

1 BISCAYNE BAY REGIONAL RESTORATION COORDINATION  
2 TEAM  
3 ACTION PLAN DRAFT DOCUMENT, THIRD ITERATION with  
4 DRAFTING GROUP  
5 April 29, 2005  
6

7 THIS IS THE DOCUMENT AS RANKED AT THE BBRRCT  
8 MEETING HELD ON APRIL 29, 2005. SECTIONS RANKED SHOW  
9 THE RANKING OF THE TEAM, COMMENTS BY TEAM  
10 MEMBERS, IF ANY, AND THE SECOND RANKING IF  
11 APPLICABLE. NO SECOND RANKINGS WERE DONE IF  
12 CONSENSUS HAD BEEN REACHED DURING THE FIRST  
13 RANKING.  
14

15 PLEASE NOTE: PAGE NUMBERS AND LINE NUMBERS OF THIS  
16 DOCUMENT DO NOT CORRESPOND TO THE ORIGINAL APRIL  
17 20 DOCUMENT, HOWEVER, IF REFERENCES ARE MADE TO  
18 PAGES AND LINES IN THE SUGGESTIONS OR COMMENTS,  
19 THEY DO REFER TO THE APRIL 20 DOCUMENT.  
20

21 **Members present:**

22 Humberto Alonso  
23 Fran Bohnsack  
24 Joan Browder  
25 Rick Clark  
26 Marsha Colbert  
27 Amy Condon  
28 Nancy Diersing  
29 Cindy Dwyer  
30 Cynthia Guerra  
31 John Hulsey  
32 Susan Markley  
33 Lloyd Miller  
34 Patrick Pitts  
35 Don Pybas  
36 Keith Revell  
37 Kim Shugar  
38 Rafaela Monchek  
39

40 **PROCEDURE:**

41 Sections 4.5, 5.2, 8.x, and Action Steps were ranked before any  
42 commentary was taken. In each table, the name of the person(s) voting  
43 "1" or "2" are indicated in the box of that number. The names of  
44 members who had voted a "3" or higher but who wanted to make

1 comments are indicated in the “3” box for convenience. At all times a  
2 quorum was present. Procedure is that as long as a quorum is present,  
3 the ranking is valid.  
4

5 Due to the restraint on time, members who voted “1” or “2” were asked  
6 first to give their concerns and suggestions for what changes could be  
7 made that would allow them to rank at least a “3” in a second ranking.  
8 Team discussion and comments were recorded, and then a second  
9 ranking was taken. Team members were told to send any additional  
10 comments in to the Facilitator or the Project Manager in the two weeks  
11 following the meeting, and those comments would be included. See the  
12 end of this document for comments received.  
13

## 14 1.0 VISION STATEMENT

15  
16 The initial objective of the Team as identified in the Team’s Charter approved by the South  
17 Florida Ecosystem Restoration Task Force Working Group was to develop a Biscayne Bay  
18 Action Plan. The Working Group intended for this Action Plan to “guide efforts and  
19 prioritize activities to balance appropriate economic use with improved public access,  
20 increased habitat restoration, and environmental protection.” The Team developed and  
21 adopted their vision for the future of Biscayne Bay which is as follows:  
22

23 **Biscayne Bay is ecologically restored. It is readily accessible to and appreciated by**  
24 **all members of our diverse community. It supports a variety of uses and economic**  
25 **activities that are environmentally sustainable. Biscayne Bay is managed to promote**  
26 **coordination and to resolve conflicts among competing objectives with sufficient**  
27 **resources to**  
28 **achieve this vision.**  
29  
30

## 31 2.0 EXECUTIVE SUMMARY

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33 To be written...  
34

## 35 3.0 INTRODUCTION

36  
37 In 1999 the Florida Legislature established the BBPI. Its mission was “*The development of an*  
38 *open and inclusive, community-based forum to survey public and private sector activities and programs*  
39 *affecting Biscayne Bay, and to provide recommendations for actions to protect, improve, and enhance the bay’s*  
40 *resources, its social, economic, and natural values, with its ecological health as a priority.*” This  
41 community-based group was formed to survey the status of the Bay’s resources and to  
42 produce a final report of its findings, with recommendations for further action. In its final  
43 report in 2001, the BBPI defined the widely varying character and physical attributes of the  
44 Bay, and set forth a listing of values and goals for the future of the Bay. One key action  
45 recommended by the BBPI was the creation of a Biscayne Bay Project Coordination Team  
46 as part of the Working Group of the South Florida Ecosystem Restoration Task Force. This

1 team, as envisioned by the BBPI, was to function as a forum for, and to, the public, while  
2 also acting as a voice for the Bay, and advisor to the Working Group. Furthermore, this  
3 team was to develop an action plan in order to “guide efforts and prioritize activities to  
4 balance appropriate economic use with improved public access, increased habitat restoration  
5 and environmental protection.” Thus, from this vision, the BBRRCT was formed.

6  
7 Using the final report of the BBPI as a guide, the BBRRCT has been tasked with integrating  
8 and coordinating restoration, enhancement, and preservation projects, plans, and activities,  
9 and working towards maintaining a functioning ecosystem while promoting a sustainable  
10 region. Specifically, the purpose of the team is to provide a forum for public involvement,  
11 outreach and interagency coordination and communication; to identify priority issues for  
12 action and to create teams to address those issues as needed; to make recommendations on  
13 key issues to the Working Group; to identify goals and performance measures related to key  
14 issues and to assess the achievement of goals; to identify funding requirements; and to  
15 review elements of the Comprehensive Everglades Restoration Plan that affect Biscayne Bay.  
16 To these ends, the BBRRCT’s vision statement references the need for ecological restoration  
17 and greater public accessibility, while supporting a variety of uses and economic activities.  
18 Furthermore, the BBRRCT’s stated vision refers to active management in order to promote  
19 coordination and resolve conflicts, while calling for necessary resources to be allocated to  
20 meet the needs of the Bay.

21  
22 This Action Plan is the first step in realizing the vision for the Bay as laid out by the BBPI  
23 and the BBRRCT. It is the culmination of literally years of effort by various diverse  
24 stakeholders who have an interest in Biscayne Bay. Upon adoption of this Plan, the  
25 BBRRCT will set to work on following the framework set forth herein, and supporting  
26 implementation of those actions it deems of the highest priority. This Plan is not meant to  
27 operate in a vacuum, nor to be a closed document, but rather, the BBRRCT will re-examine  
28 and update the content on a periodic basis, as priorities change and actions are completed.  
29 Additionally, the BBRRCT will function as a public forum, and will begin to assess activities  
30 related to the Bay and its restoration.

## 31 32 **4.0 OVERARCHING GOALS**

### 33 34 **4.1 Preamble**

35 The role of the BBRRCT as stated in the BBPI report is to provide a unified voice for  
36 Biscayne Bay, improve coordination of Bay related initiatives as part of regional restoration  
37 plans and to serve as a clearinghouse for many of the BBPI recommendations. The BBPI  
38 and/or the Team Charter included a set of guiding principles for the Team:

- 39 • The Team shall not supplant agency authority or have any regulatory authority
- 40 • The work of the Team shall be consistent with the BBAPA
- 41 • The Team shall serve in an advisory role and shall not serve as a direct granting  
42 agency
- 43 • Team membership shall be representative of Biscayne Bay interests
- 44 • Team members shall be knowledgeable about Biscayne Bay issues
- 45 • The team shall recognize the importance of watershed management for the  
46 protection of Biscayne Bay
- 47 • The team will coordinate with entities involved in coordinating scientific/research  
48 efforts

1  
2  
3 The BBPI further identified a number of functions of the BBRRCT:  
4

- 5 • Provide a forum for public involvement.
- 6 • Provide information to the public regarding activities and issues related to Biscayne  
7 Bay.
- 8 • Provide a forum for interagency coordination and communication.
- 9 • Identify priority issues for action and create Biscayne Bay issue teams as needed to  
10 assist the BBRRCT.
- 11 • Make recommendations on key issues to agencies and organizations.
- 12 • Identify goals and performance measures related to key issues.
- 13 • Assess the achievement of goals.
- 14 • Identify and pursue funding for key priorities.
- 15 • Review elements of CERP that affect Biscayne Bay.

16  
17 The common threads weaving the tapestry of all these issues together involve the inadequate  
18 provision of:  
19

- 20 ▪ Dedicated and predictable funding sources that address land acquisition and other  
21 needs to implement the objectives of this Plan, operations and maintenance  
22 shortfalls, broad environmental education opportunities, and enforcement to protect  
23 natural resources and public safety.
- 24 ▪ Efficient and effective coordination among all levels of government and the more  
25 than 36 different jurisdictions, agencies and organizations with responsibility for  
26 management, protection and use of the Bay and its resources; and,
- 27 ▪ The full enforcement of existing practices, procedures and safeguards designed to  
28 enhance the potential and experience of the Bay.

29  
30 With the above functions and issues in mind, the BBRRCT developed four Overarching  
31 Goals:

- 32 1) Coordination
- 33 2) Funding
- 34 3) Tracking and Follow-up
- 35 4) Improve Enforcement of Existing Regulations

#### 36 37 38 **4.2 Coordination**

39 Coordination must be an integral part of what the BBRRCT does to promote and assist in  
40 the well being of Biscayne Bay. By providing a public forum for Bay related issues and  
41 projects that impact the Bay, the BBRRCT can foresee and help eliminate, or minimize,  
42 conflict among Bay stakeholders and at the same time improve interagency coordination on  
43 local, state and federal levels.  
44

45 The team views the purpose of its coordination role to be the achievement of three main  
46 objectives:  
47

- 48 1) Act as a unified voice for Biscayne Bay.

- 1 a. Increase awareness of Biscayne Bay among agencies, policy makers and  
2 citizens by publicizing the team's vision.
- 3 b. Elevate the importance of Biscayne Bay's restoration needs in regional  
4 planning efforts.
- 5
- 6 2) Identify and prioritize issues and objectives for action.
  - 7 a. Make recommendations to address gaps, duplications and conflicts between  
8 agencies and stakeholders.
  - 9 b. Make recommendations to the Working Group based upon priorities  
10 identified as part of this Action Plan.
  - 11 c. Update the Action Plan on a periodic basis.
  - 12
- 13 3) Serve as a clearinghouse for many Bay matters.
  - 14 a. Act as a centralized forum where agencies and organizations involved in, or  
15 affecting Biscayne Bay can learn about Bay initiatives and identify gaps,  
16 duplications and conflicts.
  - 17 b. Act as a centralized forum for information and activities related to Biscayne  
18 Bay.
  - 19 c. Use information collected in the role of clearinghouse to educate the public  
20 and policy makers about Biscayne Bay.
  - 21 d. Provide a forum for stakeholders views and opinions regarding Biscayne Bay  
22 activities.
  - 23
  - 24

### 25 **4.3 Funding**

26 Lack of adequate resources, especially money, is often a barrier when it comes to restoring  
27 and maintaining Biscayne Bay. In keeping with the impetus for the BBPI and the BBRRCT,  
28 the team will strive to ensure that Biscayne Bay receives funding that is on par with other  
29 regional restoration efforts and initiatives within the State of Florida. To that end, the  
30 BBRRCT has identified funding as a priority and an overarching goal.

31  
32 The BBRRCT identified the following objectives related to this goal:

- 33
- 34 1) Review and identify funding priorities for Biscayne Bay.
- 35 2) Develop a master list of funding sources for Bay related projects, both public and  
36 private.
- 37 3) Identify existing and potential new dedicated funding sources.
- 38 4) Work to ensure agencies serve Biscayne Bay at a level consistent with other  
39 restoration efforts.
- 40 5) Encourage collaboration among stakeholders in raising funding for projects  
41 consistent with priorities identified in the Action Plan, to avoid duplicative or  
42 competing funding requests.
- 43
- 44

### 45 **4.4 Tracking and Follow-up**

46 One area of importance recognized by the BBRRCT that has been largely overlooked is  
47 consistent and thorough tracking of Bay management projects and initiatives as they  
48 progress, as well as proper follow up to determine how effective they have been and what

1 further work is needed. As such the BBRRCT has identified this area as a priority and an  
2 overarching goal.

3  
4 The BBRRCT identified the following objectives related to this goal:

- 5
- 6 1) Develop better tracking and communication of Bay projects recommended for  
7 funding or implementation by the BBRRCT and their results.
- 8 2) Develop an effective method for tracking and follow-up of long term restoration  
9 projects and ongoing activities by stakeholders and agencies.
- 10 3) Develop a periodic “report card” on Bay related activities and BBRRCT priorities.
- 11 4) Periodically review and update this Action Plan as a “live” document.
- 12
- 13

#### 14 4.5 Improve Enforcement of Existing Regulations

15  
16 A final overarching goal recognized by the BBRRCT as critical to the maintenance and long  
17 term health of Biscayne Bay and public safety is improvement in the enforcement of existing  
18 regulations pertaining to the Bay. The BBPI report states that while existing local, state and  
19 federal regulations are generally sufficient to regulate activities within Biscayne Bay, efforts  
20 to achieve compliance are not sufficient. The report further recognizes that enforcement  
21 has become more difficult over time, as population and Bay usage have increased while  
22 enforcement resources such as personnel and funding have decreased.

23  
24 The BBRRCT and the BBPI report have identified the following objectives relating to this  
25 goal:

- 26
- 27 1) ~~Increase on-water and watershed enforcement of existing regulations with the~~  
28 ~~ultimate goal of a continuous bay-wide enforcement presence.~~ **Increase on-water,**  
29 **waterfront and watershed enforcement of regulations with the ultimate goal of a**  
30 **continuous bay-wide enforcement presence that results in increased compliance.**
- 31 2) Each agency tasked with enforcement of regulations as they pertain to Biscayne Bay  
32 should perform annual manpower and resource needs assessments and provide  
33 summarizing reports.
- 34 3) Expand the Marine Advisory Support Team (MAST) to include an interagency  
35 marine regulatory task force to address bay-wide enforcement issues and strengthen  
36 enforcement.
- 37 4) Develop a multi-agency data base that quantifies number and status of enforcement  
38 actions for environmental and safety regulations pertaining to Biscayne Bay.
- 39 5) Develop a multi agency status report on rate of compliance for construction and  
40 operating permits related to Biscayne Bay.
- 41 6) Provide a system of feedback to regulators and legislators in an effort to improve  
42 their decision making process.
- 43 7) Work with Miami Dade County Planning and Zoning to develop a mechanism that  
44 ensures that shoreline development review committee resolutions are implemented.
- 45 8) Educate the user population about the rules and regulations to encourage voluntary  
46 compliance.
- 47 9) Encourage the enforcement of existing regulations designed to protect the physical,  
48 visual and public access to the Bay.
- 49

1 **Section 4.5 Enforcement- 1<sup>st</sup> ranking**

<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
0	3	12 John Hulsey Kim Shugar Cindy Dwyer	1	0 Cynthia Guerra

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Member comments following ranking:

1. #1 – “on water” means when someone is enjoying/using Bay while in water (direct user); “watershed” means things that happen on land that have potential impacts to Bay – we need to be more specific
2. #5 from the last iteration is missing here, let’s locate where it was incorporated (this was later taken off the table as a concern)
3. Add to #1 – shoreline needs to be added
4. We need to give consideration to reciprocity and cross deputization
5. What does “construction” mean in #5?
  - o Clarify meaning of “construction” and “related to” Bay
6. Concern that objectives be carefully worded so that they can’t be read as mandates to an agency sometime in the future
7. Philosophy that we are not looking for unfunded mandates  
(This concern needs to be addressed in the Preamble; maybe prior to action steps and executive summary; funding/coordination area)
8. Don’t create expectations that particular agencies will get each item done

This item was put on hold to allow a small drafting group to work on replacement language during the break.

Upon return from the break, the drafting group came up with the following language:

“Increase enforcement of regulations with the ultimate goal of a reduction of activities, on the water, on the shoreline, and within the watershed, that adversely impact the Bay.”

This language was not accepted, further discussion ensued.

The following language was proposed to replace the existing #1:

#1 “Increase on-water, waterfront and watershed enforcement of regulations with the ultimate goal of a continuous bay-wide enforcement presence that results in increased compliance.”

**2<sup>nd</sup> Ranking of 4.5 with language change to #1 as reflected above.**

<b>Ranking</b>	5	4	3	2	1
<b>Count</b>	1	12	3	0	0

1  
2 **5.0 FOCUS AREAS**

3  
4 **5.1 Ecological and Physical Restoration**

5  
6 *5.1.1 Preamble*

7 Biscayne Bay is part of a larger ecosystem, including adjoining coastal water bodies, uplands,  
8 and wetlands. Since the turn of the century, it has been directly and indirectly affected by  
9 human activities occurring within it and on the land and waters around it. More than 40  
10 percent of north Biscayne Bay bottom habitats were altered by dredging and filling to  
11 support urban development of the surrounding upland and for navigation and infrastructure.  
12 In the past, marshes and mangroves bordered much of the Bay, but filled and bulkheaded  
13 shorelines have replaced most of these natural areas north of Coral Gables. In addition to  
14 lost habitat and productivity, this type of shoreline alteration contributes to resuspension and  
15 erosion of sediments, poor water clarity, and increased risk of storm-surge damage.

16  
17 Additionally, the construction and operation of the network of flood control canals and  
18 structures caused further physical disturbance and drainage of coastal wetland habitats and  
19 altered the volume, timing, and discharge of freshwater to the nearshore estuarine zones of  
20 northern and western Biscayne Bay. Rather than a gradual flow of freshwater through  
21 wetlands, tidal creeks, and springs, large volumes of freshwater enter the Bay at canal mouths  
22 in intermittent pulses, creating a widely fluctuating salinity pattern particularly during the  
23 rainy season. Illegal discharges or spills and runoff from urban and agricultural areas may  
24 also convey contaminants, such as nutrients, pathogens, trace metals, pesticides and other  
25 chemicals into canal and Bay water and sediment.

26  
27 Despite these impacts and alterations, Biscayne Bay remains an important estuarine and  
28 marine habitat for fish and wildlife, including numerous endangered, threatened or protected  
29 species. Mangroves still dominate the shorelines of central and south Biscayne Bay, and  
30 productive seagrass and hardbottom communities thrive, even in the most impacted parts of  
31 the system. The Bay supports both commercial and recreational fisheries, or provides  
32 nursery habitat for additional species of economic importance. Except in or near major  
33 canals, water quality meets or exceeds local and state numerical criteria, and in recognition of  
34 their unusual ecological values, the Biscayne Bay Aquatic Preserve and Biscayne National  
35 Park have been designated as Outstanding Florida Waters.

36  
37 Maintaining or improving the water quality and habitat in Biscayne Bay and adjoining coastal  
38 wetland systems requires a combination of preservation, acquisition, restoration and  
39 enhancement of remaining environmentally sensitive lands. It is also important to avoid and  
40 minimize impacts from future development and redevelopment on the shoreline and in the  
41 watershed, and eliminate past consumptive uses, development, and drainage practices that  
42 are not environmentally sustainable. Local, state and federal regulatory programs are the  
43 principal management tools in place to accomplish this. There are also regional water  
44 management and land use planning activities in progress, such as CERP or water supply  
45 plans, that are likely to affect Biscayne Bay and provide opportunity for restoring estuarine  
46 and wetland habitats and reserving the minimum freshwater needed for a healthy,  
47 functioning natural system. These water-related regulatory and planning programs  
48 incorporate science-based assessment and performance measures. Continued development  
49 of stronger monitoring, research, and modeling tools is essential for preventing degradation



1 and making management of Biscayne Bay more effective, and for ensuring that Biscayne  
2 Bay's freshwater inflow needs are met.

3  
4  
5 *5.1.2 Objectives*

6 The BBRRCT developed a list of objectives related to ecological and physical restoration,  
7 and organized them by grouping them into categorical subgoals. It should be noted that  
8 many of the objectives relate to activities currently being implemented or within the  
9 responsibility of BBRRCT member-organizations or other existing authorities.

10  
11 *5.1.2.1 Subgoal: Reduce Pollution and Maintain/Improve Water Quality*

- 12 a. Identify and reduce point and non-point sources of pollution to Biscayne Bay,  
13 from land and marine based sources.
- 14 b. Continue long-term surface water quality monitoring in the Bay and its  
15 tributaries
- 16 c. Monitor and provide input to the FDEP in the development of TMDLs for  
17 Biscayne Bay.
- 18 d. Establish numerical "antidegradation" water quality targets for nutrients, toxics,  
19 water clarity, and EPOCs in order to meet the intent of narrative standards for  
20 OFW regulations.
- 21 e. Upgrade aging public sanitary and storm sewer system infrastructure to reduce  
22 debris and pollutant discharge to surface waters.
- 23 f. Eliminate or reduce illegal or improper discharges to storm sewers through  
24 regulatory programs, enforcement, and implementation of BMPs.
- 25 g. Establish stormwater treatment or detention areas in degraded wetlands or other  
26 undeveloped lands in south Miami-Dade, including acquisition of lands if  
27 necessary.
- 28 h. Determine relative significance of atmospheric inputs of air pollutants to surface  
29 waters.
- 30 i. Reduce or eliminate dumping of trash and litter in the watershed and from  
31 vessels.
- 32 j. Enforce regulations prohibiting discharges of sewage, oily waste, and other  
33 pollutants from vessels.
- 34 k. Reduce siltation and water clarity degradation from dewatering, dredging, or  
35 shoreline construction activities through the use of floating curtains, treatment  
36 systems, or other equipment and operation practices designed to manage  
37 turbidity.
- 38 † Assess the potential effects of major dredging and filling projects, on water  
39 quality and circulation through monitoring, modeling and applied scientific  
40 studies.

41  
42 *5.1.2.2 Subgoal: Improve Fisheries Resources*

- 43 a. Obtain fundamental understanding of ecology and population dynamics of  
44 target species.
- 45 b. Define sustainable take for species of recreational and commercial  
46 importance.
- 47 c. Support the completion of the Comprehensive Fisheries Management Plan  
48 for Biscayne National Park being developed by the National Park Service and  
49 Florida Fish and Wildlife Conservation Commission.

- d. Enforce existing fisheries regulations.
- e. Improve fishing practices to reduce habitat impact and by-catch.
- f. Restore and enhance stable estuarine habitats in nearshore areas and coastal wetlands (see also, objectives related to Water Quantity).

5.1.2.3 *Subgoal: Improve Water Management*

- a. Improve timing, distribution, and the quality and quantity of freshwater inputs into Biscayne Bay to create a more stable mesohaline estuarine zone in the near shore and nearby coastal marshes, and to reduce damaging pulses discharges of large volumes of freshwater.
- b. Increase the priority of implementation of Biscayne Bay water resource issues in CERP.
- c. Monitor and provide input to the design and implementation of the CERP Biscayne Bay Coastal Wetlands project and Wastewater Reuse Pilot Project.
- d. Through CERP, increase efforts to identify alternative sources of additional freshwater, other than reclaimed wastewater, for Biscayne Bay.
- e. Monitor and provide input to the SFWMD in the development of MFLs for Biscayne Bay.
- f. Increase water storage and aquifer recharge capability to address run-off generated by a 100-year storm event.
- g. Evaluate the current and future impact of sea level rise on Biscayne Bay ecology and long-term plans for restoration.

5.1.2.4 *Subgoal: Restore, enhance and preserve habitat for fish and wildlife.*

- a. Regulate, remove, and control invasive exotic species and restore with native species.
- b. Improve exotic species management techniques.
- c. Develop science-based restoration targets and performance measures, and evaluate effectiveness of habitat restoration projects.
- d. Encourage and support ongoing and existing Biscayne Bay habitat restoration efforts.
- e. Achieve no net loss of seagrass, other benthic habitat and coastal wetland habitat as a result of dredging and filling.
- f. Restore and enhance hydrology and function of coastal wetlands in south Miami-Dade County through implementation of CERP Biscayne Bay Coastal Wetland project.
- g. Reestablish functioning tidal creeks in south Miami-Dade mangrove systems to improve the distribution and timing of freshwater discharge.
- h. Stabilize eroding or unconsolidated shorelines with natural limestone rip-rap and appropriate native vegetation.
- i. Enforce existing regulations requiring the use of riprap in new or replacement bulkhead and seawall construction.
- j. Restore or enhance previously dredged areas in north Biscayne Bay with stable fill or artificial reef materials.
- k. Acquire and manage environmentally endangered lands for conservation purposes.

1       5.1.2.5   *Subgoal: Protect Imperiled Species and Maintain Biodiversity*

- 2           a. Reduce human-related mortality and/or disturbance of endangered,  
3           threatened, or protected species and their habitat in the Biscayne Bay system.  
4           b. Preserve, restore and increase spatial extent of habitat suitable for imperiled  
5           species.  
6           c. Enforce existing regulations established to protect imperiled species.  
7           d. Implement the Multi-Species Recovery Plan established by the USFWS, and  
8           other other species Recovery Plans established by federal and state agencies.  
9

10  
11       **5.2       Readily Accessible and Appreciated**

12  
13       5.2.1 *Preamble*

14  
15       Many of the same challenges affecting the ecological health of the Bay also impact the  
16       public’s ability to access it: poorly coordinated shoreline planning among coastal cities and  
17       the County, development practices that fail to focus on the water and lax implementation of  
18       existing environmental safeguards and protection strategies. Social and economic issues,  
19       funding for infrastructure, lack of public information and adequate signage and insufficient  
20       transit options further exacerbate these challenges. For these reasons and others, the  
21       framers of the BBPI identified unlocking access to the Bay as one of its seven overarching  
22       themes.  
23

24       The BBRRCT also recognizes physical and visual access to Miami-Dade’s waterfront, which  
25       encompasses not only the Bay but also its tributaries, as a priority and envisions a Biscayne  
26       Bay that is “readily accessible to and appreciated by all members of our diverse community.”  
27       For this vision to be realized it will require more waterfront land to be used for water  
28       dependent public purposes, an infrastructure to support a diversity of recreational  
29       opportunities and experiences, a stronger political will to protect and maintain parks, open  
30       spaces and natural areas and an ethic of enlightened stewardship among the general public.  
31

32       With 40 public parks along Biscayne Bay – encompassing federal, state, county and  
33       municipal areas - and more than 35 miles of shoreline from Broward County on the north to  
34       Monroe County on the south, it would appear that access to the Bay would be plentiful.

35       However, inspection of the shoreline has revealed that access points to the Bay and their  
36       amenities are underutilized, unevenly utilized, neglected and/or unavailable for public use:

- 37           a) Some waterfront parks, such as Bicentennial Park in downtown Miami, were poorly  
38           designed, thus discouraging use. It has remained shuttered for more than 10 years,  
39           except for special events.  
40           b) Others, such as Watson Island, sit fallow and unrealized for years and then are leased  
41           to private interests for commercial, revenue-generating activities that limit the  
42           public’s opportunity to affordably access the shoreline.  
43           c) Nature-parks such as R. Hardy Matheson and Chapman Field continue to wait for  
44           adequate funding and resources for their full potential to support environmentally  
45           appropriate recreational activities to be realized.  
46           d) Public marinas and dry storage areas average more than 95 percent occupancy rates.  
47           And on holiday weekends, boat ramps at Black Point Marina and Matheson  
48           Hammock Park experience full capacity and overflow, **impeding access to the Bay.**

1 ~~generating a new phenomenon now called “ramp rage.”~~ Need to add footnote with  
2 source of data  
3  
4

5 Our common spaces, public parks, swimming areas, and facilities should adequately support  
6 a variety of active recreational pursuits as well as opportunities for passive enjoyment, quiet  
7 respite, appreciation and venues for environmental learning. Ideally, public access  
8 opportunities should be provided over a broad geographic range with greenways and trails as  
9 linkages in an environmentally sensitive manner over a broad geographic range, and be  
10 maintained in a manner to be free of trash, debris, and physical obstructions so that people  
11 across the region from a range of neighborhoods and varying mobility can easily reach them  
12 and enjoy them. Natural areas set aside for conservation should be accessible only to the  
13 extent appropriate to maintain their protection and further their restoration.  
14

15 With greater access to the Bay and its resources comes a greater responsibility for its  
16 protection. Information, education and awareness are the keys to achieving balanced access  
17 in concert with conscientious stewardship. A broad public information strategy that includes  
18 directional data, such as maps, signage and user guides, must join with a comprehensive  
19 environmental education framework to build awareness, appreciation and advocacy for the  
20 restoration, protection and improvement of Biscayne Bay.  
21

22 Add an education paragraph to this preamble.  
23

#### 24 5.2.2 Objectives 25

26 To address and remedy these broad issues, the BBRCT identified a number of objectives to  
27 achieve greater public awareness of the Bay through improved opportunities for and  
28 experiences of physical and visual access. While keeping in mind that greater access also  
29 exerts greater impacts on the Bay’s resources, measures need to be taken to mitigate these  
30 through responsible use and practices. Many of the following objectives relate to ongoing  
31 activities and efforts by the member organizations and authorities represented on the  
32 BBRCT. They are identified here to give priority for their consideration and  
33 implementation. It is important to note, as well, that as each of these objectives proceed  
34 toward implementation, they may change in breadth and scope as new information is  
35 gathered and a finer detail given to their planning.  
36

##### 37 *5.2.2.1 Subgroup: Physical and Visual Access*

- 38 a. Enforce existing regulations and environmental safeguards designed to  
39 protect physical, visual and public access to the shoreline;
- 40 b. Reduce issuance of variances and exceptions to public access requirements  
41 for new shoreline developments, including mixed-use facilities;
- 42 c. Support the completion of the Strategic Public Access Plan, also known as  
43 *Get Your Feet Wet...The Plan to Discover Biscayne Bay* to identify priority projects  
44 for funding consideration;
- 45 d. Increase the amount of and safely maintain, operate and increase green,  
46 recreational and open spaces and natural areas along the Bay shoreline and its  
47 tributaries;

- e. Link public access points along the Bay, using a variety of greenways, trails, land based public transit and environmentally sensitive water-borne transit modes;
- f. Determine feasibility of increasing visitor use and enjoyment of underutilized public parks and spaces along the Bay, such as causeways and street ends;
- g. Work with public agencies to review and possibly adjust park user fees to make them more affordable;

5.2.2.2 *Subgroup: Education, Information and Awareness*

- a. Create an educational campaign targeting elected officials – local, state and federal – to increase understanding of the issues related to Bay ecology, its economic contributions and its aesthetic values in an effort to improve coordinated governance and enforcement of environmental safeguards, and to develop dedicated funding sources for the Bay’s restoration.
- b. Develop informational and educational materials, and outreach methods for a Biscayne Bay campaign to reach residents, visitors, teachers and educators, park and recreation professionals and active and passive users to increase awareness of the Bay’s recreational opportunities, boating safety, eco-tourism adventures, conservation of environmental resources, and its economic value to the greater community, as well as to improve appreciation of these attributes through responsible and balanced use.
- c. Coordinate existing educational opportunities among the more than 25 different environmental education organizations and agencies to identify shared goals, gaps in research, education and target audiences, and sites for experiential learning opportunities.
- d. Create a comprehensive Bay Access directional, educational, informational and interpretive signage program.
- e. Develop a Biscayne Bay communication strategy and marketing campaign, and assure Biscayne Bay activities are included in convention and visitors bureau promotional material.
- f. Implement a comprehensive boater education program to ensure better awareness of boating safety and responsible stewardship.
- g. Support the evolution of the [www.discoverbiscaynebay.org](http://www.discoverbiscaynebay.org) website from an agency information network to a public access, **education and information database-website**.
- h. Improve marking of channels, seagrass beds and coral areas and provide adequate and timely maintenance of all markers and signage within the Bay.

**Section 5.2 Readily Accessible and Appreciated Ranking- 1<sup>st</sup> ranking**

5	4	3	2	1
0	5	9	2	0
			<b>Cynthia Guerra</b> <b>Marsha Colbert</b>	

**Team comments:**

- 1. Pg. 11, Line 15 – Preamble needs to add an emphasis on education as well (during the break, this will be worked on by a sub-group)
- 2. Pg. 10-11, (d) whenever specifics are mentioned or quoted, they need to be documented and a source for the numbers which were quoted in a footnote

3. Pages 10-11: (d) – “ramp rage” creates negative emotion – keep urgency without creating negative tone
4. Combines marinas, boat ramps and dry storage; do they belong together?
5. Busy ramps are also tied to weather
6. Remember this section we are discussing is the Preamble statement
7. Pg. 11, Lines 7-8, Language change, see above
8. Pg. 12, (g) – see new language added
9. At some point in a future iteration of this plan, let’s talk about licensing (boating), don’t lose concept
10. Add, Pg. 11 – Preamble – drafting group will balance the Preamble to have equal weight between access and education.
11. Pg. 11, last of (d) “Public marinas and dry storage areas average more than 95% occupancy rates. And on holiday weekends, boat ramps at Black Point Marina and Matheson Hammock Park experience full capacity and overflow impeding access to the Bay.”

**2<sup>nd</sup> Ranking- Section 5.2 after changes indicated in text above**

<b>Ranking</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
<b>Count</b>	<b>2</b>	<b>7</b>	<b>6</b>	<b>0</b>	<b>0</b>

- Note: informing the public needs to go beyond website access – many folks do not have access to the Bay or to internet – need to reach people in variety of ways

**5.3 Supports Uses and Economic Activity**

*5.3.1 Preamble*

The vision statement of the BBRRCT states: “It [Biscayne Bay] supports a variety of uses and economic activities that are environmentally sustainable.”

The inclusion of environmentally sustainable “economic activities” in the BBRRCT’s vision makes our task particularly challenging. The BBRRCT must seek a balance among restoration, economic use, and public access, but a balance that gives physical and ecological restoration priority (especially in the long term) without ignoring or dismissing access and use. In the simplest terms, this means finding ways to encourage economic uses that are compatible with restoration and access – though stating the problem this way does not necessarily provide a simple or clear approach to its resolution. The difficulties of achieving “balance” have emerged in several key areas: use of the waterfront; watershed development; reducing impacts; consumptive uses; and sustainable uses.

It seems appropriate that Bay-front property should be used for wildlife and natural areas, water-oriented park space, and water-dependent or water-related economic activities, rather than for non-water-dependent uses. Though this may seem obvious, sections of the waterfront in the upper- and mid-Bay are used for parking or storage (for dumpsters, for example). More important still, recent discussions among BBRRCT members have noted growing pressures on the Bay from development in the watershed and along the waterfront, especially the transition of waterfront property from marine-related/dependent economic activities to high-end residential or office uses. There are also periodic efforts to use the waterfront for non-water-dependent fixed or floating structures that, in effect, create more

1 upland real estate at the expense of the water area for a variety of economic purposes  
2 (offices, storage facilities, cell phone towers, to name a few). The team is united in its  
3 concern over this trend and the potential it holds for preventing us from finding ways to  
4 insure that the Bay is ecologically and physically restored, accessible and appreciated by all  
5 the members of our diverse community, and supportive of a variety of uses and economic  
6 activities.

7  
8 The physical condition of the Bay is affected by land uses in the watershed. Non-point-  
9 source pollution often originates far upland. Pollution may increase with population, and a  
10 larger population means greater demand for water, drainage and flood protection, and use of  
11 the Bay, with greater pressure on available land, water and sewer infrastructure, and access  
12 facilities. Development that occurs miles away from the Bay thus has an impact on the  
13 ecosystem, even though it may be essential for the economic life of the community. In the  
14 long term, it seems likely that physical and ecological restoration of the Bay will require  
15 changes to the ways development occurs in the watershed, even though the connections  
16 between the two are not obvious.

17  
18 Even thoughtful, well-intended economic and recreational users of the Bay have impacts on  
19 its resources. These impacts often interfere with the goal of physical and ecological  
20 restoration. This problem is complicated by the fact that many of the economic uses of the  
21 Bay contribute positively toward our vision. Marine industries are an important source of  
22 diversity among waterfront uses. Boating is a popular way to access the Bay. The Port of  
23 Miami, for example, continues to be an important source of employment and commerce,  
24 even though it's physical presence on the Bay and efforts to deepen or widen channels,  
25 expand its scope, and improve its facilities may impact water quality, fisheries and wildlife,  
26 and prevent the full public access to, preservation or restoration of natural areas. The  
27 BBRRCT, therefore, is seeking ways to reduce impacts and conflicting uses while preserving  
28 or augmenting environmentally friendly economic viability.

29  
30 Many of the economic uses that consumed or removed the resources of the Bay have been  
31 restricted by law – harvesting of vegetation or fisheries resources, dredging and filling – and  
32 the BBRRCT believes that such laws should be strictly enforced. The principal remaining  
33 consumptive uses are commercial and recreational fishing. Both commercial and  
34 recreational fishing may be compatible with the long-term objective of physical and  
35 ecological restoration, but this will require defining sustainable take limits and insuring the  
36 use of sustainable fishing practices (both commercial and recreational). At this point, more  
37 needs to be known about historical fish populations and about contemporary fishing  
38 practices to determine how close we are to rendering these consumptive uses sustainable.  
39 Even more important, where this information is already known, it should be even more  
40 widely disseminated and used.

41  
42 The BBRRCT prefers to see sustainable economic uses of the Bay, especially those activities  
43 that take advantage of its beauty and diversity in ways that increase user appreciation for its  
44 physical condition and heighten public desire to protect it even as they provide jobs and  
45 sustain businesses. Ecotourism should play a strong role in the local economy, these  
46 industries should be expanded, and these businesses should receive a higher profile in  
47 tourism marketing efforts.



1 5.3.2 Objectives

2 With these issues in mind, the BBRRCT developed a list of objectives related to supporting  
3 uses and economic activities, and organized them into categorical subgoals: Fishing, Boating,  
4 Sustainable Uses, and Marine Industries (Infrastructure). It should be noted that the many  
5 of the objectives relate to activities currently being implemented or within the responsibility  
6 of BBRRCT member-organizations or other existing authorities.  
7  
8

9 5.3.2.1 Subgoal: Improve Fisheries Resources

- 10 a) Enforce existing fisheries regulations.
- 11 b) Improve fishing practices to reduce habitat impact and by-catch.
- 12 c) Restore and enhance stable estuarine habitats in nearshore areas and  
13 coastal wetlands (see also, objectives related to Water Quantity under  
14 Ecological and Physical Restoration).
- 15 d) Educate users
- 16 e) Encourage continued coordination by the National Park Service, Florida  
17 Fish and Wildlife Conservation Commission, and other federal and state  
18 agencies to manage fish stocks within Biscayne Bay as one biological unit.

19  
20 5.3.2.2 Subgoal: Boating (Uses)

- 21 a) Obtain a fundamental understanding of the impacts of boating on the  
22 Bay.
- 23 b) Increase the use of safe boating practices.
- 24 c) Increase environmentally sound vessel storage and access.
- 25 d) Reduce boating accidents and fatalities (human and animal).
- 26 e) Decrease groundings and propeller scars.
- 27 f) Reduce conflicts between recreational and commercial vessels.
- 28 g) If needed, expand boat maintenance facilities in environmentally suitable  
29 areas.
- 30 h) Support use of best management practices for reducing potential  
31 discharges related to boat maintenance.
- 32 i) Increase availability of solid and liquid waste disposal facilities for vessels.
- 33 j) Increase the number of boating facilities participating in the FDEP Clean  
34 Marina and Clean Boatyards programs.
- 35 k) Streamline the process of, and maximize the funding for, removing  
36 derelict vessels.
- 37 l) Increase availability of environmentally friendly mooring facilities and  
38 boat anchorages in appropriate locations.
- 39 m) Enforce guidelines and regulations for vessel waste discharge, anchoring,  
40 and operation.
- 41 n) Conduct a current and historical vessel wet/dry slips inventory and  
42 analysis to determine trends in boating storage infrastructure.
- 43 o) Development of new and expanded marine facilities should be consistent  
44 with the Miami Dade Manatee Protection Plan, existing rules and  
45 regulations while minimizing environmental impact.
- 46 p) Work with public agencies to adjust fee schedules for boat storage and  
47 launching to make them more affordable.
- 48 q) Seek out the most innovative and environmentally sustainable practices  
49 to reduce potential impacts from vessels and marine facilities.



1 Implement these practices as new facilities come on line or aging facilities  
2 are improved and upgraded;  
3

4 5.3.2.3 *Subgoal: Sustainable Uses*

- 5 a. Obtain an understanding of the role of eco-tourism in the local economy and  
6 identify opportunities for its expansion.  
7 b. Develop measures for determining the adequacy and condition of national,  
8 state and local parks (including facilities and maintenance)-  
9 d. Increase environmentally sound, water oriented opportunities for park  
10 visitors and for people who do not have boats.  
11 e. Increase number, value, and employment in eco-tourism businesses.  
12 f. Increase affordable opportunities for recreational uses, such as snorkel/scuba  
13 and kayak/canoe rentals/sales, that are less likely to produce pollution or  
14 damage resources.  
15 g. Encourage environmentally friendly food/drink establishments near the  
16 water and accessible by water consistent with exiting rules and regulations  
17 h. Optimize the socio-economic value of historical resources of the Bay  
18 (displaying, marketing).  
19 i. Preserve historic, archaeological, and cultural resources.  
20 j. Create a comprehensive guidebook/sourcebook for user groups.  
21

22  
23 5.3.2.4 *Subgoal: Marine Industries (Infrastructure)*

- 24 a. Obtain an understanding of the role of marine industries in the local  
25 economy and identify opportunities for their expansion consistent with  
26 existing rules and regulations.  
27 b. Evaluate the costs and benefits of gentrification of the working waterfront  
28 and use of waterfront land for non-water dependent activities.  
29 c. Avoid, minimize, and mitigate impacts of ports and waterways projects  
30 (including blasting, dredging and expansion).  
31 d. Reduce potential impact of marine facilities through use of best management  
32 practices.  
33 e. Improve port security.  
34 f. Increase employment opportunities in marine and boating industry.  
35 g. Increase efficiency and contiguity of deep and shallow water port areas.  
36 h. Decrease non-water dependent uses on waterfront land in order to maintain  
37 no net loss of the working-waterfront.  
38 i. Enforce existing regulations related to storm and sanitary sewer  
39 infrastructure for ports and marine facilities.  
40  
41

1  
2 **6.0 INITIAL ACTION STEPS**

3  
4 **Section 6.0 Action Steps as a whole- 1<sup>st</sup> ranking**

5	4	3	2	1
0	0	10 Humberto Alonso Susan Markley Joan Browder	5 Rick Clark John Hulsey Cynthia Guerra Lloyd Miller Cindy Dwyer	1 Marsha Colbert

5  
6 Since the Action Steps as a whole did not gain consensus, each Action Step was discussed  
7 and ranked individually.

8  
9 A short preamble is needed here to introduce this section and explain that these are only the  
10 initial action steps and that they are recommendations.

- 11  
12 1) Review and revise the BBRRCT Action Plan no later than two years from the date of  
13 final acceptance, including the development of Action Steps for the Focus Areas  
14 identified in the Action Plan.

15  
16 **Issue #1- 1<sup>st</sup> ranking**

5	4	3	2	1
3	6	5	1 Joan Browder	1 Lloyd Miller

- 17  
18  
19 1. We need to start doing action instead of redoing the Action Plan  
20 2. Community doesn't know who we are, we need recognition of this group  
21 3. Move this item to end of list

22  
23 **2<sup>nd</sup> ranking based on above comments, no changes needed**

5	4	3	2	1
2	5	8	0	0

- 24  
25  
26  
27 2) Hold two evening meetings each calendar year to encourage public participation and  
28 attendance. The team will hold one in 2005.

29  
30 **Issue #2- 1<sup>st</sup> ranking**

5	4	3	2	1
1	2	11	2 Lloyd Miller Nancy Diersing	0

1. Make meetings informative to encourage meaningful attendance
2. Location also needs to be convenient
3. People come to meetings when the issue interests them. Use a theme.

**2<sup>nd</sup> ranking of #2- no wording changes needed**

5	4	3	2	1
1	4	10	0	0

- 3) Review and provide comments on Biscayne Bay related CERP projects (including, but not limited to, Biscayne Bay Coastal Wetlands, C-111 North Spreader Canal, Wastewater Reuse Pilot Project), Biscayne Bay Watershed Study, Biscayne National Park's General and Fisheries Management Plans, the FDEP development of TMDLs and list of impaired water bodies, land acquisition plans, and other Biscayne Bay related programs, projects and studies.

**Issue #3- 1<sup>st</sup> ranking**

5	4	3	2	1
5	6	4 Patrick Pitts Don Pybas	1 Lloyd Miller	0

1. To whom does commentary go?

**2<sup>nd</sup> ranking #3- no substantive changes needed, correct error in name of Watershed Committee**

5	4	3	2	1
5	6	4	0	0

- 4) Complete an inventory of potential grants, funding sources and legislative appropriations for water body management, restoration, access, education, and all other Biscayne Bay related focus areas.

**Issue #4- 1<sup>st</sup> ranking- consensus achieved**

5	4	3	2	1
10	2	3	0	0

- 5) Arrange informational presentations with regard to the Objectives of this Plan from appropriate lead agencies/groups in order to improve coordination and build the informational base of the Team. about what is being done with regard to the Objectives contained in the Focus Areas.

**Issue #5- 1<sup>st</sup> ranking**

5	4	3	2	1
7	5	3 Lloyd Miller	1 Rick Clark	0

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- 1. Need to break down according to focus area or change wording so everyone knows what the objectives are
- 2. “Arrange informational presentations, with regard to the objectives addressed in this plan, from appropriate lead agencies and groups in order to improve coordination and build the informational base of the team.”

**2<sup>nd</sup> ranking of #5 based on change of language**

5	4	3	2	1
13	2	0	0	0

~~6) Identify projects with seed money that achieve the objectives of the Focus Areas or Overarching Themes of this Plan and provide support as deemed applicable.~~

**Issue #6- 1<sup>st</sup> ranking**

5	4	3	2	1
1	3	6 Marsha Colbert John Hulseley	5 Patrick Pitts Kim Shugar Joan Browder Rick Clark Humberto Alonso	0

- 1. During the discussion, the following language was suggested: “Identify and support projects with partial funding that achieve the objectives of this Plan.”
- 2. Want to make sure this isn’t interpreted as making a priority to projects with funds only

The discussion led to the conclusion that Action Step #6 be eliminated:

**2<sup>nd</sup> Ranking of #6 to have it eliminated**

5	4	3	2	1
0	0	15	0	0

7) Facilitate a comprehensive directional, information and interpretive signage network for Biscayne Bay access.

**Issue #7- 1<sup>st</sup> Ranking**

5	4	3	2	1
4	6	5	1 Rick Clark	0

- This item is too limited, need more signage so people will know they are in the Park; now people don’t know when they are in Biscayne National Park (it was decided that this issue is the subject for a separate action step)

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**2<sup>nd</sup> Ranking #7- no change to current wording**

5	4	3	2	1
4	3	7	0	0

8) Facilitate an interagency coordination meeting including federal, state, county, and municipal park and resource management agencies to identify most feasible locations for expansion of public boat ramps, marinas, and vessel storage, and other types of public access opportunities, considering environmental compatibility with environmental restoration goals and resource management plans, issues, land ownership and safety of the public.

**Issue #8- 1<sup>st</sup> ranking**

5	4	3	2	1
2	8	3	1 Cynthia Guerra	1 Marsha Colbert

1. Add “Federal” prior to “State...”
2. “...compatibility with environmental restoration goals and resource management plans, land ownership...”

**2<sup>nd</sup> Ranking #8 after change in language as above**

5	4	3	2	1
4	4	7	0	0

9) With assistance from land and recreation management agencies, develop a list of sites or facilities in need of improvements to facilitate shoreline and water access for fishing, viewing, paddling, or similar water dependent activities, including a general estimate of construction, operations and maintenance costs and a timeline.

**Issue #9- 1<sup>st</sup> Ranking with wording added**

5	4	3	2	1
1	6	9	0	0

1. Include construction, operations and maintenance costs and a timeline to the wording

10) Host an informational workshops, tailored for municipal building officials, on existing shoreline development requirements and guidelines in order to achieve greater compliance and reduce variances.

**Issue #10- 1<sup>st</sup> Ranking**

5	4	3	2	1
3	2	7	2 Lloyd Miller	0

			<b>John Hulse</b>	
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1. "...in order to achieve greater compliance and reduce variances."
2. "Host workshops tailored for municipal officials..."
3. Make these CEUs if possible

**2<sup>nd</sup> Ranking #10 with changes**

5	4	3	2	1
4	6	5	0	0

11) With assistance from appropriate resource management agencies, develop a list of Biscayne Bay and coastal wetland environmental restoration and enhancement opportunities, including a rough estimate of construction **operations and maintenance costs and a timeline.**

**Issue #11- 1<sup>st</sup> Ranking**

5	4	3	2	1
5	7	3 Kim Shugar Amy Condon	1 Humberto Alonso	0

1. Delete "appropriate"
2. Include construction, operations and maintenance costs and a timeline

**2<sup>nd</sup> Ranking #11 with changes**

5	4	3	2	1
4	6	4	0	0

12) Review existing lands in the Biscayne Bay watershed listed for acquisition for conservation purposes and provide recommendations for prioritizing acquisition.

**Issue #12-1<sup>st</sup> Ranking- no further ranking necessary**

5	4	3	2	1
8	6 Amy Condon	2	0	0

13) Develop an annual "report card" or similar review of Biscayne Bay targets or measures related to ecological health, access, and use that is suitable for non technical audiences.

**Issue #13-1<sup>st</sup> Ranking- no further ranking necessary**

5	4	3	2	1
7	2	6	0	0

1 14) Identify potential sources of funding for a study to obtain an understanding of the  
 2 role of eco-tourism in the local economy and identify opportunities for its  
 3 expansion.  
 4

5 **Issue #14-1<sup>st</sup> ranking**

5	4	3	2	1
5	2 Amy Condon	8	1 Humberto Alonso	0

6  
 7 1. Why only ecotourism?

8 If we do not address this now, look at this in the near-future.  
 9

10 **Ranking #2 to eliminate Action Item #14**

5	4	3	2	1
3	2	8	0	0

11  
 12  
 13 15) Request a presentation on the status of the ongoing study on the role of marine  
 14 industries, ecotourism and other Bay-related activities in the local economy and  
 15 identify opportunities for their expansion consistent with existing rules and  
 16 regulations and the restoration and protection of the Bay.  
 17

18 **Issue #15- 1<sup>st</sup> ranking**

5	4	3	2	1
3	6	4	3 Patrick Pitts Marsha Colbert Cynthia Guerra	0

- 19  
 20 • “Request a presentation on the on-going Biscayne Bay Economic Study and identify  
 21 environmentally sustainable opportunities for the continued operation or expansion  
 22 of existing...” not sure this is right, check with Evan  
 23

24 **2nd Ranking #15 with changes**

5	4	3	2	1
2	6	5	0	0

25  
 26  
 27 16) Host a public forum for Request a presentation from the City of Miami to provide a  
 28 briefing and receive feedback on its their ongoing efforts to develop a Virginia Key  
 29 master plan, the Waterfront Master Plan and the Bicentennial Park Master Plan and  
 30 other waterfront related planning efforts.  
 31

32 **Issue #16- 1<sup>st</sup> Ranking**

5	4	3	2	1
4	6	4	1 Humberto Alonso	0

1  
2 1. There is already a sophisticated public process, request a presentation  
3

4 **2<sup>nd</sup> Ranking #16 with new language**

5	4	3	2	1
6	6	2	0	0

5  
6 17) New Action Step: Work cooperatively with the National Park Service to determine the  
7 appropriate extent of 'alert' signage on the water along primary access routes to Biscayne  
8 National Park.  
9

10 **1<sup>st</sup> Ranking of new Action Step #17 (to be numbered correctly)**

5	4	3	2	1
6	7	1	0	0

11  
12  
13 **7.0 CONCLUSIONS**

14  
15 To be written...

16  
17 THIS WILL NEED A TABLE FOR RANKING  
18

19 **8.0 APPENDICES**

20  
21 Additional parts to be written...

22  
23 **8.? Procedure, Process and Organizational Structure**  
24

25 The BBRRCT Team was established to enable and foster inter-agency and public/private  
26 enterprise communication and coordination with regard to issues related to Biscayne Bay,  
27 which are essential functions for the enhancement of maintenance and restoration of the  
28 Bay. The Team is comprised of representatives of diverse stakeholder constituencies who do  
29 the direct negotiating and deliberating with additional input from public comment included  
30 in all stages of the process. For the first two years of its existence, the Team had no formal  
31 structure for meetings, deliberations and decision making.

32  
33 In March, 2003, a facilitator was brought into the process to assist with having the Team  
34 develop an organizational and procedural structure in an effort to hasten and ensure  
35 completion of the Team's duties as outlined in the Charter. To begin the organizational  
36 process, the Facilitator had the Team adopt Meeting Guidelines and rules for decision  
37 making. Once those protocols were established, the Team went on to develop rules defining  
38 a quorum, requiring attendance, naming designees and alternates to the Team from each  
39 stakeholder group, and conducting an analysis of the current stakeholder constituencies.  
40

41 **Meeting Guidelines (Exhibit x):** After discussion and lengthy deliberations regarding past  
42 practices of the Team during its first two years, the Team adopted protocols for meeting  
43 interaction initially on March 14, 2003, with amendments on April 11, 2003 and May 1, 2003.



1  
2 **Decision Making (Exhibit x):** In any large group in which decisions are to be made, a  
3 process for decision making must be determined prior to the onset of deliberations. No  
4 formal adoption of a decision making process had been made in the Team's first two years  
5 of deliberations. The facilitator suggested that the Team use a collaborative, consensus-  
6 based process for decision making. This process encourages and fosters participants  
7 assisting one another in developing alternatives which are acceptable to all members of the  
8 group. This type of process often takes longer in order to accomplish agreement, however,  
9 research has shown that agreements reached collaboratively and with a consensus based  
10 process often are more satisfying to a group's participants and bring with it greater support  
11 and implementation efforts.

12  
13 The Team agreed to try a modified consensus based procedure and eventually formally  
14 adopted a consensus decision-making process. Modified consensus relies on a "back up" if  
15 consensus cannot be reached, usually in the form of a "super majority" vote (meaning  
16 greater than the typical 50% plus 1). Within the BRRCT, consensus was used for all  
17 decision-making and if consensus could not be reached, a majority vote of 75% of those  
18 voting members present at the meeting was required to pass an item. The consensus rules  
19 were initially adopted on March 14, 2003 and revised to correct an omission on February 13,  
20 2004.

21 A specific ranking process was used to establish consensus. Members were asked, by a show  
22 of fingers, (1 through 5) to express their agreement on a specific issue. 5 fingers meant  
23 wholehearted support, 4 fingers meant support, 3 fingers meant neutral but will support the  
24 decision fully to the outside world, 2 fingers meant still have questions to ask, and 1 finger  
25 blocks any decision being reached by the group. Consensus was defined as everyone  
26 showing no less than 3 fingers in the ranking process.

27 If any member had a show of 1 or 2 fingers, discussion followed to answer the questions or  
28 concerns of those members. Team members helped one another resolve concerns and  
29 conflicts. After a period of discussion, a second ranking was taken to determine if consensus  
30 had been reached. If all members were showing 3 fingers or more, consensus was reached  
31 and the Team moved on to the next issue. If, in the second ranking, there were still  
32 members who indicated their concerns by a showing of 1 or 2 fingers, the Team converted  
33 to a voting system on that issue. If an item was voted upon, 75% of the voting members  
34 present was required to pass an item if a vote became necessary.

35 **In the final version of this document, we should make a statement about whether the Team**  
36 **ever needed to go to a vote and how many times.**

37 In addition to decision making, the Consensus Rules established what constituted a quorum  
38 in order to have a meeting: 50% plus 1 of the voting members.

39 **Organizational Structure (Exhibit x ):** In adopting the Meeting Guidelines and  
40 Consensus Rules, the Team began to develop its Organizational Structure. Membership  
41 consisted of both voting and non-voting members. Each stakeholder group had a Designee  
42 and one Alternate. Attendance rules were clarified to ensure participation by interested and  
43 affected stakeholder groups.  
44

1 Post-meeting evaluations from members of the Team were used as an indicator to gauge  
2 Member understanding of and satisfaction with the process. Evaluations also included  
3 several sections for comments and suggestions. Adaptations in the process were made based  
4 on evaluation input.

5  
6 Public comment opportunities were included in the process at every meeting. Comments  
7 could be given orally during formal public comment time at each meeting or submitted in  
8 the form of written or emailed comments to the facilitator. The facilitator initiated and  
9 maintained an “interested parties” email distribution list for all individuals who were not  
10 Team members but wish to receive announcements regarding meeting schedules and other  
11 information in connection with the Team.

12  
13 The adopted organizational structure supported the Team being lead by a Chair.

14  
15 **Section 8.? Procedure, Process, and Org Structure Ranking- 1<sup>st</sup> ranking**

5	4	3	2	1
2	3	10 Cynthia Guerra	0	0

16  
17  
18 MEMBER COMMENT CARDS:

19  
20 *“Initial Action Steps. Suggest adding: Support opportunities for increased funding for law  
21 enforcement to increase the number of officers on the water.*

22 *Note: Enforcement is limited by lack of staff which relates to funding for new law enforcement  
23 positions.*

24 *In general, the enforcement section (4.5) contains action steps, not objectives. For example, for #3  
25 (Expand the Marine Advisory support Team...) is really an action step that addresses the objective  
26 of “improving and strengthening baywide enforcement by improving interagency coordination and  
27 cooperation.” For example for #4, develop a multiple agency database...” is really an action step  
28 that addresses the objective of “obtaining and compiling information from multiple agencies regarding  
29 the number and status of enforcement actions for environmental and safety regulations pertaining to  
30 Biscayne Bay.”*

31  
32 *Overarching Goals (Page 3 and other locations)*

- 33 1. *Coordination*
- 34 2. *Funding*
- 35 3. *Tracking and follow up*
- 36 4. *Improve Enforcement of Existing Regulations*

37  
38 *Strike “improve” and “of existing regulations” to read Enforcement- to be consistent with the wording  
39 for other overarching goals.*

40  
41 *In the enforcement Section (4.5) it almost sounds as if the BBRRCT is trying to micro-manage  
42 enforcement issues/tasks and we don’t even have a law enforcement officer or administrator on this  
43 Team!! Especially #2, 3, & 4.”*

1 ADDITIONAL COMMENTS RECEIVED AFTER THE MEETING:  
2

3 From Lloyd Miller:

4 With regard to the Action Steps:

- 5  
6 1. Ok as long as steps can be added as needed.  
7 2. Ok but useless  
8 3. Provide comments to whom?  
9 5. For whom?  
10 7. Include Stiltsville Trust when coordinating with all others.  
11 8. Include private facilities  
12 10. Add County Commissioners  
13 11. Add fisheries manage and enhancement  
14 12. Better do it quickly or it won't matter  
15 13. I don't think this is sufficient to keep County Commissioners on their toes.  
16 14. Stiltsville Trust  
17 16. There is much going on now to save Virginia Key. Greg May should arrange for presentation to  
18 BBRRCT by group now working on Virginia Key. Include Carrie Meek, Representative Ros-  
19 Lehtinen, City of Miami representatives and others.  
20

21 \*\*\*\*\*

22  
23 From Cindy Dwyer:

24 I have an idea (which I raised at previous B2R2 meetings) that I believe more closely fits into  
25 5.3.2.3: Subgoal: Sustainable Uses than it does as an action step.  
26

27 Here is my suggestion:

28  
29 "Encourage consumption of sustainably harvested seafood through publication of a local guide  
30 and/or development of a website promoting environmentally friendly seafood choices (for example,  
31 please see [www.thefishlist.org](http://www.thefishlist.org))."  
32

33 \*\*\*\*\*

34 From Don Pybas:

35 A couple of brief items relating to the action plan.  
36

- 37 1. Line 39, page 15 of the April 20, 2005 version. This is an unrealistic statement as  
38 public agencies increasingly must generate revenue to cover the cost of providing the services  
39 and facilities developed, maintained, and operated. General revenue dollars are diminishing  
40 to subsidize this type of operation. Though Miami-Dade County Parks and Recreation  
41 Dept. is the largest provider of marina wet slip and boat launch ramps within the county,  
42 and charge nearly the highest in the state for ramp fees, they have tried to reduce their costs  
43 by installing self-pay stations at the ramps in parks. This reduces the manpower needed to  
44 operate.  
45  
46 2. Line 3, page 17 of the April 20, 2005 version. This should read, "Review and provide  
47 comments on Biscayne Bay related projects (including CERP projects, but not limited to,  
48 Biscayne Bay Coastal Wetlands, C-111 North Spreader Canal, Wastewater Reuse Pilot  
49 Project), South Miami-Dade Watershed Study and Plan, Biscayne National Park's

1                    *General and Fisheries Management Plans, the FDEP development of TMDLs and list of*  
2                    *impaired water basins, agriculture and urban BMPs, land acquisition plans, and other*  
3                    *Biscayne Bay related programs, projects, and studies.*

4  
5                    \*\*\*\*\*  
6

7  
8                    *From Marsha Colbert:*

- 9  
10                    1. *"Facilitate a coordination meeting including representatives of marine industry and of the Clean*  
11                    *Boating Partnership (FDEP, Sea Grant, Coast Guard) to discuss expansion of the Clean*  
12                    *Marina and Clean Boating Partnerships along Biscayne Bay and the Miami River."*  
13  
14                    2. *"Facilitate meetings for interested parties, including members of the BBRRCT, to address*  
15                    *lessening the impacts of planned Miami Harbor expansion and other coastal construction*  
16                    *projects within Biscayne Bay using lessons learned from other projects such as the Key West*  
17                    *Harbor Dredging."*  
18

19                    \*\*\*\*\*  
20

21                    *From Rick Clark:*

22                    *The B2R2CT Action Plan is well on its way to becoming a bonafide document that will*  
23                    *serve as an excellent road map for the group to follow as we look forward to the next*  
24                    *chapter of implementation and collaboration as intended by the BBPI. I commend all of*  
25                    *you for your perseverance, patience, and dedication to staying true to completing the plan, as*  
26                    *well as making sure the final end product is one we can all be proud. You all deserve much*  
27                    *credit and certainly have my praise for a job well done!*

28  
29                    *Having said this, as we move toward final completion of the document I recommend the*  
30                    *project management/ drafting team consider incorporating all identified action items within*  
31                    *each pertinent section, or focus area addressed in the document. Taking this approach I*  
32                    *think will result in better flow of the document, and make it easier to read and digest. I*  
33                    *also think it is crucial the action items be prioritized. The action items could be prioritized*  
34                    *by focus area and/or via one consolidated list. Taking this extra step I think will make*  
35                    *things easier when it comes time to actually implementing the document and deciding upon*  
36                    *which action items to pursue first.*

37  
38                    *Also, attached is a list of additional action items I recommend be considered to include in*  
39                    *the document. While the laundry list of action items pertinent to restoration of the Bay*  
40                    *could be endless, I believe those I have included are achievable within the next 2 years and*  
41                    *merit attention sooner rather than later. I have also identified some action items for*  
42                    *relatively minor editorial revisions.*

43  
44                    *Again, many thanks to each and everyone of you for your time, energy and commitments to*  
45                    *date in moving the B2R2CT Action Plan toward final completion!!*  
46  
47

1 ADDITIONAL ITEMS FROM RICK CLARK FOLLOWING:  
2

3 **Additional Action Items Recommended for B2R2CT Action Plan**  
4

5 Submitted by:  
6

7 **Rick Clark**  
8 **Chief of Resources Management**  
9 **Biscayne National Park**  
10

11 **May 2005**  
12  
13

14 **4.5 Improve Enforcement of Existing Regulations:**  
15

16 **Add Action Item:** *To the extent feasible, encourage agencies (federal-NPS, State-*  
17 *FWC, and local-Dade County Park & Rec.) with regulatory authority to enter into*  
18 *reciprocity agreements to enable cross deputizing of officers to enforce regulations concurrently*  
19 *on land (marinas) and on water.*  
20

21 **Issue:** *NPS LE rangers can not enforce regulations for any violations they observe at*  
22 *County Marinas. There are 4 primary access points (Homestead Bay Front, Black Point,*  
23 *Matheson Hammock, Crandon Park, & Ocean Reef) to BNP, all are marinas/ boat*  
24 *ramps administered by the County. If an illegal act is observed at the marina/ boat ramp*  
25 *by a credentialed NPS LE ranger and/ or if a motor boat operator committing an illegal*  
26 *act in the park makes it to a marina without first being detained, NPS LE ranger can't*  
27 *make the stop.*  
28

29 **5.1 Ecological and Physical Restoration, 5.1.2 Objectives, Lines 44-48,**  
30 **(c) and (d):**  
31

32 *(c) Spell out acronym re. TMDLs*  
33

34 *(d) Suggest rewrite: Where numeric standards do not exist, encourage EPA, NPS,*  
35 *FDEP and Miami-Dade County DERM, in collaboration with other entities with a*  
36 *vested interest, to establish numerical "antidegradation" water quality targets and pertinent*  
37 *rule-making for nutrients, toxics, water clarity, and EPOCs under Class III water quality*  
38 *standards and when practicable to meet the intent of OFW designation for Biscayne Bay.*  
39

40 **Add Action Item:** *Foster the completion of a carrying capacity study for Biscayne Bay*  
41 *to better understand and potentially curb the net effects recreational boating may be having*  
42 *during high visitor use periods (weekends and holidays) to ecologically sensitive shoal areas*  
43 *(flats) within the Bay, including BNP.*  
44

45 **Issue:** *Before B2R2CT weighs in on advocating the development or expansion of*  
46 *additional marinas, boat ramps, etc. it is prudent we first understand what adverse effect, if*  
47 *any, current use is having upon the ecological integrity of Bay resources.*  
48  
49

1                   **General comments:**

2  
3                   *Page 17, Action Item 3, Line 3:*

4  
5                   Review and provide **general group (B2R2CT) consensus comments** ...

6  
7                   *Page 17, Action Item 12, Lines 36-38:*

8  
9                   ... *for prioritizing acquisition.* **ADD: Develop an annual report card**  
10                  **tracking success of recommended acquisition implementation.**

11  
12                  *Page 17, Action Item 4, Lines 10-12:*

13  
14                  Complete an **annual (add)** of potential grants, ...

15  
16                  *Page 17, Action Item 5, Lines 13-15:*

17  
18                  **Arrange informational presentations from appropriate lead**  
19                  **agencies/groups on actions regarding the ... (Add/Revise)**

20  
21                  *Page 17. Action Item 15 (Add):* **Request either quarterly or semi-annually a**  
22                  **presentation on the status of proposed or conceptual plans by the**  
23                  **marine industry concerning projects or proposals in or adjacent to the**  
24                  **Bay.**

25  
26                  **Add Action Item: As a standing agenda item, organize on a quarterly**  
27                  **basis presentations on new and proposed flood protection changes and**  
28                  **their effects on the Bay.**

29  
30                  *Page 18, Process Section, 8?*

31  
32                  **Add: To maximize continuity, synergy and effectiveness of the**  
33                  **B2R2CT, rotate chair roles among member groups to eliminate any**  
34                  **potential of bias should chair reside exclusively on a reoccurring basis**  
35                  **with just one entity. Rotate chair responsibilities among member**  
36                  **groups every 2 calendar years.**  
37