

Section 1
EXECUTIVE SUMMARY

THE MOSS PLAN

SOUTH DADE NEIGHBORHOOD DEVELOPMENT CONCEPT PLAN

I. INTRODUCTION

A. Phase I

In response to the ravages created by Hurricane Andrew, and recognizing that many neighborhoods in South Dade were neglected communities in need of redevelopment prior to the onslaught of the hurricane, the Board of County Commissioners approved, on September 17, 1992, during the second budget hearing, the use of \$575,000 to be utilized for capital improvements and planning activities to redevelop affected Community Development Target Areas and other areas which have the potential for being designated target areas in South Dade.

The firm of Bermello, Ajamil and Partners was selected as the Overall Coordinating Consultant for Phase I of the South Dade Neighborhood Development Concept Plans addressing the redevelopment of eight selected study areas. The Overall Coordinating Consultant assisted in the selection of four Neighborhood Planning Consultants for the eight study areas selected.

The Neighborhood Planning Consultants identified redevelopment opportunities based on the availability of resources and provided plans that identified needs and opportunities, within the framework established by the Overall Coordinating Consultant. The Neighborhood Planning Consultants also addressed development issues as directed by the Overall Coordinating Consultant.

The Neighborhood Planning Consultants selected were:

- Wallace Roberts and Todd for the Study Areas of South Miami and Coconut Grove.
- R.E. Chisholm Architects for the Study Areas of Sweetwater and Naranja/Leisure City.
- Ronald E. Frazier & Associates for the Study Areas of Richmond Heights and West Perrine.
- Allen and Associates P. A. for the Study Areas of Goulds and Florida City.

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The study was done in close cooperation and with the assistance of the Dade County Office of Community Development. Dade County departments and agencies were involved in an Interdepartmental Review Committee responsible for reviewing the study findings and making recommendations. The County departments involved were: the Office of Community Development (OCD), Planning Department, Community Action Agency (CAA), Department of Business and Economic Development (DBED), Dade County Housing and Urban Development (DCHUD), Metro-Dade Transit Agency (MDTA), Public Works Department, Parks and Recreation Department, Metropolitan Planning Organization (MPO), the Water and Sewer Department (WASD) and the Building and Zoning Department.

B. Phase II

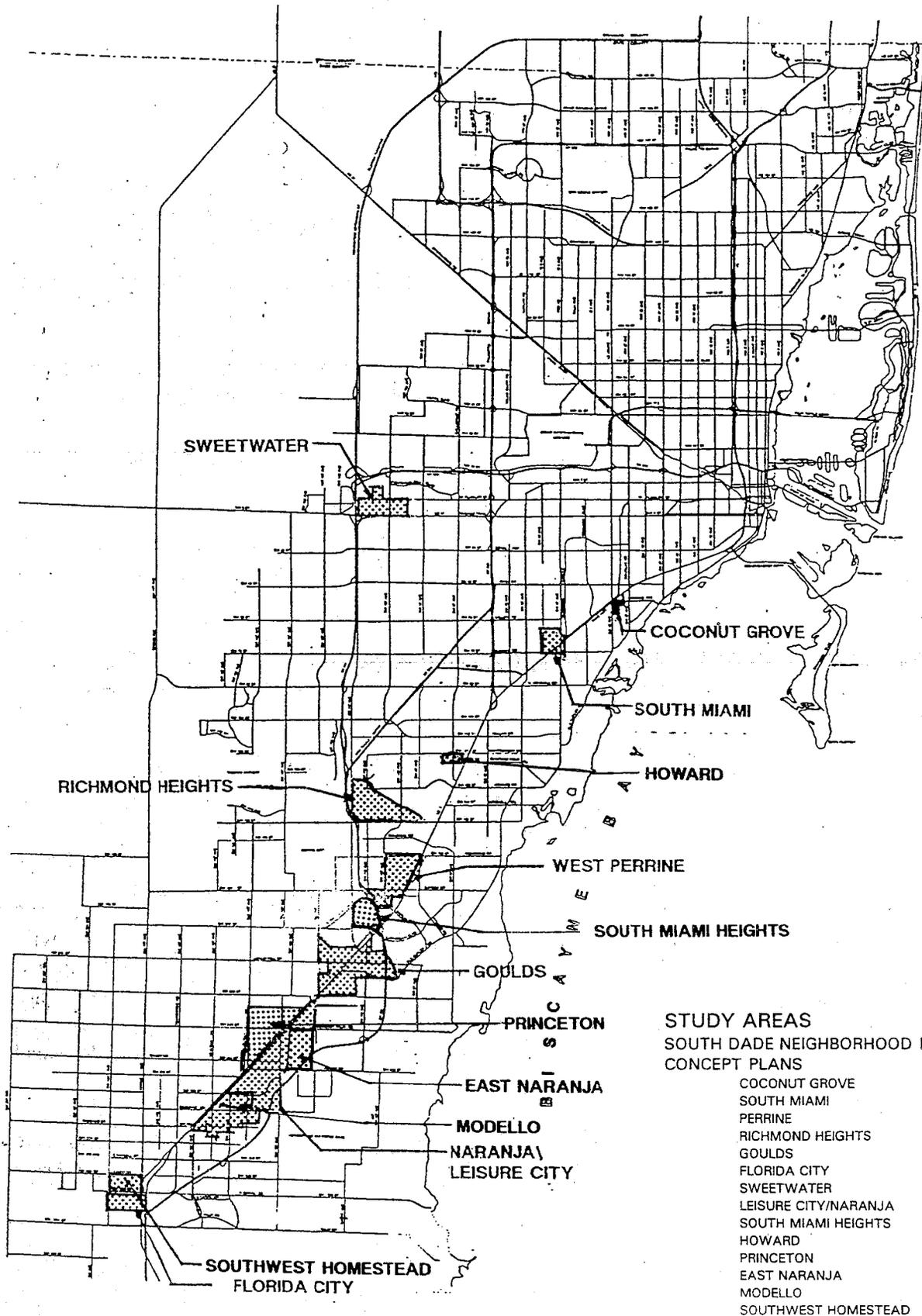
As the planning process progressed, it became apparent that several neighborhoods outside of the study areas also exhibited similar characteristics of decline. At the same time, resources at the federal, state and local level became available to assist distressed communities in their rebuilding efforts.

On July 27, 1993, the Board of County Commissioners expanded the scope of the original neighborhood planning process, added seven new South Dade communities, expanded the citizen participation process, and required that the previously completed plans be updated. The migrant farmworkers issues were also included as part of the study.

The firm of Bermello, Ajamil and Partners also coordinated Phase II of the neighborhood plans. The following consultants participated in the study of new designated study areas or revisits of the existing study areas.

- Duany, Platter-Zyberk, Architects - South Miami Heights Study Area.
- Bermello Ajamil and Partners - Southwest Homestead Study Area.
- R.E. Chisholm Architects - Modello, Princeton, East Naranja / Migrant Farmworkers Study Area / Revisits of Naranja/Leisure City.
- Ronald E. Frazier & Associates - Howard Study Area / Revisits of Richmond Heights and West Perrine.
- Allen and Associates P.A. - Revisits of Goulds and Florida City.

This effort has been on-going through the month of August. The final plans will serve as the guide for funding strategies in these communities and will provide the foundation for their recovery.



SOUTH DADE NEIGHBORHOOD DEVELOPMENT CONCEPT PLANS

Prepared for
METRO DADE OFFICE OF COMMUNITY DEVELOPMENT

Overall Coordinating Consultant
BERMELLO, AJAMI, AND PARTNERS, INC.
 ARCHITECTS ENGINEERS PLANNERS INTERIORS



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II. GOALS AND OBJECTIVES

The general goals and objectives of both phases of the study were identified as follows:

- To delineate a new direction for rebuilding the study areas affected by Hurricane Andrew.
- To establish specific action opportunities and priorities taking into consideration pre-existing conditions as well as those created by Hurricane Andrew.
- To establish early action projects including land assembly, transportation and infrastructure improvements for the redevelopment of the study areas.
- To consolidate and coordinate on-going community planning efforts and improvements being conducted in the post Hurricane Andrew reconstruction effort that would affect the study areas.

III. METHODOLOGY

A. Phase I

The Scope of Services was divided into twenty tasks with three major accomplishments. Technical Memorandum No. 1 included the assessment of existing conditions as identified in previous planning efforts and programs, community input and the professional observations of the consultant teams. It also included a functional analysis of the neighborhoods.

Technical Memorandum No. 1 established the context of the area and set the path for Technical Memorandum No. 2, which arrives at an assessment of problems and opportunities, definition of goals and objectives and identification of potential projects and development opportunities in the particular study areas.

Alternative Neighborhood Development Concept Plans were generated in response to assessments of conditions in Technical Memoranda Numbers 1 and 2. A list of recommendations and projects with cost estimates was identified for each study area as well as a matrix tying these projects to possible funding sources.

The Consultants have participated in and taken into consideration other on-going planning efforts such as the We Will Rebuild South Dade Charrette, the American Institute of Architects West Perrine Charrette and the Andres Duany Master Plan Charrette for Florida City. Projects that have emerged from these efforts and that have been legitimized through public meetings have been incorporated into the study.

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B. Phase II

The time frame for completion of Phase II of the Neighborhood Development Concept Plans was forty (40) days. Therefore, the methodology used was similar to Phase I but the process was fasttracked. An outline was prepared that followed the format and context of Phase I. The study areas were surveyed to determine their conditions and a first neighborhood meeting was held to identify needs.

After a preliminary list of projects was generated, a second meeting was held to obtain consensus and establish priorities with the neighborhood residents. A draft of these plans was presented on August 25, 1993, at a Physical Environment and Land Use Committee meeting at Mays Middle School in South Dade.

IV. PUBLIC PARTICIPATION

An essential element of the study has been to solicit and reconfirm the wishes and priorities of the residents of the study areas through community meetings. The Consultants approached these community meetings without preconceived notions or unrealistic expectations.

In Phase I, community input and participation was obtained through community planning workshops directed by the Overall Coordinating Consultant and the Community Action Agency. These meetings were held in conjunction with the Community Advisory Boards and other neighborhood groups.

In Phase II, community participation was expanded with the assistance of the Comprehensive Hurricane Andrew Recovery Team (CHART). A true partnership with local communities was created. The meetings were attended by community organizations, homeowners associations and residents in general. In Phase II, two community meetings were held in each neighborhood and a general meeting was held on August 25, 1993, at Mays Middle School. In addition, a weekly update was presented to the Physical Environment and Land Use Committee during the month of August.

The Neighborhood Development Concept Plans have been community driven and have received support from residents of the Study Areas involved, as well as South Dade organizations such as the South Dade Alliance.

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V. MAJOR FINDINGS AND RECOMMENDATIONS

One of the most pressing problems identified by the study, was the lack of adequate urban infrastructure to support and attract development. Immediate investment by the public sector in neighborhood support facilities, water and sewer lines, roads and parks will establish the conditions to begin and continue the development of these areas.

All of the study areas identified a need for crime prevention programs and increased police protection, adequate assistance for housing rehabilitation and homeownership, neighborhood facilities and economic development programs.

The single most valuable product of the Neighborhood Development Concept Plans is the identification and development of specific projects and costs for each study area. This project list, in conjunction with the analysis and plan for how these neighborhoods should work, provides the tools needed to seek the necessary funds for development. All proposed projects are subject to funding eligibility and must be consistent with the Comprehensive Development Master Plan and Metro-Dade policies.

Any proposed project that may affect one or more communities and where there may be a difference of opinions between these communities, should not be implemented until there is ample discussion at the neighborhood level. Once all sides of the issues have been discussed, appropriate actions should be determined. If there is no resolution to the differences of opinion, the project may not move forward.

A successful neighborhood plan is a dynamic living document that can be updated as new projects are identified or neighborhood conditions change. Each community should have an opportunity to revise or amend the approved South Dade Neighborhood Plan, if necessary, through periodic monitoring meetings coordinated by the County.

VI. PROPOSED PROJECTS

A list of proposed projects was generated for each Study Area and preliminary estimates were generated. The projects were identified by the community and evaluated by each neighborhood consultant. The preliminary estimates generated are based on the information generated by the planning study. Once architectural and engineering projects are generated, more precise estimates should be prepared.

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The total estimates for the projects proposed is as follows. For those Phase I study areas revisited in Phase II, the last estimates generated during the revisit have been used for the totals.

STUDY AREA	PRELIMINARY COST ESTIMATES
Sweetwater Study Area	\$ 11,683,925
Coconut Grove Study Area	2,109,000
South Miami Study Area	1,921,000
Richmond Heights Study Area (Revisit)	23,757,415
West Perrine Study Area (Revisit)	31,774,486
Goulds Study Area (Revisit)	22,873,730
Naranja/Leisure City Study Area	33,401,300
Florida City Study Area (Revisit)	23,307,882
Howard Study Area	4,745,500
South Miami Heights Study Area	9,567,328
Modello Study Area	10,326,200
Princeton Study Area	5,382,500
East Naranja Study Area	3,949,600
Southwest Homestead Study Area	22,140,000
Migrant & Seasonal Farmworkers Study Area	<u>16,245,000</u>
TOTAL	<u>\$223,185,138</u>

VII. IMPLEMENTATION

An implementation/management plan should be developed for each of the study areas. These plans should include participation by area residents, private business and government representatives. Implementation/management plans should establish design guidelines for the neighborhood based on sound planning and community input.

In the development of specific projects, a Development Coordinator can be used to guide and promote the development of the projects within the study areas. This Development Coordinator could work on a project by project basis and should be able to assist the community through the funding, design, permitting, and construction phases of implementation.

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Capacity building options such as a Design Center to provide technical assistance to Community Development Corporations (CDCs) are necessary, as well as other regulatory and financial review committees to assist in obtaining necessary government approvals and in insuring that agreements between CDCs and other developers, profit or non-profit, are fair and equitable to both parties. A Land Trust Program to make developable land available to CDCs could be established. In addition, the creation of a central pool of qualified buyers for CDCs to utilize when marketing their developments, in the form of a Housing Opportunity Center, would expedite the sale of housing units.

Specific responsibilities must be assigned to Intermediaries and Community Development Corporations in the South Dade Area as implementing agencies for a number of the projects identified in the request of funds as well as in the development phase. The organizations identified as Intermediaries include:

- Dade Partnership for Community and Economic Development
- Local Initiatives Support Corporation (LISC)
- Greater Miami Neighborhoods (GMN)
- Tools for Change
- Homes for South Florida
- South Dade Alliance

Those entities acting as Community Development Corporations in South Dade are listed below along with their specific jurisdictional areas:

- Covenant - Florida City and Homestead
- Centro Campesino - Florida City, Homestead, Migrant Farmworkers and Leisure City
- CODEC - Multi-neighborhood
- Tacolcy Economic Development Corporation - Multi-neighborhood
- Urban League of Greater Miami - Florida City and Homestead
- West Perrine CDC - West Perrine
- Nehemiah Project - Leisure City and Homestead
- South Miami Heights CDC - South Miami Heights
- Southwest Homestead CDC - Homestead
- South Dade CDC - Multi-neighborhood
- United Pastors of Richmond Heights CDC - Richmond Heights
- Habitat for Humanity - Multi-neighborhood
- (DEEDCO) Dade Employment and Economic Development Corporation - Multi-neighborhood
- Goulds Coalition - Goulds

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Available funds should be used for planning, architectural and engineering design on a priority basis so that once local, state and federal funds become available, these projects will be well positioned to receive these funds. Given the situation created by Hurricane Andrew's rebuilding efforts, additional funds are being made available. These specific projects could become the natural recipients of these funds.

VIII. FUNDING

No single source of funding or financial plan will be capable of dealing with the capital improvement needs for total redevelopment of all of the study areas. The funding matrixes included in this study show different funding sources that can be made available. The ability to obtain these funds will rest with Dade County and the management and neighborhood advisory committees of each study area.

A matrix for each study area has been generated matching all the proposed projects with potential funding sources. These matrixes were developed in close cooperation with the Office of Community Development and, while not exhaustive in their scope, serve as a guide to where funds could originate.

Dade County's financing for water and sewer improvements include methods such as special taxing districts, Community Development Block Grants (CDBG), federal assistance programs, water and sewer revenue bonds and general obligation bonds. The U.S. Department of Commerce, Economic Development Administration, provides funding assistance in disadvantaged commercial and industrial areas to promote economic development which can include infrastructure improvements.

The proposed Dade 2000 general obligation bond issue is a program which primarily addresses capital improvements, especially sanitary sewers, street improvements and other frastructure needs.

United States Secretary of Housing and Urban Development Henry Cisneros' 1993 figures for federal disaster allocations nationwide included \$122.5 million available from HOME and \$85 million from CDBG. Of this total, Dade County will receive \$82,752,000 from HOME funds. Dade County allocations for CDBG funds include \$48,890,000. The breakdown for these allocations is as follows:

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HOME

State	\$ 33,736,000
Dade County	37,795,000
Florida City	2,072,000
Homestead	9,149,000

Total	\$ 82,752,000
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CDBG

State	
Dade County	\$ 45,354,000
Florida City	(1,492,000 as part of \$45,354,000 allocation to Dade County)
Miami Beach	324,000
Hialeah	54,000
Miami	2,758,000

Subtotal	\$ 48,490,000
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Broward County and other areas within the federal disaster declaration	15,572,000
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Total	\$ 64,462,000
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A substantial financial commitment by County, State and Federal government funding sources is vital for the redevelopment effort in order to provide for the necessary economic infrastructure to attract the private investment required to create a stable and vibrant community.

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IX. REGIONAL CONTEXT

The twelve study areas included in this study fall into three separate categories.

A. Sweetwater Study Area

Sweetwater is located in the West Flagler area. Its rapid development during the '70s and '80s was due to the location of the Florida International University campus in the area as well as the construction of two major expressways to the north and the west. Its close proximity to major employment centers and its accessibility to the transportation network precipitated Sweetwater's rapid growth. Sizeable residential developments such as Fountainbleau Park gave way to other multifamily residential projects in the area.

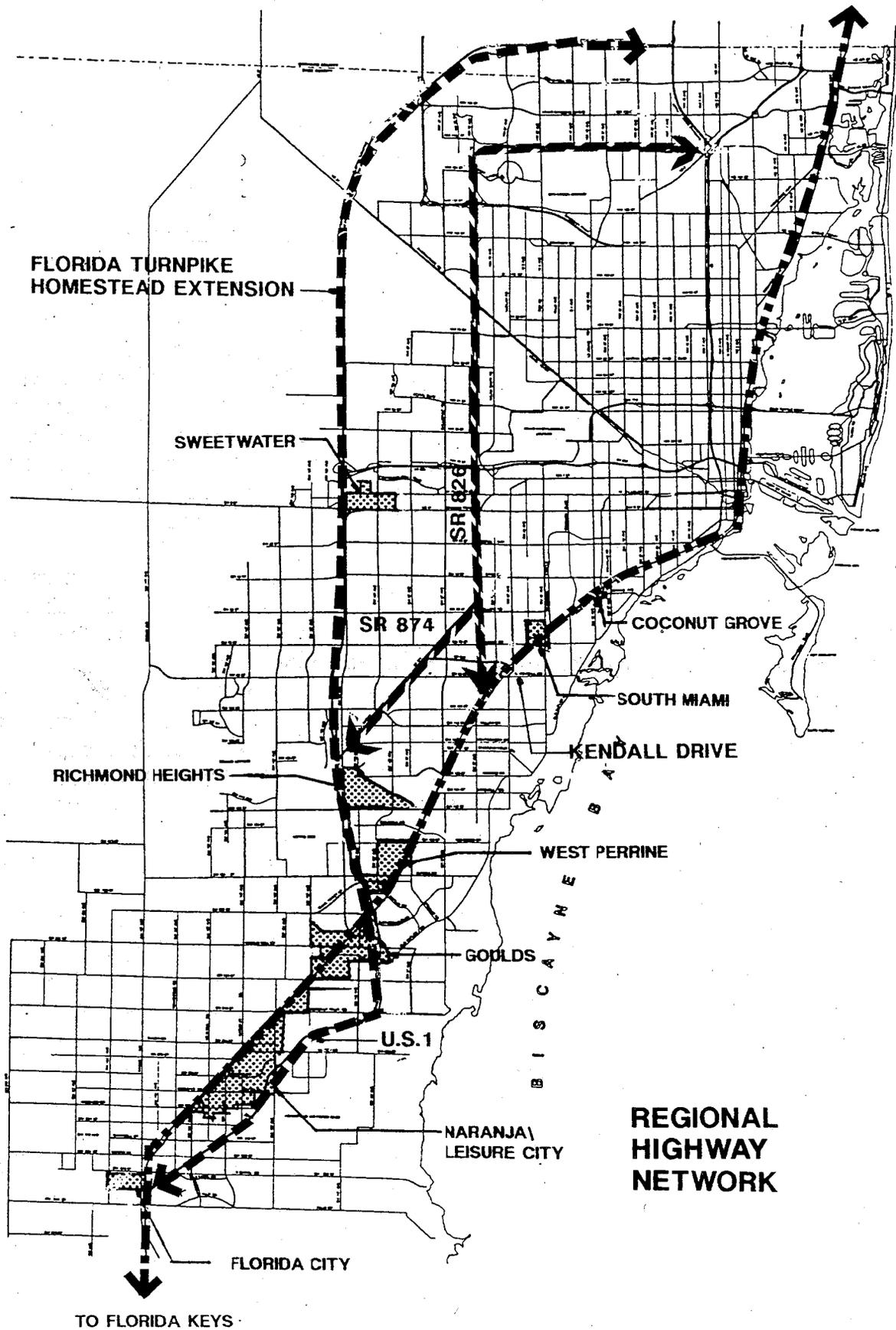
FPL and Southern Bell headquarters are located in the area. Just minutes from the City of Sweetwater there are major office and industrial parks such as the Beacon Centre, the Miami Free Zone Ryder Headquarters, the Miami International Mall and Miami International Airport.

The Study Area has a wide mix of land uses. There are intensive commercial areas in the vicinity of Flagler Street and 107 Avenue. Residential densities vary within the Study Area. There is a great need for recreational facilities and infrastructure improvements.

B. Coconut Grove and South Miami Study Areas

The Coconut Grove Study Area includes the portion of the Coconut Grove Community Development Block Grant Target Area that is located within the boundaries of the City of Coral Gables. This neighborhood is an irregularly-shaped area that is bounded by South Dixie Highway (U.S. 1) on the north, by Grand Avenue and Grant Street on the south, and by LeJeune Road on the west. It is primarily a residential area with some commercial uses located along Grand Avenue.

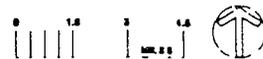
The South Miami Study Area is surrounded by multiple significant influences such as the University of Miami immediately to the east and U.S. 1 to the south. This highway bisects the largely residential area from the South Miami Business District.



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AND PROJECT ENGINEER FL ANDREO MITHRIS



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The Coconut Grove and South Miami Study Areas are located in the south central portion of a highly urbanized section of Dade County and both are predominantly low density residential with some commercial uses. They are within easy access of major employment centers in Dade County and both of the study areas contain available transit facilities.

C. South Dade Study Areas

The remaining nine Study Areas, Richmond Heights, West Perrine, Goulds, Naranja/Leisure City and Florida City in Phase I and Howard, South Miami Heights, Southwest Homestead, Modello, Princeton, East Naranja and the Migrant Farmworkers Plan in Phase II, fall within the area south of Kendall Drive which we refer to as South Dade. This was the area most impacted by Hurricane Andrew, and which is the focus of the study.

1. Development Patterns

Development in the South Dade Area includes urban and rural communities. Historically, the most intense development in the South Dade Area occurred along the U.S.1 corridor. The main activity generators are also located along this route. Urban activity such as commercial development and higher residential densities reach a peak near the Dadeland Shopping Center, gradually decreasing and then rising again when approaching the area surrounding the Cutler Ridge Shopping Center. The development intensifies at the City of Homestead but not to the same degree as at the other two shopping center locations.

Most of the Study Areas were established as predominantly residential areas. Howard, Richmond Heights and West Perrine are among the oldest established Black communities in Dade County and were developed as alternatives to the low quality housing in the central portion of the county.

The South Miami Heights Study Area historically was a lime and avocado farming area and these agricultural uses still are active at the western edge of the neighborhoods. The conversion to residential uses occurred during the 1960s and 1970s. South Miami Heights is composed of mostly single family residential uses, although there are some also higher density residential and commercial uses in the area.

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Goulds is a neighborhood divided by U.S. 1 at the edge of a major suburban center at Cutler Ridge. Goulds remains agriculturally-oriented, although residential development has consumed large tracts of agricultural land. It has been transformed from a farm-based area into a bedroom community.

The Naranja/Leisure City Study Area is the most complex of the study areas due to its physical size, diverse population and local economy. Its land use patterns are high density residential, commercial and industrial. The Redlands, Dade County's prime agricultural area, is located directly to the west of the Study Area. The Study Areas of Modello, Princeton, and East Naranja are smaller neighborhoods within the larger Naranja/Leisure City Study Area.

The Florida City Study Area is located within the municipality of Florida City in the southernmost part of Dade County and is primarily a residential area characterized by scattered pockets of small commercial establishments.

The Southwest Homestead Study Area forms part of the City of Homestead and it is also included within the proposed Community Redevelopment Area. Once the redevelopment area is approved at all levels, it will enable the City of Homestead and the Homestead Economic and Rebuilding Organization (HERO), the recently established redevelopment agency, to make public improvements which will encourage private investment and facilitate neighborhood renewal.

The neighborhoods where migrant and seasonal laborers live include Goulds, Princeton, Naranja/Leisure City, Homestead and Florida City.

2. Existing Land Use

The predominant land use in the South Dade Area is single family residential in low density patterns, intermixed with agricultural uses. In the southern sections of South Dade, agricultural land uses predominate. Commercial development occurs predominantly along U.S. 1, the main north-south arterial, and along S.W. 88th Street (Kendall Drive), a main east-west collector.

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3. Transportation

The South Dade Area is served in the north/south direction by U.S. 1 which is the main arterial that runs from the Downtown area to Florida City and the Florida Keys.

U.S. 1 is characterized by levels of service (LOS) that range from LOS F at peak hours north of Kendall Drive to I-95, to LOS B from Quail Roost Drive to Florida City.

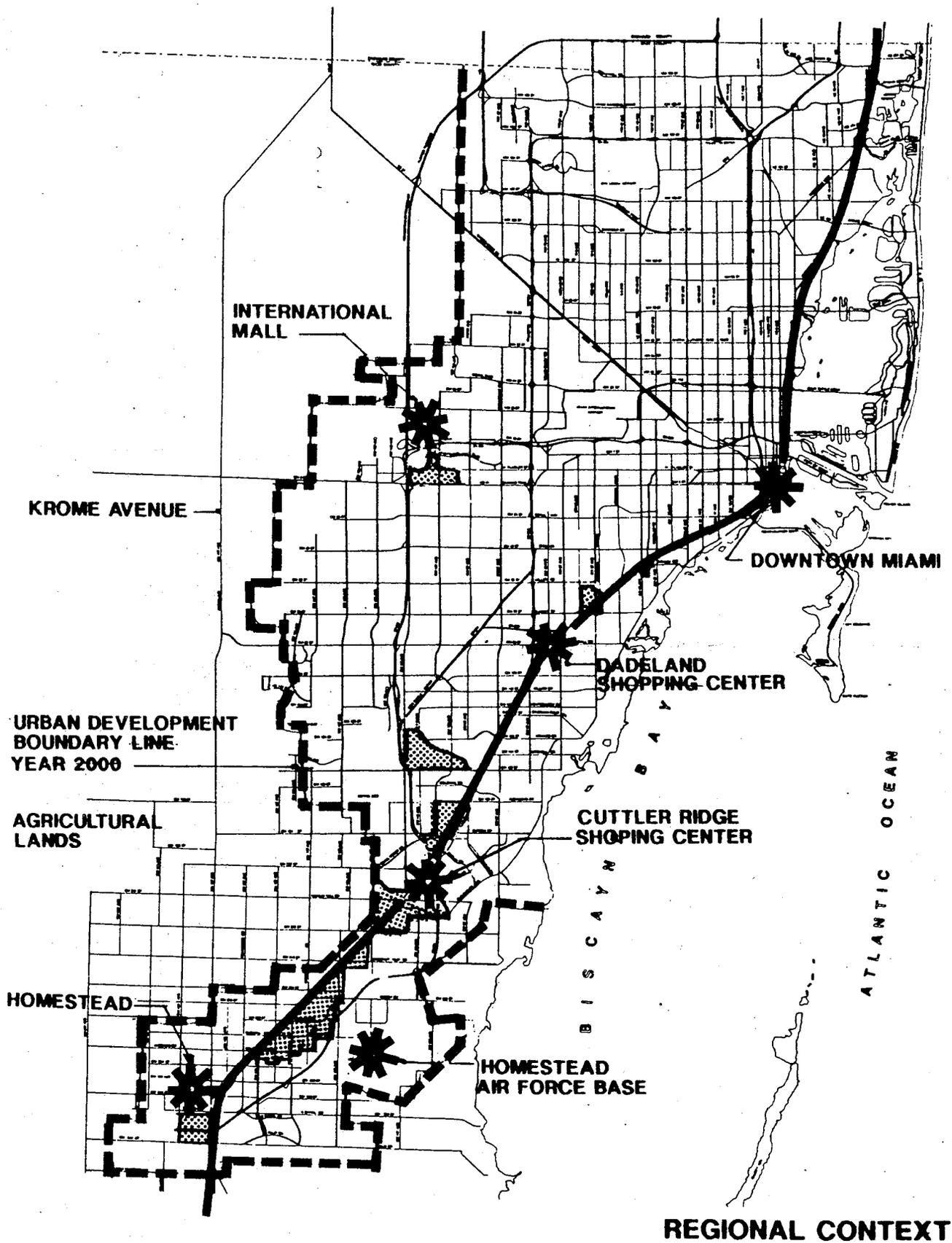
State Road 874 and the Homestead Extension of the Florida Turnpike S.R. 821, also serve as north-south arterials. These expressways penetrate the more westerly developments and provide a connection to U. S. 1.

Feeding off U.S. 1, a number of east/west collectors serve the South Dade Area. Among them are Kendall Drive, S.W. 152 Street and Quail Roost Drive (S.W. 184 Street.)

Post Hurricane traffic levels of service for the South Dade Area have experienced a marked increase. According to the Florida Department of Transportation (FDOT) conditions have worsened as percentages of travel trips have increased from roughly 8.5% to 30%.

The Florida East Coast Railroad rights-of-way running parallel to U.S. 1 serves as the Metrorail transit corridor from Downtown to the Dadeland Station. This rights-of-way continues all the way to Florida City. Presently the Florida Department of Transportation is in the final engineering design phase for an Express Bus Line which would run along the Florida East Coast Railroad rights-of-way from the Metrorail Dadeland South Station to Homestead. This project, with a proposed bus feeder system at each major intersection, would become the major transit link to the South Dade Area.

There is the possibility of additional federal funds being available to construct an on-grade rail line along the Florida East Coast Railroad right-of-way, yet these funds have not been earmarked by the Federal Government. The Board of County Commissioners would also need to make this project a priority within the County's Transportation Improvement Program (TIP) If this project reaches fruition, the location of the stations will be the key for development of the adjacent areas. This transition would become the most important regional project that would impact development in the area.

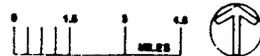


REGIONAL CONTEXT

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Transportation improvements to South Dade could be one of the key elements to economic revitalization in the area.

4. General Population Characteristics

According to Dade County's Planning Department, prior to Hurricane Andrew about 18% of the County's population lived in South Dade. This population included mainly, family households (younger families) as opposed to elderly persons (over 65). There is a diverse representation from different cultural communities in the area.

Rates of homeownership are 67%, higher than the County average of 47%.

According to the 1990 Census, labor force participation rates were higher in South Dade (70%) than in the balance of the County (64%), and unemployment rates were generally lower than in the rest of the County. This is due to the larger percentage of working age persons living in the area.

Median household income in South Dade was estimated at \$37,778 which is higher than the County's median income of \$26,909. The southern area has much lower income levels.

Population patterns have been drastically changed since Hurricane Andrew. Some people have moved out of the South Dade Area temporarily or in some instances permanently. This shift of population has been north all the way to Broward County, where housing is available at lower prices than in the rest of Dade County.

Others in the heavily damaged areas have received insurance money for their properties, paid off the mortgage and abandoned their properties or put them up for sale. Many others are still in the slow rebuilding process. Reports prepared by the Metro-Dade Planning Department indicate that Hurricane Andrew resulted in the loss of 47,100 housing units in South Dade, and the dislocation of 101,000 persons in the four months following the storm. About 44,000 relocated in other parts of Dade County and 57,000 moved out of the county.

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The damage to Homestead Air Force Base has also caused a major change in the number of military personnel living at or near the Homestead Air Force Base (HAFB). Most of the active duty military personnel have been moved to other bases and await orders to move their families. The HAFB was listed in the Base Realignment and Closure Commission as one of the bases to be closed. HAFB has since received a reprieve in that it will be rebuilt on a somewhat smaller scale. The reuse of the site will include both military and commercial purposes.

Decisions made in relation to the future of HAFB will have great impact not only on the population of the area but also on the economy of South Dade.

5. Economy

The South Dade Area's economy has been based primarily on agriculture, tourism and the activity at Homestead Air Force Base.

South Dade's prime agricultural lands, the Redlands, stretch west from the urbanized area to the Everglades. These farmlands have produced annual sales of \$540 million and have been in the top five winter vegetable production areas in the United States. The largest portion of South Dade's economy was based on agricultural services.

Tourism has also been a major aspect in the economy of South Dade given the proximity of the Everglades National Park and the Biscayne National Park. There were approximately 2.8 million visitors to these parks in 1992.

It is estimated that Homestead Air Force Base contributed \$480 million annually to the local economy. Community based groups, together with government officials, participated in the formulation of reuse plans for HAFB. As the base was finally removed from the base closure list, the Homestead Air Force Base Regional Economic Impact and Redevelopment Committee has taken the leadership to plan for the future use of the base. A strategic plan has been developed for the economic redevelopment both of the Homestead Air Force Base site as well as the area around the base.