

1995

EVALUATION &  
APPRAISAL REPORT

OF THE

MIAMI COMPREHENSIVE  
NEIGHBORHOOD PLAN

1989 - 2000

September 1, 1995



**EVALUATION AND APPRAISAL REPORT (EAR)  
ON THE  
MIAMI COMPREHENSIVE NEIGHBORHOOD PLAN 1989-2000**

**CURRENT REVISIONS TO THE DRAFT EAR REPORT  
AS OF OCTOBER 18, 1995**

<b>VOLUME/ELEMENT</b>	<b>CURRENT REVISION</b>
Summary	Text:8/29/95 except pages 6-9: 9/20/95 Cover 10/12/95
I. Land Use	8/24/95 except pages 43-46: 9/20/95
II. Traffic Circulation	8/21/95
III. Mass Transit	8/21/95
IV. Ports & Aviation	8/22/95
V. Housing	8/23/95
VI. Conservation	8/28/95
VII. Infrastructure	Undated except cover 9/1/95
VIII. Recreation & Open Space	8/29/95
IX. Coastal Management	8/28/95
X. Intergovernmental Coordination	Undated except cover 9/1/95
XI. Capital Improvements	8/23/95
XII. Solid Waste	8/30/95



# SUMMARY

PROPOSED  
1995 EVALUATION AND APPRAISAL REPORT  
OF THE  
MIAMI COMPREHENSIVE NEIGHBORHOOD PLAN  
1989-2000

CITY OF MIAMI, FLORIDA  
DEPARTMENT OF COMMUNITY PLANNING AND REVITALIZATION  
275 N.W. 2nd Street, Room 300  
Miami, Florida 33128

September 1, 1995  
Revised November 1, 1995

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# PUBLIC PARTICIPATION IN THE COMPREHENSIVE PLAN

*The Miami Comprehensive Neighborhood Plan 1989-2000, as adopted, contained a Public Participation section, reprinted here in its entirety. Following the reprinted section is a brief description of public participation in the EAR process*

## **Background**

Public participation in the planning process and formulation of public policy has always been viewed as an essential element of local governance in the City of Miami. In recent years, several mechanisms have been utilized to assure public participation in many aspects of local government, including comprehensive land use planning, and these mechanisms will continue to play an important role in the comprehensive planning process mandated by the "Local Government Comprehensive Planning and Land Development Regulation Act" (Chapter 163, F.S.). Public participation procedures that have previously been used on an informal and periodic basis will now become formal components of the comprehensive planning process. Chapter 163 F.S., moreover, now requires public participation in the evaluation and appraisal of progress achieved in accomplishing the goals and objectives set forth in each local comprehensive plan.

Within the city of Miami's local government structure, citizen advisory boards have been established to assist public officials in the formulation of public policy. These advisory boards are charged with specific responsibilities related to specific areas of concern. For example, the Planning Advisory Board and the Zoning Board are charged with responsibilities related to land development regulation within the City. Community Development Committees representing the entire City, as well as sub-areas within the City, assist in the formulation of public policies and help determine expenditures for community assistance and social/economic development. Other boards, such as the Housing Board, Parks Advisory Board, the Heritage Conservation Board, the Downtown Development Authority Board, counsel city officials on identifying problems and needs, and on devising strategies to address concerns and improve the quality of life within the City. Appointments to these advisory boards are often determined by the City Commission. In some cases, however, the boards are self-perpetuating, and, in the case of community development committees, are nominated by the City residents. The composition of board members is intended to provide community representation and special expertise.

The City has also established public notices and hearings procedures to inform specifically affected parties and the general public of pending official actions and policies. In addition to public notice of City Commission agendas, the agendas of Planning Advisory Board and Zoning Board meetings are also published in widely circulated newspapers. Property owners affected by changes in zoning and land uses are also notified by mail of pending actions that

directly affect their properties, and public notices are posted in affected areas. Neighborhood community meetings and presentations are a general practice of City departments, prior to recommending actions to the City Commission which have clear and direct impacts on the quality of life in specific areas of the City. The City will continue to primarily rely on these already established mechanisms and procedures to assure public participation in all aspects of comprehensive planning.

### **Public Participation in Plan Development**

In drafting the goals, objectives and policies for each element of the Miami Comprehensive Neighborhood Plan: 1989 - 2000 the City's Planning Department coordinated meetings with various advisory boards and conducted public workshops with the intent of soliciting public comment and opinions, and formulating a comprehensive plan that was sensitive to community needs and concerns. Other city departments also participated in these meetings. [Some 15 public meetings were held during the Plan formulation and adoption process.]

Land use policies and proposed changes in land development regulations, the public facilities and coastal management elements of comprehensive plan were each reviewed by the Planning Advisory Board. Through the development of a Downtown areawide DRI and Downtown Master Plan, future land use plans affecting downtown were discussed with the Downtown Development Authority Board, as well as with major downtown developers and other interested parties. A Downtown Master Plan Citizens Advisory Committee was also created to assist in the formulation of the Downtown Master Plan, and the Greater Miami Chamber of Commerce was also consulted. The parks, recreation and public open space element was reviewed by the Parks Advisory Board, while the housing element was reviewed by the city's Housing Board. Neighborhood development goals, objectives and policies were presented to the Citywide Community Development Advisory Board. Representatives of the neighborhood target areas were also asked to comment upon the social and economic conditions element. The City's historic preservation and natural resource conservation elements were presented to the Heritage Conservation Board.

In addition to the meetings held with advisory boards, the City's Planning Department also coordinated a public workshop on the comprehensive plan. City residents and other interested persons from state and local agencies were invited to attend, and public notices were printed in local newspapers. This workshop presented a background on existing conditions and issues regarding each element of the comprehensive plan, and provided a working draft version of the goals, objectives and policies, and the proposed future land use map. These meetings provided an opportunity for public comment and discussion.

### **Proposed Public Participation Strategies in Plan Amendments and Plan Evaluation**

The Director of the Planning Department is also the Executive Secretary of the Planning Advisory Board - the local planning agency. Future plan amendments and revisions will be presented at regular meetings of the Planning Advisory Board and in sane cases to those

citizen advisory boards whose areas of concern coincide with the subject of the proposed amendments or revisions. Planning Advisory Board meetings are held in the evenings on a twice per month basis. The Planning Advisory Board meeting agendas (notice of public hearings) are printed in a newspaper of general circulation 10 days prior to the meeting; the general public may examine the agenda material at the Hearing Boards Office, Building and Zoning Department after that date. Additionally, for land-use Plan amendments, individual property owners who will be affected by a proposed land use Plan amendment will receive individual mailed notice of a proposed land use amendment to the comprehensive plan; property owners so affected are given the opportunity of returning written comments and objections; further, a placard notice is posted on those properties proposed for a land use plan amendment. A recommendation from the Planning Advisory Board is a prerequisite to a City Commission hearing on an amendment to the comprehensive plan; further, before the City Commission formally considers an ordinance on first and second reading amending the comprehensive plan, the above-mentioned public notices (general newspaper publication, individual notice to affected property owners and placard notice on affected property) must have been repeated. (These procedures are referenced in Chapter 163 Florida Statutes and Chapter 62, Planning and Zoning of the City Code.

Prior to public hearings, residents and affected parties will be given ample opportunity to make written comments on proposed amendments or revisions. Following the public hearings before the City Commission, a verbatim transcript is prepared by the City Clerk of all oral comments and responses. These minutes will subsequently be available to the City Commission, the Florida Department of Community Affairs, and other interested parties.

Evaluation and appraisal of progress made toward achieving the goals and objectives of the comprehensive plan, and implementation of the policies contained therein will occur on at least a five-year basis. Data collection and analysis relevant to each of the plan elements, as well as preparation of the appraisal reports, will be the responsibility of the Planning Department, working in cooperation with other City departments and other local and state agencies. Citizen advisory committees will be asked to review and comment upon the data, analysis and evaluations prepared by City departments. Recommendations for revisions of current, or adoption of new, strategies for achieving the city's goals and objectives will be presented to, or jointly developed with, these advisory boards. Community workshops to inform and solicit comment on appraisal reports will also be conducted. It is the City's intention to maintain an updated comprehensive plan that is both effective and responsive to the changing needs of the community, through periodic appraisal reports and public participation in the evaluation process

#### **Public Participation in the EAR Process**

All applicable public participation procedures described in the foregoing section have been, or will be, utilized in the EAR formulation and adoption process. Specific public input to date has been sought and received in the neighborhood Public Participation Meetings shown on the attached list.



**MIAMI COMPREHENSIVE NEIGHBORHOOD PLAN  
EVALUATION AND APPRAISAL REPORT**

The Comprehensive Neighborhood Plan is Miami's blueprint for future development. Come to your neighborhood's meeting and share with us your concerns about the city and your vision for its future. This is your plan...take your place in deciding the city's future.

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|---|--|--|
| <p><u>February 7, 1995</u><br/>NE COCONUT GROVE<br/>7:00 PM<br/>City Hall<br/>Commission Chamber<br/>3500 Pan American Dr.</p>                                  | <p><u>February 15, 1995</u><br/>DOWNTOWN<br/>8:30 AM<br/>DDA Conference Room<br/>Penthouse<br/>330 Biscayne Blvd.</p>                      | <p><u>February 16, 1995</u><br/>OVERTOWN<br/>6:00 PM<br/>Culmer Center<br/>1600 NW 4 Avenue</p>              |
| <p><u>February 8, 1995</u><br/>EAST LITTLE HAVANA<br/>WEST LITTLE HAVANA<br/>FLAGAMI<br/>6:00 PM<br/>Manuel Artime Center<br/>2nd Floor<br/>970 SW 1 Street</p> | <p><u>February 15, 1995</u><br/>LITTLE HAITI<br/>UPPER EAST SIDE<br/>MODEL CITY<br/>6:00 PM<br/>Edison Senior High<br/>6161 NW 5 Court</p> | <p><u>February 22, 1995</u><br/>WYNWOOD<br/>EDGEWATER<br/>6:00 PM<br/>Clemente Park<br/>101 NW 34 Street</p> |
| <p><u>February 8, 1995</u><br/>ALLAPATTAH<br/>6:00 PM<br/>Center for the Elderly<br/>2257 NW N. River Drive</p>   | <p><u>February 15, 1995</u><br/>SW COCONUT GROVE<br/>6:00 PM<br/>Coconut Grove Human<br/>Resources Center<br/>3750 S. Dixie Highway</p>    | <p><u>March 1, 1995</u><br/>CORAL WAY<br/>6:00 PM<br/>Silver Bluff Elementary<br/>2609 SW 25 Avenue</p>      |

CITY OF MIAMI PLANNING, BUILDING & ZONING DEPARTMENT • 579-6086



**ESTUDIO DE EVALUACIÓN Y REVISIÓN DEL PLAN GENERAL DE VECINDARIOS CIUDAD DE MIAMI**

El Plan General de Vecindarios es la guía para el futuro desarrollo de Miami. Participe en la reunión de su barrio y comparta con nosotros sus inquietudes, opiniones y sugerencias con respecto al futuro de la ciudad. Este es su plan...aporte su voz al futuro de Miami.

7 Febrero 1995

NE COCONUT GROVE  
7:00 PM  
Ayuntamiento  
Salon de la Comision  
3500 Pan American Dr.

15 Febrero 1995

DOWNTOWN  
8:30 AM  
Salon de Conferencia DDA  
Penthouse  
330 Biscayne Blvd.

16 Febrero 1995

OVERTOWN  
6:00 PM  
Culmer Center  
1600 NW 4 Avenue

8 Febrero 1995

ESTE LITTLE HAVANA  
OESTE LITTLE HAVANA  
FLAGAMI  
6:00 PM  
Centro Manuel Artime  
2do Piso  
970 SW 1 Street

15 Febrero 1995

LITTLE HAITI  
UPPER EAST SIDE  
MODEL CITY  
6:00 PM  
Edison Senior High  
6161 NW 5 Court

22 Febrero 1995

WYNWOOD  
EDGEWATER  
6:00 PM  
Clemente Park  
101 NW 34 Street

8 Febrero 1995

ALLAPATTAH  
6:00 PM  
Centro de Ancianos  
Curtis Park  
2257 NW N. River Drive

15 Febrero 1995

SW COCONUT GROVE  
6:00 PM  
Coconut Grove Human  
Resources Center  
3750 S. Dixie Highway

1 Marzo 1995

CORAL WAY  
6:00 PM  
Silver Bluff  
Elementary

DEPARTAMENTO DE PLANIFICACIÓN, EDIFICACIÓN Y ZONIFICACIÓN DE LA CIUDAD DE MIAMI • 579-6086

# I. LAND USE ELEMENT

## Existing Conditions and Trends

By the turn of the century, Miami's population will have increased by about 8,117 people from approximately 366,665 in 1995 to 374,782 in 2000. Residential development will continue to grow, especially multifamily residences along the bayfront and other waterfront areas of the city, in redevelopment districts, and in districts throughout the city that are zoned for medium to high density development. Commercial and office development is projected to increase as well, and there will be a modest increase in employment, particularly in downtown and the Civic Center office/institutional areas.

Immigration from Cuba and other countries of the western hemisphere will continue to fuel Miami's population growth, and market forces will cause the supply of re-developable land (there is little undeveloped land left in the city) to be built at generally higher densities than before. According to the 1990 Census, the Miami's supply of vacant land use increased slightly over the past several years, due to demolition of dilapidated structures and clearing for future development. Much of the city's vacant properties are smaller than one acre. Additionally, the downtown district still has a substantial quantity of available land for redevelopment.

All of Miami is served by infrastructure that was typically built to meet the demands of the highest-density uses that would be allowed under the then-current zoning--in most cases, these densities are the current ones, as well. For most of the city, this "build-for-maximum" policy has resulted in excess infrastructure capacity. This allows the city to encourage higher densities in many of its neighborhoods without requiring addition, or replacement, of costly infrastructure. All of Miami is designated for urban growth, as it has been for most of this century. In the next century, the growth will typically be redevelopment of earlier uses, at higher (and hence "more urban") densities.

## Achievement of Objectives

Miami has made reasonable progress in achieving these objectives of the Land Use Element during the 1989 - 1995 evaluation period:

**OBJECTIVE LU-1.1:** Ensure that land and development regulations are consistent with fostering a high quality of life in all areas, including the timely provision of public facilities that meet or exceed the minimum level of service (LOS) standards adopted in the Capital Improvements Element (CIE) of the Miami Comprehensive Neighborhood Plan 1989-2000.

**OBJECTIVE LU-1.3:** The City will encourage commercial, office and industrial development within existing commercial, office and industrial areas; increase the utilization and enhance the physical character and appearance of existing buildings; and concentrate new commercial and industrial activity in areas where the capacity of existing public facilities can meet or exceed the minimum standards for level of service (LOS) adopted in the Capital Improvement Element (CIE).

**OBJECTIVE LU-1.4:** Continue the growth of Downtown Miami, expand its role as a center of domestic and international commerce, further its development as a regional center for the performing arts and other cultural and entertainment activities and develop a urban residential base.

**OBJECTIVE LU-1.5:** Land development regulations will protect the city's unique natural and coastal resources, and its historic and cultural heritage.

**OBJECTIVE LU-1.6:** Regulate the development or redevelopment of real property within the City to insure consistency with the goals, objective and policies of the Comprehensive Plan and to reduce the number of land uses that are inconsistent with the City's Future Land Use Plan Map.

**OBJECTIVE LU-2.2:** Protect archaeological resources within the City from destruction and loss.

**OBJECTIVE LU-2.4:** Increase the number of historic structures that have been preserved, rehabilitated or restored, according to the U.S. Secretary of the Interior's Standards for Rehabilitation.

The city made progress toward, but did not fully achieve, the following Land Use Objectives:

**OBJECTIVE LU-1.2:** Promote the redevelopment and revitalization of blighted, declining or threatened residential, commercial and industrial areas.

**OBJECTIVE LU-2.1:** Maintain, update and amplify the City of Miami portion of the Dade County Historic Survey, which identifies and evaluates the city's historic, architectural and archaeological resources.

**OBJECTIVE LU-2.3:** Encourage the preservation of all historic and architectural resources that have major significance to the city by increasing the number of nationally and locally designated sites by 30 percent by 1994 and by 50 percent by the year 1999.

**OBJECTIVE LU-2.5:** Increase public awareness of the historic architectural, archaeological resources and cultural heritage of the City, and public policy and programs to protect and preserve this heritage, through public information and education programs.

## **Current Issues**

The key current issues discussed in the Land Use EAR are the following:

- 1) Miami's population growth will be mostly through net in-migration. As the level of immigration from abroad increases, pressure will mount to increase residential densities in the city by conversion of low-density-structures with higher density development. Together with the commercial and institutional facilities and places of employment necessary to serve this increasingly dense urban place, these land use pressures and changes constitute Miami's greatest opportunity--and its correspondingly greatest challenge--in the years ahead.
- 2) If the City of Miami simply stopped permitting higher-density residential development, many families would crowd into substandard units, housing prices would become increasingly unaffordable to a greater percentage of the population, homelessness and crime would increase, the areas would become unattractive to new business as well as established firms and the economy would founder, contributing to broader social problems. The alternative to this

unacceptable scenario is a city of revitalized residential neighborhoods containing a variety of housing styles, types, and densities, served by neighborhood and regional commercial facilities connected by adequate transportation services. Miami has developed in such a direction over its 100-year history; continuing to do so will be its challenge for the 21st century.

- 3) During the past two decades, Miami's residential neighborhoods have been losing middle-income families, and the city as a whole is becoming increasingly a home for the very well-off and the very poor. Despite this trend, there is evidence that many of Miami's middle-income neighborhoods are halting their decline, and are becoming more, rather than less, attractive to families. A high priority needs to be placed on planning for the protection of these neighborhoods, and the revitalization of areas that are in need of similar improvement.

### **Recommendations**

By and large, while the overall objectives and philosophy of the MCNP remain unchanged, a much more concerted effort must be given to implementing actions such as code enforcement, landscaping and urban beautification, and neighborhood identity enhancement.

The key recommendations of the Land Use EAR are the following:

1. As a result of adoption of the MCNP in 1989, followed closely by the adoption of a new zoning ordinance, a number of errors were accidentally created between the MCNP Future Land Use Plan Map and the city's Zoning Atlas. Most of these inconsistencies were resolved through an omnibus MCNP plan amendment in the early 1990's; but some inconsistencies escaped detection and remain to be resolved. With the implementation of the City's GIS capabilities, it will be possible to finally bring these two maps into consistency with one another.

In updating the Land Use Element Future Land Use Plan Map, the land use recommendations of the Station Area Design and Development (SADD) Plans adopted for the Metrorail station areas of the city should be reflected

2. Policies should be added to the MCNP to reorient the neighborhood planning program toward physical plans emphasizing land use, urban design, and community action for small strategic planning areas. Also to be emphasized should be solutions to problems of code enforcement, vacant lot maintenance, and trash pickup that escapes normal collection procedures. This fine-grained approach to revitalizing Miami's neighborhoods can promote better neighborhoods, increase the community's ability to house population increases, and provide a overall better quality of life for its citizens.

Some of the Objectives and Policies of the MCNP are obsolete, mainly because they contain 1980's-era data that needs to be updated. This work should also be the subject of MCNP EAR-based amendments.

## II. TRAFFIC CIRCULATION SUBELEMENT OF TRANSPORTATION ELEMENT

### Introduction

Under the Charter of Metropolitan Dade County, Metro-Dade is granted authority and responsibility for all transportation planning and implementation within the county. In this role the county has authority over the arterial and collector highway systems in the metropolitan area, and prepares the areawide plan in which these facilities and the State's highways must be included, and to which they must conform. Municipalities in Dade County, of which Miami is the largest, have no direct authority over these arterial systems—which are the facilities subject to mandatory level-of-service (LOS) standards—for planning, management, or improvement.

Therefore, unlike other Florida municipalities, the City of Miami possesses no authority to plan, build, operate and maintain, or improve its major thoroughfare system. Despite this lack of authority, however, the City of Miami, as a local government in Florida, is nonetheless required to adopt a Transportation Element that includes establishment of required LOS standards for facilities over which it has no control.

As part of the Miami Comprehensive Neighborhood Plan 1989-2000, (MCNP), the City referenced the Metro-Dade County Comprehensive Development Master Plan (CDMP) for the Data and Analysis portion of the MCNP. But the City was not satisfied with the conventional vehicular volume/capacity methodology for measuring LOS that the county used, and substituted instead a new methodology based on person-trips in transportation corridors. This innovative methodology, which was accepted by the DCA, has been in use since adoption of the MCNP.

Earlier this year (1995), Metro Dade County obtained a Transportation Concurrency Exception Area (TCEA) designation for all of the county lying east of the Palmetto Expressway/SW 75 Avenue, which includes all of the City of Miami. Under this designation, LOS standards will not be subject to the concurrency requirements governing development in the unincorporated area and, should the eligible municipalities choose to adopt the TCEA designation, in their territories as well.

In the evaluation and appraisal of the Transportation Element of the MCNP, the City notes that its unique LOS standards have worked well as a substitute for conventional methodology. With adoption of the TCEA designation, however, the City might wish to resume use of the conventional LOS methodology for convenience, since under the TCEA it no longer would

forestall Miami's redevelopment as a compact urban center. Alternatively, since the Transportation Corridors methodology provides incentives toward efficient use of multi-modal transportation systems, it could be retained despite the inconvenience of using an unorthodox approach. These alternatives need more thoughtful input before decisions are made in the amendment process to be undertaken in 1996.

### **Background for this Element**

The adopted 1989 MCNP presented the Data and Analysis portion of the Traffic Circulation and Mass Transit Elements separately, as then required by the state. The Goals, Objectives, and Policies, however, were joined in a single Transportation Element, reflecting the City's philosophy that mass transit is a full partner with streets and highways in the transportation realm. Subsequently, the state has done the same, but for EAR reporting purposes, the earlier division is still in effect. Hence, the City of Miami EAR includes Parts II and III as Traffic Circulation and Mass Transit, respectively, but evaluates Plan Objectives under a single Transportation Element heading.

With the exception of this Summary, the Evaluation of Plan Objectives from the adopted MCNP, and Recommendations for Future Action, the material in this Element is reproduced directly from the Metro-Dade County EAR.

### **Existing Conditions and Trends**

The City's roadway network has undergone only a few, minor capacity improvements through the construction of additional roadway lanes, new expressway interchanges and new roadway extensions. Between 1989 and 1994 fewer than a dozen such improvements were constructed on the State and County highway system within the city. While this construction activity has improved operating conditions in some areas, there is still troublesome traffic congestion along the Dolphin Expressway (SR 836), Flagler Street, and SW 8 Street (Calle Ocho). Plans by Metro-Dade County and the Florida Department of Transportation to mitigate these are in various stages of preparation.

### **Achievement of Objectives**

The City of Miami has made reasonable progress in achieving the following objectives of the Traffic Circulation portion of the Transportation Element during the 1989-1994 evaluation period:

Objective TR-1.1. and Relevant Policies TR-1.1.2 and 1.1.3: Transportation levels-of-service within, and outside of, designated Transportation Corridors;

Objective TR-1.2.: Designation and reservation of rights-of-way and corridors needed for existing transportation networks;

Objective TR-1.3.: Emphasize safe and efficient traffic flow through enforcement of design standards and offering of transportation mode options; and

Objective TR-1.4.: Protect and enhance neighborhood character by coordination of neighborhood plans with Land Use Plan, mitigate traffic intrusion, and use TOPICS type of improvements.

## **Current Issues**

Among the key current issues in the Traffic Circulation portion of the Transportation Element EAR are the following:

- The report discusses the Transportation Concurrency Exception Area provision now in effect for the unincorporated portion of the Urban Infill Area and its possible application to the City of Miami.
- The report discusses the person-trip based Transportation Corridors methodology for measuring LOS and its applicability to future needs in management of the transportation system.

## **Recommendations**

The key recommendations of the Traffic Circulation portion of the Transportation Element EAR are the following:

1. Prepare and adopt a new transportation element as required by Section 163.3177 (6) (j), F.S. and Rule 9J-5.019, F.A.C. Amendments to the current element will be required to meet new minimum criteria for preparing the transportation element. Some of the more significant requirements include:
  - a. map existing significant parking facilities, intermodal facilities, designated local and regional evacuation transportation facilities, directional peak hours LOS, and
  - b. analysis of available transportation facilities and services to serve existing land uses; adequacy of existing and future transportation system to evacuate coastal population; analyses of growth trends, travel patterns and land use and transportation interactions; land use compatibility around airports; analysis of existing and projected intermodal deficiencies; analysis of projected transportation system needs; and identification of transportation management programs to promote and support public transportation systems in designated public transportation corridors.

c. new policies addressing: parking strategies to promote public transportation; establish measures for rights-of-way and corridor acquisition, preservation, or protection; strategies to promote use of bicycles and walking; establishment of transportation demand management and transportation system management strategies to reduce peak hour demand and vehicle miles traveled and to improve system efficiency; coordination of roadway and transit improvements with needs of airports and ports; establishment of numerical indicators for achievement of mobility goals; and establishment of strategies to facilitate local traffic to use alternatives to the Florida Intrastate Highway System.

d. map projected peak hour LOS for transportation facilities for which LOS standards are adopted, and designated future local and regional evacuation transportation facilities.

2. Amend roadway LOS standard to delete reference to short-term (1989-1994) standard and adopt the FDOT LOS standards for the Florida Intrastate Highway System (FIHS) facilities in Dade County.
3. Incorporate and adopt the highway network recommendations of the update of the MPO's 2015 Metro-Dade Transportation Plan, consistent with the goals, objectives and policies of the CDMP and the MCNP.
4. Study adoption of the Transportation Concurrency Exception Area designation for the City of Miami.
5. Study the methodology for measuring LOS to determine whether to continue with the Transportation Corridors methodology or to adopt a conventional methodology.

### **III. MASS TRANSIT SUBELEMENT OF THE TRANSPORTATION ELEMENT**

#### **Introduction**

Under the Charter of Metropolitan Dade County, Metro-Dade is granted authority and responsibility for all transportation planning and implementation within the county. In this role the county has authority over any public transportation in the metropolitan area for which a user fee is charged. Indeed, the county's authority is so broad that municipalities in Dade County, of which Miami is the largest, are specifically precluded from establishing, maintaining and operating, or permitting any public transportation systems.

Therefore, unlike other Florida municipalities, the City of Miami possesses no authority to plan, build, operate and maintain, or contract for, a public transit system. Despite this lack of authority, however, the City of Miami, as a local government in Florida, is nonetheless required to adopt a Transportation Element that includes establishment of required level of service (LOS) standards for mass transit services over which it has no control.

As part of the Miami Comprehensive Neighborhood Plan 1989-2000, (MCNP), the City referenced the Metro-Dade County Comprehensive Development Master Plan (CDMP) for the Data and Analysis portion of the MCNP, and set transit LOS standards that were identical to the county's. In the Evaluation and Appraisal Report, the county's work is again utilized.

#### **Background for this Element**

The adopted 1989 MCNP presented the Data and Analysis portion of the Traffic Circulation and Mass Transit Elements separately, as then required by the state. The Goals, Objectives, and Policies, however, were joined in a single Transportation Element, reflecting the City's philosophy that mass transit is a full partner with streets and highways in the transportation realm. Subsequently, the state has done the same, but for EAR reporting purposes, the earlier division is still in effect. Hence, the City of Miami EAR includes Parts II and III as Traffic Circulation and Mass Transit, respectively, but evaluates Plan Objectives under a single Transportation Element heading.

With the exception of this Summary, the Evaluation of Plan Objectives from the adopted MCNP, and Recommendations for Future Action, the material in this Element is reproduced directly from the Metro-Dade County EAR.

## **Existing Conditions and Trends**

In 1994 the Metro-Dade transit system consisted of three major components: a fleet of over 600 Metrobuses serving 73 regularly scheduled fixed routes; and Metrorail and Metromover, two major fixed guideway transit facilities. The Metrorail consists of an elevated, electrically powered 21.1 mile heavy rail system serving 21 stations, 10 of them in the City of Miami, while Metromover is a 4.4 mile downtown people mover system designed to serve the central core of downtown Miami with 21 stations. Additionally, the Special Transportation Services (STS) is provided as a shared ride curb-to-curb transportation service for the disabled and mobility impaired riders. Finally, Tri-Rail Commuter Service, an inter-county commuter service started in 1990, provides long distance commuter rail service to Palm Beach, Broward and Dade Counties and links directly with Dade County's Metrorail system at the NW 79th Street station. Since 1988 one Metrorail Station—Tri-Rail—was added to the system, and Metromover completed the Omni and Brickell extensions adding 12 Metromover stations. Figure 3 shows the existing Metrobus and Metrorail system in Dade County.

## **Achievement of Objectives**

The City of Miami has made reasonable progress in achieving the following objectives of the Mass Transit portion of the Transportation Element during the 1989-1994 evaluation period:

Objective TR-1.1 and Relevant Policies TR-1.1.2 and 1.1.3: Transportation levels-of-service within, and outside of, designated Transportation Corridors;

Objective TR-1.5 and Relevant Policy TR-1.5.3: Support Dade County in the provision of efficient mass transit and paratransit services.

Objective TR-1.6: Coordinate City plans with Dade County plans for transportation disadvantaged people.

Objective TR-1.7: Cooperate with Dade County to protect existing and future transit rights-of-way and exclusive mass transit corridors.

## **Current Issues**

The key current issue discussed in the Mass Transit EAR is as follows:

- The single most significant issue regarding the provision of transit service in Dade County continues to be the lack of a dedicated source of local revenues to support present and future operations of the system. Attempts to implement a one cent sales tax to be dedicated for transportation was turned down by the voters on two different occasions, once in 1990 and in 1991.

- Another significant issue is the heavy reliance of inner-city residents on mass transit modes that are threatened by escalating operating costs, congested roadway conditions, and shrinking federal support. Reasonable alternative services are not addressed.

## **Recommendations**

The key recommendations of the Mass Transit subelement of the Transportation Element EAR are the following:

1. Prepare and adopt a transportation element meeting the requirements of Section 163.3177 (6) (j), F.S. and Rule 9J-5.019, F.A.C. and merge all relevant Mass Transit Element objectives and policies into the transportation element. Listed below are some of the significant Rule 9J-5.019, F.A.C. transportation element requirements related to mass transit that need to be addressed in the new element:
  - a)map existing intermodal terminals and access to intermodal facilities; freight passenger rail lines and terminals; and identify existing peak hour, peak direction level of service for mass transit facilities and corridors or routes;
  - b)analyses relating to existing modal split and vehicle occupancy rates; existing public transit facilities including ridership by route, peak hour capacities and headways; population characteristics, including transportation disadvantaged; and the existing characteristics of the major trip generators and attractors within the community; existing and projected intermodal and projected intermodal deficiencies and needs such as terminals, connections, high occupancy vehicle lanes, park and ride lots and other facilities; projected transportation system LOS and system needs based upon the future land use categories, including the densities or intensities of use as shown on the future land use map or map series, and the projected integrated transportation system; and transportation management programs necessary to promote and support public transportation systems in designated public transportation corridors;
  - c)policies addressing the establishment of land use, site and building design guidelines for development in exclusive public transit corridors to assure the accessibility of new development to public transit; establishment of numerical indicators against which the achievement of the mobility goals of the community can be measured, such as modal split, annual transit trips per capita, automobile occupancy rates; a coordinated and consistent policy with the future land use element to encourage land uses which promote public transportation in designated public transportation corridors; and the development of strategies to address intermodal terminals and access to aviation, rail and seaport facilities.
2. Incorporate the technical results and transit-related recommendations of the update of the MPO's 2015 Metro-Dade Transportation Plan, consistent with the CDMP and the MCNP.

Continue to support Metro Dade County in its policy initiatives seeking a dedicated revenue source for transit.

## IV. PORT AND AVIATION ELEMENT

### AVIATION FACILITIES SUBELEMENT

#### Introduction

Metropolitan Dade County, under its charter, is the only local government with authority to provide or regulate transportation within the county. Moreover, Dade County is the owner and operator of both the Port of Miami, and the airports within the county. The Miami Comprehensive Neighborhood Plan 1989-2000 (MCNP), in satisfaction of State of Florida requirements, includes a Ports and Aviation Element, although the City of Miami possesses no power, authority, or responsibility for owning, operating, or regulating any port or general aviation facility. The City may, with County concurrence, own and/or operate a special-use or alternative aviation facility such as a heliport or a seaplane base.

Material in this summary, and in the evaluation and appraisal report on the Ports and Aviation Element, is drawn from Metro-Dade County's EAR report, except for the Evaluation of Plan Objectives for the Port of Miami River within the City of Miami, which are from the adopted MCNP.

#### Existing Conditions and Trends

In 1995 the Dade County aviation system consists of the same six major aviation facilities owned and operated by Dade County in 1988 and the recently realigned Homestead Air Force Base. Specifically, these facilities are:

- Miami International Airport (MIA)
- Opa-Locka West Airport
- Opa-Locka Airport
- Kendall-Tamiami Executive Airport (formerly Tamiami Airport) Homestead General Aviation Airport
- Dade-Collier Training and Transition Airport
- Homestead Air Reserve Base (HARB)

**Activity Forecasting.** Since 1970, domestic passenger traffic at MIA has more than doubled (from 7.3 million to 15.8 million) while international passenger traffic has nearly tripled (3.4

million to 10.0 million). Passengers and cargo forecast at MIA were updated based on methodologies that emphasized its international role, while maintaining a reasonable but moderate domestic activity growth. Table 1 below summarizes the forecast levels of air carrier and cargo activity for MIA.

**Table 1**  
**Air Carrier and Cargo Activity Forecast at MIA - 1995**

<b>Total</b>	<b>33,000,000</b>	<b>40,000,000</b>	<b>55,000,000</b>
<b>Passengers</b>			
Low Forecast	1997	2004	2021
Preferred Forecast	1995	2000	2010
High Forecast	1994	1998	2006
Cargo (tons)	1,000,000	1,854,000	2,483,000
Total Operations	526,200	579,100	677,800

Source: Miami International Airport Master Plan Update, June 1994. Draft Dade County Aviation System Plan Update, 1995.

On the other hand, general aviation is expected to recover from losses caused by Hurricane Andrew and grow, but at a very slow rate. Even under the most optimistic of assumptions, a growth rate of one percent per year would likely represent an upper limit as shown in Table 2.

**Table 2**  
**General Aviation Activity Forecast**  
**Annual Aircraft Operations**

<b>Planning Activity Level</b>	<b>Most Optimistic (Year Attained)</b>	<b>Most Likely (Year Attained)</b>
750,000	1995	1997
875,000	2011	2028
1,000,000	2024	>2030

Source: Draft Dade County Aviation System Plan Update, 1995.

**Capacity and Facility Requirements.** At the given growth rates, there is no doubt that MIA will have to be complemented in the long run. Having exhausted the means to develop a supplemental air carrier facility to MIA, the realignment of the Homestead Air Force Base as a dual use (civilian/military) aviation facility brings to the County's Aviation Department an opportunity to supplement operations at Miami International Airport and at the County's general aviation facilities at a future date. Consideration is also being given, through the ongoing system planning process, to a potential role change for the Opa-Locka Airport in order to accommodate some limited commercial service as an MIA reliever.

## **Achievement of Objectives**

The County did well in accomplishing the following objectives of the Aviation Facilities Subelement during the 1989-1994 evaluation period:

1. to accommodate forecast demand at its aviation facilities;
2. to maintain and enhance the role of the County's aviation facilities;
3. to complete airside and landside improvements leading to minimization of aircraft delays at the County's aviation facilities;
4. to implement land use, zoning and permitting evaluation processes leading to a minimization of airspace interactions and obstruction around its aviation facilities;
5. to operate at or higher than 80 percent of operational capacity prior to major capital improvements;
6. to balance airfield/terminal capacity and transportation access at its aviation facilities;
7. to comply with programs, regulations and permits aimed at improving the compatibility of all its aviation facilities with the natural environment;
8. to implement programs to maximize land use compatibility around its aviation facilities.
9. to support local and regional economic growth; and
10. to provide flexibility in the expansion of the aviation system.

## **Current Issues**

Among the key current issues discussed in the Aviation Facilities Subelement EAR are the following:

1. Proposed change in the functional classification/role of the Opa-Locka Airport from general aviation reliever to potential commercial air service reliever to Miami International Airport.
2. The report discusses alternative regulations to land use compatibility around air carrier and general aviation airports.
3. The report discusses Hurricane Andrew and its impact on Dade County's aviation facilities as well as on the Homestead Air Force Base.
4. Inadequately sized facilities and obsolescence at the Watson Island seaplane base and heliport as a regional hub facility for alternative air transportation systems.

## **Recommendations**

The key recommendations of the Aviation Facilities Subelement EAR are the following:

1. Prepare and adopt a single transportation element meeting the requirements of section 163.3177(6)Q), F.S., and Rule 9J-5.019, F.A.C., and merge all relevant Aviation Facilities Subelement objective and policies, except for deletions noted below and in the report.
2. All but one of the adopted objectives are still relevant and should be retained with minor or no text changes or updates.
3. Deletion of Objective 3 and its policies is proposed in lieu of an updated Objective 1 that incorporates the minimization of delays issue.
4. Update policies relating to (a) MIA's enplanement forecast levels; (b) general aviation facilities' operation levels; (c) capacity enhancement consistency issue; (d) air carrier facilities; (e) general aviation facilities; (f) Homestead Air Reserve Base's future facility development plan; (g) prioritization of roadway capacity enhancements; (h) transit linkages; (i) roadway access consistency; (j) significant environmental impacts; (k) land use compatibility; and (l) maximization of economic development in the vicinity of the County's aviation facilities.
5. Delete policies dealing with (a) air carrier and general aviation operational delays; (b) delineation, designation and establishment of areas suitable for tall communication towers; and (c) compatibility of supplemental facility.
6. Add policies under Objectives 5 and 8 to deal with emergency situations, such as Hurricane Andrews, and to acknowledge the Dade County Aviation Department's "good neighbor" initiative, respectively.
7. Renovate and expand air transportation systems at Watson Island to create a regional hub heliport base and an expanded seaplane terminal.

## **PORT OF MIAMI RIVER SUBELEMENT**

### **Existing Conditions and Trends**

The Port of Miami River consists of about 28 independent shipping terminals located along the navigable 5.5 miles of the Miami River in Dade County. These shipping terminals provide service to approximately 60 small ports of the Caribbean Basin and Latin America. These terminals continue to be utilized for seafood, general cargo container, roll-on/off cargo, and sand and aggregate activities. Shipping terminals on the River account for about 1800 vessel departures per year and an estimated volume of 1.7 million tons of cargo, with an estimated value of \$2.3 billion. The Port of Miami River is expected to continue to retain its share of growing international trade activity occurring in Dade County. However, this will not come easy as it was in the 1980's. The Port of Miami River is starting to face certain constraints in regard to expansion of commercial shipping as noted in the Current Issues section below.

### **Achievement of Objectives**

The County did well in accomplishing the following objectives of the Port of Miami River Subelement during the 1989-1994 evaluation period:

1. to protect cargo terminal facilities along its portion of the Miami River from any encroachment of incompatible land uses.
2. to promote marine activity on the river and improved transportation linkages between the Port terminals and the County's highway system.

The County made progress in accomplishing the following objective:

3. to partially take steps toward the minimization of negative impacts to estuarine water quality, marine resources and adjacent land uses. Solution of the proposed river dredging and the removal of detrimental stormwater outfall issues will greatly contribute to the achievement of this Objective.

The City of Miami also did well in achieving the adopted objectives for that part of the Port of Miami River within the city, and for the two objectives assuring coordination of the City's land use adjacent to the Port of Miami and Miami International Airport.

## **Current Issues**

Among the key current issues discussed in the Port of Miami River Subelement EAR are the following:

1. **The Proposed Manatee Protection Plan:** The potential impact of this proposed Plan on the Port of Miami River activities has emerged as a major significant issue. As perceived by the shipping community some of the proposed requirements and mandates may adversely impact the future of shipping terminals along the Miami River.
2. **Proposed Miami Intermodal Center (MIC):** The proximity of the proposed Miami Intermodal Center to the Port of Miami River facilities along NW South River Drive, west of NW 27th Avenue, has also emerged as a significant issue. Thus far, this proposal is generating considerable land speculation in the area; thus threatening the likeliness of port support facilities to locate or remain in this area, and therefore, the viability of the River as a "working" river.
3. **Proposed Dredging of the Miami River:** The proposed dredging of the navigable portion of the River channel and the potential impact of this proposed activity on the quality of the River's water as well as the degree of contamination of the river's bottom sediments have emerged as competing interest which along with the lack of funding stand in the way of this project.
4. **1992's Hurricane Andrew and 1994's Haitian Embargo:** These unanticipated and unforeseen problems revealed the high degree of susceptibility that river businesses have to natural events and human actions of this magnitude.

## **Recommendations**

The key recommendations of the Port of Miami River Subelement EAR are the following:

1. Prepare and adopt a single transportation element meeting the requirements of Section 163.3177(7)(j), F.S., and Rule 9J-5.019, F.A.C., and merge all relevant Port of Miami River Subelement objective and policies, except for deletions noted below and in the report.
2. In general, all adopted objectives are still relevant and should be retained with either minor or no text changes or updates.
3. Update policies relating to (a) the establishment of a marine-industrial zoning district; (b) the former Department of Environmental Regulations; (c) highway planning, funding and construction around Port facilities; (d) minimization of traffic conflicts; (e) shoreline stabilization along the river; and (f) County's drainage alternative to full on-site retention.

4. Delete policies dealing with (a) a comprehensive study of the future of water dependent/related uses on the river and (b) endangered species signage.
5. Ensure consistency of the MCNP and the Dade County CDMP on Port of Miami River policies within the City of Miami.

## V. HOUSING ELEMENT

This Evaluation and Appraisal Report (EAR) has been prepared to evaluate and assess the success or failure of the Comprehensive Plan to adequately describe current conditions within the community, changes in local conditions and to ensure consistency with all current statutes and rule requirements.

Components of the housing element include:

- Condition of the element at the time of adoption.
- Condition of the element at the date of EAR.
- Comparison of objective with actual results.
- Major problems of development, physical deterioration, location of land uses, and the social and economic effects of identified problems.
- Unanticipated and unforeseen problems and opportunities.
- Consistency with current statutory and rule requirements.
- Conclusions and proposed revisions.

### Existing Conditions and Trends

Based upon 1990 U.S. Census data and Housing Affordability Strategies previously submitted to U.S. HUD, it is quite apparent that the housing assistance needs of the City of Miami are quite extensive. Miami ranks 4th in the U.S. Poverty Ranking for Cities with populations over 100,000. Within the City of Miami, nearly 65% of its households, are Very Low and/or Other Low income households with annual incomes less than or equal to 80% median family income and are heavily cost burdened.

In terms of unit affordability, in 1990 there were 34,674 rental units and 4,994 owner units, a total of 39,668 units affordable for 59,602 very low income households. A deficit of 19,934 housing units for very low income households existed even before the occurrence of Hurricane Andrew. Due to the lack of a recent housing survey depicting unit conditions it is assumed that the physical deterioration of the housing stock is due primarily to negligence. The major problem of development the City of Miami faces is that the residential areas of Miami, generally are older and more densely developed than those of Dade County. These characteristics reflect the central urban role of Miami in the County. Because the City is well established, there are few extensive tracts readily available for new housing. Thus development is limited to the assemblage of small lots and the infix of new units where space is available. Adequate affordable housing is particularly needed for very low, low and moderate income groups within a reasonable commute of employment centers and public transportation.

The most significant developments during the evaluation and appraisal period include the following:

### **Building Codes**

Miami's post-hurricane housing market has begun to feel the effects of a tougher South Florida Building Code adopted June 1, 1993, by Metropolitan Dade County in response to the extensive damage caused to residential structure by Hurricane Andrew.

### **Building Moratorium**

A building moratorium was imposed in Central Dade County (including the City of Miami) due to the near collapse of an antiquated sewer system. It is not yet certain what effect this moratorium has had on the development of new construction projects.

### **Dade County Food and Beverage Tax**

Metropolitan Dade County levied a 1% tax on food and beverages sold in establishments exceeding \$400,000 in gross revenues. One percent of this tax is earmarked for the use of homeless programs and services. This effort provides the first locally dedicated source of revenues to assist the homeless population.

### **Achievement of Objectives**

A comparison of the housing elements adopted objectives with actual results found most objectives achieved.

Objective HO-1.1: Provide a local regulatory investment, and neighborhood environment that will assist the private sector in increasing the stock of affordable housing within the City at least 10 percent by 1994 and 20 percent by the year 1999. This objective was partially achieved primarily due to local and other constraints.

The following objectives were achieved:

Objective HO -1.2: Conserved the present stock of low and moderate income housing within the City and reduced the number of substandard units through rehabilitation, reduced the number of unsafe structures through demolition, and insured the preservation of historically significant housing through identification and designation.

Objective HO - 1.3: Facilitated the private and public sector provision of housing in non-isolated residential areas for community based residential and foster care facilities (including those funded by the Florida Department of Health and Rehabilitative Services)

Objective HO -1.4: Participated in a regional effort to provide adequate shelter for the homeless.

Objective HO -1.5: Provide for assistance to displaced occupants where public redevelopment programs require relocation. Over the past 6 no public redevelopment took place displacing occupants.

The following objective is recommended for elimination.

Objective HO -1.6: Allow for replacement of Mobile homes on a one-for-one basis. Metro Dade County makes decisions regarding replacement.

### **Current Issues**

At this point, the City of Miami is experiencing a substantial increase in demand which has clearly outpaced the available supply of housing units, therefore, creating a very tight housing market with few vacancies and relatively high rents.

The housing element places emphasis on the "housing delivery system" which includes all of the parts of a community's structure that affect the supply of housing in a community. These parts include residents, developers/development corporations, local government, financial institutions, etc.

Decent, affordable housing is essential to creating livable neighborhoods and supporting families. Other issues are identified in the element in the section entitled New Issues and unanticipated and unforeseen problems and opportunities.

### **Recommendations**

The housing element has essentially been implemented during the evaluation period. There are some proposed revisions of goals, objectives and policies needed to strengthen areas and to include changes in working. Much of the previous material should be retained. After reviewing and assessing the housing elements seven objectives, it is recommended that six be retained. Housing objective 1.6 Allow for replacement of mobile homes on a one-for- one basis should be eliminated. The two housing goals should be retained. Goal HO-1 should be reworded to include very low income households. There are 43 policy statements, 3 of which should be deleted and placed in a section called definitions. The following policies have been recommended for elimination:

Policy HO-1.3.3: The City will direct its state lobbyist to seek legislative support for implementing the recommendations contained in the Annual Report of the Committee of Housing for the Elderly (December 1987)..

Policy HO-1.3.4: The City will support in the development of community-based residential facilities, foster care facilities, and ACLF's for low and moderate-income residents through its existing housing programs.

Policy HO-1.4.2: The City will direct its state lobbyist to seek legislative support for the state to continue implementing the recommendations of the State Department of Health and Rehabilitative Services Sponsored Report Final Report, Florida's Homeless: A plan for action (Statewide Task Force on the Homeless, June, 1995)

Policy HO-1.6..1: The City's land development regulations will continue to allow for the replacement of mobile homes on existing sites on a one-for-one basis.

A new policy should be added to reflect fair share distribution of homeless shelters in the region. All remaining policies should be strengthened and retained.

## VI. CONSERVATION ELEMENT

### Existing Conditions and Trends

The Conservation Element's adopted goal is to conserve and protect natural ecosystems and resources, aquifer recharge and water storage areas, and natural drainage functions within Dade County, including the City of Miami. The Element is organized into the following sections used to provide a synopsis of existing conditions and trends:

1. **Air Quality:** Dade County has aggressively implemented and participated in Stratospheric Ozone Protection, stationary source reduction and vapor recovery programs aimed at controlling ozone precursors. As a result, during the past six years there has been only one exceedance (1990) of the National Ambient Air Quality Standards (NAAQS) for ozone in Dade County. There were three exceedances of the NAAQS (1989 - 1990) for Total Suspended Particulates. There have been no recorded exceedances of any of NAAQS since 1991.
2. **Water Quality:** Dade County has conducted extensive water sampling since 1989 on ambient surface water (general canal), ambient ground water, and specific ground water programs. Surface water quality in freshwater canals is generally good. During 1992-93, exceedances of surface water quality were observed in 2.7% of the samples from intensive and general canal programs and recorded Total Dissolved Solids (TDS) of chloride, ammonia, manganese, lead and selenium. Most of the groundwater well sampling met water quality standards. Dade County is actively conducting groundwater pollution remediation programs.
3. **Wellfield Protection and Aquifer Recharge:** The public wellfields in Dade County consistently met water quality standards for the provision of drinking water. Dade County is evaluating the feasibility of defining new Maximum Wellfield Protection Zones as a means to improve data reliability for better evaluating samples
4. **Flood Protection and Drainage:** Stormwater drainage has been identified as a main source of water pollution in Dade County. Dade County, the City of Miami and several other municipalities are developing and implementing Stormwater Facilities Master Plans.
5. **Soils and Mineral Resources:** In 1992, the Soil Conservation Services (SC S) published new soils maps for Dade County. Since Dade County has a large amount of agricultural lands, retention and agricultural lands is important to this industry that supplies much of the nation with winter vegetables.

6. **Wetlands:** Between 1988 and 1994, Dade County did not issue any permits for dredge and fill projects in relatively unstressed wetlands (higher value of native species). Two hundred twenty permits were issued in areas designated as stressed wetlands (lower value: more impacted due to exotic species invasion) allowing 5,825 acres of jurisdictional wetlands to be dredged or filled. Over 75% of these projects were for rock mining and the other 25% agricultural. Dade County will continue to protect wetlands through the regulatory process. These lands are vital to the County's urban water supply and natural community. The Everglades Restoration Project is tied to restoring historic water regimes through natural wetlands.
7. **Upland Forests:** There are approximately 4,400 acres of pinelands and 1,000 acres of hammocks in Dade County outside the Everglades National Park. Approximately half these areas are in private ownership and may be eligible for purchase through the County's Environmentally Endangered Lands Program (EEL) passed by Dade County voters in 1990 for \$90 million to purchase and manage remaining natural areas. As funding allows, Dade County will continue to acquire remaining environmentally sensitive lands.
8. **Fish and Wildlife/Endangered Plant and Animal Species:** There are currently 14 federally listed endangered and 5 federally listed threatened species that reside in Dade County. Critical habitat has been designated in Dade County for four of the endangered species. During the past three decades south Florida has experienced an explosive growth in the number and range of exotic pest plants. These non-native species invade natural areas, grow aggressively, and eventually smother and destroy native plant communities eliminating natural wildlife habitat and food sources. Exotic animals also threaten natural areas, but they have not yet reached the same level of concern for Dade County as exotic plants. Dade County has begun to actively manage its natural areas to remove exotic pest plants and restore natural communities so that they may be successfully preserved.

### **Achievement of Objectives**

The County made good progress in achieving the following objectives of the Conservation Element during the 1988 - 1994 evaluation period.

- Objective 1. To improve air quality to meet standards set by the Environmental Protection Agency (EPA) by 1994, meet future standards, and reduce human exposure to air pollution.
- Objective 3. To regulate wellfield protection areas and implement recommendations of the NW Wellfield Protection Plan.

Objective 7. To achieve no net loss of high quality relatively unstressed wetlands in Dade County.

The County made reasonable progress in achieving the following objectives of the Conservation Element.

Objective 2. To meet all applicable federal, state and local ground and surface water quality standards.

Objective 4. To achieve no net loss of water-storage or aquifer-recharge potential as a result of drainage to accommodate urban development or agricultural use and to maintain or enhance the integrity, capacity and periodicity of natural surface water drainage and implement water conservation measures.

Objective 5. To develop within the Urban Development Boundary (UDB) cut and fill criteria and basin management plans that provide flood protection in areas that cannot be adequately drained by the primary canal system and to correct system deficiencies in County maintained drainage facilities and coordinate the extension of facilities to meet future demands throughout the unincorporated area. Outside the UDB, the County shall not provide, or seek additional drainage facilities that would exacerbate urban sprawl.

Objective 6. To conserve and appropriately utilize soils and mineral resources.

Objective 8. To update Dade County's National Forest Inventory and maintain and protect upland forests.

Objective 9. To conserve and use in an environmentally sound manner, freshwater fishes and wildlife and preserve the net amount of habitat critical to federal, state or County designated endangered, threatened, or rare species or species of special concern.

### **Current Issues**

Several key issues were identified within the Evaluation and Appraisal Report (EAR) as new issues and unanticipated and unforeseen problems and opportunities. The most pertinent are listed as follows:

- Air Quality will continue to be a key current issue for Dade County, as it is nationwide. Dade County has established several programs to deal with air toxics, ozone depletion, and the control of volatile organic compounds, and is participating in the EPA's national Air Toxics Strategy Program to monitor the air for urban toxic air pollution. Dade County has begun to develop an air

quality computerized data base that will enable timely and effective corrective actions, when necessary, to improve air quality within Dade County.

- Wellfield Protection issues include ground water monitoring networks to assess long-term quality trends and provide a means of detecting underground contamination that might not otherwise be detected by inspections of hazardous facilities or investigations of illegal dumping of hazardous materials. Dade County has implemented active monitoring programs to determine overall water quality in wellfield recharge areas and risk, if any, to drinking water supplies.
- Enhancing water storage capacity is another key issue that affects both natural communities and urban areas. Dade County is working with the South Florida Water Management District (SFWMD) to evaluate alternative methods for managing and storing water.
- Hurricane Andrew severely impacted all of the remaining tropical hardwood and pine rocklands in southern Dade County. Trees were snapped off and the canopy removed. In the months that followed the storm, almost 90% of mature pines died as a result of insect damage to the weakened trees. In hardwood forests, exotic vines rapidly engulfed downed native trees and seedlings threatening to destroy the entire ecosystem. The seriousness of the situation led to over \$6 million in funding to conduct a large-scale Post-Hurricane Natural Areas Restoration Plan developed by the Dade County Park and Recreation Department for its parkland in natural areas. Ongoing, dedicated funds are needed to actively manage the County's 6,000 plus acres of parkland natural areas.
- Stormwater Drainage will continue being a key issue for Dade County. In 1993, Dade County initiated a stormwater master planning process that will determine the level of service being provided by the primary canals and sub-basins within those canals in the unincorporated portions of Dade County. The issue of stormwater runoff was addressed under water quality.

## **Recommendations**

The key recommendations for revising Objectives for the Conservation Element are:

1. Recommend a New Flood Protection and Water Quality Level of Service Standard.
2. Place high priority on acquiring and managing Resources of Regional Significance, and lands on the State Save Our Rivers and County Environmentally Endangered Lands lists.

## **VII. INFRASTRUCTURE ELEMENT (EXCLUDING SOLID WASTE)**

### **Existing Conditions and Trends**

The City of Miami potable water system did not acquire or discontinue the use of any major facilities from 1989 to 1992, relying on two primary County water treatment plants and three wellfield areas within Dade County. Total potable water use in the County area system increased by about ten percent during the period, and the City of Miami that is served by the system increased by about five percent.

The City's sewer system also remained largely unchanged, with three wastewater treatment facilities operated by the County. Total demand of these facilities increased about eighteen percent during the period 1989-1994.

### **Achievement of Objectives**

The City of Miami did well in the achieving the following objectives of the Water and Sewer Subelement during the 1989-1994 evaluation period.

1. The coordination of water and sewer provision and land use. The installation of new water and sewer services was confined within the City of Miami System development policies successfully supported orderly land development patterns and redevelopment.
2. The elimination and prevention of system deficiencies in the provision of potable water.
4. The consolidation of existing water and sewer systems in to the County system, particularly private water production and distribution utilities and private sewage treatment facilities. This contributed to environmental protection and system efficiency.

The City of Miami and Dade County made only modest progress in achieving the following objectives of the Water and Sewer Subelement:

2. The elimination and prevention of system deficiencies in the provision of sanitary sewer service.
4. Development of long-term sources of raw water through traditional or innovative technologies.

5. Implementation and public acceptance of water conservation measures.

### **Current Issues**

Among the key current issues in the Water and Sewer Subelement EAR are the following:

- Raw water availability, especially from Biscayne Aquifer.
- Increasing need to reserve raw water Biscayne Bay coastline.
- Lack of Countywide and Citywide consensus over role of water conservation efforts.

### **Recommendations**

The key recommendations of the Water and Sewer Subelement EAR are the following:

1. Divide the Water, Sewer Element into a separate Water and Sewer Element.

Place greater emphasis on the need to guarantee long-term water supplies through a program balancing conservation, wellfield development, and the use of new and innovative technologies through the creation of an environmental protection objective and a water supply objective.

## VIII. RECREATION AND OPEN SPACE ELEMENT

### Existing Conditions and Trends

The City of Miami adopted minimum Level of Service (LOS) standard requires 1.30 acres of local recreation open space per 1,000 area residents. With a population of 366,650, a minimum of 477 of recreation open space is required to comply with the standard. The City of Miami currently has 657 acres designated as recreation open space. Local recreation open space is therefore provided at a rate of 1.79 acres per 1,000 area residents significantly exceeding the minimum LOS standard.

Population growth projections and local recreation open space accrual trends indicate that the City of Miami will have a population of 374,982 people and 660 acres of recreation open space in 2000. Furthermore, recreation open space will be provided at a rate of 1.76 acres per 1,000 area residents, significantly more than that required by the minimum LOS standard.

### Achievement of Objectives

1. Increase public access to many identified recreation sites, facilities and open space and beaches
2. Increase the efficiency of park operations.
3. Ensure that future development and redevelopment play an equitable, proportional share of the cost of public open space and recreational facilities required to maintain adopted LOS standards.
4. Develop and enhance the quality of parks and open space within the City's downtown in a manner which address the needs of City residents, workers and visitors, and strengthen the city's economic development
5. By 1995, the City will have a defined cultural arts district within the downtown area, and a world class cultural performing arts facility will be built within the City by the year 2000.
6. Promote an increase in the number of small performing arts theaters within selected residential/commercial areas of the city.

## **Key Current Issues**

Among the key current issues in the Recreation and Open Space EAR are the following:

- Hurricane Andrew caused significant damage to parks and recreation facilities
- There is a need to allocate more resources to improve the quality of recreational programs

## **Recommendations**

The key recommendations of the Recreation and Open Space EAR are the following:

- Add new objective calling for the update of the City 1984 Recreation and Open Space Master Plan
- Add new objective to encourage the private sector participation in assisting the City with the parks programs and facilities upgrade

## IX. COASTAL MANAGEMENT ELEMENT

### EXISTING CONDITIONS AND TRENDS

The Coastal Management Element addresses five major topics: Natural Coastal Systems, the Built Environment, Natural Disaster Planning, Historic Preservation. The existing conditions and trends are as follows:

**Natural Coastal Systems:** Dade County's and the City of Miami coastal resources are rich in biodiversity and contain native plant and animal species found nowhere else in the world. Between 1988 and 1994, slightly less than 5 acres of coastal wetlands were impacted by dredging, filling or other activities. During the six year time frame, more than 10 acres of coastal wetlands were created or restored. Over 5,000 linear feet of riprap or mangrove planters are in public ownership along the shoreline of Biscayne Bay. This represents an increase since 1989.

There are approximately 21 linear miles of beaches in Dade County and 2.5 miles of beaches within the City of Miami. Between 1989 and 1994. Following Hurricane Andrew the U.S. Army Corps of Engineers attributes restored beaches and dunes as reversing an estimated \$20 million worth of property damage. It is anticipated that beach renourishment projects will continue.

Statistical analysis are conducted on water quality monitoring data from the sampling location in Biscayne Bay, and major tributaries such as the Miami River. One hundred seventeen, or 78% of the 150 statistically significant trends identified showed improvement over the course of thirteen years. Significant improvements were made in turbidity, dissolved oxygen, and total coliform bacteria. Dade County and the City of Miami will continue to closely monitor and implement projects to improve water quality.

**The Built Environment:** Coastal resources attract both residents and tourists to the City of Miami and Dade County. Recreation, marine services, and the seafood industry, among other interest, are coastal activities that contribute billions of dollars annually to the federal, state, and local economy. Despite intense development within the coastal area and along the shoreline of Dade County, large tracts of land are in public ownership as national, state, and local parks and preserves. These parks and preserves provide numerous public opportunities for water-dependent and water-related uses. Additionally, the private sector contributes a substantial amount of coastal recreation and water-dependent/related business in the City of Miami. Within the past several years, the economic as well as the environmental benefits of preserving natural areas has become increasingly apparent. Following Hurricane Andrew in 1992, there was intense pressure to reopen major coastal parks for use by residents and in time for tourist season. It is anticipated that public and political support for coastal parks and preserves and marine interests will continue

**The Built Environmental:** includes roadways, bridges, and water and sewer facilities, stormwater, drainage, public buildings, marinas, boat ramps, shoreline protection structures, and beach renourishment and revegetation. Since the City of Miami is 95% built out within the Urban Development Boundaries (UDB), with only a few remaining undeveloped large tracts of land, much of the City of Miami infrastructure has been in existence for decades. This is particularly true in the coastal area. Existing residents of these areas, and tourists, rely on infrastructure in good condition for every day usage and emergency evacuation from hurricanes. The problem with infrastructure in the City of Miami is typically not a matter of insufficient infrastructure but that of maintenance and replacement.

**Natural Disaster Planning:** Within the United States, South Florida ranks the high-test area of hurricane vulnerability. Although there was a substantial gap of 21 years between major hurricanes striking Dade County, the National Hurricane Center warns that hurricanes are cyclic and recasts that the cycle of occurrence has returned to South Florida, potentially to the 1940's era of regular landfalls.

Since Hurricane Andrew, pre-and post-storm natural disaster planning has intensified. In 1993, Florida Chapter 163, Rule 9J-5.003(14) redefined the Coastal High Hazard Area (CHHA) was eliminated and replaced by the Hurricane Vulnerability Zone (HVZ) which encompasses the CHHA and adds Hurricane Categories 2 and 3. This "coastal high risk area" contains an existing residential population of 302,507, approximately 15.1% of the total Dade County population of 2 million.

In the past several years since Hurricane Andrew and several other tropical storm and flood events, both the federal and state governments are urging the implementation of hazard mitigation measures to reduce the risk to lives and property from natural disasters. Hazard mitigation includes land use policies to restrict increased development in coastal high risk areas, particularly the CHHA, conducting pre-storm studies to implement both before and after a major storm event, inventorying public facilities within the HVZ for pre and post-storm decision-making and courses of action such as shuttering facilities and retrofitting existing structures to wind and flood harden.

In addition to hazard mitigation and pre-storm preparation, post-storm response and recovery are especially important to large urban areas that are already developed with a complex population. Cultural, language, and economic barriers contribute to the task adequately prepare, evacuate, shelter, and provide post-storm temporary housing for thousands of people in the event of major hurricane destruction.

**Historic Preservation:** Since Miami developed along its shoreline and waterways, a large majority of historic and archaeological findings are within the coastal area. In total, 385 historic and archaeological sites, districts, and zones within the coastal area have been placed on special designation lists including: (1) National Landmarks; (134) National Register of Historic Places. Varying degrees of protection from the impacts of development activities exist for cultural resources in the coastal zone. The City Historic Preservation Ordinance offers the best protection for designated sites. They review and regulate construction and demolition for activities at designated sites. This requires review and regulation of construction and demolition activities at

designated sites through the issuance of Certificates of Appropriateness and Certificates of Dig. Dade County and the City of Miami is also offers tax incentives to property owners who rehabilitate owners historic sites.. A special concern for historic structures is to protect them from natural disasters through the implementation of pre-storm hazard mitigation measures.

## ACHIEVEMENT OF OBJECTIVES

The City made good progress in achieving the following objectives of the Coastal Management Element during the 1989 - 1994 evaluation period.

Objective 1. To protect, conserve and enhance coastal wetlands, living marine resources, and wildlife habitats.

Objective 2. To protect, conserve or enhance beaches and dunes and offshore reef communities.

Objective 4. To maintain or increase the amount of shoreline devoted to water-dependent and water-related uses.

Objective 5. To maintain or lower the existing time period required to complete the evacuation of people from flood vulnerable Coastal Areas and mobiles home prior to the arrival of sustained tropical storm force winds.

Objective 6. To reduce the exposure of life and property in Dade County and the City of Miami to hurricanes through the implementation of hazard mitigation measures. Population concentration shall be directed away from the undeveloped designated CHHA and identified high risk areas during post-disaster redevelopment.

Objective 7. To assist areas damaged by hurricanes with recovery measures that reduce the potential for future loss of life and property.

Objective 9. To increase public access to beaches and shores, preserve traditional shoreline uses an minimize impacts of man-made structures and activities on coastal resources.

Objective 10. To protect, preserve, and sensitively reuse historic resources and increase the number of locally designated historic sites and districts and archaeological sites and zones.

The City made reasonable progress in achieving the following objectives of the Coastal Management Element:

Objective 3. To maintain and improve the quality of coastal and estuarine waters to meet all applicable federal, state, and local water quality standards.

Objective 8. To ensure that infrastructure is available to serve the development and redevelopment proposed in the Land Use Element for the Coastal Area.

Objective 11. To improve the public's appreciation and awareness of City of Miami coastal resources

## CURRENT ISSUES

Several issues were identified under new issues and unanticipated and unforeseen problems and opportunities within Evaluation and Appraisal Report (EAR). The most pertinent are listed as follows:

Protection of the West Indian Manatee that lives and frequents Dade County's and the City of Miami waterways. The plight of this endangered species is indicative need to protect marine and coastal wildlife and wildlife habitat. Conflicts between man and wildlife need to be avoided. City of Miami has adopted polices to protect rare, threatened, endangered, and species of special concern and their habitat.

Operation of the water management system. The timing and volume of water deliveries into the coastal waters of the City of Miami and Dade County has been significantly altered for decades. Historically, water flowed slowly through the natural drainage area, or sloughs, during the long rainy season and a large volume of groundwater seeped into Biscayne Bay and its tributaries. Today, the natural system has been reversed; groundwater flows have been reduced and large volumes of freshwater are released through flood control gates into Biscayne Bay. These large pulse discharges bring unknown quantities of pollutants that may be harming Biscayne Bay's estaurine functions. Estaurine functions are a key issue in several federal and regional studies on restoration Biscayne Bay.

Shoreline Public Access for Water-Dependent and Water-Related Uses refers to the provision of public and private facilities for residents and tourist. The City of Miami has a large number of shoreline and coastal parks and preserves within its boundaries under the jurisdictions of all levels of government and the private sector. Since 1983, the City of Miami and Dade County Shoreline Development Review Process requires new public and private development of redevelopment along the shoreline of Biscayne Bay to provide physical and/or visual public access to the water. The strong demand for public access to water-dependent and water-related activities is expected to continue.

Public Awareness and Appreciation of Coastal Resources should be expanded to include the quantification and promotion of economic, health, recreational, and environmental benefits to the community. In this manner, tax-paying residents and governments providing funding grants will know the full value of expending monies to preserve coastal resources.

Natural Disasters, the planning and implementation, of hurricane preparedness, response, recovery, hazard mitigation, and post-disaster redevelopment is more important than ever. Federal and State governments are strongly encouraging local governments to adopt land use policies and hazard mitigation measures that will reduce the risk of lives and property to future major storm events. The Dade County Hazard Mitigation Plan was adopted by the Board of County Commissioners in May 1993. This plan will be update and incorporate post-disaster redevelopment planning to position City of Miami to take advantage of existing and future Federal Emergency Management Agency (FEMA) public assistance and hazard mitigation funding.

### **Recommendations**

The key recommendations for revising Objectives for the Coastal Management Element are:

1. Create a new objective (4) focused entirely on coastal wildlife and wildlife habitat including protecting rare, threatened, and endangered wildlife and habitat restoration.
2. Focus Objective 3 on the development of antidegradation targets to protect Outstanding Florida Waters and Outstanding National Resource Waters of Biscayne Bay..
3. Preserve traditional shoreline uses and activities, such as swimming, boating , fishing, and minimize user conflicts, including those between man and wildlife.
4. Improve public awareness and appreciation of coastal resources and available water-dependent and water-related uses.

# **X. INTERGOVERNMENTAL COORDINATION ELEMENT**

## **EXISTING CONDITIONS AND TRENDS**

The form of the City of Miami government had no major changes during the period of 1989 to 1994. The City of Miami administration went from 37 departments and divisions to 11 departments in order to reduce the budget and to provide more responsive management..

The City of Miami has made reasonable progress in accomplishing the following objectives of the Intergovernmental Coordination Element:

1. Maintain and improve coordination of planning, development and impact assessment among governmental entities with applicable responsibilities within the City of Miami's area of concern.
2. Encourage the use of interlocal agreements to improve coordination of local development and the effective and efficient delivery of local services.
3. Maintain consistent and coordinated planning and management of major natural resources within areas with multi-government jurisdictional responsibilities.
4. Coordinate with local, regional, and State entities with responsibility in the establishment of Level of Service Standards.
5. Initiate cooperative inter-jurisdictional approaches to special intra-regional planning needs.

## **CURRENT ISSUES**

### **Recommendations**

The key recommendations of the Intergovernmental Coordination EAR are the following:

New objectives and policies will be needed to address the issues of coordinating new disposal sites for dredged spoil, providing a coordinated regional strategy for economic development, and encouraging all levels of government to work together ensuring adequate and timely shelter for those people residing in hurricane evacuation areas.

### **Proposed Revisions**

A key recommendation of the Intergovernmental Coordination EAR are:

- New objectives and policies will be needed to address the issues of coordinating, with Dade County, new disposal sites for dredged spoil;
- Providing a coordinated regional strategy for economic development; and
- Encouraging all levels of government of work together ensuring adequate and timely shelter for people residing in hurricane evacuation area.

# **XI. CAPITAL IMPROVEMENTS ELEMENT**

## **Conditions and Trends**

The CIE contains the capital projects which are necessary to meet the goals and objectives of the various functional elements of the Miami Comprehensive Neighborhood Plan (MCNP). The currently adopted CIE contains 72 projects with a cost of \$159.3 million, of which \$57.6 million or 36.1 percent has been appropriated. Existing evidence supports the conclusion that the capital improvement element of the MCNP is fiscally feasible. However, there are backlogs of unfunded projects which should be carried out to assure complete implementation of the goals, objectives and policies of the Plan. Funding for these projects has become more problematic in many instances since there is now a greater reliance on bonded debt as a source. Fiscal analysis shows that the City's capacity for supporting bonds, both general obligation and revenue backed, is substantial. Despite the significant capacity to support additional bonding for capital improvements, voter reluctance to incur additional assessment has limited the City's ability to use these funding sources.

## **Achievement of Objectives**

The following objectives were accomplished or substantially accomplished.

Objective XI-1 states that the CIE will provide for sound fiscal planning for those capital projects needed to meet the goals, objectives and policies of the MCNP. An assessment of the policy achievement under this objective substantiated that it was substantially met.

Objective XI-4 specifies that public expenditure will not encourage development in high hazard coastal areas. This objective has been achieved.

Objective XI-3 deals with ensuring that future development pays an equitable share of the cost of public facilities needed to support LOS standards. This objective has been achieved.

The following objective has been only partially accomplished.

Objective XI-2 is aimed at prompting the local government to provide the methods and resources for upgrading and maintaining facilities/infrastructure at capacities sufficient to meet level of service standards. This objective has not been fully met as financial resources have not been adequate to fund all needed projects, in particular storm sewers, over the past six years.

## **Current Issues**

The overriding issue today with respect to capital improvements is the impact of the current fiscal environment. However, any department relying on general obligation bonds for construction or general funds for operations and maintenance is facing difficult times. Budget cutting and general fiscal austerity are the order of the day. This will have long run implications for keeping up with existing infrastructure needs.

## **Recommendations**

It is recommended that the updated support material be utilized in the new CIE. The goal, objectives and policies are proposed to be retained essentially intact but with several minor additions and wording changes. The existing monitoring program is recommended for retention.

## **XII. SOLID WASTE COLLECTION ELEMENT**

### **SUMMARY**

#### **Existing Trends and Conditions**

Between 1988 and 1995 solid waste collection in the City of Miami experienced a series of changes including an increase involvement of private firms in the solid waste disposal facilities leading to an oversupply of disposal capacity, reduction in the size of the City's collection fleet, curb side pick-up, and recycling. Recent trends shows that most of the waste team goes to Broward County facilities.

#### **Achievement of Objectives**

The City of Miami did well in accomplishing the following objectives of the Solid Waste Subelement during the 1988-1995 evaluation period:

1. Provided solid waste collection services to City residents in a manner that ensures public health and safety, and a clean urban environment.
2. Solid Waste collection was done in a manner that reduces the quantity of litter, trash and abandoned personal property in City streets.
3. The City encourages the recycling and reduced the volumes of waste material set aside for collection and disposal.

#### **Current Issues**

Among the key current issues in the Solid Waste Subelement EAR are the following:

- need to maintain an effective Capital Improvement Program in order to provide an efficient solid waste collection facilities and equipment.
- need to continue an effective recycling program.
- The need to address the disposal of household hazardous wastes.
- The need to develop and adopt a solid waste management plan.

## **Recommendations**

The key recommendations of the Solid Waste Subelement EAR are:

Modify objectives to address the existing City recycling program. To include objectives and policies in illegal dumping and hazardous waste.

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