

# **Attachment # 4**

**Miami Dade County**

**FY 2013 -2017**

**Consolidated Plan**

**Priorities**

**MEMORANDUM**

Agenda Item No. 8 (K) (1)

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**TO:** Honorable Chairman Joe A. Martinez  
and Members, Board of County Commissioners

**DATE:** September 4, 2012

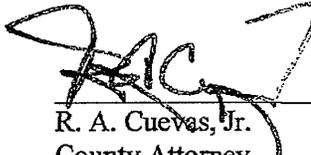
**FROM:** R. A. Cuevas, Jr.  
County Attorney

**SUBJECT:** Resolution approving Miami-Dade County's FY 2013 – 2017 Consolidated Plan; authoring the County Mayor to submit the FY 2013 – 2017 Consolidated Plan to the U.S. Department of Housing & Urban Development

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**This item was amended from the original version as stated on the County Mayor's memorandum.**

The accompanying resolution was prepared by the Public Housing and Community Development Department and placed on the agenda at the request of Prime Sponsor Commissioner Rebeca Sosa.

  
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R. A. Cuevas, Jr.  
County Attorney

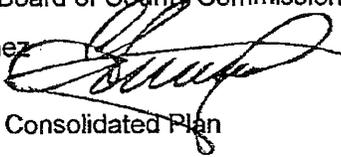
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# Memorandum



**Date:** September 4, 2012

**To:** Honorable Chairman Joe A. Martinez  
and Members, Board of County Commissioners

**From:** Carlos A. Gimenez  
Mayor 

**Subject:** FY 2013 – 2017 Consolidated Plan

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**This item was amended at the July 11, 2012 Economic Development and Social Services Committee meeting to reflect the following changes: Commissioner Dennis C. Moss and Commissioner Jean Monestime amended the plan to include Goulds and Biscayne North as Neighborhood Revitalization Strategy Areas and an additional section was added as Section 7 in the Resolution to comply with the directives, as set forth in Resolution No. R-596-12.**

## **RECOMMENDATION**

It is recommended that the Board of County Commissioners (Board) approve the FY 2013-2017 Consolidated Plan and Citizen's Participation Plan. It is also recommended that the Board authorize the County Mayor or County Mayor's designee to submit the FY 2013-2017 Consolidated Plan to the United States Department of Housing and Urban Development (U.S. HUD) by November 15, 2012. A copy of the FY 2013-2017 Consolidated Plan is included as Attachment 1. It is further recommended that the Board adopt a policy for allocation of Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), and Emergency Solutions Grant (ESG) program funds in the FY 2013 Action Plan; as well as a composition of Neighborhood Revitalization Strategy Areas (NRSAs) for the next five years. It is also recommended that the BCC authorize the County Mayor or County Mayor's designee to approve the inclusion of State Housing Initiative Partnership (SHIP) and Documentary Stamp Surtax (SURTAX), and any other local, state or federal funds, which may become available in any Request for Application or other application process in accordance with policy set by the Board. It is recommended that the Board authorize the Mayor or the Mayor's designee to receive and expend grant funds, and to execute such contracts, agreements, Memoranda of Understanding (MOU), and amendments, after approval by the County Attorney, as required by program guidelines. It is also recommended that the Board authorize the Mayor or the Mayor's designee to apply for, receive, and expend additional funds that may become available during the term of the grant; to file and execute any amendments to the application for and on behalf of the County; and to exercise amendments, modifications, renewal, cancellation, and termination clauses of any contracts and agreements, subject to the approval of the County Attorney's Office.

## **SCOPE**

Miami-Dade County's (the County) proposed strategies for application of the County's annual award of CDBG, HOME, and ESG program funds, to address the needs of low-to-moderate income communities within the County's entitlement boundaries during the next five-year period, are reflected in Attachment 1.

## **PURPOSE OF THE CONSOLIDATED PLAN**

Miami-Dade County is required to submit a Consolidated Plan (the Plan) to U.S. HUD in accordance with the Consolidated Submissions for Community Planning and Development programs (24 CFR Parts 91.1 through 91.600). Public Housing and Community Development (PHCD), which is the County's lead agency for coordination of the Consolidated Plan, follows the rule of a single consolidated submission. The rule requires a single submission for the planning and application aspects of the following programs: CDBG, HOME, and ESG. The Housing Opportunities for People with AIDS (HOPWA) program is administered by the City of Miami, and therefore, is not addressed in this Plan. The subject Plan will cover a five-year period starting January 1, 2013 through December 31, 2017. The current five-year plan

(fourth revision), under which the County is operating, is for the period starting January 1, 2008 through December 31, 2012.

#### **OVERALL GOALS OF THE CONSOLIDATED PLAN**

There are four (4) overall goals of the County's community planning and development programs covered by the Plan:

1. Provide very low- to moderate-income households increased access to decent and affordable housing;
2. Expand economic opportunities to create and retain jobs through business development and/or expansion;
3. Provide adequate public facilities and capital improvements (primarily drainage, water and sewer and facility improvements) to benefit low- to moderate-income areas and residents; and
4. Provide access to essential public services.

The major components of the Consolidated Plan are:

- Housing and Homeless Needs Assessment
- Housing Market Analysis
- Community Development
- Non-Homeless Special Needs
- Citizen Participation Plan

#### **Housing and Homeless Needs Assessment**

The Housing and Homeless Needs Assessment includes estimated housing needs for the five-year period. In the preparation of this section, reliance was placed on 2010 U.S. Census and the American Community Survey data, along with demographic, housing and labor statistics maintained by the Department of Regulatory and Economic Resource (RER); Shimberg Center, Florida Bureau of Economic Research (University of Florida); and Claritas, Inc.

Additionally, the Miami-Dade County Homeless Trust and PHCD provided supplemental information on homeless and public housing-related needs. The category of affected beneficiaries included, extremely low-income, low-income, moderate-income and middle-income families, both renters and owners, the elderly, the homeless, and others with special needs. Other factors considered were the extent of overcrowding, as well as substandard housing suitable for rehabilitation and an analysis of the rent burden, defined as the percentage of household income spent for monthly rent or mortgage expenses.

#### **Housing Market Analysis**

The Housing Market Analysis presents significant characteristics of Miami-Dade County's housing market. It includes the evaluation of the supply, demand, condition and cost of housing, with a focus on low- to moderate-income households, as well as persons with disabilities or special needs. Areas with low-income or minority concentrations are also identified. Public and assisted housing is described, including physical condition, restoration and revitalization needs, and accessibility under Section 504 of the Rehabilitation Act of 1973. PHCD, as the local public housing authority, presents its strategy for improving the management and operation of public housing as well as the living environment of its residents. Public and assisted housing developments, homeless facilities, special needs facilities and services, and barriers to affordable housing are also inventoried.

#### **Community Development**

The Strategic Plan component of the FY 2013-2017 Consolidated Plan describes the basis for allocating CDBG and other matching funds throughout the County. Guiding the County are seven (7) strategic objectives for neighborhood revitalization:

1. Empower communities to meet local needs;
2. Help communities establish a full continuum of housing services designed to assist homeless individuals and families to achieve permanent housing and self-sufficiency;
3. Increase access by families and individuals to affordable housing in suitable living conditions;
4. Promote equal housing opportunities for those protected by law;
5. Reduce the isolation of low-income groups within specific communities or geographic areas;
6. Provide empowerment and self-sufficiency opportunities to support low-income individuals and families as they make the transition from dependency to self-sufficiency; and
7. Provide economic opportunities for low- and moderate-income persons through the promotion of small business and microenterprise development programs, resulting in the creation and retention of jobs.

Miami-Dade County, like many communities across the nation, is facing a significant problem addressing community needs due to the poor economy and the reduction in Federal and State funding for housing and neighborhood issues. Community needs continue to rise at an increasing rate, while essential Federal programs continue to experience drastic funding cuts. The Strategic Plan seeks to implement strategies, programs, and projects that offer the greatest potential for leveraging the shrinking pool of Federal funds, while offering the greatest return on investment to the County and its underserved communities.

#### **Non-Homeless Special Needs**

The Plan addresses the challenge of estimating, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive services, including the elderly, frail elderly, the disabled, persons with alcohol or other drug addictions, victims of domestic violence, and others with special needs.

#### **PROPOSED FIVE-YEAR FUNDING PRIORITIES AND STRATEGIES**

PMG Associates, Inc. was hired as the consultants to develop the FY 2013–2017 Consolidated Plan. Based on a review of current census and demographic data, as well as direct feedback received from local residents, community agencies, and other stakeholders, PHCD proposes the following programmatic CDBG, HOME and ESG funding priorities for FY 2013 through FY 2017, as reflected in Table 1:

#### **Community Development Block Grant Program**

1. **Small Business Lending:** The County shall prioritize funding for financial intermediaries engaged in direct lending to small businesses and microenterprises. Investment in small business development and expansion is viewed as essential to the promotion of job creation and wealth-building opportunities in the County's lower-income target areas. Such funding will also work to eliminate slum and blighted conditions in the County's lower-income target areas, foster a more vibrant business environment, and stimulate private economic investment along critical commercial corridors.
2. **Small Business Incubators:** The County shall prioritize funding for the operation of small business incubators in the County's lower-income target areas. Investment in small business incubators has proven in the past to be a good investment for the County, serving as breeding grounds for fledgling businesses, and promoting low- and moderate-income job growth.
3. **Special Economic Development Projects:** The County shall prioritize funding for the rehabilitation or new construction of mixed-use commercial, retail, and/or office developments. The County shall invest in catalytic projects in the County's lower-income target

areas that will eliminate existing slum and blighted conditions, stimulate investment in critical commercial corridors, create a more vibrant business investment climate, and promote job creation for low- and moderate-income residents.

4. **Technical Assistance to Small Businesses:** The County shall prioritize funding to agencies that provide comprehensive small business technical assistance services. In an effort to promote job growth and economic expansion in the County's lower-income target areas, the County shall continue to invest in agencies that offer a broad range of services to small businesses, including, but not limited to: business planning; accounting and bookkeeping; marketing and advertising; information technology solutions; taxation; and financial planning.

It is anticipated that through the County's support of the above-mentioned economic development activities that a minimum of 77 new jobs will be created annually.

5. **Public Services:** The County shall prioritize funding to agencies that provide vital public services to residents of the County's lower-income target areas. Services that will receive the greatest priority include:

- Meals programs for the elderly and disabled
- Childcare
- Juvenile diversion programs
- Transportation Services
- Employment training and assistance

In a series of community outreach meetings conducted by PHCD, local residents throughout the County consistently prioritized these services. It is projected that a minimum of 4,548 persons will benefit from various CDBG-funded public service programs annually.

6. **Public Facilities and Capital Improvements:** The County shall prioritize funding to upgrade parks, community centers, and street and roadway improvements to benefit low- to moderate-income residents of Miami-Dade County. Community input throughout the County consistently prioritized improvements to public facilities and infrastructure inclusive of the above-listed activities. It is projected that a minimum of 3 facilities will be improved and 7,072 persons would be served.
7. **Housing:** The County shall prioritize funding to be utilized for housing code enforcement, graffiti abatement, and for the administration of Tenant-based Rental Assistance programs. These activities will continue to be important revitalization strategies in the County's NRSAs and Eligible Block Groups. It is projected that a minimum of 1,226 people will be served and 16 housing units assisted.

#### HOME Investment Partnerships Program

Current data analyzed by PHCD places Miami-Dade County's rent burden among the highest in the nation. Rent burden is defined as the percentage of a household's income that is used to pay rent and related housing expenses. During recent community engagement meetings held throughout the County, residents consistently complained about the lack of affordable housing in their communities. While many of these communities have experienced new housing development, rent levels remain unaffordable, particularly for seniors on fixed incomes, youth aging out of foster care, families at risk of homelessness, and working households with incomes at or below thirty percent (30%) of the area median income. To address this need, PHCD recommends the following funding priorities:

1. **Tenant-based Rental Assistance (TBRA):** The County shall prioritize funding to agencies that administer TBRA programs. TBRA programs operate similarly to the more commonly known

Section 8 program. Under the TBRA program, households will pay no more than 30% of their incomes toward rent and related housing expenses, with the TBRA subsidy covering the difference, up to the County's Fair Market Rent (FMR). The County will target households with the greatest need, represented by those households with incomes at or below thirty percent (30%) of the area median income. Priority will be given to seniors, youth aging out of foster care, families at risk of homelessness, and persons with disabilities. Based on current funding levels, the County would expect to assist a minimum of 288 households annually.

2. **Multi-family Residential New Construction and/or Rehabilitation:** The County shall provide pre-development, construction/rehabilitation, and/or permanent financing to developers of affordable rental housing. Priority shall be given to projects in the County's lower-income target areas. Preference will be given to projects being undertaken by a qualified Community Housing Development Organization (CHDO). HOME funding is expected to produce or assist a minimum of 20 units of rental housing annually.
3. **Homeownership Rehabilitation:** The County shall provide funding to qualified nonprofit agencies, including CHDOs, to undertake the rehabilitation of homes owned by seniors and persons with disabilities who reside in the County's lower-income target areas. Based on current data, several of the County's lower-income target areas have among the oldest housing stock in the County, with many homes failing to meet code requirements, or deemed to be in substandard condition. HOME funds would be used to correct code violations, address deferred maintenance, enhance energy efficiency, and address accessibility issues, among other things. HOME funding is expected to assist a minimum of 10 elderly/senior/disabled owner-occupied households annually.

#### **Emergency Solutions Grant Program**

1. **Rapid Re-housing:** The County shall provide funding to qualified nonprofit agencies to administer rapid re-housing programs and services to individuals and families who are at risk of homelessness. The Program shall target households with incomes at or below 30% of the area median income. Such funding shall be intended to prevent displacement of households from existing housing or to provide rapid re-housing options for households recently displaced by eviction. Under the Rapid Re-housing program, the County expects to serve a minimum of 488 households or individuals annually.
2. **Emergency Shelter:** The County shall provide continued administrative funding to support the operation of the Beckham Hall Homeless Shelter. The County shall continue administrative funding for the 88-bed Beckham Hall Homeless Shelter. The shelter is expected to provide short-term (90-day maximum stay) emergency housing to a minimum of 350 homeless single men and women annually. When determining the use of ESG funds, priority shall be given to ensure the continued operation of Beckham Hall.

#### **CITIZEN'S PARTICIPATION PLAN**

U.S. HUD requires that the Five Year Consolidated Plan for each entitlement agency adopt a Citizen's Participation Plan. PHCD makes every effort to encourage the participation of all citizens, including minorities and non-English speaking persons, as well as persons with disabilities. Additionally, PHCD works to fully engage residents of public housing, along with other low-income residents of the Neighborhood Revitalization Strategy areas (NRSAs) and eligible block groups, in the process of developing and implementing the Consolidated Plan. The Citizen's Participation Plan (Appendix A) includes a clarification to the language regarding administrative approval of non-substantial changes.

To obtain community input, PHCD conducted nine (9) community-wide meetings in the north and the south areas of the County during the months of December 2011, January 2012, and May 2012. The

meetings were held in publicly accessible, transit-oriented facilities with representatives of all NRSAs, community agencies and groups, and local residents. These meetings were scheduled during the week and weekend as well as during the day and evening times so that all who desired to participate would be able to attend one or more of the meetings. PHCD also established a dedicated e-mail address on the County website so that any comments or concerns could be delivered to staff in an electronic format.

The community input for the FY 2013-2017 Consolidated Plan included the following high priorities: economic development, public service, capital improvements/infrastructure, and housing. Submitted comments are attached to the plan, as Appendix B and priorities of the Community Advisory Committees are contained in the Community Development section of the Plan.

#### **DISCUSSION OF THE NEIGHBORHOOD REVITALIZATION STRATEGY AREAS**

The Federal Register published on January 5, 1995 authorized entitlement grantees to develop comprehensive approaches to address economic development and housing needs in a designated neighborhood within their community. This approach is referred to as a Neighborhood Revitalization Strategy Area (NRSA). To meet the needs of the community, Miami-Dade County previously established NRSA's in a concerted effort to focus on the issues within specific neighborhoods. These areas must meet certain criteria established by U.S. HUD, as follows:

- The selected area must be primarily residential.
- The selected area must represent a contiguous geographic area.
- The area must contain a high percentage of Low-Mod Income (LMI) households. The percentage of LMI residents within the neighborhood must be equal to:
  - 70 percent of the total population in the selected area (if the grantee's upper quartile is greater than 70 percent LMI residents);
  - The upper quartile percentage, if the grantee's upper quartile is greater than 51 percent, but less than 70 percent LMI in the total population)

As of June 2012, Miami-Dade County's existing NRSA's include eight (8) communities representing the poorest segments of the population. These eight (8) areas include:

- |                         |                      |
|-------------------------|----------------------|
| 1. Goulds               | 5. Opa-Locka         |
| 2. Leisure City/Naranja | 6. Perrine           |
| 3. Melrose              | 7. South Miami       |
| 4. Model City           | 8. West Little River |

The following discussion is intended to set forth the most viable options for continuing the County's NRSA targeted investment strategy.

#### **Option I - Existing Structure**

This option proposes the continuation of six of the eight existing NRSA's to exclude Melrose and Goulds and the addition of Cutler Ridge for a total of seven NRSA's. Although the demographic analysis notes that the Melrose area contains nearly 79% low- to moderate-income households, Melrose contains only one Eligible Block Group based on the most recent Census. With an area of this nominal size, developing projects of any significant and meaningful impact and facilitating the organizational structure and capacity on a neighborhood basis will be severely reduced. The combination of Goulds' lower population and poverty rate in comparison to Cutler Ridge resulted in the Goulds NRSA's now being considered as a Neighborhood Outreach Areas (as described below in Tier 2). The remaining six NRSA's have active organizations and contain a larger geographic area to be serviced. The recent Census data

will dictate a change in boundaries to these NRSAs, with the current West Little River NRSA increasing in size exponentially.

A recent demographic analysis conducted by the Department of Regulatory and Economic Resource (RER) in April 2012, identified an additional five (5) new neighborhoods as meeting the U.S. HUD NRSA criteria: Biscayne North, Cutler Ridge, North Miami, Sweet Water, and West Kendall. These areas currently do not have an existing community engagement structure in place. Table 2 (attached), provides a summary of the proposed target areas under consideration for designation as an NRSA.

### **Option II - Prioritization Based on Need**

This is a hybrid option that has demonstrated successful application in other similar communities across the nation. In Arlington County, Virginia, for example, the County has established an NRSA strategy that prioritizes the eligible target areas based on an assessment of the degree of poverty, need and other key economic indicators. These neighborhoods are then categorized into tiers, with each tier defining a level of need and establishing the foundation for the type and scope of assistance that is provided. Using a similar approach, the County's eligible low-income target areas would be divided into one of two (2) tiers: 1) Neighborhood Focus NRSAs, or 2) Neighborhood Outreach Areas, as follows:

**Tier 1 – Neighborhood Focus NRSAs:** PHCD recommends designating nine (9) areas as Neighborhood Focus NRSAs: Leisure City/Naranja, Goulds, Model City, Opa Locka, Perrine, South Miami, West Little River, Biscayne North, and Cutler Ridge. These areas represent the County's neighborhoods with the greatest socio-economic needs and would receive the highest level and scope of services. As is the case with Arlington County, Virginia, the Neighborhood Focus NRSAs would be represented by Community Advisory Committees (CACs) and would be targeted to receive CDBG-funded neighborhood-specific programs and services. Based on this tiered strategy, PHCD would recommend the classification of its neighborhood "focus" areas as reflected in Table 3 (attached).

**Tier 2 – Neighborhood Outreach Areas:** PHCD recommends designating four (4) areas as Neighborhood Outreach Areas: Melrose, North Miami, Sweet Water, and West Kendall. These areas represent relatively stable neighborhoods with high populations of low-income persons but without major revitalization needs. They would be designated to receive outreach, civic engagement support and monitoring. The focus in Outreach Areas would be to ensure that low-income households are aware of County-funded programs for which they are eligible, and to foster their participation in civic affairs. Based on this tiered strategy, PHCD would recommend the classification of its neighborhood "outreach" areas, as reflected in Table 3 (attached):

### **Option III – Regional Target Areas**

PHCD considered a third option which would have combined the West Little River and Model City NRSAs, since both of these areas form one large, contiguous low-income area, that, when combined, would have served the North Dade area. The same is true of Goulds, Perrine, and Cutler Ridge, which, when combined, would have formed one large, contiguous area serving primarily South Dade. However, this option was not given full consideration after representatives of the impacted areas expressed a strong desire to maintain their separate, individual community identities and geographic boundaries.

### **Summary of NRSA Discussion**

Based on the analysis contained herein, PHCD recommends Option II. This option provides for nine (9) low-income target areas to be designated as NRSAs and four (4) low-income areas to be designated for special outreach. The proposed funding recommendations and priorities, as stated herein for the period of FY 2013 through FY 2017, would largely be targeted to address needs of low- and moderate-income

households residing in the nine (9) NRSAs but would focus some outreach efforts within the four (4) Neighborhood Outreach Areas. Given a shrinking pool of federal funding for housing, economic development, public facilities, and public service activities, it is strongly felt that this strategy would offer the greatest economic return on investment to the County and would likely result in more measurable economic, social, and physical impact in these low-income target areas.

**POLICY FOR ALLOCATION OF FY 2013 ALLOCATION OF CDBG, HOME AND ESG FUNDS**

The drastic reduction in funding in FY 2012 requires consideration of alternatives that would employ the best use of limited funds. Accordingly, PHCD is providing the Board with two options to consider in the allocation of FY 2013 federal funds, which are conservatively estimated at the same level of current year funding.

**Option I – Request for Applications (RFA) Process**

This option would allocate funds to be consistent with the categories reflected in Table 1, as follows:

**I. CDBG (\$10.6 million)**

Economic Development	24 Percent
Public Services	15 Percent
Public Facilities	34 Percent
Housing	7 Percent
Administration	20 Percent

**II. HOME (\$3.5 million)**

Tenant Based Rental Assistance	46 Percent
Multi-Family Housing Construction and /or Rehabilitation	29 Percent
Homeowner Rehabilitation (seniors/disabled)	15 Percent
Administration	10 Percent

**III. ESG (\$1.4 million)**

Rapid Re-housing	44 Percent
Emergency Shelter	56 Percent

This option is the traditional approach which PHCD currently utilizes in the annual award of CDBG, HOME and ESG funds, where agencies are awarded funding through a Request for Application (RFA). Through this process multiple projects compete for funding in the categories referenced above.

The Request for Application (RFA) would also include the award of funds for SURTAX, SHIP and any other local, state or federal funds in any RFA or other application process in accordance with policy set by the Board. This system may continue to be utilized over the next five years, but the exact types of services and facilities may change based on needs and conditions each year.

**Option II – Strategic RFA Allocation Process**

Excluding the administrative portion of the federal allocation, this option would target the use of funds as follows:

Fifty percent (50%) of CDBG funds to one or more specific NRSA(s) project(s). The objective of this approach is to identify and fund a project or projects which will have significant impact on a low- to moderate-income community. The determination of which NRSA(s) should be awarded the funds would be based on the ranking of the NRSA's, as reflected in Table 4 (attached). The activities to be funded would be determined from the list of priorities reported in the Consolidated Plan as established by the community and its respective Community Advisory Committee (CAC) during the Consolidated Plan workshops. Subsequent to the determination of which NRSA or Eligible Block Group will receive the funding for the current plan year, if a specific project has already been identified by the community, then a Request for Proposals (RFP) or Request for Applications (RFA) will be issued to find an agency to complete the specific project. The subsequent award of funds to the project/agency will be brought to the Board for approval. In those instances where there has not been a specific project identified, but the community has identified a priority need, then applications will be reviewed pursuant to an RFA to find projects which meet the priority need identified. The subsequent award of funds to the project/agency will be brought to the Board for approval.

Thirty-seven percent (37%) of CDBG funds would be reserved county-wide projects, including eligible block groups, NRSA's and Neighborhood Outreach Areas; thirteen percent (13%) of the funds would be reserved for Commission District Fund allocations. HOME funds would be prioritized for countywide shovel-ready projects and ESG funds would be allocated county-wide, both through the RFA process. In the event the ESG allocation is significantly decreased, the priority for funding would be focused on emergency shelter, specifically to ensure that Beckham Hall continues to operate.

Further, County departments' allocation can be accomplished within the overall 87 percent (50% + 37% categories) of remaining funds to be distributed via the RFA process, by directing the County departments to focus their activities within the NRSA's.

#### **Gap Financing**

In addition, PHCD requests authority to issue a SURTAX RFA for gap financing, if necessary. The County typically makes funding available for projects that have been awarded 9 percent tax credits from the State of Florida. Such gap financing would allow the projects to be completed, and avoid risking loss of the credits. The SURTAX RFA would be issued together with the method chosen by the Board or as a separate process.

#### **SUMMARY**

This item requires the following decisions by the Board:

1. Choose one (1) of the three (3) structures for Neighborhood Revitalization Strategy Areas.
  - 1.1. Option I – Maintain the Existing Structure
  - 1.2. Option II - Prioritization Based on Need (**Staff recommends this option.**)
  - 1.3. Option III – Regional Target Areas
  
2. Choose one (1) of the two (2) methods by which the FY 2013 federal awards should be allocated.
  - 2.1. Option I – Request for Applications (RFA) Process
  - 2.2. Option II – Strategic RFA Allocation Process (**Staff recommends this option.**)

Staff recommends an NRSA structure that is prioritized based on need (Recommendation 1.2, Option II) and a strategic RFA allocation process (Recommendation 2.2, Option II) for the use of FY 2013 federal funds.

In addition, Staff recommends the Board gives the authority to make available State Housing Initiative Partnership (SHIP), Documentary Stamp Surtax (SURTAX), and any other local and state funds in future RFAs, which will be expended county wide.

Chairman Joe A. Martinez  
and Members, Board of County Commissioners  
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Attachments



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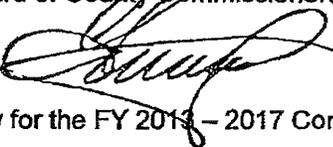
Russell Benford, Deputy Mayor

# Memorandum



**Date:** September 4, 2012

**To:** Honorable Chairman Joe A. Martinez  
and Members, Board of County Commissioners

**From:** Carlos A. Gimenez  
Mayor 

**Subject:** Executive Summary for the FY 2013 – 2017 Consolidated Plan

This item was amended at the July 11, 2012 Economic Development and Social Services Committee meeting to reflect changes requested by Commissioner Dennis C. Moss and Commissioner Jean Monestime. These changes are incorporated within this item. Miami-Dade County (the County) is required to submit a Consolidated Plan (the Plan), to the United States Department of Housing and Urban Development (U.S. HUD), by November 15, 2012, in accordance with U.S. HUD's Consolidated Submissions for Community Planning and Development programs. The purpose of the Plan is to establish how the County, after a comprehensive assessment of its housing, community development, homeless and non-homeless special needs environment, proposes to utilize its Community Development Block Grant (CDBG), Home Investment Partnerships (HOME) and Emergency Solutions Grant (ESG) program funds to address the identified needs of its low-to moderate income residents.

The Plan is required to be submitted every five years with annual updates through an Annual Action Plan. The proposed Consolidated Plan is for the period FY 2013 – FY 2017. In November 2011, Public Housing and Community Development began preparations for the development of the Plan. PMG Associates, Inc. was hired as the consultants to develop the FY 2013 – FY 2017 Consolidated Plan. Through a series of 9 workshops, residents of the impacted communities within the entitlement areas of Miami-Dade County were given the opportunity to provide significant input into the priority needs of their respective communities; their input has been incorporated into the final Plan.

As the basis of our analyses, a comparison of the 2000 and 2010 census data revealed there have been significant demographic changes among communities within the Miami-Dade County entitlement areas. As a consequence of the demographic changes, there have been some major shifts in the communities with the highest concentration of low- to moderate-income individuals and households. These demographic changes will require the Board of County Commissioners (the Board) in their approval of the Plan to make some critical decisions on which low- to moderate-income communities should be given priority for funding. In the past, the County has utilized U.S. HUD's guidelines to establish Neighborhood Revitalization Strategy Areas (NRSAs), for the purpose of prioritizing which communities should be the focus of the County's allocation of its federal grant funds.

In FY 2012 the County experienced reductions of 31 percent and 44 percent in its CDBG and HOME allocations respectively, in its annual entitlement from U.S HUD. These reductions will require the Board, during their deliberations on the Plan, to make strategic decisions on how the County's FY 2013 federal funds will be allocated, as funding projections are anticipated at the same levels as the current year.

## STAFF RECOMMENDATIONS

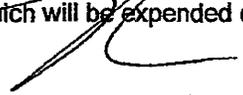
This item seeks approval from the Board on the following:

1. Approve and authorize submission of the FY 2013 – FY 2017 Consolidated Plan to US HUD by November 15, 2012.
2. Adopt a policy for composition of NRSAs for the next five years with three (3) options:
  - a. **Option I - Continue Existing Structure:** Continue with 6 of 8 existing NRSAs and add one (1) new NRSA for a total of 7 NRSAs.
  - b. **Option II - Prioritization Based on Need: (Staff recommends this option.)** Establish NRSA strategy that prioritizes the eligible target areas (categorized into tiers) based on an assessment of the degree of poverty, need and other key economic indicators to provide for nine (9) Neighborhood Focus NRSAs and four (4) Neighborhood Outreach Areas.

- c. **Option III – Regional Target Areas:** Combine NRSAs to form one large, contiguous low-income area serving the North Dade, Central Dade and South Dade communities.
3. Adopt a policy for allocation of FY 2013 CDBG, HOME, and ESG funds based on two options:
    - a. **Option I - Request for Applications (RFA) Process:** Allocate funds through an annual Request-For-Application process.
    - b. **Option II - Strategic RFA Allocation Process: (Staff recommends this option.)** Allocate funds through a strategic RFA process to projects or activities which will have a significant impact on the NRSA, which has been ranked as having the greatest need, based on an evaluation of approximately 15 variables representing indicators of poverty with the community. Excluding the administrative portion of the federal allocation, this option would target the use of funds as follows:
      - Excluding the administrative portion and funds allocated to County departments, a minimum of fifty percent (50%) of the remaining CDBG funds are to be used for economic development in the specific NRSA(s).
      - Thirty-seven percent (37%) of CDBG funds would be reserved county-wide projects, including eligible block groups, NRSAs and Neighborhood Outreach Areas.
      - Thirteen percent (13%) of the funds would be reserved for Commission District Fund allocations.
      - County departments' allocation can be accomplished within the overall 87 percent (50% + 37% categories) of remaining funds to be distributed via the RFA process, by directing the County departments to focus their activities within the NRSA's.
      - HOME funds would be prioritized for countywide shovel-ready projects and ESG funds would be allocated county-wide, both through the RFA process. In the event the ESG allocation is significantly decreased, the priority for funding would be focused on emergency shelter.
  4. Authorize the County Mayor or County Mayor's designee to approve the inclusion of State Housing Initiative Partnership (SHIP), Documentary Stamp Surtax (SURTAX), and any other local, state or federal funds, which may become available in the FY 2013 Action Plan. In addition, PHCD requests authority to issue a SURTAX RFA for gap financing, if necessary. The County typically makes funding available for projects that have been awarded 9 percent tax credits from the State of Florida. Such gap financing would allow the projects to be completed, and avoid risking loss of the credits. The SURTAX RFA would be issued together with the method chosen by the Board or as a separate process.
  5. Authorize the County Mayor or the County Mayor's designee to receive and expend grant funds, and to execute such contracts, agreements, Memoranda of Understanding (MOU), and amendments, after approval by the County Attorney, as required by program guidelines; apply for, receive, and expend additional funds that may become available during the term of the grant; to file and execute any amendments to the application for and on behalf of the County; and to exercise amendments, modifications, renewal, cancellation, and termination clauses of any contracts and agreements, subject to the approval of the County Attorney's Office.

**SUMMARY**

Staff recommends an NRSA structure that is prioritized based on need (Recommendation 2, Option II) and a strategic RFA allocation process (Recommendation 3, Option II) for the use of FY 2013 federal funds. In addition, Staff recommends the Board gives the authority to make available State Housing Initiative Partnership (SHIP), Documentary Stamp Surtax (SURTAX), and any other local and state funds in future RFAs, which will be expended county wide.

  
\_\_\_\_\_  
Russell Benford, Deputy Mayor



# MEMORANDUM

(Revised)

**TO:** Honorable Chairman Joe A. Martinez  
and Members, Board of County Commissioners

**DATE:** September 4, 2012

**FROM:** R. A. Cuevas, Jr.  
County Attorney

**SUBJECT:** Agenda Item No. 8(K)(1)

Please note any items checked.

- "3-Day Rule" for committees applicable if raised
- 6 weeks required between first reading and public hearing
- 4 weeks notification to municipal officials required prior to public hearing
- Decreases revenues or increases expenditures without balancing budget
- Budget required
- Statement of fiscal impact required
- Ordinance creating a new board requires detailed County Manager's report for public hearing
- No committee review
- Applicable legislation requires more than a majority vote (i.e., 2/3's \_\_\_\_, 3/5's \_\_\_\_, unanimous \_\_\_\_ ) to approve
- Current information regarding funding source, index code and available balance, and available capacity (if debt is contemplated) required

Approved \_\_\_\_\_ Mayor

Agenda Item No. 8(κ)(1)

Veto \_\_\_\_\_

9-4-12

Override \_\_\_\_\_

RESOLUTION NO. \_\_\_\_\_

RESOLUTION APPROVING MIAMI-DADE COUNTY'S FY 2013 - 2017 CONSOLIDATED PLAN; AUTHORIZING THE COUNTY MAYOR OR THE COUNTY MAYOR'S DESIGNEE TO SUBMIT THE FY 2013 - 2017 CONSOLIDATED PLAN TO THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT; ADOPTING A POLICY FOR ALLOCATION OF COMMUNITY DEVELOPMENT BLOCK GRANT, HOME INVESTMENT PARTNERSHIPS, AND EMERGENCY SOLUTIONS GRANT PROGRAM FUNDS IN THE FY 2013 ACTION PLAN; ADOPTING A POLICY FOR COMPOSITION OF NEIGHBORHOOD REVITALIZATION STRATEGY AREAS FOR THE NEXT FIVE YEARS

WHEREAS, this Board desires to accomplish the purposes outlined in the accompanying justification memorandum, a copy of which is incorporated herein by reference.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF MIAMI-DADE COUNTY, FLORIDA, that:

Section 1. The Board approves the FY 2013-2017 Consolidated Plan and authorizes the County Mayor or the County Mayor's designee to submit the FY 2013 - 2017 Consolidated Plan to the U.S. Department of Housing and Urban Development.

Section 2. The Board adopts Option II as set forth in the accompanying justification memorandum, as a policy for composition of Neighborhood Revitalization Strategy Areas (NRSAs) for the next five years.

Section 3. The Board adopts Option II, as set forth in the accompanying justification memorandum, as a policy for allocation of Community Development Block Grant, HOME

Investment Partnerships, and Emergency Solutions Grant program funds applicable to the FY 2013 Action Plan.

Section 4. The Board authorizes the County Mayor or County Mayor's designee to include any available State Housing Initiative Partnership; Documentary Stamp Surtax and any other local state or federal funds in any Request for Application or other application process in accordance with policy set by the Board.

Section 5. The Board authorizes the County Mayor or County Mayor's designee to apply for and receive other federal, state or local grant funds as they become available.

Section 6. The Board authorizes the County Mayor or County Mayor's designee to execute such contracts, agreements, memoranda of understanding, and amendments, after approval by the County Attorney, as required by program guidelines or to fulfill the purposes of this resolution. The Board further authorizes the County Mayor or County Mayor's designee to file and execute any amendments to the applications for grant funds on behalf of the County; and to exercise amendments, modifications, renewal, cancellation, and termination clauses of any contracts and agreements, subject to the approval of the County Attorney's Office

Section 7. The County Mayor or County Mayor's designee is directed to execute the Consolidated Plan and subsequent Request For Applications (RFA) or other processes in a manner consistent with Resolution No. R-596-12.

The foregoing resolution was offered by Commissioner  
who moved its adoption. The motion was seconded by Commissioner  
and upon being put to a vote, the vote was as follows:

Joe A. Martinez, Chairman  
Audrey M. Edmonson, Vice Chairwoman

Bruno A. Barreiro	Lynda Bell
Esteban L. Bovo, Jr.	Jose "Pepe" Diaz
Sally A. Heyman	Barbara J. Jordan
Jean Monestime	Dennis C. Moss
Rebeca Sosa	Sen. Javier D. Souto
Xavier L. Suarez	

The Chairperson thereupon declared the resolution duly passed and adopted this 4<sup>th</sup> day of September, 2012. This resolution shall become effective ten (10) days after the date of its adoption unless vetoed by the Mayor, and if vetoed, shall become effective only upon an override by this Board.

MIAMI-DADE COUNTY, FLORIDA  
BY ITS BOARD OF  
COUNTY COMMISSIONERS

HARVEY RUVIN, CLERK

By: \_\_\_\_\_  
Deputy Clerk

Approved by County Attorney as  
to form and legal sufficiency.

Brenda Kuhns Neuman



**Table 1: FY 2013 Priorities and Proposed Outcomes**

Proposed Activity	Funding Source	Category	Projected Funding Amount	Annual Outcomes
<b>COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG):</b>				
Economic Development – 24% (includes Small Business and Microenterprise lending; Technical Assistance to Businesses; Small Business Incubators; and, Special Economic Development )	CDBG	Economic Development	\$2,538,843	77 Jobs created
Public Services – 15% (includes Meals programs for the elderly and disabled, Juvenile diversion programs, Employment training and assistance, Childcare and Transportation Services)	CDBG	Public Service	\$1,591,676	4,548 people served
Public Facilities & Capital Improvements – 34.2% (includes parks and recreational facilities; Street, Sidewalk, Roadway, and Drainage Improvements; and improvements to senior and youth facilities)	CDBG	Public Facilities and Capital Improvements	\$3,633,859	7,072 people served; 3 facilities improved
Housing – 6.8% (includes housing code enforcement, graffiti abatement, and Tenant-based Rental Assistance)	CDBG	Housing	\$724,562	1,226 people served; 16 housing units assisted
Administrative – 20%	CDBG	Program Administration	\$2,122,235	
		<b>TOTAL – CDBG:</b>	<b>\$10,611,175</b>	
<b>HOME INVESTMENT PARTNERSHIPS PROGRAM (HOME):</b>				
Tenant-based Rental Assistance (TBRA) – 46.5%	HOME	Housing	\$1,630,596	288 households served
Multi-Family Housing Construction and/or Rehabilitation – 28.5%	HOME	Housing	\$1,000,000	20 rental units constructed or rehabilitated
Homeowner Rehabilitation (seniors/disabled) – 15%	HOME	Housing	\$526,120	10 owner-occupied units rehabilitated
Administration – 10%	HOME	Program Administration	\$350,746	
		<b>TOTAL – HOME:</b>	<b>\$3,507,462</b>	
<b>EMERGENCY SOLUTIONS GRANT PROGRAM (ESG):</b>				
Rapid Re-housing – 44%	ESG	Homeless/AIDS Housing	\$621,431	488 households served
Emergency Shelter – 56%	ESG	Homeless/AIDS Housing	\$788,826	350 individuals served
		<b>TOTAL – ESG:</b>	<b>\$1,410,257</b>	

**Table 2: Areas Eligible for Designation as a Neighborhood Revitalization Strategy Area**

Target Area	Advantages	Disadvantages	Recommendation
Biscayne North	Area currently meets U.S. HUD NRSA criteria. Would target resources to previously under-served area of County.	No existing CAC structure in place; no existing community development capacity to implement projects, activities, or services; small geographic area limits potential economic impact to County. Would require costly investment to create required infrastructure and capacity, with no immediate return on investment.	Recommended for a new NRSA designation.
Cutter Ridge	Area currently meets U.S. HUD NRSA criteria. Would target resources to previously under-served area of County.	No existing CAC structure in place; no existing community development capacity to implement projects, activities, or services; small geographic area limits potential economic impact to County. Would require costly investment to create required infrastructure and capacity, with no immediate return on investment.	Recommended for a new NRSA designation.
Goulds	Existing NRSA; CAC community engagement infrastructure in place; some local capacity exists to implement projects, programs, and services; community plans/charrettes in place and ready for implementation.	Only limited community development capacity and infrastructure in place to implement projects, activities, or services.	Recommended for a continued NRSA designation.
Leisure City/Naranja	Existing NRSA; CAC community engagement infrastructure in place; some local capacity exists to implement projects, programs, and services; community plans/charrettes in place and ready for implementation.	Only limited community development capacity and infrastructure in place to implement projects, activities, or services.	Recommended for a continued NRSA designation.
Melrose	Existing NRSA; CAC community engagement infrastructure in place.	Very limited geographic area will not result in measurable economic impact to County; extremely low community participation. No existing community development capacity and infrastructure in place to implement projects, activities, or services.	Not recommended for a continued NRSA designation.
Model City	Existing NRSA; CAC community engagement infrastructure in place; large geographic area; large low-mod population; some local capacity exists to implement projects, programs, and services; community plans/charrettes in place and ready for implementation; high level of community participation.	Only limited community development capacity and infrastructure in place to implement projects, activities, or services. Leadership development required.	Recommended for a continued NRSA designation.
North Miami	Area currently meets U.S. HUD NRSA criteria. Would target resources to previously under-served area of County.	No existing CAC structure in place; no existing community development capacity to implement projects, activities, or services; small geographic area limits potential economic impact to County. Would require costly investment to create required infrastructure and capacity, with no immediate return on investment.	Not recommended for a NRSA designation.
Opa-Locka	Existing NRSA; CAC community engagement infrastructure in place; some local capacity exists to implement projects, programs, and services; community plans/charrettes in place and ready for implementation.	None	Recommended for a continued NRSA designation.

**Table 2: Areas Eligible for Designation as a Neighborhood Revitalization Strategy Area**

Target Area	Advantages	Disadvantages	Recommendation
Perrine	Existing NRSA; CAC community engagement infrastructure in place; some local capacity exists to implement projects, programs, and services; community plans/charrettes in place and ready for implementation; high level of community participation.	None	Recommended for a continued NRSA designation.
South Miami	Existing NRSA; CAC community engagement infrastructure in place; community plans/charrettes in place and ready for implementation; high level of community participation.	No existing community development capacity to implement projects, activities, or services; small geographic area limits potential economic impact to County. Would require costly investment to create required infrastructure and capacity, with no immediate return on investment.	Recommended for a continued NRSA designation.
Sweetwater	Area currently meets U.S. HUD NRSA criteria. Would target resources to previously under-served area of County.	No existing CAC structure in place; no existing community development capacity to implement projects, activities, or services; small geographic area limits potential economic impact to County. Would require costly investment to create required infrastructure and capacity, with no immediate return on investment.	Not recommended for a NRSA designation.
West Kendall	Area currently meets U.S. HUD NRSA criteria. Would target resources to previously under-served area of County.	No existing CAC structure in place; no existing community development capacity to implement projects, activities, or services; small geographic area limits potential economic impact to County. Would require costly investment to create required infrastructure and capacity, with no immediate return on investment.	Not recommended for a NRSA designation.
West Little River	Existing NRSA; CAC community engagement infrastructure in place; large geographic area; large low-mod population; some local capacity exists to implement projects, programs, and services; community plans/charrettes in place and ready for implementation; high level of community participation.	Only limited community development capacity and infrastructure in place to implement projects, activities, or services.	Recommended for a continued NRSA designation.

**Table 3: Neighborhood Revitalization Strategy Area - Tiered Classification System**

Tier 1 Neighborhood Focus NRSAs	Tier 2 Neighborhood Outreach Areas
1. Model City	1. Sweetwater
2. Opa-Locka	2. Melrose
3. Leisure City/Naranja	3. West Kendall
4. West Little River	4. North Miami
5. Perrine	
6. Cutler Ridge	
7. South Miami	
8. Goulds	
9. Biscayne North	

**Table 4: NRSAs and OUTREACH AREAS: NEED ESTIMATES**

Area	Total Population	Poverty Rate	Less Than High School Diploma (Percent of Population 25 Years and Over)	Median Household Income	Cost Burdened Households (Percent of Total Households)	Female Households (Percent of Total Households) with one or more people under 18 years	Structures Built Before 1950 (%)	Percent Vacant HU	Unemployment Rate	Households With No Vehicle	RANKING SCORE
Model City	23,014	40.8%	34.3%	\$22,710	59.3%	26.7%	17.0%	79.9%	16.4%	28.8%	165
Opel-Locke	15,356	30.3%	37.6%	\$21,322	62.5%	17.9%	12.3%	71.3%	14.2%	21.9%	143
Leisure City/Naranja	25,665	33.0%	38.9%	\$29,256	63.8%	20.0%	2.0%	69.2%	10.7%	12.0%	139
West Little River	40,671	29.2%	34.4%	\$30,454	60.3%	19.1%	14.8%	69.3%	12.1%	18.8%	137
Pennine	5,602	41.3%	17.8%	\$19,999	60.7%	31.5%	9.0%	74.1%	16.5%	34.5%	129
Cutter Ridge	7,377	29.0%	32.8%	\$22,256	61.9%	13.8%	4.6%	77.1%	11.3%	34.5%	128
South Miami	1,711	52.1%	36.3%	\$14,818	72.2%	27.8%	17.9%	88.5%	13.1%	37.2%	94
Couids	5,743	27.9%	32.2%	\$30,165	53.4%	20.6%	2.2%	71.3%	9.2%	16.7%	91
Biscayne North	4,975	20.8%	32.2%	\$29,773	64.0%	19.1%	7.9%	75.2%	14.1%	19.3%	91
Sweetwater	5,508	32.9%	39.1%	\$23,308	65.3%	14.8%	1.0%	71.1%	7.3%	15.5%	91
Melrose	2,492	30.7%	39.0%	\$27,370	62.9%	6.5%	28.6%	79.0%	6.0%	17.2%	80
West Kendall	5,875	15.8%	24.7%	\$39,999	64.8%	13.5%	0.0%	67.9%	6.4%	6.7%	76
North Miami	4,850	25.0%	29.0%	\$37,872	64.5%	13.5%	9.1%	71.6%	10.0%	10.2%	69
<b>Miami-Dade County</b>	<b>2,457,044</b>	<b>16.9%</b>	<b>23.5%</b>	<b>\$42,999</b>	<b>65.7%</b>	<b>10.8%</b>	<b>10.8%</b>	<b>48.5%</b>	<b>14.0%</b>	<b>7.6%</b>	

\* Renters and owners with or without a mortgage, paying 30 percent or more of their household income for monthly housing costs (excluding housing units where monthly housing costs could not be computed).

Source: U.S. Census Bureau, 2005-2009 American Community Survey 5-Year estimates. Prepared by Planning Research Section, Department of Regulatory and Economic Resources, June 2012.

Note: The above Neighborhood Revitalization Strategy Areas (NRSAs) satisfy the HUD criteria regarding areas designated as NRSAs. The criteria include that the area must be comprised of at least 70 percent low/moderate persons or in the upper quartile of the jurisdiction, is predominantly residential, and that all block groups that comprise the NSRA are contiguous. In order to rank the relative needs of these areas a distress index was developed using factors that are associated with socio-economic distress. These factors are indicated above. In addition to these qualitative measures of the intensity of distress, population was included in order to capture the magnitude of need in the area.