MEMORANDUM

Date: September 3rd, 2026

To: Honorable Mayor and Commissioners

Via: Brian L. Barroso
City Manager

CC: Patrick Wright
Growth Management Director

From: Taylor Brown
City Planner

Subject: **2407 N. Roosevelt Blvd. (Happy Landings Marina) – Zoning Map Interpretation (File ID: 26-5236)**

Introduction

The purpose of this memorandum is to provide the Mayor and City Commissioners with background information and staff recommendations regarding an interpretation of the Official Zoning Map as it applies to the property located at 2407 North Roosevelt Boulevard, commonly known as Happy Landings Marina. Staff is requesting City Commission consideration of an interpretation of the zoning district boundaries pursuant to Section 122-94(7) of the Land Development Regulations, in order to clarify the appropriate zoning designation for the upland portion of the property and ensure that the Official Zoning Map accurately reflects existing site conditions and historical development patterns.

Background

The property located at 2407 North Roosevelt Boulevard consists of an upland parcel containing commercial structures and associated parking areas, together with approximately four acres of adjacent tidal waters forming a marina basin. The basin area is bordered by mangrove fringe vegetation and connects to the surrounding waters of the Gulf of Mexico.

Figure 1 Aerial view of Happy Landings Marina and surrounding mangroves.

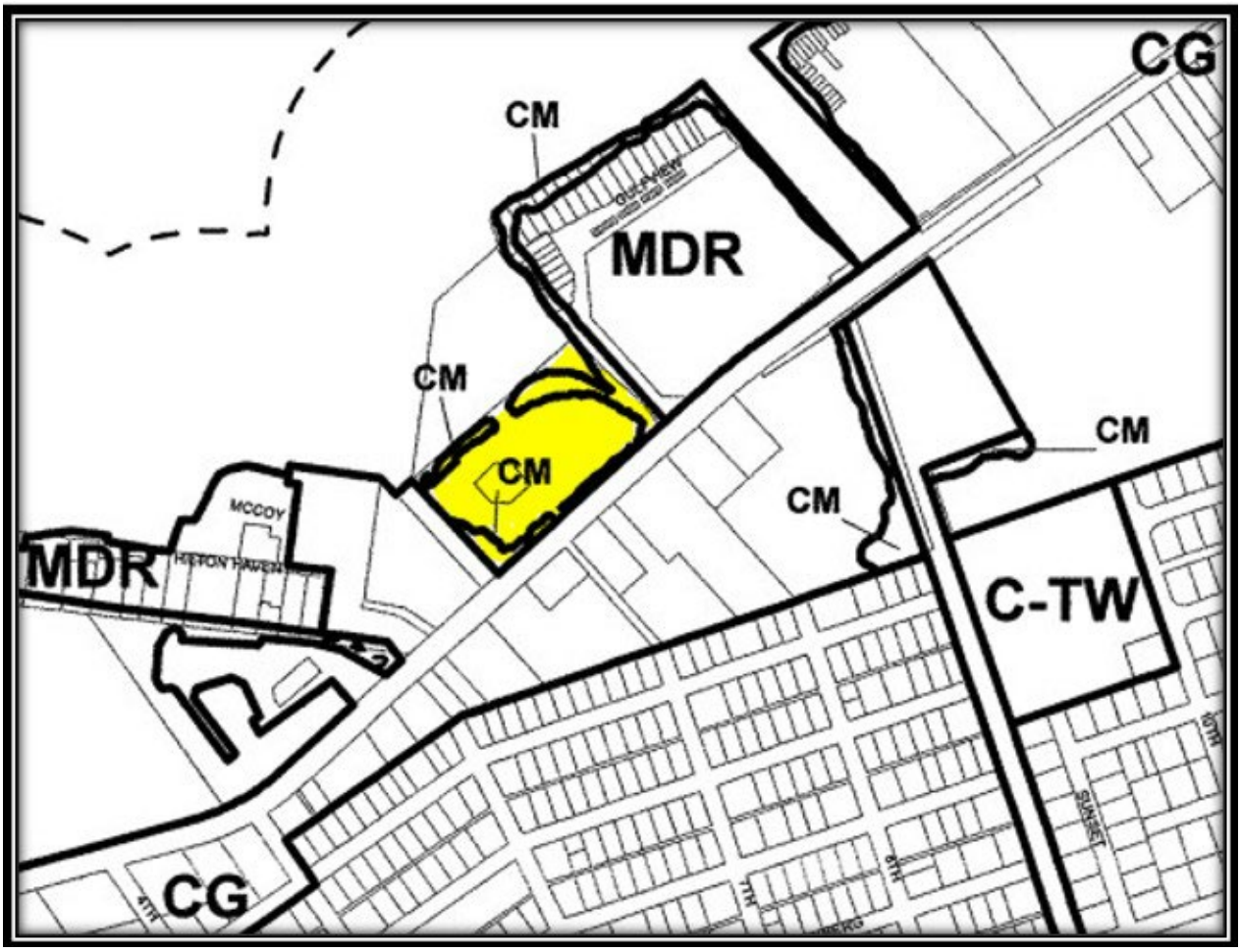

Figure 2 Zoning Map with Subject Property highlighted in yellow.

Figure 3 Aerial view of Subject Property highlighted in yellow and surrounding parcels (mirrors view of Zoning Map in Figure 2.)

The property has historically been used for marine and commercial purposes. City records indicate that the site has hosted several uses over time, including an aquarium facility, a marine education program known as Flipper's Sea School, a restaurant, entertainment uses, and residential units. In 1995, when the property was conveyed by the City to a private owner, correspondence from the City Attorney confirmed that the property could be utilized for commercial purposes and residential units, subject to the issuance of appropriate permits.

In 2014, the City Commission approved a Major Development Plan, Conditional Use, and Landscape Waiver through City Commission Resolution No. 14-316, authorizing the construction of marina dockage facilities consisting of up to 79 berths within the adjacent waters of the property. The approval applied specifically to over-water improvements within waters classified as Conservation – Outstanding Waters of the State (C-OW) and included numerous conditions related to environmental protection, parking, and operational limitations.

Subsequently, the approved dock configuration was modified through a Minor Modification to the Development Plan approved in 2023, which adjusted the dock layout and relocated certain dock structures away from the mangrove fringe. More recently, a Major Modification request was reviewed by the City Commission in 2024 and ultimately denied.

A Zoning Verification Letter dated March 17, 2022 was previously issued by the Planning Department in response to a request regarding the subject property. That letter indicated that the property was located within the Conservation Mangrove (CM) zoning district and recognized the presence of two non-transient residential units associated with the property, while also referring to the previously approved marina development authorized by the City Commission in 2014.

While reviewing materials associated with a recent zoning verification request for the property, staff identified a potential inconsistency involving the depiction of zoning on the Official Zoning Map. The zoning map currently illustrates much of the parcel as Conservation Mangrove (CM). However, the upland portion of the site is developed with commercial structures and paved parking areas and does not contain mangrove habitat as defined in the City Code.

Historical records, aerial imagery, and field observations indicate that mangrove resources are limited to the shoreline and basin fringe areas rather than the developed upland portion of the property. In addition, the surrounding properties along the North Roosevelt Boulevard corridor are predominantly zoned Commercial General (CG) and contain similar commercial uses.

Based on this information, staff believe that the zoning map may have overstated the extent of mangrove coverage when the current zoning map was prepared, resulting in the upland portion of the parcel being depicted as Conservation Mangrove. This depiction appears inconsistent with the physical characteristics of the site, the long-standing commercial development pattern, and the zoning context of adjacent parcels.

Section 122-94 of the Land Development Regulations establishes rules for interpreting zoning district boundaries when uncertainty exists. Specifically, Section 122-94(7) provides that where physical features existing on the ground differ from those shown on the Official Zoning Map, or where uncertainty exists regarding district boundaries, the City Commission shall interpret the intent of the Official Zoning Map.

Staff believe that application of this provision will allow the City Commission to clarify the zoning boundary for the property and ensure that conservation zoning continues to apply to the mangrove fringe and adjacent waters while recognizing the developed upland portion of the parcel consistent with its historical commercial use.

Recommendation

The City Manager's Office recommends that the Mayor and City Commission interpret the Official Zoning Map pursuant to Section 122-94(7) of the Land Development Regulations to clarify the zoning district boundaries applicable to the property located at 2407 North Roosevelt Boulevard.

Specifically, staff recommend that the Commission interpret the zoning as follows:

- The upland portion of the property shall be recognized as Commercial General (CG);
- The mangrove fringe areas shall remain designated Conservation Mangrove (CM); and
- The adjacent tidal waters and marina basin shall remain designated Conservation – Outstanding Waters of the State (C-OW).

This interpretation will clarify the intent of the Official Zoning Map, ensure consistency with physical site conditions and historical development patterns, and provide a clear regulatory record for future planning and development review.