

# Application No. 8

## Countywide

### APPLICATION SUMMARY

Applicant/Representative:

Miami- Dade County

Department of Planning and Zoning  
111 NW 1 Street, Suite 1110  
Miami, Florida 33128-1972

Park and Recreation Department  
275 NW 2<sup>nd</sup> Street  
Miami, Florida 33128-1972

Location:

Countywide

Requested Text Changes:

- A. Revise the text in the Recreation and Open Space Element to reflect the 2007 *Miami-Dade County Parks and Open Space Master Plan (OSPM)*.
- B. Revise the Recreation and Open Space Element to reflect other updates and policy changes not related to OSMP, including revisions to Policy ROS-4E, allowing new mechanisms for accepting open space conservation areas; and revisions to Policy ROS-5C iii, allowing greater protection of park sites with natural, historical, or archeological resources.

Amendment Type:

Standard Text Amendment

### RECOMMENDATIONS

Initial Staff Recommendation:

**ADOPT AND TRANSMIT** (August 25, 2009), modified to **ADOPT with CHANGES and TRANSMIT** in accordance with the Park and Recreation Department memorandum dated October 2, 2009  
**NOT APPLICABLE**

Community Councils:

Planning Advisory Board (PAB) acting as  
Local Planning Agency:

**ADOPT WITH CHANGES AND TRANSMIT** (Park and Recreation Department made further changes to proposed new Policies ROS-8B, 8C, and 8D, by adding language emphasizing equitable access to local parks and open space, and clarifying where certain County plans and regulations would be updated) (October 5, 2009)

Board of County Commissioners:

**ADOPT WITH CHANGES AND TRANSMIT** in accordance with Staff recommendation contained in the October 2, 2009 memorandum from the Park and Recreation Department (November 4, 2009)

Revised Staff Recommendation:

**ADOPT** as transmitted to the Florida Department of Community Affairs (March 15, 2010)

Final Recommendation of PAB acting as  
Local Planning Agency:

**TO BE DETERMINED** (March 22, 2010)

Final Action of Board of County  
Commissioners:

**TO BE DETERMINED** (April 7, 2010)

### **Revised Staff Recommendation** (March 15, 2010)

Based on the reasoning in the Initial Recommendation, staff recommends **ADOPTION as transmitted to the Florida Department of Community Affairs** for the proposed to the text amendment to the Recreation and Open Space Element of the Comprehensive Development Master Plan (CDMP) based on the following:

1. The reasons stated in the initial recommendations for adoption of the application are still valid. The intent of the proposed amendment is to update the adopted text of the Recreation and Open Space Element to reflect the *Miami-Dade County Park and Open Space System Master Plan*, also known as the Open Space Master Plan (OSMP), and its concepts. The proposed amendment serves to satisfy Policy ROS-4G of the Recreation and Open Space Element, which calls for the update to the 1969 Recreation Open Space Master Plan to be completed by 2010. The concepts found in the OSMP, which was finalized in 2007 and approved by the Board of County Commissioners (BCC) on February 19, 2008 by Resolution No. R-171-08, are consistent with and complement the planning themes that guide the Miami-Dade County Comprehensive Development Master Plan, namely: compact development, connectivity, neighborhood planning, complete streets, protection of natural resources, and intergovernmental coordination. The proposed text change calls for the development of a new a LOS for parks and recreational open spaces that is based on access criteria and neighborhood needs. The intent of the new, yet to be developed LOS standards, along with the other recommended policies in the proposed text amendment, is to create a park system that facilitates the development of more sustainable and livable communities. In addition to the text changes related to the 2007 OSMP, the proposed amendment also seeks to update Policies ROS-3B and ROS-5F, to revise Policy ROS-4E in order to provide mechanisms for allowing acceptance of conservation easements or donated land for establishment of open space conservation areas, to modify Policy ROS-5C so that a park facility being redeveloped could be considered for Heritage Park designation (if appropriate) and to delete of Monitoring Measure ROS-7.

### **New Information**

Since the BCC transmittal public hearing on November 4, 2009, the Department of Planning and Zoning has received additional information regarding Application No. 8. The additional information is the Florida Department of Community Affairs (DCA) "Objections, Recommendations, and Comments Report," (ORC), issued on March 5, 2010. In the ORC report, DCA did not object to Application No. 8.

### **Initial Staff Recommendations** (August 25, 2009)

In the Initial Staff Recommendations Report published on August 25, 2009, the staff recommended: **ADOPTION AND TRANSMITTAL** of the proposed text amendment to the

Recreation and Open Space Element of the Comprehensive Development Master Plan (CDMP)  
based on the following

1. The proposed amendment serves to satisfy Policy ROS-4G of the Recreation and Open Space Element, which calls for the update to the 1969 Recreation Open Space Master Plan to be completed by 2010. In compliance with Policy ROS-4G, the *Miami-Dade County Park and Open Space System Master Plan*, also known as the Open Space Master Plan (OSMP) was finalized in 2007 and approved by the Board of County Commissioners (BCC) in February 19, 2008 by Resolution No. R-171-08 (See Appendix). The OSMP provides a 50-year planning vision for Miami-Dade County and is intended to serve as a catalyst for a more sustainable and livable community through the creation of an interconnected system of communities, parks, public spaces, natural and cultural areas, greenways, water trails and streets. The plan also provides guideline principles to ensure a beautiful, well designed seamless system of parks and open spaces that encourage revitalization of neighborhoods and accessibility to recreation opportunities. The OSMP took several years to develop and is based on a comprehensive analysis of other park systems in the US and around the world, an assessment of Miami-Dade County, as well as findings from a Countywide public participation and outreach effort, which included the Great Parks Summit in 2006 (See Appendix). Although the OSMP is intended to be a Countywide plan, it is important to note that it is not a capital development plan, but rather a vision document that articulates goals and policies for park and public realm development in the future. The intent of the proposed amendment is to update the adopted text of the Recreation and Open Space Element to reflect the 2007 OSMP and its concepts.
2. The concepts found in the 2007 OSMP are consistent with and complement the planning themes that guide the Miami-Dade County Comprehensive Development Master Plan, namely: compact development, connectivity, neighborhood planning, complete streets, protection of natural resources, and intergovernmental coordination. Although the themes of the 2007 OSMP are found throughout the CDMP, the proposed amendment seeks to consolidate these key planning themes into a new objective in the Recreation and Open Space Element. The new objective and its related policies are intended to provide a policy framework, timeline, and monitoring measures for carrying out the concepts found in the 2007 OSMP: Great Parks, the Great Public Spaces, Great Natural and Cultural Heritage Areas, the Great Greenways and Blueways, and the Great Streets.
3. Although the 1969 Recreation Open Space Master Plan guided the Miami-Dade County Park and Recreation Department to become the fifth largest and most diverse park system in the United States, the 2007 OSMP provides a new approach for accommodating the demands of growth and development that is more suited to meeting the County's existing growth management challenges. Unlike in the past, when land and opportunities for growth appeared to be more abundant, today, continued population growth, declining open space, and increased property values have made it increasingly difficult to provide the level of service standards (LOS) outlined in the CDMP, particularly in compact urban settings. The existing LOS in the CDMP for parks and open space is measured by acreage. It does not take into account the specific recreation and open space needs of communities in the urban, suburban, rural and natural areas; nor does it account for equitable access to recreation, open spaces, natural and cultural resources. The proposed text change calls for the development of a new a LOS for parks and recreational open spaces that is based on access criteria and neighborhood needs. The intent of the new, yet to be developed LOS standards, along with the other recommended policies in the proposed text amendment, is to create a park system that facilitates the development of more sustainable and livable communities.

4. In addition to the text changes related to the 2007 OSMP, the proposed amendment also seeks to revise the following policies in the Recreation and Open Space Element:

- Policies ROS-3B and ROS-5F need to be updated to reflect the official names of South and the North Miami-Dade Greenway Master Plans.
- Policy ROS-4E deals with the acquisition, renovation, restoration, and development or recreation and open space facilities. Currently, the County does not have a mechanisms for allowing acceptance of conservation easements or donated land for establishment of open space conservation areas. The proposed revision to the policy would allow the establishment of such mechanisms.
- Policy ROS-5C, section iii, calls for the redevelopment of park facilities that are no longer functional, whose use has changed, or that require building code upgrades. If such a facility contains important natural, historic, or archaeological resources, the proposed policy revision would allow for such sites to be considered for Heritage Park designation, if appropriate. The intent of this revision is to allow greater protection of such sites.
- Monitoring Measure ROS-7 requires the completion of a leisure interest survey by 2010. The Park and Recreation Department completed the survey; therefore, the monitoring measure can be deleted. The results of the survey will form the basis for developing specific recreation and capital program recommendations.

## REQUESTED TEXT AMENDMENT

The following are the proposed text changes as transmitted to the Florida Department of Community Affairs related to the 2007 Open Space Master Plan, as well other updates and revisions to the Recreation and Open Space Element of the CDMP. The detailed inventory data and analysis of existing and future needs on which the proposed text changes are based can be found in the *2007 Parks and Open Space System Master Plan*

### A. Revisions to the Recreation and Open Space Element Related to the 2007 Open Space Master Plan

- 1) **Revise the Introduction of the Recreation and Open Space Element, starting on page VI-1, to include information on the 2007 Open Space Master Plan as follows:**

#### Introduction

The Recreation and Open Space Element specifically addresses open spaces and facilities which provide recreational opportunities as their primary function (recreation open space). Miami-Dade County contains many open spaces that serve a primary purpose other than active public recreation and while these open spaces have a significant recreational and aesthetic value, they are not addressed in this Element. Those open spaces, including such examples as the National and State parks and preserves as well as State Water Conservation Areas and other wetlands which have critical environmental and wildlife value, are addressed in the Conservation, Aquifer Recharge and Drainage, Coastal Management and Land Use Elements. Other open spaces such as the agricultural areas and open lands are addressed in the Land Use Element.

On February 19, 2008, the Miami-Dade County Board of County Commissioners (BCC) approved the *Miami-Dade County Park and Open Space System Master Plan*, also known as the Open Space Master Plan (OSMP), as an update to the 1969 Recreation Open Space Master Plan. The Open Space Master Plan creates a long term vision for a new, interconnected framework for growth; one that results in a more livable, sustainable community. Consisting of existing and proposed parks, public spaces, natural and cultural places, greenways, trails and streets, the framework for parks and open space will form the foundation for the County to accommodate growth while also improving the quality of life for residents. The guiding principles of the Open Space Master Plan, as well as the vision for a seamless, sustainable parks and open space system are incorporated into the goal, objectives and policies of this element. Realization of the vision will occur over time requiring completion of the efforts described in the Goal, Objectives and Policies of the Recreation & Open Space Element.

Currently, All all recreation open spaces addressed by this Element are categorized as either countywide or local. Countywide recreation open spaces meet the diverse recreational needs of Miami-Dade County residents and tourists on a countywide basis, and are classified as metropolitan parks, natural area preserves, special activity areas, district and/or greenways. Local recreation open spaces meet the close-to-home recreational needs of the residents of specific areas within the County, and are classified as mini-, neighborhood, single-purpose, or community parks. In addition, local recreation open spaces include designated public school and college playfields and portions of

private recreation open space. Miami-Dade County is responsible for the provision of countywide recreation open space throughout the County, and of local recreation open space to unincorporated areas.

Service areas for local recreation open spaces and park classifications are the primary criteria used to determine future park locations and conduct capacity evaluations. The Miami-Dade Park and Recreation Department determines service areas for local parks that serve unincorporated areas. These service areas are based on park size, existing or planned facilities, and public recreation demand. The following table summarizes Miami-Dade County's park classification criteria and service areas:

**Table 1**

<b>Park Classification Criteria and Service Areas</b>					
<b>Classification</b>	<b>Primary Use</b>	<b>Staffing</b>	<b>Programming</b>	<b>Acreage</b>	<b>Service Area</b>
<b>Countywide</b>					
Metropolitan Natural Area	Resource	Yes	Yes	200+	Countywide
Preserve	Resource	No	No	2+	Countywide
Special Activity Area	Resource	Yes	Yes	n/a	Countywide
District	User	Yes	Yes	100-200	5 miles
Greenways	User	No	No	n/a	Countywide
<b>Local</b>					
Community	User	Yes	Yes	30-100	3.5 miles
Single-Purpose	User	No	Yes	5+	3 miles
Neighborhood	User	No	No	5-10	1 mile
Mini-Parks	User	No	No	<=1	.5 mile

Source: Miami-Dade County Park and Recreation Department

In order to provide an optimum balance of local recreation open space throughout unincorporated areas, the County has identified the following benchmarks as desirable: the provision of five acres of neighborhood recreation open space per 5,500 unincorporated area residents; the provision of 30 acres of community recreation open space per 50,000 unincorporated area residents; and, the provision of 200 acres of district recreation open space per 220,000 unincorporated area residents. These benchmarks are used only as broad guidelines, and are not adopted as Level of Service (LOS) standards.

The Adopted Components of this Element contain the Recreation and Open Space Goal, Objectives and Policies including the map of Park Benefit Districts (PBDs), and procedures for monitoring and evaluating progress toward Plan implementation. The 1988 *Support Components* report, the 1995 *Evaluation and Appraisal Report (EAR)*, and the 2003 *Evaluation and Appraisal Report, and the 2007 Parks and Open Space System Master Plan* contain inventory data and analysis of existing and future needs and the policy framework within which this Element was formulated.

- 2) **Delete Policy ROS-4G, on page VI-10, as well as the related monitoring measure on page VI-16, which require the completion of the Open Space Master Plan (OSMP) by 2010. Since the 2007 OSMP was completed, the text is no longer necessary.**

~~ROS-4G. The Park and Recreation Department shall update the 1969 Recreation Open Space Master Plan by 2010 to guide the restoration and development of the park and recreation open space system through a 20-year planning horizon. The Plan shall include information and recommendations addressing such matters as the following: 1) current and projected park users; 2) the park and recreation system's natural, scenic, historical, and cultural values; 3) the current and projected supply and demand for recreation opportunity; 4) significant regional resources; 5) linkages among existing resources; 6) current and projected park and recreation system deficiencies and needs; and, 7) action steps necessary to achieve goals and objectives through a diverse combination of financing methods, partnerships, and interagency coordination.~~

## Monitoring Requirements

### Objective ROS-4

- ~~Completion of the Recreation Open Space Master Plan by the 2010 target date.~~

- 3) Add Objective ROS-8 and Policies ROS-8A to ROS-G on page VI-15, after Policy ROS-7C, as follows:

### Objective ROS-8

**The 2007 Miami-Dade County Parks and Open Space System Master Plan (OSMP), through a 50-year planning horizon, shall guide the creation of an interconnected framework of parks, public spaces, natural and cultural areas, greenways, trails, and streets that promote sustainable communities, the health and wellness of County residents, and that serve the diverse local, national, and international communities.**

### Policies

ROS-8A. By 2017, Miami-Dade County shall conduct a countywide evaluation of neighborhoods for access to recreation and open space areas, using the "Public Parks and Open Space Activity Criteria" and the neighborhood context planning approach as described in the *Miami-Dade Parks and Open Space System Master Plan*. The neighborhood evaluation shall consider the parks and open space needs of communities in the urban, suburban, rural and natural areas of the County, assure equitable access to recreation, open spaces, natural resources, and social/cultural venues, and facilitate neighborhood stability and redevelopment.

ROS-8B. By 2013, the County shall develop Level of Service (LOS) standards for parks and recreational open spaces that is intended to encourage equitable access to local (neighborhood) parks and open space as well as area-wide recreational activities for all County residents.

- ROS-8C. By 2012, Miami-Dade County shall develop the Parks and Open Space Design Criteria or "Pattern Book", which shall guide the development of the public realm. The public realm includes new and existing parks, public spaces, natural and cultural areas, greenways, trails, street corridors, and private spaces that are open to the public. The criteria shall promote beauty, community character and connectivity and include standards to assure compatibility with adjoining uses, conservation and energy efficiency, as well as signage and way-finding requirements.
- ROS-8D. By 2013, Miami-Dade County shall update the *Miami-Dade Urban Design Manual*, the *Standard Details of the Public Works Manual*, and other relevant county plans and regulations to incorporate where appropriate, the "Great Streets Planning Principles" contained in the *Miami-Dade Parks and Open Space System Master Plan and incorporation of "Complete Streets" components, where feasible*. Changes to be incorporated include a hierarchy of street types and designs (gateway streets, civic streets, heritage streets, and neighborhood streets), and complete street measures such as provision of sidewalks and bicycle facilities, pedestrian friendly design, adequate landscaping and street furniture, on-street parking, bus lanes and transit facilities, and clearly defined crosswalks and signalization to provide safe routes to parks.
- ROS-8E. By 2013, Miami-Dade County shall identify new areas to be designated for greenways, trails, and bicycle lanes, and update the North Miami-Dade Greenway Master Plan and South Miami-Dade Greenway Network Master Plan and the CDMP to include such greenways. The update shall include the designation of the Western Greenway. On an on-going basis, Miami-Dade County shall coordinate with State, regional, federal, and local government agencies to establish a countywide interconnected system of non-motorized pathways that link neighborhoods, parks, natural areas, civic centers, schools, and commercial areas to achieve goals and objectives through a diverse combination of financing methods, partnerships, and interagency coordination.
- ROS-8F. By 2014, Miami-Dade County shall develop a plan for protecting and preserving its natural and historic resources, while assuring that such resources provide access and educational opportunities to the public. The plan shall consider the designation of Environmental Zones (Eco Zones) and Cultural Zones. Eco Zones represent a cluster of natural areas connected together to provide a variety of environmental and educational activities. The Cultural Zones are thematically clustered cultural and historic sites that provide a variety of heritage education activities and programs.
- ROS-8G. Miami-Dade County shall encourage the incorporation of meaningful public spaces in the planning and development of libraries, museums, schools, government buildings, transit stations within Transit-Oriented Development (TOD) and stand-alone transit stations, and other civic/institutional places.



- 4) Add monitoring measures for the new Objective ROS-8. The proposed text should be added to the Monitoring Program on page VI-18 as follows:

**Objective ROS-8**

- Miami-Dade County shall annually log and report in subsequent Evaluation and Appraisal Reports (EAR) specific activities related to implementing seamlessness, access, beauty, sustainability, equity and multiple benefits in unincorporated Miami-Dade County parks and open spaces as described in the Parks and Open Space System Master Plan.
- Miami-Dade County shall report in subsequent EARs the number of projects and amount of funds expended to improve the County's parks and open space system.

**B. Other Revisions to the Recreation and Open Space Element**

- 1) **Revise Policy ROS-3B, on page VI-7, and Policy ROS-5F, on page VI-13, to reflect the official names of South and the North Miami-Dade Greenway Network Master Plans, as follows:**

ROS-3B. The County shall improve and promote non-motorized access to existing park and recreation open spaces by implementing the North Miami-Dade Greenways Master Plan and South Miami-Dade Greenway and ~~Blueway~~ Network Master Plan, as well as improved sidewalks and trails, to improve connectivity between parks and residences, schools, activity centers, and transportation nodes.

ROS-5F. Continue to implement and consider expansion of segments of the ~~County North Miami-Dade Greenways Master Plan and South Miami-Dade Greenway Network Master Plan~~ Greenway and Blueway Network that provide recreation and environmental benefits while improving connectivity to parks, natural areas, and other recreational facilities.

- 2) **Revise Policy ROS-4E, on page VI-9, to allow mechanisms that would enable the County to accept conservation easements and donated land for establishment of open space conservation areas:**

ROS-4E. The County shall continue implementation of capital projects funded by 1996 Safe Neighborhood Park, 2004 Building Better Communities General Obligation Bond and 2000-2004 Quality Neighborhood Improvement Bond proceeds available for the acquisition, renovation, restoration, and development of recreation open spaces and facilities, and that these activities can be accomplished in a timely fashion. The Park and Recreation Department will continue to explore both fee-simple and less-than-fee-simple mechanisms for the establishment of open space conservation areas and will seek additional funds in any future bond issue that the County may propose.

- 3) **Revise section iii of ROS-5C, on page VI-13, to allow certain park sites to be designated as Heritage Parks, where appropriate:**

**Policy ROS-5C**

- iii) The Park and Recreation Department will redevelop facilities that are no longer functional, whose use has changed, or that require building code upgrades. Park sites containing important natural, historic, or archaeological resources will be developed and managed for the long-term sustainability and integrity of the resource and where appropriate considered for designation as Heritage Parks.

- 4) **Delete the monitoring measure for ROS-7, on page VI-17, which requires the completion of the leisure interest survey by 2010. The survey was completed.**

**Objective ROS-7**

- ~~• Completion of a leisure interest survey by the 2010 target date.~~