the ability of those people to buy housing in the area near downtown is severely limited. Therefore, we are talking about a new town intown concept to see if we can get housing near our parks and near the Bay where middle income people can live. Our economists tell us, if you want to write down land costs and do a whole lot of other things including tax incentives, we may be able to provide middle income housing downtown. This kind of public policy is not only in terms of access to the Bay but also in having people live downtown, especially with the energy crisis.

TIBOR HOLLO

I enjoyed your remarks very much and your presentation; however, I would like to remark on what I have seen this morning. I feel that the goals established by the students were very worthwhile. However, there are some threads that were left untied. I would like to address myself to two or three items that we have been talking about. Water management basically is not much different from land management. There are some very well traveled paths in water just like land. We have established land management policies; for example, we have recognized, at least if not established, that certain urban cores are obviously entitled to higher densities than other areas such as rural areas. There are certain core areas that are very worthy of intensification in use.

In downtown Miami you will see that there are two areas that are identified as highly traveled areas. Bicentennial Park is part of the old Port of Miami which is now the Ball Point property. That was originally the traveling path of the city, coming in over Government Cut and then diffusing about a mile north or south of that particular area. I have some old aerial photographs that show oil barges coming into the Port of Miami lined up all the way to where the Women's Club is located, waiting to unload cargo and

in the process drifting all over the Bay and destroying the bay bottoms. So our present bayfront has highly traveled paths. For example, where the Miami Herald building is located, there are barges coming in three times a week to unload paper, I presume. So we can easily identify certain bay areas just as we can identify land areas that are worthy of intense use, and I think that they should be developed with intense use in mind. I was particularly impressed with the presentation that showed how sterile our waterfronts are. I am not bothered with the wall of buildings on Miami Beach; I am bothered that no one can get onto the water. Now of course with new development and the federal grants, anyone can walk on the water's edge. In the past you couldn't get the general population onto the ocean front because it was walled in by private development. As you go to Miami Shores, Bay Point and to Brickell Avenue, all you see is a sterile waterfront developed for the single resident or apartment building; it is not used by the general public living behind all those buildings. I think that the government should force the developer to provide waterfront amenities for the public; not for the building itself, not for apartments, not for single residences. I want to talk about a private developer who is putting commercial enterprises on public access corridors. The public should be allowed to use the waterfront between those corridors. As long as the public is capable of using it, provide them with the proper type of amenities. This way we are not worried about whether it is only the affluent who can live on the waterfront, because this way the waterfront will belong to the city at large and to visitors. Incidentally, I think that is a very important point. We are providing a public access corridor with amenities at Plaza Ventian. Now I would like to address myself to population growth.

Population growth is a fluid thing; zoning tends to go hand in hand with many things such as how many people live here, how willing are we to grow? Obviously this core starts at Rickenbacker Causeway and ends at 22nd Street. This core will grow as more people come into this area.

More people will be able to live downtown. There is a safeguard we can establish as zoning changes take place, and changes will take place in the next decades. Single residential areas, such as Brickell, will become entitled to higher densities. I think that legislation at the county level should enable the waterfront to have zoning changes. As zone changes occur, the government should ensure that the best economic use is made of the waterfront as well as insuring that everyone has access to it through public amenities corridors.

HAROLD MALT

The comments have been leaning in a certain direction, a direction that I sense is one which tends to think of the bay as a resource for all. Also the comments seem to be moving in the direction of management and control of the total resource rather than a fragmented approach to planning. We are not the only ones who are facing these problems. San Francisco has been dealing with similar problems since the 1960's.

Very recently the Coastal Zone Management Agency issued a booklet called "Reviving the Waterfront." A number of waterfront issues were addressed such as those faced in Cleveland. It also addressed canals in New Jersey and all the other efforts including the famous George Rockrise Plant in Seattle in 1958. The publication tends to take a very comprehensive view, a complete view and therefore finally gets me to the point of taking the large viewpoint here, of designating Biscayne Bay as some sort of--I hesitate before I say the word because as soon as I do we get certain semantic reactions. Just let me toss out a couple, such as a scenic district, a recreation district, or a city image district. It could be whatever, but it implies that we are now looking at a larger entity. It also implies, most importantly, that Dade County or some regional mechanism will reside in control. We must eventually coordinate these fragmented jurisdictions and resulting problems; somewhere there has to reside an overview control. I am not talking about imposed controls which don't work, but rather I am talking about a management office which would be

the focal point to pull together not only the 35 clearances that would be required but also to provide certain clearances. It should be an entity where someone could come in with a plan that has a certain potential and be able to make the necessary trade offs to implement a project that is sensitive to its bayfront location. We can develop guidelines, but specifically the concept of setting up sectors or zones where preferential uses should be further encouraged is an approach. Also, trade off of aquisition development rights and other kinds of mechanisms should be further explored. There is one last point on this subject which I think is beneficial and important but is one that is pretty difficult to quantify. We have been talking about the fact that people come to Miami and look at the Bay and historically it has been very significant. We have not been talking about the fact that the population will increase. We have been looking for something that symbolizes Miami as a desirable place to be. In the newspapers a week or two ago someone suggested we build the St. Louis arch down here. If we took 100 million dollars and we were to

put it into improving the shoreline and the Bay, we would have some imagery symbols that not only were irreplaceable but totally unique in the world. Let us take the Bay as our symbol and use that imagery as a basis to captivate people to secure support for this notion.

FELIPE PRESTAMO

Let me comment on traffic data for a moment. If we review traffic destination data between 1965 and 1975 and also the year 2000 projec-

tion, destination of social recreation trips in areas around the Bay are not increasing in terms of attracting more and more trips. The largest increases in traffic destinations are going to other places. It's interesting that there is no increase in the number of social recreation trips ending around the bay. Only the number of work trips around the Bay is increasing. It shows that we have been very effective in blocking the Bay from the people, and as a matter of fact, one part of government (transportation agencies) is now recognizing that this blockage is going to be more effective in the future. I think that it would be desirable to take a hard look at how many people are concerned with the Bay, using the Bay and going to the Bay for social recreation. Who are the users and how do they use it? Let's plan for these users.

JOHN STEFFIAN

That is very interesting, particularly drawing those conclusions from traffic studies. One doesn't always come up with that kind of conclusion.

So many things have been said here that I cannot summarize all of them, but I would like to lead on with a few images myself. They have of course banned the new poster, "Miami, See It Like a Native", and we could discuss that.

Part of the difficulties with designing Miami in conceptualization is that we are having trouble forming images and being able to reference them to our experience. I would suggest using Biscayne Bay as Miami's Central Park. It really is that if you wanted to think of it that way. You see, it begins to have scale, it begins to relate with an urban area. One of the difficulties in Miami is that it appears to me that there is an ambivalence between whether it is really going to be urban or whether it is not. What Lester Pancoast was talking about, earlier in the urban setting, the single family house becomes more of a rural tradition and less a part of urbanization. When you look at San Francisco, you immediately recognize the fact that someone owns a piece of property in perpetuity and can do with it whatever he likes. When you look at condominiums that are 30 stories high, you say, my God, there are

400 people that own that; to move that off is something that is really impossible and that is going to be there forever and ever and ever. I think more and more that this is not true, that it is a short-term event in the life of the Bay and a short-term thing in the life of the city. We have to understand that we are not sitting in a fixed situation; there is a real change going. When we talk about rules, there are so many games occurring that what we are talking about maybe are not the rules but a management process. That in a sense becomes an organization which is made up of all the municipalities, communities and people of different backgrounds, of different persuasions. Through planning and management we can begin to know what is next. What I was hoping to do was to find if there are directions for implementation besides the generalities that have been thrown out.

TIBOR HOLLO

That brings me to my favorite project, which very few people know about. I believe that Confucius was right: a journey of a thousand miles begins with one step; for instance, the South Beach Development Authority was a little bit too brash. I think that the plan is a very beautiful looking plan, but they don't know how many thounsands of square feet of buildings are out there. However, if they had taken a relatively small area of 20 acres and made it into a model type of community and concentrated some municipal dollars into it, you would have had developers flocking in from all over without having to offer tax incrementation financing, without any federal dollars, etc. So I would like to give a general direction as to where you could funnel your efforts. This brings me to my favorite concept which is called the Archaic Danish ship-building tools.

There's one more obscure idea you'll enjoy and that is our county, city or state is ready to make plans to solve the Miami River bridge problem. The latest figures I heard, about a half a billion dollars, are being sought to spend on either bridges, tunnels, or non-bascule bridges; very fancy and costly ideas to solve the problem. Most of all it would be costly to our community-at-large because the tremendous economic

momentum this community achieved in the last decade would be interrupted for another decade by having to go into a three to five-year bridge building program which will divert and cut traffic on the existing corridors. So let's go back to the Archaic Danish shipbuilding tools. When you and I think of rivers, many times we think of standing at the mouth of the Mississippi, thousands of miles of waterways and numerous industrial cities benefiting from the body of water and barges and commercial vessels going up and down. We dare to call our river the Miami River. It is more like a short little canal that goes a few miles in from the sea. Sometimes it takes ships four hours to go the three and one-half miles in from the mouth of the river to the ship building yards. Now if you address yourself to those ship building firms you'll see that they are still working with tools that are no longer used in the Danish ship building yards. At the turn of the century they had already gotten rid of those tools. They are too archaic and they couldn't get anywhere with them. The shipbuilders along the Miami River can't afford to retool themselves. The squalor that they are working in for a very poor living is incredible. We are thinking of spending 300 million dollars or 500 million in building new river crossings and for a fraction of that amount we could purchase the thirty or so ship building yards that are in that area, including the properties, and relocate them to another portion of our area. This would thereby eliminate the traffic tie-ups resulting from these four-hour navigations up and down the river. All these industries could be placed by the mouth of the ocean where they could be more easily controlled so that they wouldn't contribute to the pollution of the Miami River. The city then could take the vacated land and make a veritable waterfront paradise out of it. Give it to developers or develop it themselves strictly for public waterfront amenities. On both sides of the river you'd have ten miles of magnificiently water-related public amentities and we would not have to spend as much money as would be required to replace and upgrade the existing bridges. We would improve the quality of life in the hinterlands. If we could propose something like

this to the cities as a result of this conference we would have achieved something great.

MAUREEN HARWITZ

As one of the representatives of the City of North Miami, I have to say that people there are very concerned about hurricanes. We have done a lot of hurricane protection analysis and found that the Miami River is very important to the boat industry and should be maintained the way that it is for hurricane protection. The people of North Miami feel very strongly that the Miami River should be a working river. Transferring the pollution, the oil and grease, doesn't make it go away and I view this as an attempt to take away the livelihood of those people.

TIBOR HOLLO

On the contrary, we would try to improve the life of those people. You could improve the livelihood of those people by giving them much better and less antiquated facilities than they are using. I think that as to hurricane shelters and livelihoods those problems can be solved by facing them.

KEVIN LYNCH

I would be curious to know what the image of the Bay is for the people of Miami. Is is really important to them or do they think that Miami starts somewhere back of the ocean?

One of the things that is important in San Diego is that the Bay is very prominent in people's minds. You hear the slogan "Return the San Diego Bay to the people of San Diego" and everybody says yeah because they see it all of the time. That's the Bay Area. Do we call Miami the Bay Area?

So I should think one of the important things in talking in terms of management is to begin to make people aware of the Bay and its facilities. This can be partly with design ideas which show you what can be done. However, also bringing people out to the Bay with environmental education programs and tours to observe it and maybe with festival on the Bay. There are all kinds of devices to raise the consciousness of people. That is one way of building your political base.

JIM REID

What we are talking about is implementation, but I think we have to start at the value level. This is a public amenity and the public should have access to the Bay. At the value level this is up front with everybody and the question is how do you do it? In Miami, twenty-five percent of the bayfront is publicly owned, another fifty percent is single family dwellings, zoned R-1 and R-2. As this urbanization takes place and increases, what should be extracted from this public process as a whole? I think that before you get to that question you have to accept the fact that the Bay is a public resource. We want it for people here and now and we want it for the future. I live a block from the Bay on Bayshore Drive and condominiums are at the end of the street, but someone had the foresight for a twenty-five foot access for all the residents of that lot; so anytime I want to, I know I have my right to go down to the Bay and believe me I treasure that. Those kinds of things can be retained as a right for the general public.

HAROLD MALT

In the matter of goals, it is only recently that people are saying that there is a goal or an objective to provide this public access to the Bay. This is a relatively recent phenomenon. If it were to be part of public policy and if then some of these other approaches were tied to that, it would have a way of rallying public support necessary for a comprehensive approach to bay planning. One of the things that might tend to build some of this support and also work in the direction of making it a public place is to say that the shore would become places for pedestrians. Much of the public space is not really conducive to pedestrianization; it is more of an open, passive space. There has never been a conscious public decision to develop these types of spaces in Miami. It is possible to do; other cities have done it and Miami can do it. It requires some planning and it requires certain implementation, the acquisition of parcels perhaps. I think it has another benefit; as people get to use these amenities, they begin to regard the Bay as their own and they become more conscious of the pedestrian scale.

I believe that would do a lot toward some of the issues that we are discussing here, whether it is high rise or not high rise or whatever. I think it will become more apparent for everyone. I am using this in the sense of everyone--the developer, public agencies and the like; appropriate building scale would become readily evident because everyone could see where the sun is blocked. Everyone can see where there is absolutely no scenic access or physical access that can be used. I am suggesting pedestrianization.

JOHN STEFFIAN

The Miami River discussion tends to focus on a couple of perceptions which seem very important; that would be good for pedestrians; it is something you would like to walk along. There is a lack of shade; but then there is a lack of shade all over the southern part of Florida. In consideration of having people places, we always forget about shade and so they don't work. Miami Beach is the only place I know of where you see people walking; you seldom see people walking in Coral Gables and you seldom see people walking in many parts of Miami. It has to do with the activity. You don't see people walking in Coral Gables because it is such a long walk to go anyplace where anything is happening. Even Miracle Mile, which is the economic bastion of the city, is split so that people walk on one side and not the other. Because it is such a wide street people don't cross regularly. Shops do well on one end but not on the other. Back to the river again; the fact that people are doing real work is a really much more interesting thing to watch in many cases than people who are learning how to play. I think that is very significant in making public space work. Now Kevin was asking very early this morning, as we drove across the causeway toward the beach, "What are those ships up there?" and I said, "Well that is part of the Port of Miami." He said, "But you know it is really too bad because there are fences there."

KEVIN LYNCH

The City of Helsinki has one of the finest waterfronts in the world because of reasons I don't know.

For whatever reason, the shipping is still right in the center of town and people can walk right along these big ships and see the unloading process and so on, plus the fishing boats; also the open air markets are right there and so on.

JOHN STEFFIAN

This is something that Miami used to have because I have seen old postcards.

HAROLD MALT

One of the best statements connected with Watson Island is that they should put bleachers on Watson Island so you could go down and watch the cruise ships.

JOE FLEMING

One of the questions about what people want to do is answered by the fact that they tend to move to the water side "neighborhood" developments in sort of a search for a recreational attitude and setting. No one has ever really regarded any such local bayside community as related to the overall community. The value of this committee is that we are running out of those neighborhoods. This is an effort to plan for the next twenty years.

If you turn your television on, you see ads, for example, for Village of Kendall, and you move out to this place--you have tennis courts and everyone is very isolated and people don't really walk a lot and because of air conditioning people stay indoors. The thing of it is that the community grows and the architecture changes. The people, however, get cooped up in those larger buildings because they want to be in those central areas. We are going to have to come back to this. Perhaps it's a mistake to get excited about Central Park analogy because in protecting Central Park, New Yorkers don't say Central Park is our Biscayne Bay.

We need to recognize that development is going to continue; hopefully, there are going to be creative approaches that are possibly going to be used. As an example, certain types of canals are possible now, others are not. The City of Miami Beach representative could comment on this more. With the exception of a recent election, Miami

Beach, up to maybe last month, was committed to having the most phenomenal, labyrinthine canal system ever known in this area. They were taking the whole southeast part of the Beach and making it into canals. Their argument was that although this area was surrounded by water, that didn't count; they wanted water inside the project. Although they could have probably made pools, that didn't count either. They wanted real canals (marina type canals). I think that is one of the problems that should be discussed on the Beach side and as we go west of Biscayne Bay.

The best thing to do is to start with the assumption that west of Dade County there are water control areas which people can't develop; and east of Miami Beach there is the ocean, so everyone is coming together; and we are going to be like New York or Boston. We, therefore, should protect the Bay as our open area, a unique resource under stress.

LESTER PANCOAST

I would like to address the success of design review boards in the City of Miami. Some of it is psychic victory, I am afraid, but some of it is meaningful. I never thought I wasted a single moment there even when we lost because at least we were engaging in a battle, which before we had not. The other problem was that we were the only design review mechanism for the City of Miami for several years. When there was a new kind of problem they gave that to us also,

and we began to meet very frequently. Each time was interesting. Each time was a struggle. Each time was worthwhile, but it began to become quite a lot for some of us who were trying to run businesses at the same time. I would say that the definition of scope is important no matter how many of these groups are set up.

HAROLD MALT

There is another model which might not be directly transferable but I am thinking about the situation in the cities of Cincinnati and Baltimore, where RTKL was very instrumental in developing a central business district land use plan. The nature of the development of the plans was such that a great deal of community participation, political involvement in the process, and constant review of urban design plans was required, so that when the plans were approved by the Commission almost simultaneously an ordinance was passed accepting that urban design plan as the conceptual scheme. At the same time an urban design review panel was established to monitor it. By appointing to that panel the head of RTKL, a couple of local architects, an engineer and also a political figure (involved citizen) it would not make it completely professional, but it had some other type of representation and that worked out quite well. The range of discussion for the panel in Cincinnati was very good.

JEAN EVOY

I think that the design review board concept is a very interesting one, but I would like to try and get us back. If we could return to the more immediate kinds of things, I would like to pose a hypothetical question: If I had a million dollars to spend today on improving access to Biscayne Bay, what would you have me do with it?

JOE FLEMING

I suggest that what you do is use the money on the Julia Tuttle Causeway; where you have open fill land adjacent to the roadway, make some extra lanes just for buses (and not allow cars in there), and also develop a system where you

could have mass transit take people out there. So you would be providing access without making it like Rickenbacker Causeway, and getting people upset--and having the interstate highway people saying you can't put them out there. By using those existing open areas, you would have a place where people could go and see the Bay. You could also make people advocates of the Bay by using those dead-end streets for viewing or small boat access, and things like that.

Then you should set up projects where planning departments and the University work together and find out what other communities have done that enabled people to enjoy the waterfont. Figure out what you have here. Stay away from the idea of trying to develop the advocacy for the Bay by doing the human construction thing and building in the Bay.

Let me point out that the Bay was made by man, and he has made enough of it. It might be nice to put something in the middle of the Bay to look out on from the Bay; but we would have to fill it to use it; that is what destroys it.

There was once a cartoon about a certain famous tourist place in Paris where the people were looking out; and the tourists' tape recorder was going and it was saying: "You are now in this building, overlooking the most beautiful view of Paris and the only unobstructed view of Paris, which is due to the fact that it is not obstructed by the building that you are in". Take those islands by the Julia Tuttle Causeway and take those dead-end streets, and then fix them up; and just let the people do the rest.

The economy is out there just pushing everything up on Biscayne Boulevard. It is my experience, with the City of Miami, that it really doesn't matter what your zoning plan is. When the developers get there, and buy the property, people start turning over the process.

I find that planning departments never stop things from happening--especially a bad project. They may alter it, they affect it, but all of

these regulations basically are put into the laps of people. What the planning departments should be doing is proposing ideas like the bus lanes, and like finding areas such as the students have done in this project. Also maybe, sometimes going to people who are not advocates and going to the school systems where you have people who aren't represented who may have a fresh outlook on what you have.

Now I am not saying that I agree with everything that everyone did in these projects shown here, but it was one of the few times where I have heard people propose projects where they were not representing a specific developer who was telling them what he wanted. Our planning system is not too good; it needs architects for the public and for the Bay. I think it would be nice to do a study on what is good in the Bay and what you want, in terms of the islands that are out there. Some of those are residential and, maybe, there is a place where the zoning people can or should hold the line.

JOHN STEFFIAN

I think building without a client is great; I love it.

JOE FLEMING

Well, she gave me a million dollars. I'll be frank; that might be a good hypothetical figure, but you may need a billion dollars nowadays with the energy problems and so forth.

KEVIN LYNCH

You could do it without a million dollars and the way to do it is to organize some education about the Bay. There is really a lot about the Bay, its wildlife and history; we just need to make people aware of it.

JIM REID

We would be very much interested in working on a demonstration project in the Edgewater area. I think one thing that is important about the whole problem with the Bay and how to get a better community is to show what can be done. It has been my experience

in public policy making that you have citizen groups which are economically interested and you have policy makers and at some point you have to join the circle as to what steps to take and where to go. Lester and I have had the experience of working with the business people, the city and county policy makers, people who represent citizen interests as a whole and bringing all the solutions up for discussion. I think that the joining of the circle in terms of the process plan is absolutely essential. It is all well and good for us to talk about it today, but the Dade County Commissioners will have to vote on this and so will the City of Miami Beach. They have to be at the table with all the interests that come into conflict when you try to do something this ambitious.

MIKE McCONNELL

I have a point along these same lines in regards to trying to make people aware about the Bay. People take the Bay and bayshore for granted; it is there and nothing exciting ever goes on there.

One of the things that could be done to increase community interest in the Bay is to contact a lot of local groups like PACE that provide a lot of free concerts and get them to do some concerts on Watson Island. There are a lot of things happening there that so many people don't even know about. If more people become aware that the Bay exists, they will tend to use it more.

BOB DAVID

I would like to pick up on what Jim was saying, in terms of accomplishing something that will really be supportive and successful as a concept or as a means of approving, recognizing and enjoying the Bay. I think it really has to be done in a cooperative effort of all of the government agencies, and not just government agencies but special interest groups as well, that have a concern about it.

It has to be done as "complete circle" for it to really work and accomplish whatever goals we come up with. I would like to point out, however, that there should be a

way of representing all of the people involved who have vested interest in the Bay.

SAM ROTHMAN

Talking about closing the entire circle, it might work on a long-term basis but something immediate could be done if we look at MacArthur Causeway; for example, the south-bound lane could be widened to accommodate a bike path which could be a more immediate solution.

LESTER PANCOAST

I have something that I would like to use the one million dollars for. I am not sure it is the best way to use it, but it certainly is a highly visual one. Aside from getting people there, I would like to take the million dollars and approach the little islands which are much more important visually than most of us have mentioned. They were of course produced when channels were made and there is some good natural growth upon them. Some of them are big round buttons of mangroves, often with birds. Then there are those that are just sand and don't have much of anything on them. I think that knowing native vegetation well enough and being able to get it we could endow those islands with a lot more pulchritude than nature has been able to do by itself. Hurricanes will batter them, there is no question about that, but this shouldn't be an excuse not to make them as nice and as inviting as possible. I didn't mean to make them bigger, because they would begin to fill in the Bay; I identify very much with what Joe said. I think that those spoil banks should be so attractive that people might see a reason for treating them better.

HAROLD MALT

Along that line, if we take $50,000 back from the million and declare a Biscayne Bay Day in which some of the things that have been said here are put into practice, we could turn that one day into a community event which would help create a constituency aware of the Bay.

JOHN STEFFIAN

It would be great to have them walk down the streets to the edge of the water and get on a ferry and take them somewhere.

JIM REID

That is a good point, though, to have an annual Bay Day.

FRED CALDER

The President has proclaimed this the year of the coast. So we have a Coastal Alliance in Washington that is made up of a diverse number of environmentally concerned groups and they are prepared to help organize this. It might be a good idea to have the policy committee start working on that idea.

JOHN STEFFIAN

We really only have a few minutes left. Could we spend a minute and see what the University or the Department of Architecture could do with the county and the various cities to continue with this? Maybe we can build bonfires, make posters. What could our collective role be with the resources we have in our Department? Because I think that the students haven't gone through this. I have not gone through this. This has given us another level of awareness. It would be nice if we could have some type of direction. Could you think of a way for us to work together?

JIM REID

I think we would like to see plans translated into land use controls. We are very much into local planning at the local level. I do feel that the Bay as a whole needs plans and ideas that fit a holistic perception--of what is or isn't done.

My point is that having a holistic view, having a critical outside evaluation group, and having an a priori, unrestrained view of what is usuable is very good.

FRED CALDER

In terms of this project, the University people did a very good job. Their site specific analyses and proposals were done at a level of detail appropriate to the problem of access around the Bay. Designs, such as the one addressing access opportunities at streets which end at the Bay, are helpful and spur further solutions. Yet, the students made a contribution which surmounted their site specific work;

they provided a vision of the total Bay for our future work.

JIM REID

I would like to take the ideas that have been generated and get an outside consultant and have him work on translating them into plans for the City Commission. I think that there is an initial level where the unbridled concepts can be useful but I think that there is a point where you have to get into the public decision making process even more.

FRED CALDER

I am speaking sort of selfishly. There are areas around the state where I can apply engineering; I don't like to see only consultants work on this. What I saw today was very good. It showed imagination. It showed that you don't have to be led every step of the way.

KEVIN LYNCH

Are there other areas where the University would be useful?

FELIPE PRESTAMO

Yes, the Rosenstiel School of Marine and Atmospheric Science did a complete analysis of Biscayne Bay two years ago. There were about fifty papers dealing with every possible aspect of the Bay, water circulation, water quality, marine life, etc. The entire work was published and is probably the best inventory that we have on the Bay.

GARY GREENAN

We never moved toward implementation; that's one of the problems; a conference is held and then two weeks later everyone forgets about it.

JEAN EVOY

We've used that as the basis for everything we've done. Essentially that work is being updated.

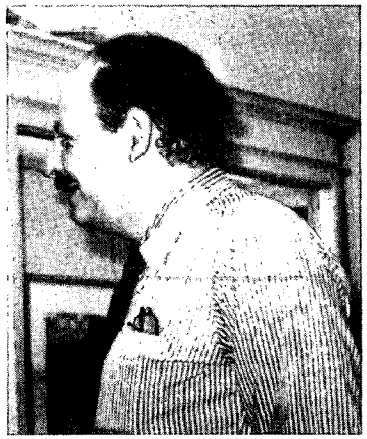
REGINALD WALTERS

One of the problems that I mentioned before the break; this community does not want to spend the kind of money for planning that it takes to mobilize the various ideas

that we are coming up with. The only reason that we are here today is that there were a few bucks available to do some planning, very few. I really compliment the University on its effort. But really, you go to this community and you talk about wanting money for planning and they say: We don't want to spend money for planning. We want to spend money for implementation. The planners then go someplace else. It is this kind of attitude that is built into this community. When we heard that the Bay Area had thirty on staff, Jean almost fell off of her chair. Thirty people just concentrating on the Bay Area? I said yes, that is the kind of money that people who are sincere about these things are willing to spend. Can you imagine Dade County allocating thirty people just to deal with the Bay from a planning standpoint? This is always an uphill battle. There are so many people in this community ready to keep them from wheeling and dealing. This is one of our basic problems in Dade County. For years we have talked about the need for a Bay plan. By the way, the million dollars that Jean mentioned has been allocated over the next two years by the state is for restoration, not planning. This is just a drop in the bucket, but it is the kind of thing that we want to make the most of. We have approximately $50,000 in coastal zone funds and those monies were the ones that were channeled into the $5,000 that were used for this project. That is why we have been concentrating on the urban waterfront, so we are having to parlay three different budgets from three governmental agencies to get this planning project off and running for one year. Unless we generate enough interest this year to get the state, and maybe Dade County, to continue to support this kind of planning project, there won't be planning money next year. It is darn tough to convince anyone that in these tough governmental years where the emphasis is on services, when you have $1.00 left over you only spend it on police and fire. And even if you don't have it left over you take it from planning and spend it on police and fire. That is what we are facing. That is the basic problem.

JOHN STEFFIAN

I think we better close now. I am very appreciative of everyone's time to come here today. It has been a great boost to the whole idea that there has been and that there should be people who can work together and that something will come from this. The commitment and the excitement that I feel about the ideas here, are something that can stir us to go on whether we are funded or not, because it seems so necessary and your presence here will certainly be known. I understand the Miami Herald was here today and we hope that they push it hard and fast. Your presence certainly helped us get this off the ground. Thank you.



CONCLUSIONS

RECOMMENDATIONS RESULTING FROM THE CHARRETTE DISCUSSION

Following are the suggested methods recommended by the charrette participants and students for increasing general public awareness of Biscayne Bay and for increasing public access to the Bay.

1. Create a board to review all projects within a certain distance of the Bay.

2. Enact zoning that would encourage developers to provide public visual and physical access. Utilize commercial zoning and mixed-use categories to increase public access. Discourage parking lots, gas stations, dumps, trash transfer stations, and other similar uses along the bayfront.

3. Make better use of existing publicly owned bayfront property:

   a. Dead-end Streets--locate fishing piers, boat ramps, viewing areas and other similar uses on these public rights-of-way wherever feasible.

   b. Linear Parks--create linear parks where public rights-of-way parallel the Bay.

   c. Existing Bayfront Parks--encourage additional public amenities which would attract more visitors. Improve public access across Biscayne Boulevard.

   d. Causeways--wherever possible, provide bike paths, picnic areas, boat ramps and other similar uses along the public right-of-way.

   e. Canal Outlets--utilize the areas as public access points.

4. Create a constituency for the Bay. Increase public awareness of the Bay and the recreational and economic benefits it provides through "Bay Day" celebrations, parades, clean-up campaigns, TV spots, etc. Emphasize the Bay as an economic and tourist amenity.

It was generally agreed that because the bayshore is highly desirable real estate, it is best to rely upon market forces which will result in the use of the shoreline for high density development. However, shoreline developments should incorporate ground level physical and visual access to the Bay. The funds generated in property taxes could then be used to improve public access either at existing or new parks. Simple low cost vest pocket parks should be created along the bay shoreline and along canal or river fronts.

At the time of publication of this report, Dade County was in the process of preparing ordinances that reflected many of the suggestions made at the charrette, including adoption of the "Proposed Biscayne Bay Management Plan," creation of a Bay Management Committee and provision for public Bay access.

ACKNOWLEDGEMENTS

Appreciation is extended to the students and the charrette participants for their major contributions in this effort. In addition a number of individuals devoted considerable time to preparing for the charrette activities, including:

Allan Bly (Assistant Director of the Dade County Planning Department)--for initiating and coordinating the project between the University and the Planning Department.

Fred Calder (Office of Coastal Zone Management of the Florida Department of Environmental Regulation)--for his coordination between the State and Dade County and for his encouragement and support in using students in a new planning technique for coastal zone planning.

Jean Evoy (Director of the Biscayne Bay Management Project)--for her major contribution as the originator of the charrette concept and for her ongoing assistance throughout the process.

Gary Greenan (Associate Professor, Department of Architecture and Planning, University of Miami)--for his efforts in coordinating the student work.

John Steffian (Chairman and Professor, Department of Architecture and Planning, University of Miami)--for his efforts in coordinating the University's responsibilities for the charrette process and for moderating the charrette discussion.

Reginald Walters (Director of the Dade County Planning Department)--for his interest and involvement in developing this relationship between the University and the Planning Department.

Carl Weinhardt (Director and Supervisor, Museum Division, Dade County Parks)--for his generous contribution in providing Vizcaya as the environment for the charrette.

REPORT PREPARATION

Under the direction of Gary Greenan, Antolin Carbonell coordinated the preparation of the graphics and layout for this report and Simon Ruderman assisted in the review of the text.

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