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Overtown partnership & community action program agenda

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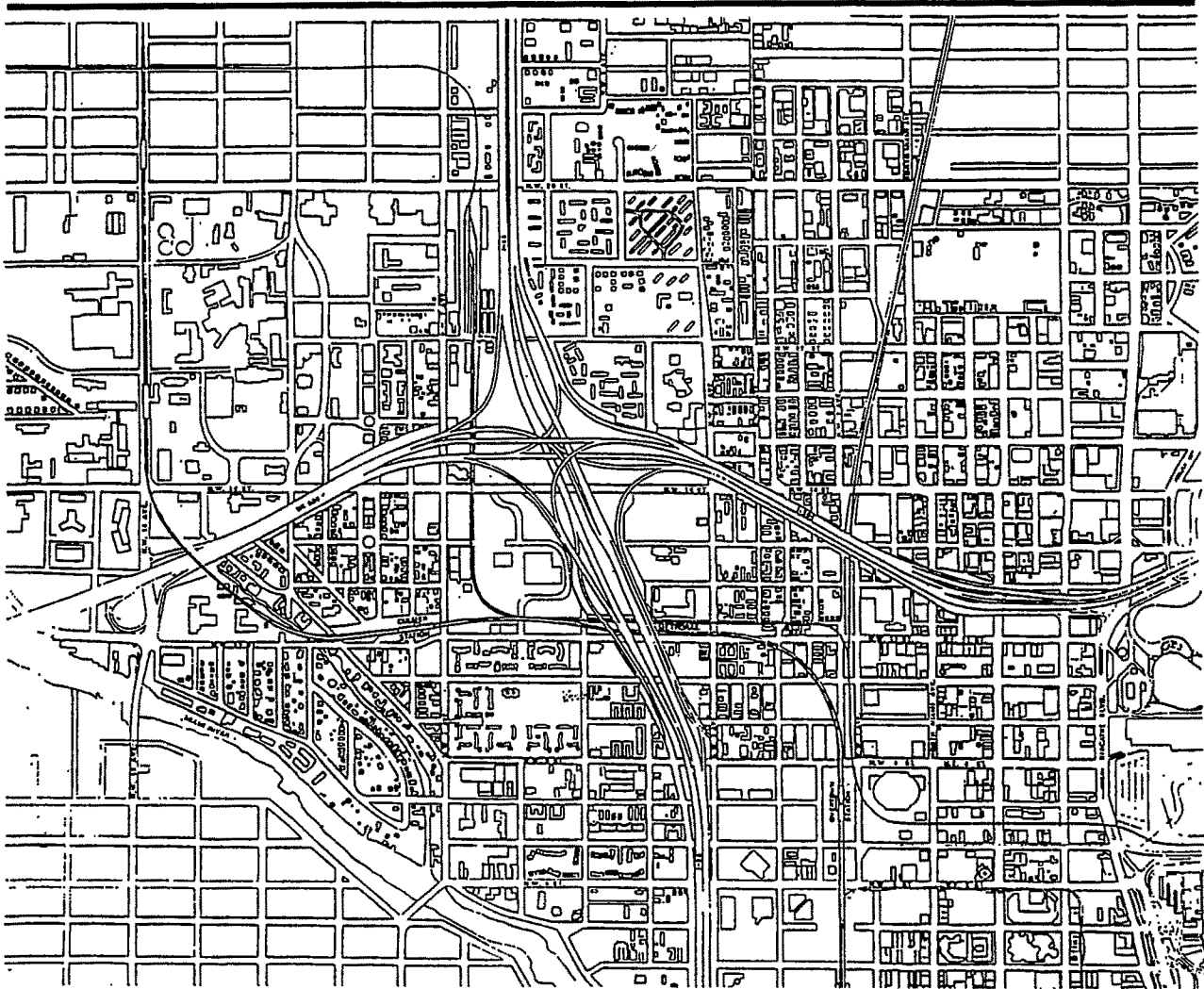
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OVERTOWN COMMUNITY REDEVELOPMENT PLAN & ACTION PROGRAM STUDY



OVERTOWN PARTNERSHIP & COMMUNITY ACTION PROGRAM AGENDA

Final Recommendations: Tasks 7.0 & 8.0

**Prepared for:
OVERTOWN ADVISORY BOARD, INC. & CITY OF MIAMI, FL**

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By:
FLORIDA CENTER for Urban Design & Research.
In Association with Reginald A. Barker, A.I.C.P.
& Robert D. Cruz, Ph.D.

FLORIDA CENTER
for Urban Design & Research

FAMU/USF ARCHITECTURE PROGRAM
UNIVERSITY OF SOUTH FLORIDA, TAMPA, FLORIDA

December 1993

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1.0 INTRODUCTION & SUMMARY

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1.1 PURPOSE & SCOPE OF THE OVERTOWN PARTNERSHIP & CAP AGENDA

General Background

This report--the **Overtown Partnership and Community Action Program Agenda**--forms an integral part of the work produced in an 18-month "Overtown Community Redevelopment Plan and Action Program Study" conducted during 1991-93 by the Overtown Advisory Board, Inc. (OAB) under a \$100,000 federal CDBG Program grant from the City of Miami.

The OAB's Consultant Team was led by the Florida Center for Urban Design & Research, a public service institute of the University of South Florida (USF) at Tampa. For this project the Florida Center contributed nationally recognized expertise in community redevelopment planning and implementation, public-private partnership approaches to neighborhood revitalization, urban design, and architecture. Sub-consultants to Florida Center included: Reginald A. Barker, AICP, Planning Consultant, a native of South Florida with extensive prior experience of working for the City of Miami and Overtown community organizations; and Robert D. Cruz, Ph D, Economic and Fiscal Analyst, a member of the University of Miami economic research faculty who also has extensive planning experience with the City of Miami. Other reputable experts provided valuable advice on state and local government policies and practices for financing community redevelopment.

Five other final documents produced in these comprehensive study efforts centered around the creation of a feasible community redevelopment plan (CRP) and tax increment financing (TIF) district in the residual areas of the Overtown CD Target Area which were excluded from the Southeast Overtown/Park West (SEO/PW) redevelopment financing district when it was established in 1982. The additional redevelopment program--identified as the Overtown Community Redevelopment Plan (CRP) and TIF District--is intended to strengthen the existing SEO/PW redevelopment implementation effort and to provide a workable means of executing and financing future public and private action programs in the rest of the Overtown Community. Both the existing SEO/PW project and the proposed Overtown CRP and TIF District are based upon the legal authority provided in Florida Statutes Chapter 163-Part III which empowers local governments, such as Metro-Dade County and the City of Miami, to employ unusual redevelopment powers and tax increment revenue financing mechanisms in blighted urban districts in order to eliminate blighting forces, promote private reinvestment, deliver affordable housing and economic development benefits, strengthen the tax base, and achieve other important public purposes.

The Consultant Team conducted extensive surveys and research on patterns of structural deterioration and environmental blight, adverse demographic characteristics and trends, and historical changes in the assessed property tax base in the entire Overtown CD Target Area and

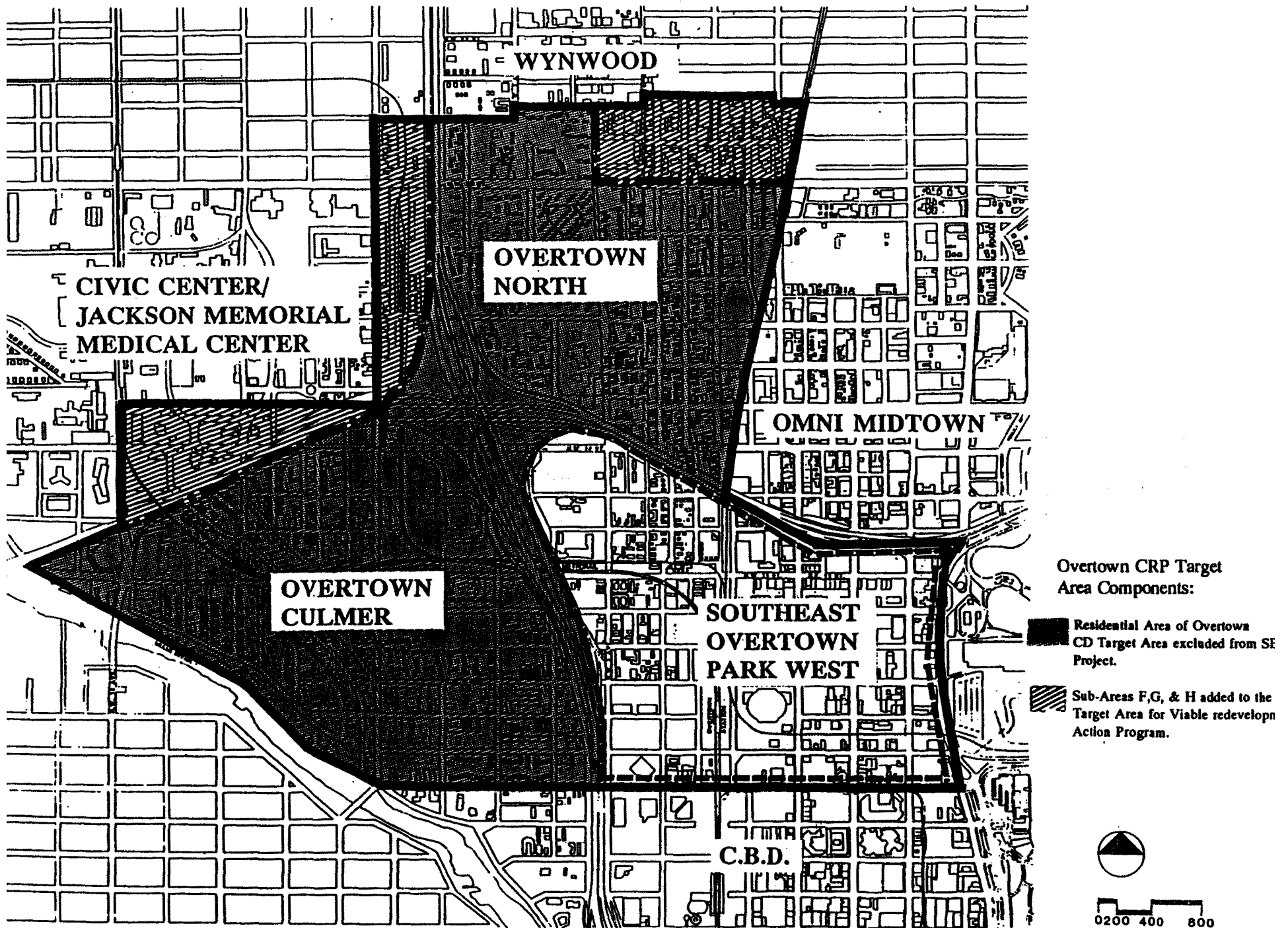


FIGURE 1.1A: Overtown CRP Target Area Boundaries

certain bordering sub-areas. On the basis of these studies, boundaries for the Overtown CRP and auxiliary TIF District have been recommended as depicted in the accompanying map (See Figure 1.1A). Extremely detailed reports have been prepared for this target area to support public hearings and approvals of the Overtown CRP and TIF District by the Metro-Dade County Board of County Commissioners and the Miami City Commission. (See later "List of References" for identification of the numerous related reports.)

Purpose and Scope of This Report

The Overtown Partnership and Community Action Program Agenda provides Consultant Team recommendations and guidelines for the coalition of Overtown's community leaders and interest groups and the active participation of community-based institutions, development organizations, property owners and businesses in the implementation of projects throughout the combined SEO/PW and Overtown CRP target area. A cohesive agenda for action on the part of all groups with interests in the traditional Overtown Community offers the best possible assurance that their particular needs and concerns will be successfully addressed in the implementation of the Overtown CRP and the completion of the SEO/PW redevelopment program.

The content of this report responds to two particular work program tasks as defined in OAB's consulting services agreement with USF/Florida Center, including: "Task 7.0: Community Development Organization Assistance"; and "Task 8.0: Overtown Community Action Program Planning Assistance". An earlier report provided the results of the Consultant Team's objective assessment of existing community development programs and resources, current organizational strengths and weaknesses within the relevant non-profit agencies, and conceptual proposals for alternative forms of future public-private development partnerships to address the Overtown Community's needs and concerns.

This report provides more specific/final recommendations for the establishment of a Triangular Partnership form of community development organization based on the most preferred alternative offered in the earlier report¹. The full text of the earlier report is incorporated in the Appendix of this report; this Appendix material provides valuable background information on national models of partnership development organization, as well as critical local issues to be addressed by the Overtown Community in concert with representatives of the local governments and the private corporate community.

Consultant Team work efforts on substantive elements of the Overtown Community Action Program (i.e., Task 8.0 of the OAB's consulting agreement) have been integrated with other tasks associated with the plans, public policy recommendations, and implementation action programs and strategies of the Overtown CRP and TIF District, including the Overtown CRP Part II and

¹ **Preliminary Recommendations for Overtown CAP Implementation Structure**, prepared by Florida Center for Urban Design & Research, in association with Reginald A. Barker, AICP and Robert D. Cruz, Ph. D., February 1992.

Part III documents.² Considerable emphasis has been placed on designing community redevelopment action programs which are unusually attentive to the needs and priorities of current Overtown residents, businesses, and other interest groups, and on defining mechanisms for the participation of community groups in planning and executing a wide range of improvement projects. This report provides an overview of the provisions and recommendations contained in the Overtown CRP Part II and Part III documents which most directly affect community-based participation in such action programs and projects.

The Overtown Community Action Program as defined and recommended in this report, as well as in the Overtown CRP Part II and Part III reports, deliberately refrains from specific recommendations for projects within SEO/PW district which might be inconsistent with the previously approved plans and implementation phasing for that area. Instead, the Overtown CRP planning and implementation strategies incorporate a number of measures to avoid competitive facilities and land uses and to provide positive support for feasible marketing and financing programs in the SEO/PW redevelopment area.

The sequential content of this report is highlighted in Section 1.2 below.

² These include: Overtown Community Redevelopment Plan-Part II and Overtown CRP Implementation/Fiscal Impacts Report-Part III, both prepared by Florida Center for Urban Design & Research in association with Reginald A. Barker, AICP and Robert D. Cruz, Ph. D., November 1992.

1.2 SUMMARY OF CONCLUSIONS & RECOMMENDATIONS

Conclusions and recommendations for the Overtown Partnership & Community Action Program Agenda are highlighted in the following pages.

Role of the Community in the Overtown CRP/TIF District Approval Process

The first and most challenging item on the Overtown Community action agenda will be to provide cohesive leadership and public consensus for the actual adoption and implementation of the Overtown CRP and TIF financing district. The principal objectives for governmental policy commitments and the hurdles to be crossed in the public review and hearing procedures of the City of Miami and Metro-Dade County are analyzed in Section 2.0. Recommended schedules and mechanisms for community leadership and consensus-building are offered.

Although preparation of the Overtown Community Redevelopment Plan and related official documents was commissioned by the OAB, it may not be readily apparent to all the OAB members and other community leaders why they should work for the formal adoption and actual implementation of the plan. The community does have a major stake in the plan which would justify energetic efforts for its adoption by the elective governing bodies of Miami and Metro-Dade County. This stake rests on the following major factors:

- o A public redevelopment program based on the tax increment revenue financing provisions of Florida laws (i.e., F.S. Chapter 163-Part III) offers the only visible means over the years ahead of obtaining significant levels of governmental support for major improvement programs in those portions of Overtown which were excluded from the SEO/PW redevelopment target area.
- o This particular redevelopment plan incorporates numerous specific policy provisions to overcome past problems of engaging the resources of the Greater Miami business and financial community in Overtown revitalization efforts. Without strong moral and material support from major business leaders, community-based groups will be unable to implement most of their desired improvement projects.
- o The plan involves very moderate redevelopment impacts on existing neighborhoods and industries, and it guarantees extraordinary protection of the rights and benefits of directly affected families, businesses, and property owners in the future improvements. Wider choices of affordable housing and economic opportunities for all current residents are given unusually high priority attention.
- o Finally, this particular plan incorporates unique opportunities for involvement of community-based groups in the planning and management of action programs, land assembly and redevelopment responsibilities, and investments in businesses and community services. These participatory opportunities in the implementation process will be available to many citizens of the metropolitan area with traditional cultural, social and

business interests in the community, as well as those who live and/or work in the community at the present time.

The proposed Overtown CRP may attract some political opposition, as well as professional judgements which are inconsistent with certain unique features of the plan which serve community interests and encourage the indispensable support of the private corporate community. However, a careful reading and understanding of the various planning documents will clearly demonstrate that this is a very feasible redevelopment program in which the financial risks to the general tax payers and voters are quite reasonable and the ultimate tax revenue benefits and economic spin-offs are very high. It is also not difficult to show that the implementation of the plan will create a favorable climate for accelerated marketing and implementation of SEO/PW redevelopment projects, as well as general economic growth conditions throughout central Miami.

The challenge now facing the OAB and other community leaders who are inclined toward the effectuation of the proposed Overtown CRP is to generate strong "grass roots" awareness of the community benefits, as well as mobilizing informed and influential support groups on a city- and county-wide basis. This process will require intelligent and aggressively organized support for various types of reviews and hearings during most of 1994, with January 1, 1995 being the latest advisable date for the commencement of major implementation activities.

The analysis in Section 2.0 shows that legal enablement of the Overtown CRP will involve three distinct actions by elected officials of both Dade County and Miami: (1.) approval of "Findings of Necessity" for community redevelopment in the target area, together with (or followed by) approvals of the proposed CRP; (2.) execution of an Inter-Local Agreement and joint approval of a Community Redevelopment Agency (CRA) and its board; and establishment by ordinance of a TIF District and Trust Fund for collection of incremental tax revenues. Each of these actions is governed by statutory requirements of F.S. Chapter 163-Part III, with Metro-Dade County having the higher authority to approve (or disapprove) new redevelopment proposals within the City limits which have been endorsed by the Miami City Commission. The approval process will additionally entail separate Miami City Commission actions on proposed amendments to the Land Use Plan Map of the Miami Comprehensive Neighborhood Plan, 1989-2000 and the Zoning Districts Map in order to conform the Overtown CRP with these policy documents and vice versa.

Each of these actions in both jurisdictions is subject to public notice and hearing requirements, but there is no clearly defined "road map" for scheduling the overall approval process in an efficient and constructive manner. If the matter is left to independent interpretations by staffs in the separate jurisdictions, the process could consume several years, and the strength of long-term commitments toward implementation could be dissipated. This report offers two key recommendations for OAB and Overtown Community initiatives to produce a more successful and timely review and approval process, as follows:

- o Concurrent City and County review and adoption schedule. A conceptual master schedule is offered for the conduct of concurrent review and formal actions in each

jurisdiction, resulting in joint appointment of a CRA Board in mid-November 1994 and an operable TIF District Trust Fund in January 1995 (See Figure 2.0A). Each of the governing bodies would receive the Overtown CRP documents in mid-March, followed by independent staff, advisory board and governing body reviews and actions according to the issues which are relevant to each jurisdiction. The schedule leads to closely coordinated actions of the governing bodies in the early fall of 1994.

It will be important for OAB and other leaders to obtain early agreement on this master schedule from the City Manager, Dade County Administrator and the respective governing bodies.

- o **Appointment of an Overtown CRP Steering Committee.** Section 2.0 calls for the formation of an ad hoc leadership body to build public consensus for adoption of the plan and coordinate support group activities and presentations before the various governmental bodies. The Steering Committee is envisioned as a relatively small group of influential leaders (say 15 to 17 members) who offer balanced representation for the interests of the Overtown Community, the private corporate community, and area-wide public interest groups. The Steering Committee should have access to good support staff, and it should form approximately three working sub-committees to develop well informed and supported advocacies for the key governmental policy decisions called for in the Overtown CRP planning documents.

Summary of Other Overtown Partnership and CAP Agenda Items

Additional highlights of conclusions and recommendations for the Overtown Partnership and Community Action Program Agenda are presented here.

Proposed Form of CAP Partnership Structure

The earlier report of February 1992 offered two alternative versions of a "triangular" form of cooperative organizations and activities, including: a recommended framework involving establishment of a new Triangular Partnership management corporation to coordinate revitalization project activities of equal concern to governmental agencies, private business/civic interests, and Overtown neighborhood interests and institutional support groups; and a "fall-back" option for implementation activities involving all the same interest groups but leaving the private business/civic sector participation to be determined on an ad hoc, project by project basis (See Appendix, Sections 3.2 and 3.3). The first of these partnership structure options--involving a new private/not-for-profit corporation conceptually styled as the "Overtown Neighborhood Restoration Corporation (ONRC)"--was recommended on the basis of several key advantages for effective implementation of improvement programs, such as: capacity to generate more profound and better planned commitments of moral and financial resources from the Miami business and financial community and providing more reliable and manageable project risk-sharing and benefits to all partnership sectors; creation of a mechanism for shared leadership responsibilities for planning, priority-setting and management of public and private development in the Overtown Community; and creation of a unique catalytic development and fiduciary agent for certain public and community benefit projects that would not otherwise occur through conventional private development or neighborhood self-help development enterprises.

Community; and creation of a unique catalytic development and fiduciary agent for certain public and community benefit projects that would not otherwise occur through conventional private development or neighborhood self-help development enterprises.

Based on local responses to the earlier report, the recommended structure has been accepted as the basis for organizational and operating plan refinements proposed for the ONRC entity in Section 3.1 below. These recommendations assume that the private corporate community will join with the City of Miami and Metro-Dade County in the provision of cash and in-kind support for ONRC during a 3- to 5-year period, after which point it could become a financially self-sustaining non-profit corporation.

As indicated in Section 3.1, the Overtown CRP Part II and Part III reports provide additional recommendations for "Triangular Partnership" representation in the Overtown CRA to be jointly appointed by the Miami City Commission and Metro-Dade County Board of County Commissioners.

Community-Based Organization Capacities

This report builds on the earlier assessment of Overtown Community organizational strengths and weaknesses and calls for significant changes of general outlook, leadership, missions and implementation capacities in the existing organizations and institutions (See Section 3.2). The Overtown CRP Part II and Part III reports identify numerous opportunities and roles for community-based interests in the planning and execution of improvement projects, but it must be acknowledged that the community is not currently prepared to assume such responsibilities--i.e., in this project area or in the SEO/PW area. Several major organizational capacity-building efforts are recommended, as follows:

- o **Creation of an "Umbrella Organization".** OAB is called upon to strengthen its representation community-wide interests and build an effective leadership coalition and support staff for cohesive advocacy of community interests. Certain specific suggestions are offered for methods of organization, missions and services, and sources of support.
- o **Non-Profit CDC Capacity-Building.** This report calls for clarification of the development missions and priorities of the three or more non-profit CDC's which are currently focussed within the Overtown area, so as to avoid duplication of efforts and more clearly justify better external funding of these groups from governmental and private sector sources. All of these organizations are called upon to strengthen their leadership boards, managerial and professional support staffs, as well as community-based operating budget support. It is assumed that these reorganization initiatives within the community would be encouraged by cooperative seed money funding, management and technical assistance to be provided by the City of Miami, Metro-Dade County, and private corporations and foundations; the Overtown CRP Part II and Part III reports recommend such a program of CDC capacity-building assistance.

Community Action Program Priorities

The concluding section of this report (Section 4.0) provides an overview and commentary on those provisions of the Overtown CRP Part II and Part III reports which recommend community-based participation in planning and execution of development projects. Roles for the proposed Triangular Partnership corporation (i.e., ONRC), OAB and the "Umbrella Organization", CDC's, and other institutions, property owners, and community-based businesses are identified. Both short-term and long-term action program opportunities and priorities are identified in the general areas of affordable housing, economic development, and social/human services development.

2.0 OVERTOWN CRP/TIF DISTRICT APPROVAL PROCESS

2.0 GUIDELINES FOR OVERTOWN CRP ADOPTION PROCESS

Purpose of These Guidelines

With comprehensive community-based initiatives for the Overtown CRP and Action Program planning process now completed, attention must turn to formal local government reviews and adoption procedures for the **Overtown Community Redevelopment Plan** (Overtown CRP-Part II Report), as well as the legal, administrative and financial enabling actions for Overtown CRP implementation. This process will involve approvals by the Dade County Board of County Commissioners and the Miami City Commission, as well as inputs from multiple staff agencies, advisory committees and boards, and public hearings of each local government. The process will be constrained by several state laws, and the State of Florida Department of Community Affairs (DCA) must provide several key endorsements of actions taken by the local governing bodies.

Consulting with knowledgeable public officials of Dade County and the City of Miami, the OAB officers and senior consultants sought to determine whether there are clear procedural rules that fit this situation and which are equally well known and acceptable to the administrative officers and elective bodies of both governments. No such ready-made "road map" for the review and approval of the Overtown CRP has been found. While the City and County acted jointly during the late 70's and early 80's on the SEO/PW community redevelopment plan, a number of requirements with regard to documentation of the necessity for and feasibility of redevelopment actions under the Florida law (F.S. Chapter 163-Part III) were changed as Dade County took steps to tighten up conditions for undertaking major new redevelopment projects.¹

Given the multiplicity of decision matters, actors, and normal public notice and hearing requirements, the review and approval of the Overtown CRP could easily consume several years, with no guarantee that the approved final plan documents would resemble those commissioned by OAB, Inc. The guidelines offered in this final chapter of the Executive Summary are intended to provide all concerned governmental, neighborhood, and private sector leaders with a common frame of reference and schedule for public consideration of the many important issues at stake here.

¹ Policy guidelines prepared for but (apparently) not formally adopted by Dade County are found in G.A. Partners, Inc., **Recommended Redevelopment Policy and Procedures**, prepared for Metropolitan Dade County in association with WRT, Inc., Casella & Associates, and Holland and Knight, 1987. All consultant team work commissioned by OAB, Inc., under its grant from the City of Miami was completed in accordance with that report.

The recommended schedule calls for concurrent and parallel reviews in City and County bodies resulting in the ability to initiate implementation of construction activity by January 1, 1995. This is a "worst-case" schedule and could be improved upon if there was an over-riding will to do so within the Dade County Board of County Commissioners and Miami City Commission. The possibility of incorporating the Overtown CRP as a key element in the Dade County/City of Miami Empowerment Zone Application would certainly provide adequate motivation for accelerated reviews and approvals of this plan.

Major Policy Actions Required From the Governing Bodies

There are four major areas in which formal actions must be taken, by ordinance or resolution, within at least one and often in both of the local governing bodies: (1.) "Findings of Necessity" for local government redevelopment actions under the Florida law (F.S. Chapter 163-Part III), followed by approvals of a responsive Community Redevelopment Plan (i.e., The Overtown CRP-Part II Report and Appendix); (2.) approval of amendments to the Land Use Plan Map district designations as defined for this target area in the **Miami Comprehensive Neighborhood Plan, 1989-2000**, otherwise referred to below as the MCNP Plan Amendments; (3.) approval of conforming existing zoning district amendments (revisions); and (4.) implementation enabling actions and agreements between the City and Dade County governments. The special ramifications of these four action areas are further discussed below.

"Findings of Necessity" and Overtown CRP Approvals

As a home rule metropolitan county, Dade County is recognized under the state statutes (F.S. Chapter 163-Part III) as having the superior legal power to approve and carry out public redevelopment programs and to approve TIF Districts for the financing of such programs. The County may delegate certain implementation powers to municipalities or other community redevelopment agencies (CRA's) within its jurisdiction. In the past, Dade County has required that proposals for new redevelopment projects in the City of Miami be approved by the Miami City Commission before they will be considered by the Board of County Commissioners.

The state law requires that any governing body must first determine that a proposed target area contains problematic conditions of urban blight sufficient to warrant the employment of extraordinary redevelopment powers, i.e., approving a formal set of "Findings of Necessity" and then going on to consider the approval of an appropriate community redevelopment plan. In this case, "Findings of Necessity" were fully documented in May of 1992; that material plus the Overtown CRP-Part II Report could be reviewed immediately and concurrently in the various City and County staffs and advisory bodies if there were a political will to do so.

The Board of County Commissioners may require formal evidence of the Miami City Commission's support for the "Findings of Necessity" and the Overtown CRP before it acts, but it is clearly in the best interests of the Overtown Community and other private groups that Metro Dade County move forward expeditiously as a full partner with the City of Miami in sponsoring the Overtown CRP and its implementation enabling actions.

MCNP Plan Amendments

The Florida comprehensive planning and growth management laws, as well as the F.S. Chapter 163-Part III statutes, mandate that proposed community redevelopment plans be fully conformed with current comprehensive plans (or vice versa). As described elsewhere in some detail (see Section 3.1 of the Overtown CRP-Part II document), the Overtown CRP sets forth a comprehensive program for MCNP Plan Amendments for future land use districts to regulate growth and revitalization in this target area.

These amendments must be approved by the Miami City Commission after two public hearings, with an intermediate review and approval by the Florida DCA. The MCNP Plan Amendments will also require local review by Metro Dade County and regional review in the South Florida Regional Planning Council.

While the community redevelopment plan could be reviewed and approved in principle contingent upon all reviews and approvals of the MCNP Plan Amendments, no implementation activity defined in the Overtown CRP may occur until DCA has reviewed and approved both documents.

According to Florida DCA and Miami City Commission policies, comprehensive plan amendments are considered in two semi-annual cycles, with all amendments receiving two advertized public hearings. The first public hearing could be held in the months of March or September, with the second hearing in June or December. The other local, regional and DCA reviews occur in the intervening three months between hearings. City Commission hearings on MCNP Plan Amendments typically follow earlier reviews by the Miami Planning, Building and Zoning Department and the Planning Advisory Board.

In the "worst-case" adoption schedule shown later on, it is assumed that the Miami City Commission's first hearing and approval of the MCNP Plan Amendments will not occur until September 1994, with final hearing and approval in December.

Existing Zoning District Revisions

As discussed in Section 3.2 of the Overtown CRP-Part II document, comprehensive revisions in zoning districts designated in the Miami Zoning Districts Map are recommended in order to fully conform zoning districts with MCNP Land Use Plan Map districts from an early date in the redevelopment implementation. Formal revisions of zoning districts could actually occur in early 1995; they are not on the "critical path" for the Overtown CRP adoption.

However, the Overtown CRP-Part II document calls for important changes in regulatory systems administration and the use of planned development zoning overlay district criteria to create flexible conditions for high quality development. It is important that such innovative concepts be "on the table" for public understanding as the MCNP Plan Amendments and Overtown CRP are reviewed.

The formal consideration of zoning matters will start with reviews in the City of Miami Planning, Building and Zoning Department and go on to other advisory bodies prior to hearings and approvals of the Miami City Commission. The specific schedules and methods for achieving the final regulatory system objectives spelled out in the Overtown CRP-Part II document should be discussed by OAB with administrative representatives of the City and Dade County.

Joint Implementation Enabling Actions/Agreements

The adoption of the Overtown CRP-Part II document by local ordinances of the Miami City Commission and Dade County Board of County Commissioners will establish planning goals, objectives, policies and procedural guidelines for all development activity in the target area. However other actions will be required by both elective bodies to commit their fiscal resources and authority to implement the community redevelopment plan. These include:

- Execution of an Inter-Local Agreement, with provisions for establishment of a Community Redevelopment Agency (CRA) and defining the responsibilities of the CRA and both sponsoring governments.
- Establishment by ordinance of the TIF District boundaries and a related Trust Fund for collection and management of incremental tax revenues.
- Appointments of initial Board Members and Officers for the Overtown CRA implementation agency.

A Joint Staff Task Force of the two governments should be established from an early date to work on the details of the Inter-Local Agreement and other enabling actions. However, formal consideration of these matters in the elective bodies will have to follow public hearings and approvals of the Overtown CRP itself.

Recommended Overtown CRP Adoption Process/Schedule

A conceptual organization and schedule for the complex activities associated with the Overtown CRP adoption and enabling actions is illustrated in Figure 2.0A. As previously noted this is a "worst-case" scenario designed to accomplish the essential actions before January 1, 1995--i.e., the proposed startdate for incremental tax revenue collections in the Overtown CRP TIF District Trust Fund.

In order to conduct all public review activities in the most timely and well informed manner, two key process management concepts are here recommended for consideration of all concerned leaders, as follows:

- o **Concurrent City and County review and adoption schedule.** The conceptual master schedule illustrates how concurrent review and formal actions in each of the Dade County and City jurisdictions could be organized in the interests of sharing information and

saving time. Each of the top administrators and elective bodies could be provided with documents in the February-March period, initiating staff and advisory body reviews on parallel "fast tracks". The indicated reviews, hearings and approvals of each jurisdiction have been sequenced according to singular or joint decisions required from the elective bodies. The overall schedule anticipates that many of the implementation enabling actions would be completed in mid- or late-fall, with the Florida DCA endorsement occurring prior to mid-December.

- o **Appointment of coordinating/steering group leadership for the adoption process.** In order to shepherd the Overtown CRP plan and all related major issues through unified and mutually informative reviews and hearings, both sponsors/advocates and an administrative support agency are required. OAB, Inc., is already taking steps to form a Steering Committee for this process, comprising a medium-size group of influential leaders who are ready to work toward an area-wide public consensus for plan adoption. This group will include balanced representation of Overtown Community interests, the private corporate and philanthropic communities, and other public interest groups. The Overtown CRP Steering Committee will operate through working sub-committees which will be intimately involved in relevant review activities.

OAB, Inc., will also request the Miami City Manager to designate a qualified administrative agency and staff representatives to coordinate all review activities, communications, paperwork and critical schedules for the overall process.

As shown in Figure 2.0A, the OAB/CRP Steering Committee, as well as the City's Coordinating Agency will have very key roles in assuring the fairness, objectivity, and overall success of this adoption process. The OAB/CRP Steering Committee should be organized in three or more working sub-committees to bring concentrated attention and advocacy to bear on the following adoption process issues: land use and zoning; community redevelopment plans/programs, and financing and organization enablement.

Upon completion of its tasks in this regard, the Steering Committee will be replaced by the permanent "Triangular Partnership" Corporation referred to in earlier sections of this report. Many of the leaders involved in the adoption could go on to help in the work of the Overtown CRA and/or the "Triangular Partnership" entity.

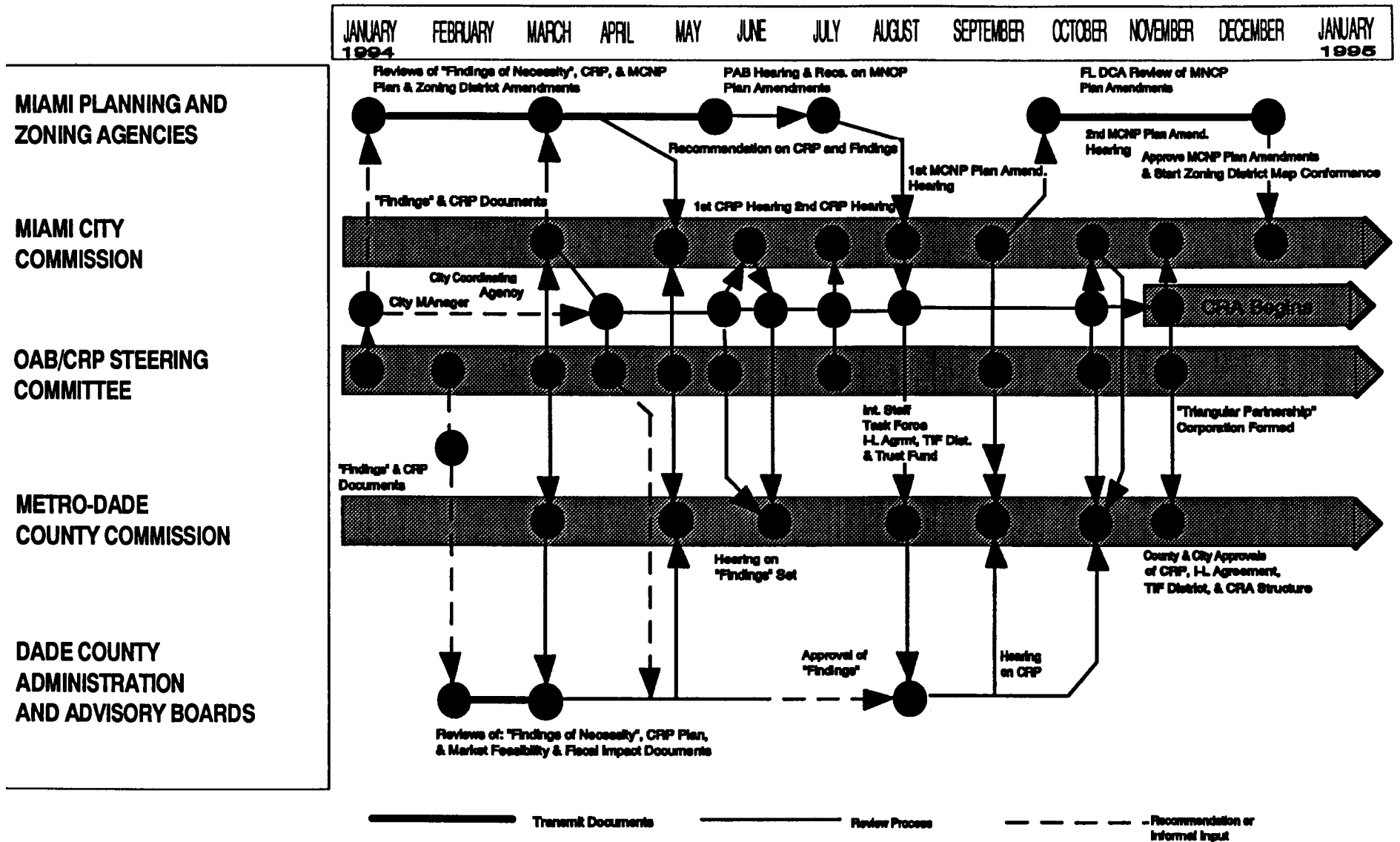


Figure 2.0 A: Conceptual Schedule for Joint City-County Approvals Relating to Overtown CRP/TIF District.

3.0 PARTNERSHIP ORGANIZATION & CAPACITY-BUILDING AGENDA

3.0 PARTNERSHIP ORGANIZATION & CAPACITY-BUILDING AGENDA

3.1 TRIANGULAR PARTNERSHIP FRAMEWORK/MANAGEMENT STRUCTURE RECOMMENDATIONS

This section provides a summary and recommended refinements of the original proposal for a Triangular Partnership form of organization for the Overtown Community Action Program, including specific operating plan and start-up budget provisions for the "Overtown Neighborhood Restoration Corporation". The following Section 3.2 deals with proposals for reinforcement of community-based planning and development capabilities. A review of the earlier report of February 1992, contained in the Appendix of this report, will facilitate a full understanding of these proposals.

General Concepts of the Triangular Partnership

The proposed general partnership structure for implementation of community improvement projects throughout the Overtown CRP and SEO/PW redevelopment target areas is shown in Figure 3.1A. This "triangular" form of partnership grows out of the Consultant Team's review of successful national models for implementation of community revitalization in economically and socially distressed core city districts. The experience of other major cities clearly demonstrates that complementary action initiatives from the neighborhood and private business community sectors are critical ingredients for the success of governmental redevelopment programs.

This proposal also responds to the findings of the consultant studies concerning the strengths and weaknesses of community-based organizations operating in Overtown at the present time, as well as the historical record of very limited involvement of the Greater Miami business and financial community in Overtown redevelopment efforts. (See Appendix, Sections 1.2, 2.0, and 3.1.)

As shown in Figure 3.1A, a distinct sphere of public development implementation responsibilities is associated with the Overtown CRA and other special purpose governments or departments of the City of Miami and Metro Dade County. Another corner of the Triangular Partnership is associated with community-based self-help development and service functions, which would be coordinated through a coalition of Overtown neighborhood groups and non-profit institutions.

The third partnership sector, private business and civic interest groups, contribute access to various private resources and development expertise through a proposed not-for-profit, tax-exempt development corporation. This entity is conceptually identified as the "Overtown Neighborhood Restoration Corporation" (ONRC). It would have representatives of the governmental, neighborhood, and private sectors in its Board of Directors. It would serve as the intermediary decision-making and management body for cooperative development initiatives of the entire Triangular Partnership.

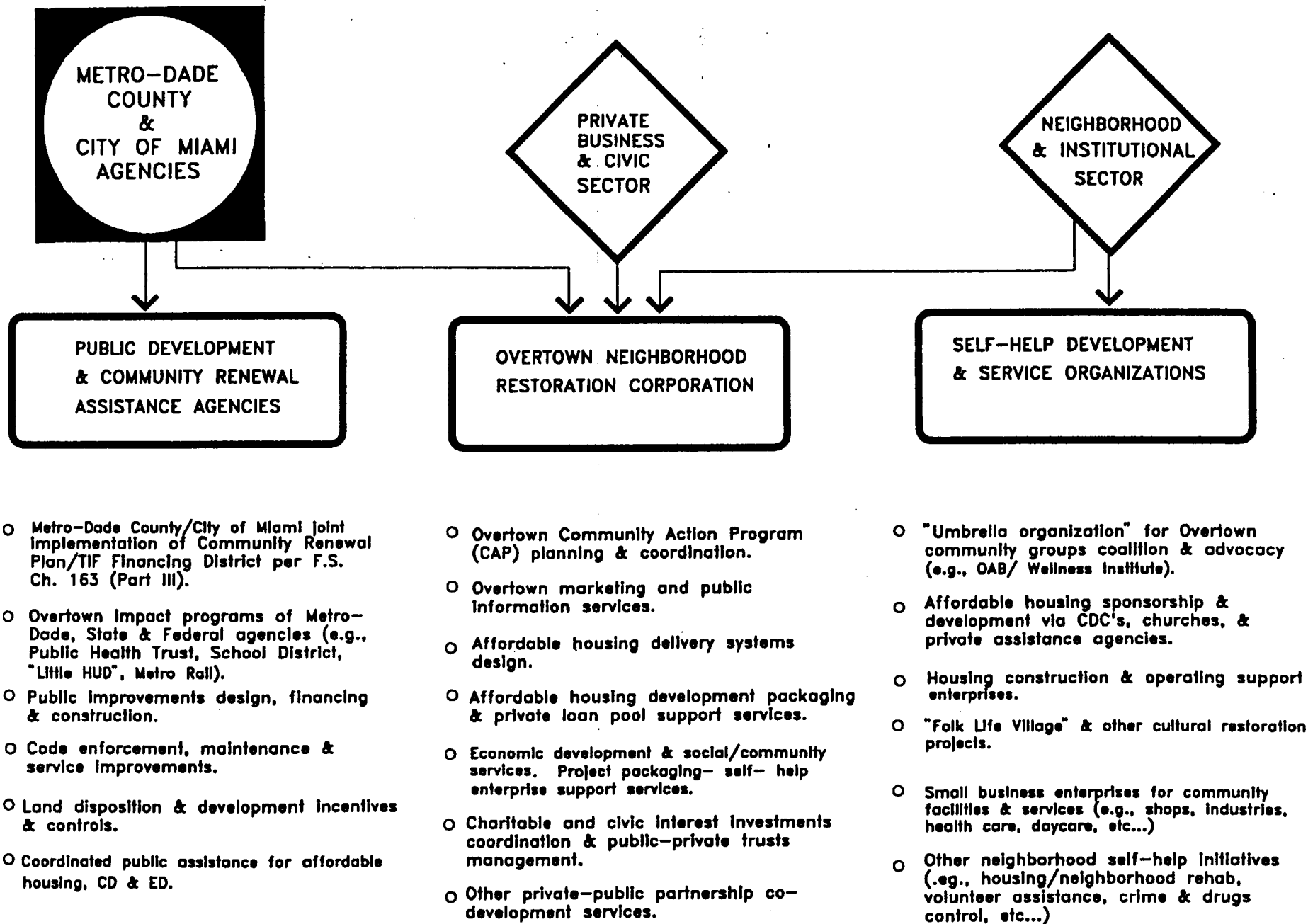


FIGURE 3.1 A: General Partnership Structure for Overtown Community Action Program

There are several important intentions for this particular structure which is based on the ONRC serving as a prime mover for the total partnership. It provides a vehicle for the involvement of top-rank business/civic leaders in shaping the Overtown revitalization agenda without pre-conceiving the specific roles or risk-sharing contributions of particular companies in particular projects. The ONRC would advocate business-like redevelopment policies and operations and assist the Overtown CRA to earn the confidence of the Greater Miami business and financial community. It could provide timely access to appropriate private financing and development expertise for key public benefit projects, thus providing assurance that government will not bear costs and market risks alone. At the same time, ONRC provides an effective vehicle for both governmental and private business/civic sector contributions of financial support and/or management and technical assistance for neighborhood CDC's and community-based projects and enterprises.

A brief overview of proposed participants and implementation activities in each of the three partnership sectors follows.

- o **Metro Dade and City Agencies.** As the principal governmental actor, the Overtown CRA would control all statutorily-defined redevelopment activities under F.S. Chapter 163-Part III; it would enlist the support of other public agencies, the ONRC and other non-profit organizations in carrying out certain public action responsibilities. A number of independent authorities and departments of Metro Dade County have important facilities and services in the Overtown CRP Target Area which could have significant impact on economic, social and environmental action programs. These include: the Public Health Trust, the School Board, Metro Dade Transportation Agency, and the Department of Housing and Urban Development. A number of City departments would be called on to provide in-kind staff support to the CRA for planning and development permitting, code enforcement, public improvements, and community development/housing assistance.

Balanced representation of officials from Metro-Dade and City agencies in the Board of Directors of ONRC will be essential to its effectiveness as a coordinative body.

The Overtown CRP Part II and Part III reports recommend that the Overtown CRA be constituted as a semi-autonomous authority jointly formed by the Miami City commission and the Metro-Dade County Board of County Commissioners to carry out coordinated governmental responsibilities for implementing the Overtown CRP and management of the TIF District Trust Fund. A seven-member Overtown CRA Board--offering leadership representation for the overall Overtown Community, the private corporate sector and governmental interests--would be appointed by the elective governing bodies. This CRA Board would receive staff support from both sponsoring governments and it would operate under the general policy and budget directives set by both governing bodies. This type of public authority will provide strong support for the Triangular Partnership idea.

The Miami City Commission serves as the official CRA in the SEO/PW redevelopment area. Continuity of partnership operations and priorities across the different TIF financing district boundaries can be provided through the ONRC and other community-based non-profits.

- o **Neighborhood and Institutional Sector.** This organizational plan assumes that the varied interests and self-help development potentials of the Overtown Community will be more coherently defined and coordinated through an "Umbrella Organization", consisting of an influential "grass roots" leadership board and a small/capable staff. The organization of this neighborhood coalition could take advantage of the existing non-profit structure of OAB, as well as other organizations and resource groups within the community. The "Umbrella Organization" would define community concerns and action priorities, promote community-based development and investment initiatives, and facilitate access of community ventures to external financial and technical assistance.

A variety of interest groups within the Overtown Community should be called on for active roles in development of facilities and community services, including the CDC's, churches and other social/cultural institutions, property owners, and existing and future business entrepreneurs. As indicated in Figure 3.1A, these initiatives should focus on affordable housing, construction manpower and community service enterprises, and other jobs/skills and small business development. Key leaders of the community groups should serve in the coalition leadership board, as well as the Board of Directors of ONRC.

- o **ONRC/Private Business and Civic Sector.** Key leaders from the private business and civic sector should have unusually strong representation in the Board of Directors and officers of the ONRC. The ONRC should have a small but very professional administrative staff with a highly qualified Executive Vice President. The ONRC Board and staff would focus on three closely related missions: (1.) overall action programs planning and priority-setting for Triangular Partnership initiatives, especially as related to external private investment, mortgage loan consortia, and charitable contributions; (2.) public-private packaging of financial support and technical assistance for neighborhood self-help development organizations and projects; and (3.) actions as a civically-motivated catalytic investor, joint-venture partner, and/or fiduciary agent for major projects providing mutual benefits to all partnership sectors.

As enumerated in Figure 3.1A, these ONRC mission capabilities would be applied to: affordable housing delivery system design and related loan pools; economic development and social/community services projects assistance; public/community benefit trusts management; and co-development services in certain projects, including front-end feasibility studies, catalytic land assembly, and identification of capable lenders, investors, and/or developers. The ONRC should be pre-qualified by the Overtown CRA as a "sole source" co-developer and limited partner in certain projects involving extraordinary front-

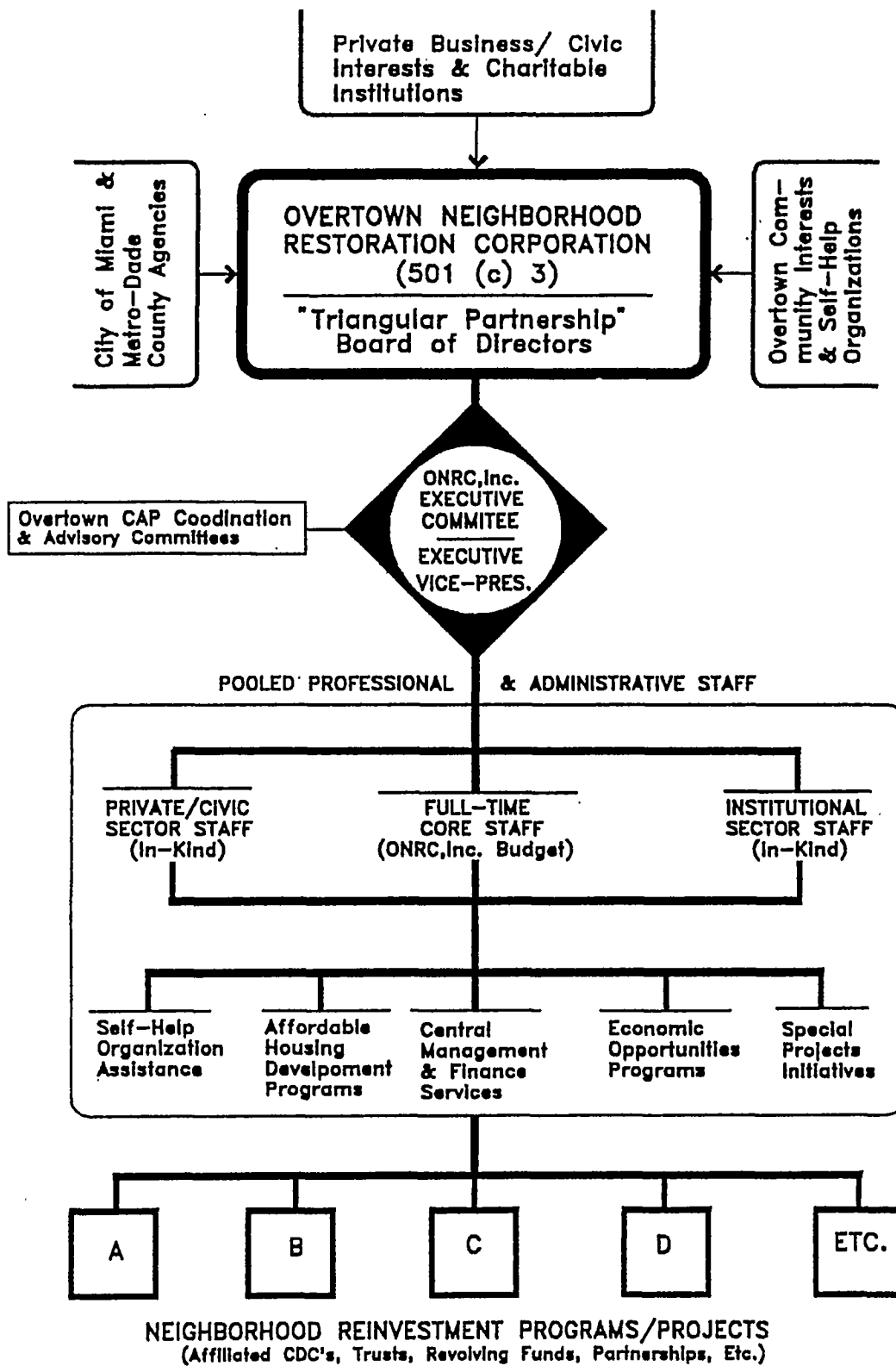


FIGURE 3.1 B: Overtown Neighborhood Restoration Corporation Organization Concept

end initiatives for the benefit of the general public and Overtown community interests.

ONRC, Inc. Operating Concepts

A more specific organizational structure for the ONRC, Inc. is shown in Figure 3.1B. This is a preliminary concept which will be subject to further review and agreement among the key individuals from each partnership sector who are prepared to serve as initial incorporators of the non-profit corporation. The following recommendations for both structure and operating principles are offered as a point of departure for such discussions.

- o **Legal form.** ONRC should be a private, not-for-profit and tax exempt corporation formed under the IRS rules as a 501(c)3 entity. Its charter should include a broad range of charitable public purposes relating to affordable housing, economic development, and community services improvement in the Overtown Community, including such functions as: acquisition and disposition of property; planning and professional services for project development; financial services for development projects; construction procurement; facilities marketing and management; training and management/technical assistance for community groups and enterprises; services as an equity partner in public and community benefit projects; and services as a fiduciary agent for related public and private trusts for community benefit.

These legal characteristics will qualify ONRC to raise and manage private charitable donations and public trust funds for community benefit, as well as increasing its eligibility for governmental grants and contractual relationships on a non-competitive basis.

- o **ONRC Board functions and composition.** The ONRC Board of Directors should be vested with the overall responsibility for leading and managing those Triangular Partnership activities which are not legally reserved to the elective governing bodies or to the CRA's which are responsible for the Overtown CRP and SEO/PW target areas. It should define overall development policies, as well as action programs and funding priorities, and recommend these to the respective governmental, private sector, and neighborhood agencies. The Board of Directors should also directly control the mission, policies, budget-making, fund-raising and contracts, and programs performance of the ONRC itself.

A 15- or 17-member Board of Directors is recommended. Four of these might be ex-officio members or designees of major Triangular Partnership sponsors, including one Director designated by each of the following: Miami City Commission; Metro-Dade Board of County Commissioners; Greater Miami Chamber of Commerce; and the proposed Overtown Community "Umbrella Organization" Board. The remaining members should be appointed for 3-year staggered terms by the ONRC Board of Directors, with initial appointments made by the incorporators for members serving for terms of 1, 2 and 3 years. Assuming a 17-member total board, the 13 appointed memberships might be allocated as follows: 5 for additional Overtown Community representatives; 5 for

additional representatives of the general business/financial community (including private foundations); and 3 for public officials representing key agencies directly contributing to the revitalization efforts. The resultant total composition will provide greater weight of representation for the Overtown Community and the private/civic sector, with any two partnership sectors being in a majority.

It is further recommended that 3 or 4 officers of the Board be designated from the appointive members for terms of one year, renewable at the Board's discretion. As shown in Figure 3.1B, the Board of Directors would also establish a smaller Executive Committee consisting of the officers and several other directors to provide regular management oversight of staff services. This group would in turn establish and receive advice from standing and ad hoc citizen advisory committees concerning various components of the Overtown Community Action Program.

- o **ONRC management and professional staff.** ONRC is envisioned as having a highly professional staff operating in an entrepreneurial, business-like manner. A highly qualified Executive Vice-President would serve as the professional leader of a full-time Core Staff. The Core Staff would be lean, drawing on the support of in-kind staff services from other private/civic sector companies and affiliated non-profit institutions.

It is assumed that the affiliated non-profits would include well established organizations who normally provide affordable housing development assistance, economic development services, and other types of human/social services for disadvantaged constituencies throughout Dade County. Examples of the organizations that might be called on for continuing affiliation with ONRC include: Greater Miami Neighborhoods, Inc. (GMN); Homes for South Florida, Inc. (HSF); Greater Miami Local Initiatives Support Corporation, Inc. (LISC); and Tools for Change. These organizations currently receive budget support from the private corporate community, Metro-Dade County and the City of Miami; it is important that ONRC use such expertise rather than create a duplicate staff. At the same time, the non-profits to be employed and terms of their engagement should be consistent with ONRC's important public purpose of assisting and strengthening self-help development organizations permanently based in the Overtown Community.

- o **Operating functions and project activities.** As shown in Figure 3.1B, the full-time Core Staff and affiliated staff services are expected to cover five or more specific missions and purposes of the Triangular Partnership, such as: central management and finance services (including public relations, marketing and information services); affordable housing financing and development assistance; economic opportunities programs, including facilities financing and development assistance, small business assistance, and skills and jobs development; assistance for self-help organizations (CDC's, etc.) and enterprises; and special projects initiatives, including front-end planning and feasibility, developer identification, and co-development services.

The illustrative diagram shows a variety of neighborhood reinvestment programs and projects in which ONRC might have a broad scope of relationships for professional assistance, financial management, and/or partnership equity interests. These contributions would enable the corporation to eventually become a self-supporting, public/community benefit enterprise based on fees for services and joint venture revenues.

Short- and Long-Term Budget Concepts for the ONRC

This Triangular Partnership plan can be successful only if its principal managing organization (i.e., ONRC) receives adequate start-up operating budget support over a sustained period of at least three years and up to five years. The Overtown CRP Part II and Part III documents recommend a 14-year total implementation period, which happens to coincide with the timetable for completion of the SEO/PW redevelopment. The Overtown CRP action schedules call for an initial Phase I period of five years, with the three primary private reinvestment programs building up in sequential order to major construction levels in Year #6.

A conceptual start-up operating budget estimate for the ONRC is illustrated in Table 3.1A. This comes to a total 12-month budget of \$338,000, including \$253,000 in cash support and \$85,000 of in-kind contributions of personnel and materials from affiliated organization. As noted in the table, this budget supports a full-time ONRC Core Staff of three, a smaller amount of part-time staff and consulting services (on cash and in-kind accounts), and a reasonable level of general operating expenses.

These first year budget amounts would enable the ONRC and affiliated organizations to identify and prepare plans and feasibility studies for a number of affordable housing, economic development and other projects--i.e., at the front-end phases before there are any private equity or loan investments from which the entity could expect any project compensation. The Core Staff and affiliated non-profits would also provide extensive management and technical assistance and funding services for community-based non-profits and self-help enterprises in this first year.

It is here assumed that the first operating budget of \$338,000 would be supported by matching public and private sources. The City of Miami and Metro-Dade County might provide 50%, or \$169,000, from grant sources such as the federal CDBG Program entitlement funds; a range of locally represented corporations and foundations would provide a matching 50% share, including \$84,000 in cash grants and \$85,000 of in-kind personnel and material contributions.

An illustrative pattern of potential ONRC operating budget growth and revenue source changes over five years is illustrated in Table 3.1B. This represents a highly conceptual scenario in which staff and operating expenses would gradually increase to \$800,000 per year. This could vary by 25% either way. As a general goal, the revenue pattern calls for revenue support from contract services and development fees to grow steadily from zero in Year #1 to 80% of total budget requirements in Year #5. The residual support would continue in a 50%/50% split between governmental and private grants sources. However, as time goes on, the ONRC and affiliated non-profits could pursue grants from national and state government sources, as well as national

foundation sources. This would allow diminishing calls for funds from the City, Metro-Dade County, and the local corporate community.

TABLE 3.1A: CONCEPTUAL START-UP OPERATING BUDGET FOR ONRC, INC.

	<u>CASH</u> <u>EXPENSES</u>	<u>IN-KIND</u> <u>CONTRIBUTIONS</u>
<u>ONRC, INC. CORE STAFF:</u>		
(Incl. salaries & benefits @ 22%)		
o Exec. Vice-President	\$65,000	
o Sr. Development Mgr.	48,500	
o Secretary	24,500	
<u>Sub-Total:</u>	<u>\$138,000</u>	
<u>OTHER PERSONNEL & CONSULTANT SERVICES:</u>		
o Prof./technical services of affiliated non-profits	\$30,000	\$20,000
o Legal & accounting firm services	10,000	10,000
o Part-time administrative, secretarial & bookkeeping	—	25,000
o Professional consulting & project concept design services	20,000	10,000
<u>Sub-Total:</u>	<u>\$60,000</u>	<u>\$65,000</u>
TOTAL PERSONNEL EXPENSE:	\$198,000	\$65,000
<u>GENERAL OPERATING EXPENSES:</u>		
o Rent, utilities & custodial (2,500 SF @ \$12/yr.)		\$30,000
o Office furniture & equipment loans & donations	—	\$15,000
o Office furniture & equipment leases or amortization	4,000	—
o Telephone & FAX expenses	3,600	—
o Travel & per diem	4,200	—
o Publications, org. dues & conference expenses	2,400	
o Office supplies, printing, postage, shipping, etc.	4,800	
o Public relations printing & entertainment expenses	3,000	3,000
o Miscellaneous expenses & contingency	3,000	2,000
<u>Sub-Total:</u>	<u>\$55,000</u>	<u>\$20,000</u>
<u>TOTAL START-UP BUDGET:</u>	<u>\$253,000</u>	<u>\$85,000</u>

SOURCE: The Authors

As noted in Table 3.1B, the ONRC co-development services in special projects during the first five years could result in longer term cash flows from limited partner equity positions. The general intent of this illustrative scheme is to create an organization that could operate throughout and beyond the 14-year Overtown CRP build-out period without recurring demands for governmental grants or private charity.

TABLE 3.1B: ILLUSTRATIVE PATTERN OF ONRC, INC. BUDGET/REVENUE GROWTH IN FIVE YEARS (in 000's 1993 \$)

	<u>TOTAL BUDGET</u>	<u>GOVERNMENT GRANTS¹</u>	<u>CORPORATE GRANTS²</u>	<u>CONTRACTS & DEV. FEES³</u>
YEAR #1	\$338.0 100%	\$169.0 50%	\$169.0 50%	\$0
YEAR #2	\$450.0 100%	\$150.0 33.3%	\$150.0 33.3%	\$150.0 33.3%
YEAR #3	\$575.0 100%	\$143.5 25%	\$143.5 25%	\$288.0 50%
YEAR #4	\$680.0 100%	\$85.0 12.5%	\$85.0 12.5%	\$510.0 75%
YEAR #5	\$800.0 <u>100%</u>	\$80.0 <u>10%</u>	\$80.0 <u>10%</u>	\$640.0 <u>80%</u>
TOTAL 5 YEARS:	\$2,843.0 100%	\$627.5 22%	\$627.5 22%	\$1,588.0 56%

SOURCE: The Authors

FOOTNOTES:

- (1.) Initial grants are likely to depend on City of Miami & Metro-Dade County sources (e.g., CDBG Program funds), but ONRC, Inc. should be able to obtain state & federal grants later on.
- (2.) Corporate grants include cash and in-kind contributions from local & national foundations & corporations.
- (3.) Revenue collections include contracts for services, financial placement fees, etc. attributable to the work of ONRC, Inc. & affiliated non-profit corporations. The ONRC, Inc. could additionally gain equity interests in real estate projects with prospects for long-term cash flows to support operations in Year 6 and beyond.

3.2 OVERTOWN COMMUNITY COALITION & ORGANIZATIONAL DEVELOPMENT

General Issues of Community Organization Capacities

According to the earlier independent assessment of non-profit organizations operating in Overtown today, the community is not in an adequate position to carry out its responsibilities in the proposed Triangular Partnership. (See Appendix, Sections 2.1 and 2.2) A brief recapitulation of those findings is offered here:

- o **Poor access to services.** There are numerous existing organizations, programs and facilities for delivering affordable housing, economic development, and social/human services that might alleviate the distressing conditions in Overtown. However, there is a noticeable lack of coordination and targeting of these services on the territory of Overtown to meet particular needs of its residents, businesses, and workers; many are unaware of the services which are available. Overtown organizations are also not competing effectively for public and charitable resources in many categories.
- o **Absence of cohesive community representation.** The Overtown Advisory Board, Inc. (OAB) received an important responsibility from the Miami City Commission in 1982 to represent community-wide interests with regard to community development, especially with regard to mandatory review and advice to the City regarding public and private redevelopment plans and projects affecting the area. This responsibility and other valuable community initiatives were discharged rather well considering the fact that OAB has never had an operating budget of its own and has subsisted on limited staff services provided by the City. OAB has never been accorded the governmental and corporate community distinctions held by such non-profit groups as the Tacolcy Economic Development Corporation or the East Little Havana Development Corporation, Inc., which operate as "umbrella organizations" to define priorities in their communities and serve as channels for public and private contributions to various neighborhood organizations and self-help enterprises.
conflicts, have contributed to the dissipation of community wide support for OAB activities. However, OAB could potentially serve as a rallying point for building a more powerful coalition of community leadership.
- o **Non-competitive self-help development organizations.** The Overtown area is the focus of at least three existing non-profit Community development corporations (CDC's), including: St. John CDC; New Washington Heights Community Development Conference, Inc.; and a CDC recently formed by the Greater Bethel A.M.E. church. The first two of these have been in operation for some time; their achievements and operating limitations are described in the earlier report. (See Appendix, Section 2.2). CDC's generally are heavily dependent upon operating budget support from City of Miami and Dade County grants; they are also favored with priority access to affordable housing project financing from the Dade County Surtax Program and related programs operated by the City of Miami Department of Development and Housing Conservation.

project financing from the Dade County Surtax Program and related programs operated by the City of Miami Department of Development and Housing Conservation.

As noted above, quite a few CDC's in other communities have been more competitive than the Overtown CDC's in terms of public and corporate funding "pipelines". There is also a noticeable lack of internal support for Overtown CDC's from their own sponsoring institutions or the local property and business interests. As a result, the Overtown CDC's operate with marginal budgets and professional staff, and their actual projects performance record has been quite uneven. These conditions have blocked their access to capital from private lenders, which is usually a pre-condition for obtaining project financing for affordable housing or economic development from governmental sources.

Additional church-sponsored CDC's are likely to be formed in the future, but substantial changes of missions and funding patterns for all CDC's will be required if they are to play the significant roles proposed for them in the Overtown CRP Part II and Part III reports.

- o **Unmet needs for community self-help development.** Finally, there are other evident needs for community-based development initiatives which are not being met. Examples include: implementation of the proposal of the Black Archives of South Florida, Inc. for an Historic Folk Life Village project; organization of special enterprises to train and employ resident workers; and development of various commercial and community services for the residents. The Overtown Community Action Program agenda should match community needs with appropriate entrepreneurial resources, either within or outside the scope of interests of existing CDC's or the OAB.

It must also be recognized that historical changes in the Overtown demographics, economic base, and physical pattern have wrought a very complex political and social environment for cohesive community action. OAB and the CDC's have been left with tremendously difficult conditions of fragmented community leadership, scattered church congregations, absentee business and property owners, and a remaining resident population with limited capacity to do much more than attend to their own economic survival.

There is persistent nostalgia for the traditional Afro-American culture of Overtown within those groups who managed to find better housing, education and employment in other parts of Dade County. However, this interest has yet to be translated into realistic goals and strategies for preserving some of the traditional culture in a more viable community of the 21st Century. The goals and strategies for economic and population growth articulated in the Overtown CRP are intended to provide public policy direction for a multi-racial community in which the needs of existing residents, workers and businesses will be creatively addressed in a more vibrant economy with more caring democratic actions. These possibilities will require both an overhaul of existing Overtown self-help development organizations and fresh definitions of the "grass roots" constituency and leadership for change.

Concepts for An Overtown Community Coalition

As previously proposed, the overall Triangular Partnership structure calls for the creation of an "Umbrella Organization" to build a coalition of interest groups and provide a variety of services on their behalf. OAB has been identified as a logical organizational vehicle for implementation of this effort, principally because of its existing charter from the Miami City Commission and its legal status as an incorporated non-profit organization. There are various specific issues to be considered in effectuating the "Umbrella Organization" concept. The following conceptual ideas are offered for consideration of those community leaders who might want to take action.

- o **Role of the Overtown churches.** The leading churches of Overtown could begin the coalition-building by working more closely together to address community priorities and identify cooperative action mechanisms.³ Ecumenical cooperation has often played a vital role in the renewal of U.S. core city communities, based upon shared concerns for re-building lost congregation and support base and alleviation of human distress in the vicinity. In many cases, an Overtown church can provide linkages to county-wide and even out-of-state residents who retain traditional cultural ties with the community and have the economic means to become constructively engaged in community reinvestment projects. Currently, leading churches appear to be working alone for community betterment, creating their own CDC's and initiating affordable housing, economic development, and human/social service projects. This energy could be more effectively invested in planned cooperation, including community coalition-building, more clearly defined CDC missions and support bases, and joint ventures with owners of properties and businesses who may live beyond the community borders. The church leaders could also provide their good offices to assist in OAB's reorganization and outreach to broader constituencies. The ecumenical motivations should also speak to the possibilities of racial/ethnic and economic integration in the resident population.
- o **Broadening the "grass roots" constituency for community revitalization.** A successful coalition of community interest groups must go beyond the current representation offered in the OAB's board membership and activities. There are existing demographic trends toward racial/ethnic and economic diversity among the neighborhoods of Overtown/Culmer, Southeast Overtown and Overtown North which need better recognition in terms of actions to serve different environmental, public service, and property interests of these areas. There are also business and industrial property owners who are poorly connected with any organized network for promoting their redevelopment opportunities and pulling them into the process of skills and jobs development for the

³ This proposal makes particular reference to Overtown based churches which have relatively large congregations composed of both local and county-wide residents. These include: Mount Zion Baptist; Mount Olivette Baptist; Greater Bethel A.M.E.; St. Agnes Episcopal; Temple Baptist; Saint Francis Xavier; St. John's Baptist; Greater Israel Bethel P.B.; and Church of God in Christ.

resident population. Past efforts of OAB to reinvigorate the Overtown Retail Merchants Association may have been too narrowly conceived in terms of the long-term opportunities for revitalization in the many obsolescent or under-occupied general business and industrial properties on the perimeter of the Overtown residential areas.

- o **Potential for an "Overtown Community Action Alliance"**. The need for inclusive coalition-building cannot be satisfied in a small non-profit corporation board such as OAB. It is here suggested that a broader, unincorporated community association could be created as a forum and information network. This organization is conceptually identified here as the "Overtown Community Action Alliance", but other names may be more appropriate. In concept, the Alliance would include memberships for churches, neighborhood associations, business and trade groups, property and business owners, CDC's, various cultural and community service organizations, and individual residents. A sliding scale of annual membership dues should be established to augment the operating budget of OAB and cover expenses of services received by Alliance members.

At a minimum, these services should include: periodical newsletters; special notices concerning major public and private plans, projects, and hearings of concern to the members; quarterly or semi-annual meetings and/or events offering opportunities to discuss critical community issues; and public testimony and advocacy in hearings before public bodies to support the community improvement proposals of the members. The Overtown Community Action Alliance should elect its own officers and appoint standing and ad hoc working committees to work on issues of general concern to the members. These activities should receive staff support from a re-structured OAB.

- o **"Umbrella Organization" structure.** It is assumed that OAB would be willing to redefine its mission, board composition, and staff/budget arrangements in order to serve the wider interests and needs associated with the Overtown Community Action Alliance. It would seem appropriate for the OAB to join forces with the Overtown Neighborhood Partnership (ONP), which appears to enjoy long-term commitments of support from the Miami-Dade Community College System and several local and national foundations. OAB could contribute its non-profit structure and City mandate for community-wide representation, as well as access to community-based and local government budget support. ONP could bring its existing staff, corporate community funding, and strong institutional commitments toward education, training, and other human/social service improvements.

OAB and ONP would necessarily have to make some concessions in terms of board representation, staffing, and budget sharing in order to fulfill the revised missions of a unified "Umbrella Organization". It is assumed that the board would include ex-officio representation for the Overtown Community Action Alliance and otherwise consist of influential leaders with a readiness to commit significant amounts of time to the oversight of different volunteer action programs.

- o **"Umbrella Organization" staffing, budget support, and responsibilities.** A minimum threshold of full-time staff support for the "Umbrella Organization" might include an Executive Director, an Administrative Assistant and a Senior Secretary/Bookkeeper. A regular annual operating budget in the range of \$130,000-150,000 is implied by such a staffing pattern. It is suggested that this annual support be provided in equal amounts from local government, corporations and foundations, and Overtown Community Action Alliance membership dues and other revenues derived from publications and services. The local community support will substantially strengthen the respect for this effort from other providers of funds. Additional temporary or part-time staff and expenses for short-term projects could be supported through special public or charitable grants. Acting through the ONRC, the Triangular Partnership could assist the "Umbrella Organization" in fund-raising for special projects.

OAB and the "Umbrella Organization" should not compete with local CDC's as a development agency. Instead, it should serve as a broader guardian of community-wide interests and improvement project priorities. The board and staff activities should include: services to the Overtown Community Action Alliance as enumerated above; annual program planning and priority-setting for public and private development activities serving needs of its constituency; studies and consensus-building for special projects and enterprises which will address needs not being met by existing action programs; advice and support for CDC's in their capacity-building efforts; and leadership representation for the community within the broader Triangular Partnership/ONRC Board of Directors.

Overtown CDC Capacity-Building Measures

The Overtown CRP Part II and Part III reports call for new approaches and criteria for local government funding of the Overtown CDC's to encourage and enable them to become more self-reliant agencies for community change. Increased short-term matching support is proposed to come from the City of Miami and Metro-Dade County, on one hand, and from private foundations and corporations on the other. However, it is recommended that this external support be matched with community-based funding and commitments toward re-definitions of relevant/practical CDC missions and acquisition of competitive professional staff capabilities and sound CDC board management. Such reciprocal initiatives from within the CDC's and other sectors of the Triangular Partnership will substantially increase access to normal private lending and equity investment sources for a wider scope of community development projects. It would seem that most existing CDC sponsors or boards would be willing to rise to this challenge.

Approaches to CDC Mission Re-Definition

The re-definition of CDC missions should be based on the varied range of community-based development opportunities articulated in the Overtown CRP and summarized in Section 4.0 below. These include key land assembly and redevelopment roles for rehab and new infill development in so-called Tier II acquisition and redevelopment areas. There are at least seven distinct sub-areas designated for Tier II private acquisition and redevelopment (with back-up

- o **External assistance for CDC capacity-building.** Given the Triangular Partnership framework underlying these suggestions for the CDC's, any CDC which is willing to undertake a reorganization plan along these lines should be able to rely upon the ONRC and the "Umbrella Organization" for assistance in defining the CDC mission and raising funds from tri-partite sources. The ONRC should also provide help to the CDC's in obtaining management and technical assistance for CDC boards and staff members from private and governmental agencies. As previously stated, ONRC would also have a responsibility for assisting CDC's and their joint venture partners in identifying private and public financing for specific projects.

4.0 OVERVIEW OF THE OVERTOWN CAP AGENDA

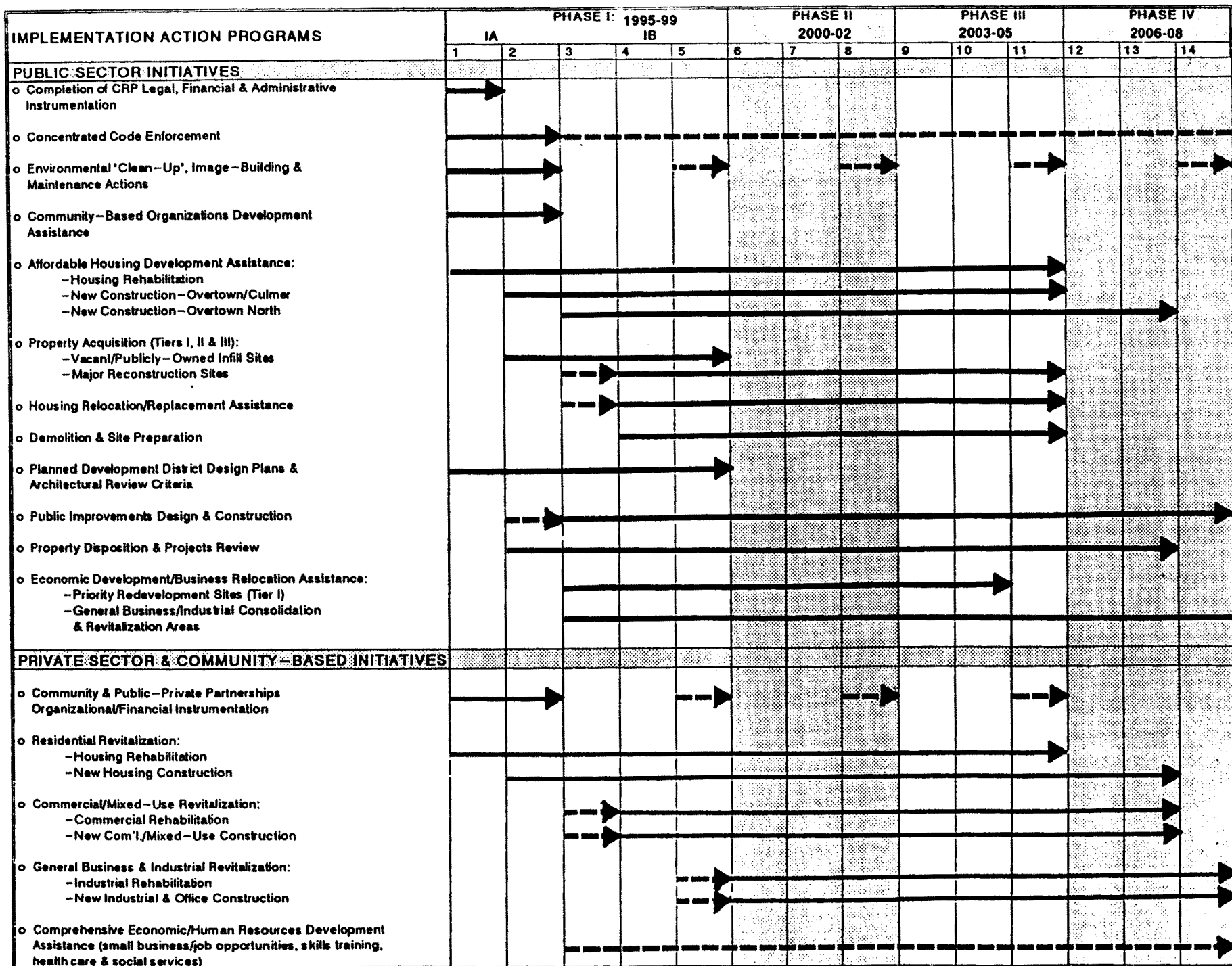


FIGURE 4.1 A: Overtown CRP Action Program Scheduling Objectives

A chart depicting the overall scheduling objectives defined for the Overtown CRP implementation programs is reprinted here as Figure 4.1A. As reflected in this schedule, implementation efforts for the Overtown CRP Target Area will not concentrate on one sub-area per phase and move on the other sub-areas later on. Instead the phasing strategy calls for a series of action programs to be carried out in parallel schedules, with simultaneous impacts of different types occurring in all major sub-areas of Overtown/Culmer and Overtown North. Public initiatives for different programs and sub-areas will generate concurrent private sector reinvestment projects, many of which will involve community-based organizations in their planning and execution. These principles of complementary public-private action programs and concurrent schedules are designed to create attractive market and investment incentives for existing and future homeowners, general property investors, and private lenders.

Thus, the overall Overtown CRP implementation phasing in terms of four major periods and parallel action programs may be taken as the framework for scheduling the work efforts and projects associated with the Overtown Community Action Program. It will be important for leaders of Overtown community groups, including the OAB/"Umbrella Group", existing CDC's, and others to carefully study the Overtown CRP Part II and Part III reports as a basis for planning their own project activities.

Phase I Action Program Priorities

The initial 5-year Phase I involves sub-areas IA and IB of two and three years respectively. It is expected that most preparatory implementation activities will be completed in Phase IA, with only modest outlays of public or private capital investment. Phase IB will see gradually accelerated public actions in parallel with growing private development levels. Peak thresholds of public redevelopment activity will be reached in Year 6, the beginning of Phase II. Private investment, involving community-based participants, will be organized in terms of three broad categories of revitalization activity: residential, commercial/mixed-use, and general business/industrial. As shown in the Figure 4.1A chart, residential revitalization will go first and accelerate most rapidly, followed by commercial/mixed-use and general business/industrial in Phase I. All revitalization programs will be in "high gear" in Phase II, but the peak threshold for private construction and marketing is not expected to be reached until Phase III.

Action programs for Phase I have been deliberately stretched out over a 5-year period in order to allow time for marshalling organizational and financing resources and to create manageable conditions for dealing with the human and social impacts of redevelopment. The Phase IA and IB action program schedules are based on the following criteria of implementation priority:

- o **Implementation capacity-building** in Phase IA emphasizes the creation of effective legal, financial and organizational enablement for comprehensive, multi-faceted action programs in both the public and private sectors. All of the Triangular Partnership organization and budget support proposals in Section 3.0 above should be completed during this phase, or earlier.
- o **Low-cost/high-impact environmental and property actions**, such as concentrated code enforcement and environmental enhancement campaigns, are intended to stimulate private improvements of substandard properties and generate positive market perceptions of the target area. A particularly important area for leadership of the OAB/"Umbrella Organization" and existing CDC's will be the mounting of organized volunteer efforts for a major "clean-up" campaign within the public and private property domains of Overtown. Detailed discussion of the scope of this Phase IA action program are found in the Section 2.3 of the Overtown CRP Part III report, as well as other references in the Part II document. This activity should encompass the SEO/PW target area as well.
- o **Community-oriented construction and marketing priorities** give early attention to pent-up needs of residents for affordable housing in existing/vacant units, rehab projects and infill development of vacant sites, as well as revitalization of existing shopping and community facilities such as the Overtown Shopping Center. These actions pave the way for progressive acceleration of new construction dependent on internal and external market demand. The residential improvement programs will focus the earliest attention on a series of Tier II neighborhoods where the CDC's and existing property owners could play lead roles in the assemblage and redevelopment of rehab and infill sites.
- o **Parallel economic/human resources development initiatives**--i.e., such as public-private programs to deal with unemployment, education and skills training, welfare dependency, or health care--will accompany Phase I facilities development in order to increase the current population's competitive capacities in the housing and job markets. These initiatives will call for major attention from the OAB, ONP, the Overtown churches and other community-based human and social service agencies.
- o **Containment of front-end redevelopment impacts** is achieved through the 5-year stretch-out of property acquisition, demolition, and redevelopment starts involving existing households or businesses displacement. Publicly-owned and vacant sites are the earliest focus of acquisition efforts; the more extensive relocation burdens are deferred to Phase II. Early generation of taxable property values at the lowest possible cost and deferral of major public improvement outlays are also stressed.
- o **Complementary action programming** in the public and private sectors is built around the parallel marketing opportunities associated with the residential, mixed-use, and general business/industrial revitalization components--i.e., in that order of start-up for major

construction. The general thrust of Phase I programming is to increase occupancy rates in existing facilities, produce marketable rehab and new construction for varied re-uses, and achieve property tax base gains in numerous locations at the earliest possible dates. All of the non-profit organizations associated with the Triangular Partnership--including the ONRC, the OAB/"Umbrella Organization", and the CDC's--will have important roles to play in promoting improvement activities on the part of existing homeowners, general property owners and investors, and small businesses throughout Phases IA and IB. These activities could range from minor repairs and marketing of vacant facilities to major rehabilitation and facilities expansion efforts. A variety of public incentives will be offered by the Overtown CRA for owner-initiated investment and marketing efforts, but the creation of community awareness and means of accessing this assistance must come from community leaders and organizations.

Although project sites in the SEO/PW redevelopment area are not called out here, many of the affordable housing, economic development and services development opportunities described in the Overtown CRP are generic solutions for the Overtown Community as a whole. The so-called Overtown Neighborhood Restoration Corporation (ONRC) has been specifically conceived as the appropriate organizational vehicle to design and assemble financing for Overtown Community action programs which cross the redevelopment jurisdiction boundaries.

Land Assembly and Redevelopment Action Programs

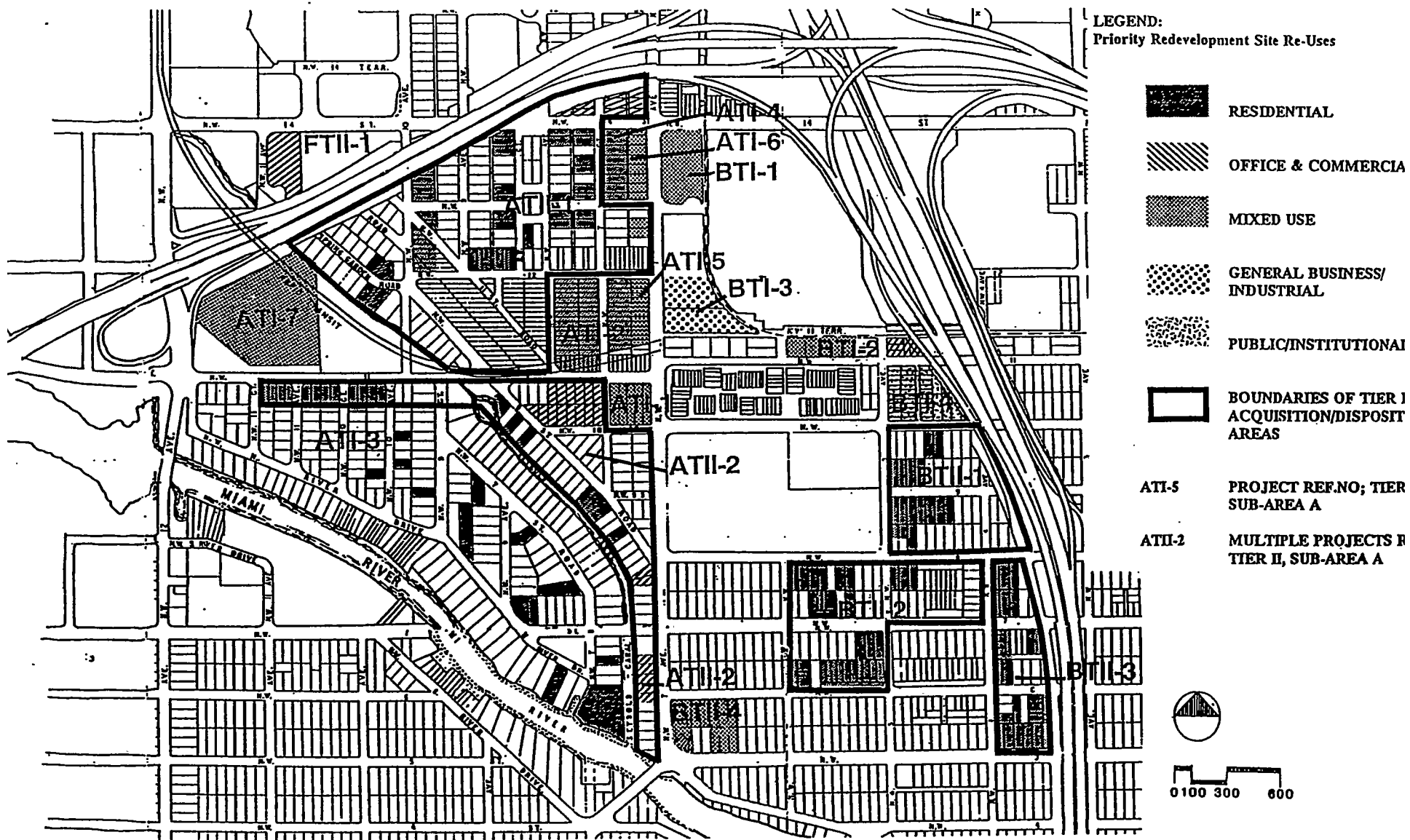


FIGURE 4.2A: SITE DISPOSITION AND RE-USE PLAN-OVERTOWN/CULMER

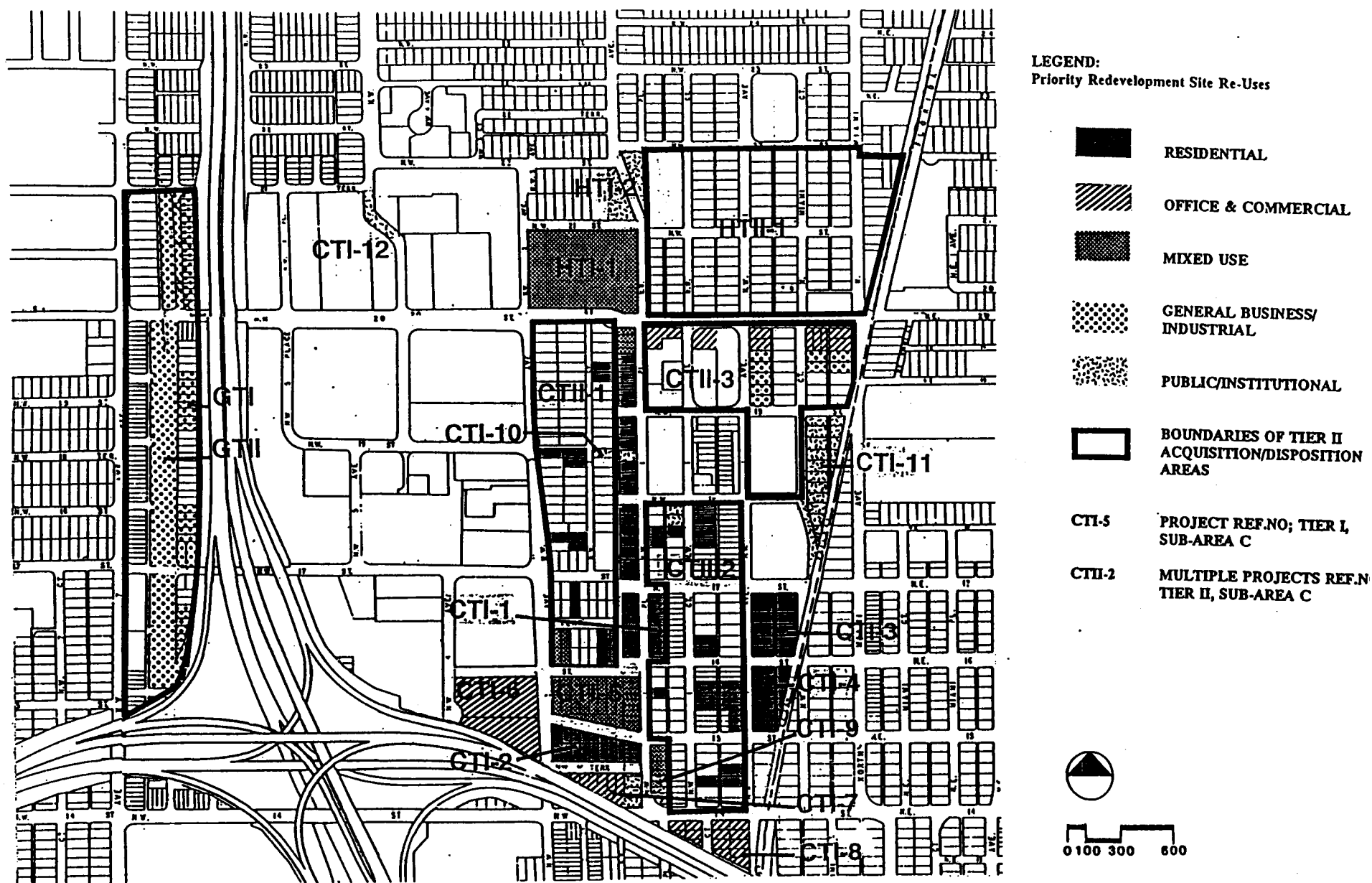


FIGURE 4.2B: SITE DISPOSITION AND RE-USE PLAN-OVERTOWN/NORTH

Affordable Housing Action Programs

- o Table 4.2A: Projected Distribution of Rehabilitated Housing Units by Tenure and Income
- o Table 4.2B: Projected Distribution of Newly Constructed Housing Units by Tenure and Income.
- o Table 4.2C: Matrix of Proposed New Housing Prototypes and Development Standards
- o Figure 4.2C: Renovated Existing 3-Story Multifamily Housing Block
- o Figure 4.2D: 2-Story Attached SF Unit
- o Figure 4.2E: 3-Story Multifamily Building With Varied Unit Sizes

Table 4.2(A): Projected Distribution of Rehabilitated Housing Units by Tenure and Income

	Renter Occupied	Owner Occupied
Rehabilitated Units	651	578
Vacant	39	17
Households in Rehabilitated Units	612	560
Distribution of Household Size		
One Person	239	146
Two Persons	160	153
Three Persons	104	100
Four Persons	67	75
Five or More Persons	43	87
Average Size	2.24	2.73
Distribution of Household Income		
Under \$5,000	31 *	0
\$5,000 – 9,999	55 *	0
\$10,000 – 14,999	74 *	74
\$15,000 – 24,999	167	191
\$25,000 – 34,999	144	140
\$35,000 – 49,999	85	97
\$50,000 – 74,999	56	58
More than \$75,000	0	0
Maximum Affordable Monthly Housing Payment		
Annual Income: Under \$5,000	\$125	\$117
\$5,000 – 9,999	\$250	\$233
\$10,000 – 14,999	\$375	\$350
\$15,000 – 24,999	\$625	\$583
\$25,000 – 34,999	\$875	\$817
\$35,000 – 49,999	\$1,250	\$1,167
\$50,000 – 74,999	\$1,875	\$1,750

Note: Income brackets are expressed in 1990 prices. Projections at build-out (2007).

Maximum affordable housing payment is for a "typical" household of 2.54 persons, and assumes that renters can afford to spend 30 percent of their gross income on housing (including utilities), while homeowners can spend 28 percent of their income on mortgage principal, interest, taxes and homeowners' insurance.

* Of the 160 very low income households shown here, 112 are assumed to be residents of existing public housing units currently undergoing renovations.

Source: projections by authors.

**Table 4.2 (B): Projected Distribution of Newly
Constructed Housing Units by Tenure and Income**

	Renter Occupied	Owner Occupied
Newly Constructed Units	1,032	987
Vacant	52	30
Households in New Units	980	957
Distribution of Household Size		
One Person	382	237
Two Persons	256	295
Three Persons	167	222
Four Persons	151	179
Five or More Persons	25	24
Average Household Size	2.18	2.44
Distribution of Household Income		
Under \$5,000	0	0
\$5,000 – 9,999	0	0
\$10,000 – 14,999	70	82
\$15,000 – 24,999	220	208
\$25,000 – 34,999	308	291
\$35,000 – 49,999	264	249
\$50,000 – 74,999	100	114
More than \$75,000	0	12
Maximum Affordable Monthly Housing Payment		
Annual Income: Under \$5,000	\$125	\$117
\$5,000 – 9,999	\$250	\$233
\$10,000 – 14,999	\$375	\$350
\$15,000 – 24,999	\$625	\$583
\$25,000 – 34,999	\$875	\$817
\$35,000 – 49,999	\$1,250	\$1,167
\$50,000 – 74,999	\$1,875	\$1,750

Notes: Income brackets are expressed in 1990 prices. Projections at build-out (2007).

Maximum affordable housing payment is for a "typical" household of 2.54 persons, and assumes that renters can afford to spend 30 percent of their gross income on housing (including utilities), while homeowners can spend 28 percent of their income on mortgage principal, interest, taxes and homeowners' insurance.

There is additional need for very low income rental units beyond the 70 units shown here. It is assumed that this need can be met in 71 units of public housing that will become available over some years. The released capacity has been assigned to 71 units to serve renters and owners in the \$50,000 to \$79,999 range.

Source: Projections by authors.

TABLE 4.2(C): MATRIX OF PROPOSED NEW HOUSING PROTOTYPES & DEVELOPMENT STANDARDS

BUILDING TYPE & SUB-AREA LOCATIONS	TYPICAL DEVELOPMENT STANDARDS					OTHER DESIGN CRITERIA & ISSUES
	Max. Net Density (DU/AC)	No. of Floors	No. of Bdrms. (BR's)	Avg. FL Area (SF)	Parking Types	
SINGLE FAMILY DETACHED: Sub-Area (A)	8 DU/AC in R-1 zoning	1-2 floors	3-5 BRS	1300 SF+	Covered Parking	Private open space & landscaped set-backs for infill conditions.
DUPLEX: Sub-Area (C)	18 DU/AC in R-3 zoning	2-3 floors	3-4 BRS	1100 SF	Covered Parking	Private open space or balconies w/ landscaped street frontages for infill conditions.
SINGLE FAMILY ATTACHED, or TOWNHOUSE: Sub-Areas (A), (B) & (C)	20 DU/AC in R-3 zoning	2-3 floors	3-4 BRS	1100-1300 SF varied by area	Covered or Surface Parking	Private/semi-private open space or balconies w/ landscaped street frontages for larger infill sites.
LOW-RISE MULTIFAMILY: Sub-Areas (A), (B) & (C)	24-30 DU/AC in R-3 or C-1 zoning	3-4 floors	2-4 BRS	900-1100 SF varied by area	Covered or Surface Parking	Private entries, balconies & easy vertical access to unit if not served by elevators. Landscaped common space & street frontages.
MID-RISE MULTIFAMILY: Sub-Areas (A), (B) & (C)	40-60 DU/AC in R-3 or C-1 zoning	5-8 floors	1-4 BRS	900-1100 SF varied by area	Covered Parking Deck	Elevator-served with open corridor access to units where possible. Private balconies & common open space or roof terraces. Landscaped street frontages. Privacy from lower-level commercial uses.
HIGH-RISE MULTIFAMILY: Sub-Areas (A) & (H)	100 DU/AC in C-1 zoning	12 floors +	Effs., 1 & 2 BRS	700-850 SF varied by area	Covered Parking Deck	Independent residential access & privacy from lower-level commercial uses. Private balconies &/or common open space & roof terraces. Pedestrian environment at the base.
SOURCE: The Authors						

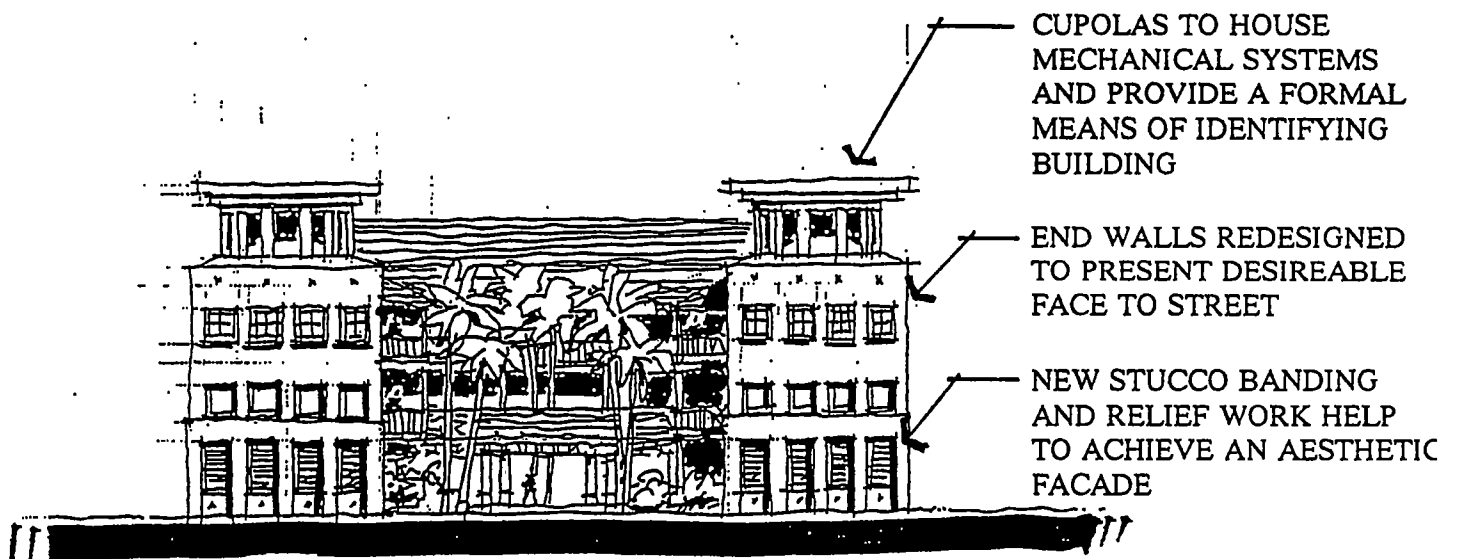
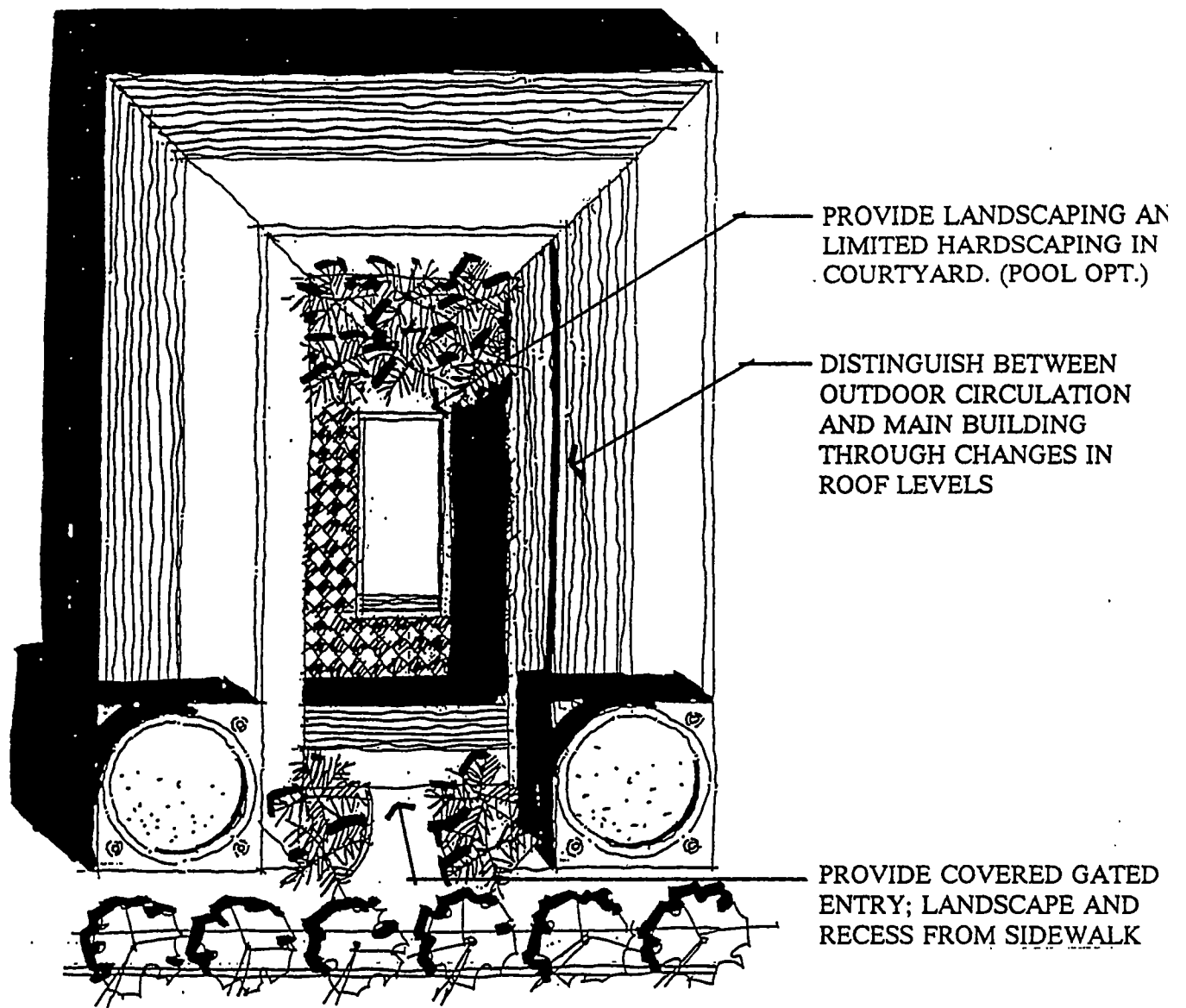
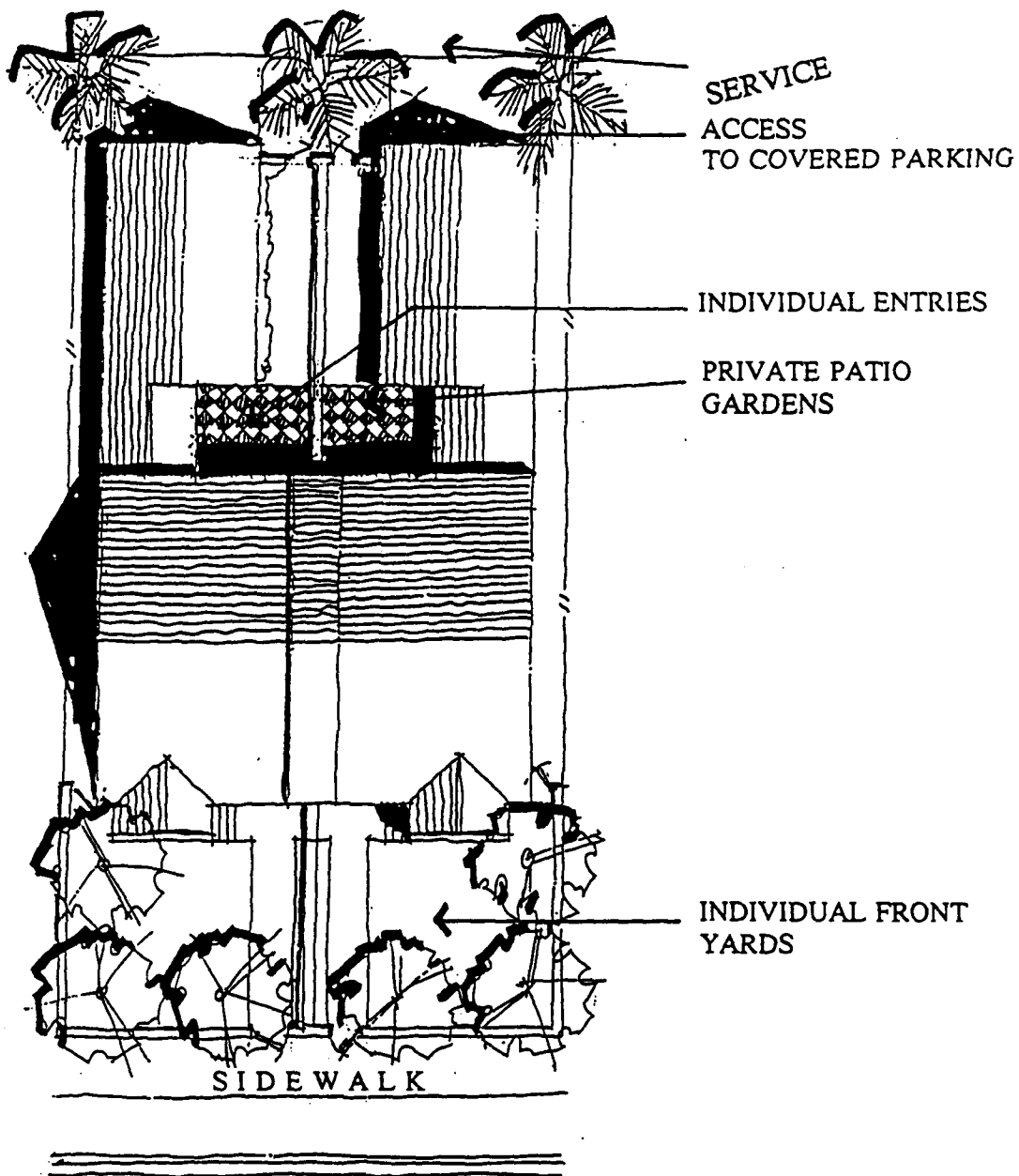


FIGURE 4.2 C: Renovated Existing 3-Story MF Housing Block



UNIT

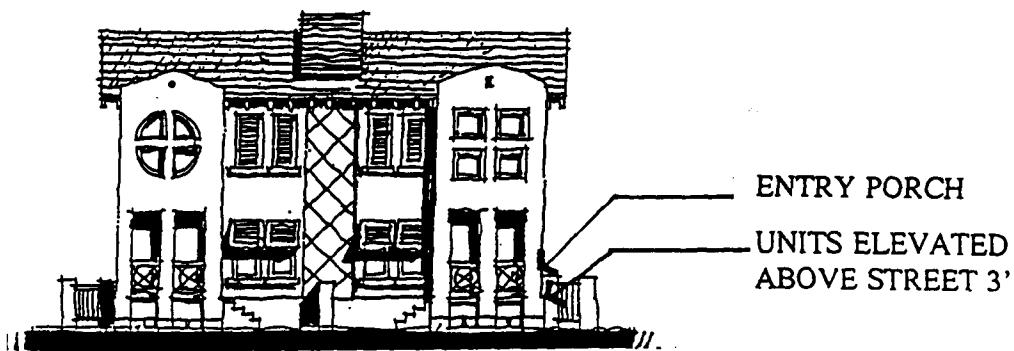


FIGURE 4.2 D: 2-Story Attached SF Unit

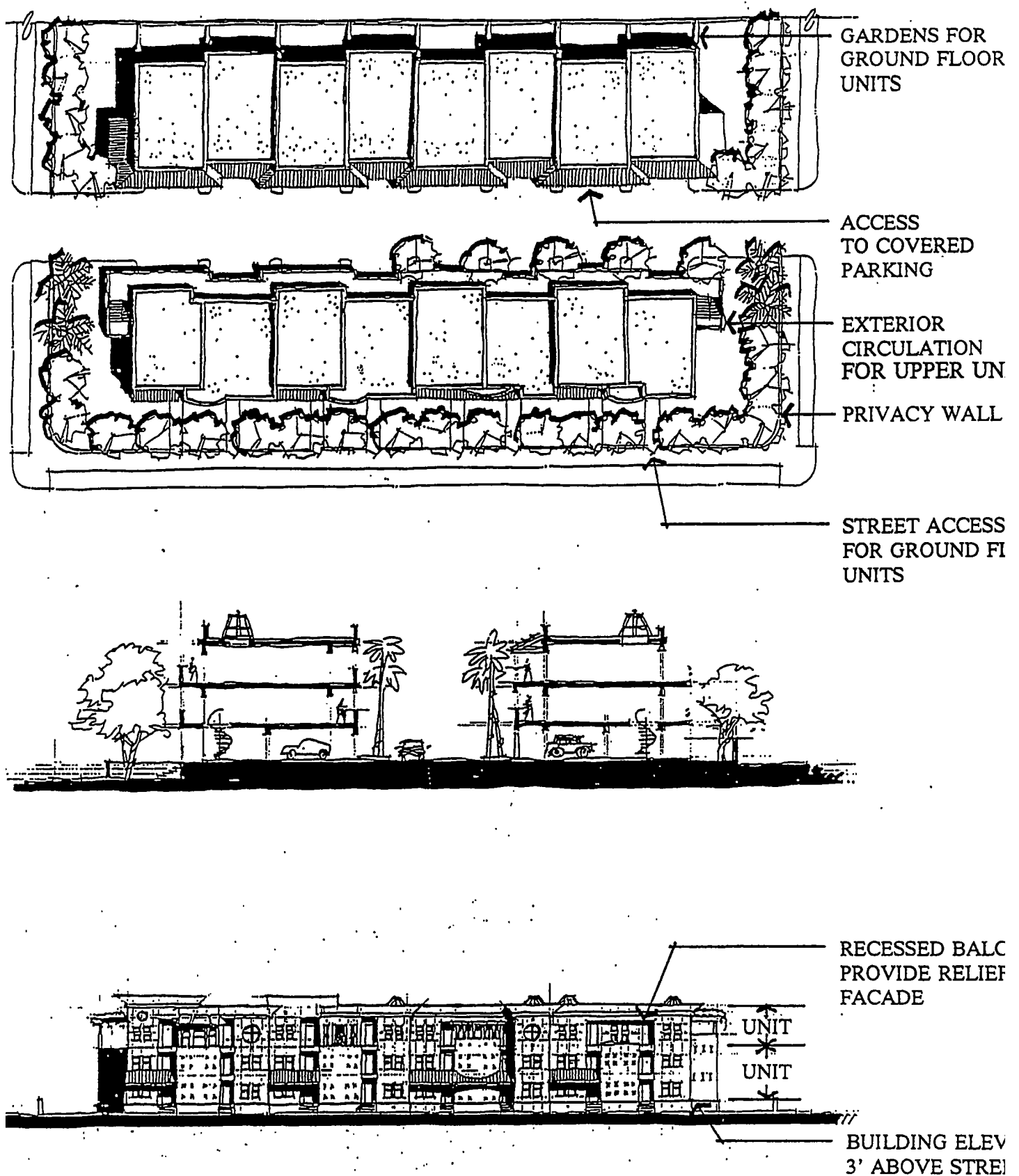


FIGURE 4.2 E: 3-Story MF Building with Varied Unit Sizes

Economic Development Action Programs

- o Table 4.2D: Projected Changes in Private Non-Residential Building Space, 1993-2007
- o Figure 4.2F: Proposed Target Areas and Sites for Economic Development Assistance
- o Figure 4.2G: Illustrative Site Plan of Miami Health Technologies Science Center,
 - #1 Phase One Development
 - #2 Phase Two Development
- o Figure 4.2G: Illustrative Cross-Section of Miami Health Technologies Science Center (View Looking West)
- o Figure 4.2H: Illustrative Site Plan of Booker T. Washington/Culmer Station Area Projects
- o Figure 4.2I: Illustrative Site Plan of Overtown Shopping Center and Culmer Center Area
- o Figure 4.2J: Overtown Shopping Center Renovation-View from NW 3rd Avenue

TABLE 4.2(D): PROJECTED CHANGES IN PRIVATE NON-RESIDENTIAL BUILDING SPACE, 1993-2007

ECONOMIC DEVELOPMENT PROGRAM COMPONENTS	TOTAL CRP TARGET AREA	OVERTOWN/CULMER (SUB-AREAS A,B,& F)	OVERTOWN NORTH (SUB-AREAS C,G,& H)
EXISTING COMMERCIAL SPACE	1,152,025 SF	605,725 SF	546,300 SF
- Demolished space ¹	(301,350)	(139,250)	(162,100)
- Space attritioned for site improvements ²	(40,173)	(4,260)	(35,913)
REMAINING STANDARD & REHABILITATED SPACE:	810,502 SF	462,215 SF	348,287 SF
Existing Commercial Firm Relocations ³	61 Firms	18 Firms	43 Firms
EXISTING INDUSTRIAL SPACE	575,425 SF	26,000 SF	549,425 SF
- Demolished space ¹	(71,900)	0	(71,900)
- Space attritioned for site improvements ²	(21,364)	(3,900)	(17,464)
REMAINING STANDARD & REHABILITATION SPACE:	482,161 SF	22,100 SF	460,061 SF
Existing Industrial Firm Relocations ³	10 Firms	—	10 Firms
NEWLY CONSTRUCTED NON-RESIDENTIAL SPACE			
SPECIAL ECONOMIC DEVELOPMENT PROJECTS			
o Miami Health Technologies Science Center (Sub-Area A, 2 Phases)			
- 300 Room Hotel/Conference Center	150,000 SF	150,000 SF	—
- Office/R&D Space	178,400	178,400	—
- Retail/Entertainment	35,000	35,000	—
Sub-total:	363,400 SF	363,400 SF	—
o Overtown Shopping Center (Sub-Area C)			
- Rehabilitated Space	26,000 SF	—	26,000 SF
- Expansion Space	10,000	—	10,000
Sub-total:	36,000 SF	—	36,000 SF
o Small Business & Technology Development Center (Sub-Area B)	40,000 SF	40,000 SF	—
o Bio-Medical Industrial Center (Sub-Area G)	196,000 SF	—	196,000 SF
SUB-TOTAL SPECIAL PROJECTS:	635,400 SF	403,400 SF	232,000 SF
Other Commercial/Mixed-Use Revitalization Areas	551,879 SF	398,450 SF	153,429 SF
Other General Business/Industrial Revitalization Areas	64,991 SF	—	64,991 SF
TOTAL NEW COMMERCIAL & INDUSTRIAL SPACE	1,252,270 SF	810,850 SF	450,420 SF
SOURCE: The Authors FOOTNOTES: (1) Demolition is focused on "Severely Deteriorated" and "Dilapidated" building conditions (i.e., conditions #4 and #5) and marginal buildings in conflict with existing or proposed land use and zoning objectives. It is estimated that demolished non-residential space currently shows 15% vacancy in Overtown/Culmer and 20% vacancy in Overtown North. (2) It is estimated that currently sub-standard space undergoing rehabilitation will require 15% attrition to make room for parking, loading & on-site open space standards. (3) Relocation of firms in demolished/occupied space is estimated on the basis of typical floor area sizes of 3,000 SF/firm for commercial uses and 6,000 SF/firm for industrial uses.			

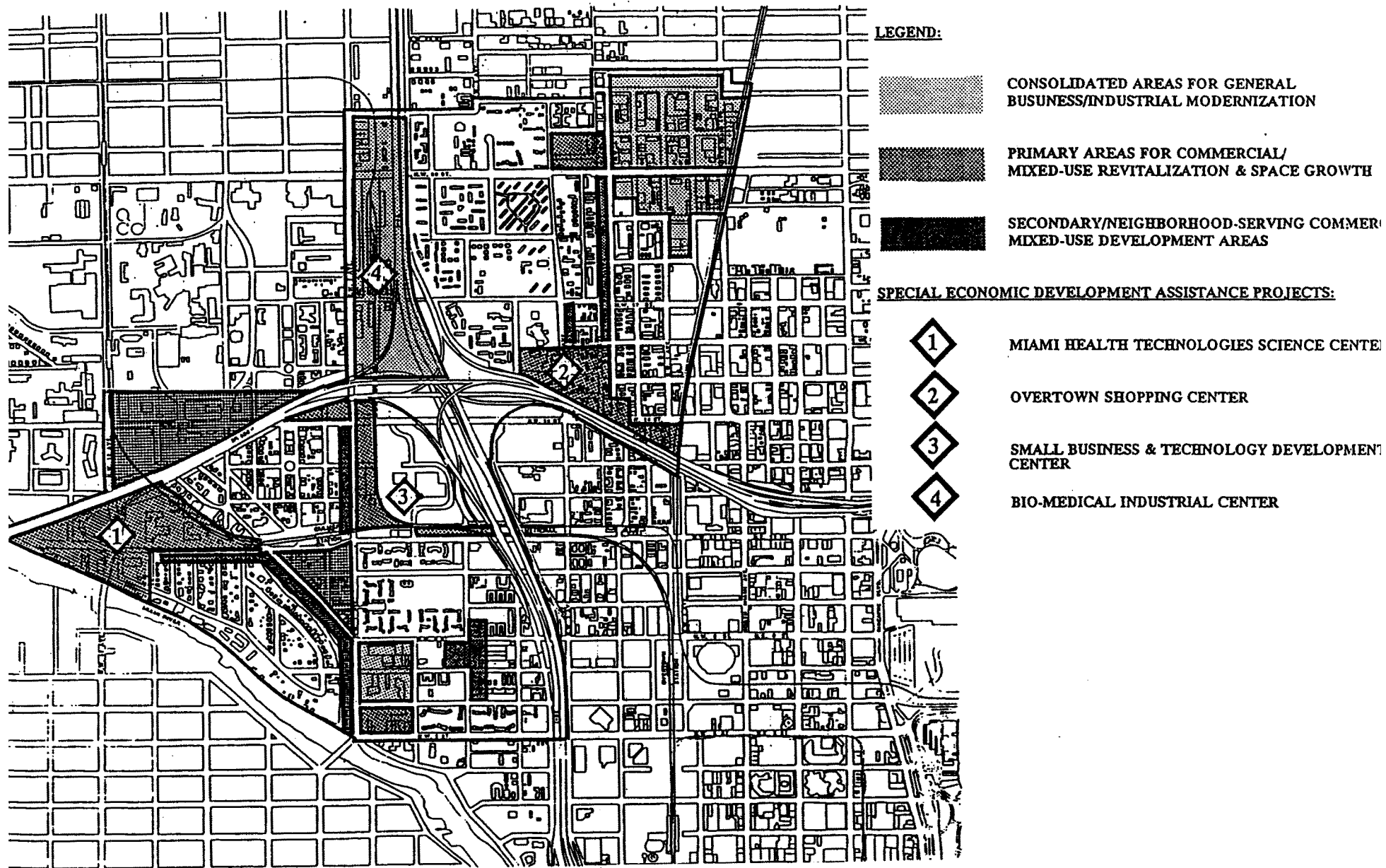


FIGURE 4.2 F: Proposed Target Areas & Sites for Economic Development Assistance

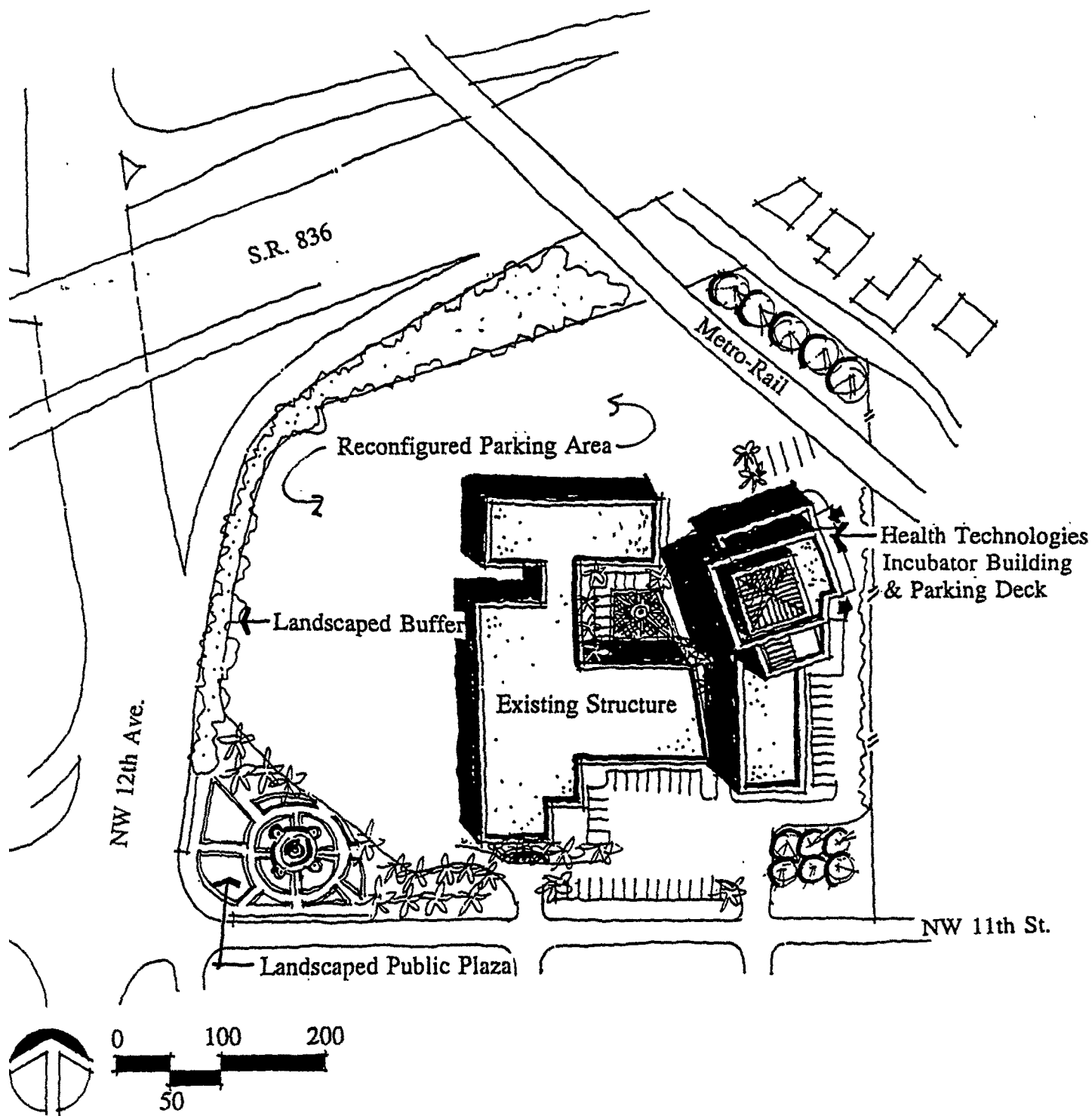


FIGURE 4.2 G(#1): Illustrative Site Plan of Miami Health Technologies Science Center,

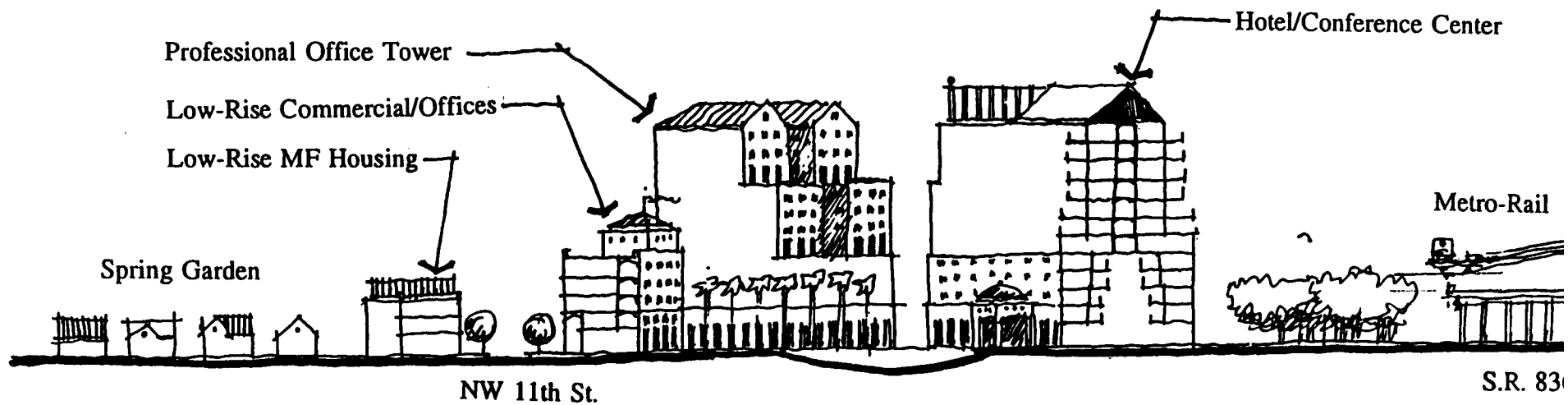


FIGURE 4.2 G(#3): Illustrative Cross-Section of Miami Health Technologies Science Center (View Looking West)

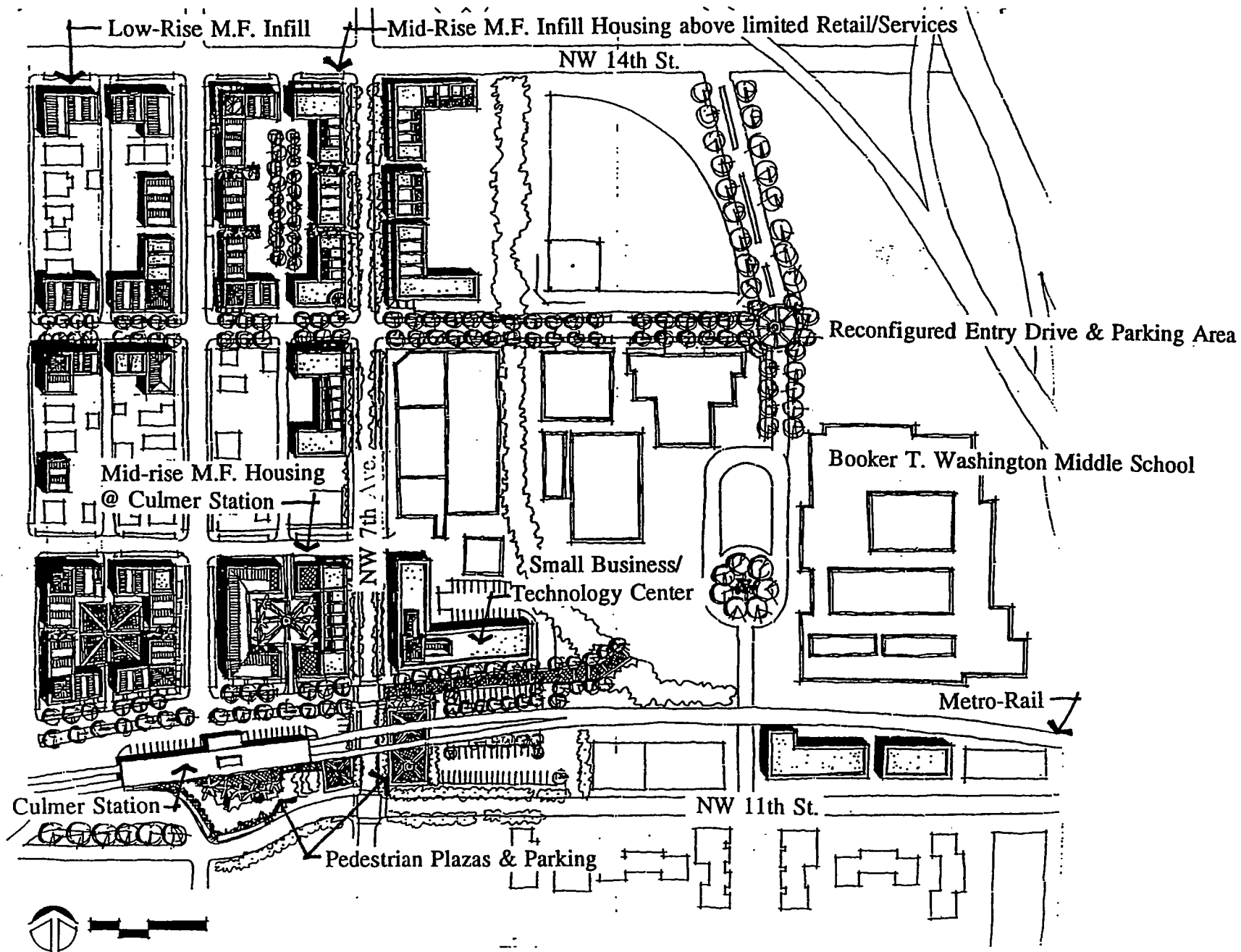


FIGURE 4.2 H: Illustrative Site Plan of Booker T. Washington/Culmer Station Area Projects

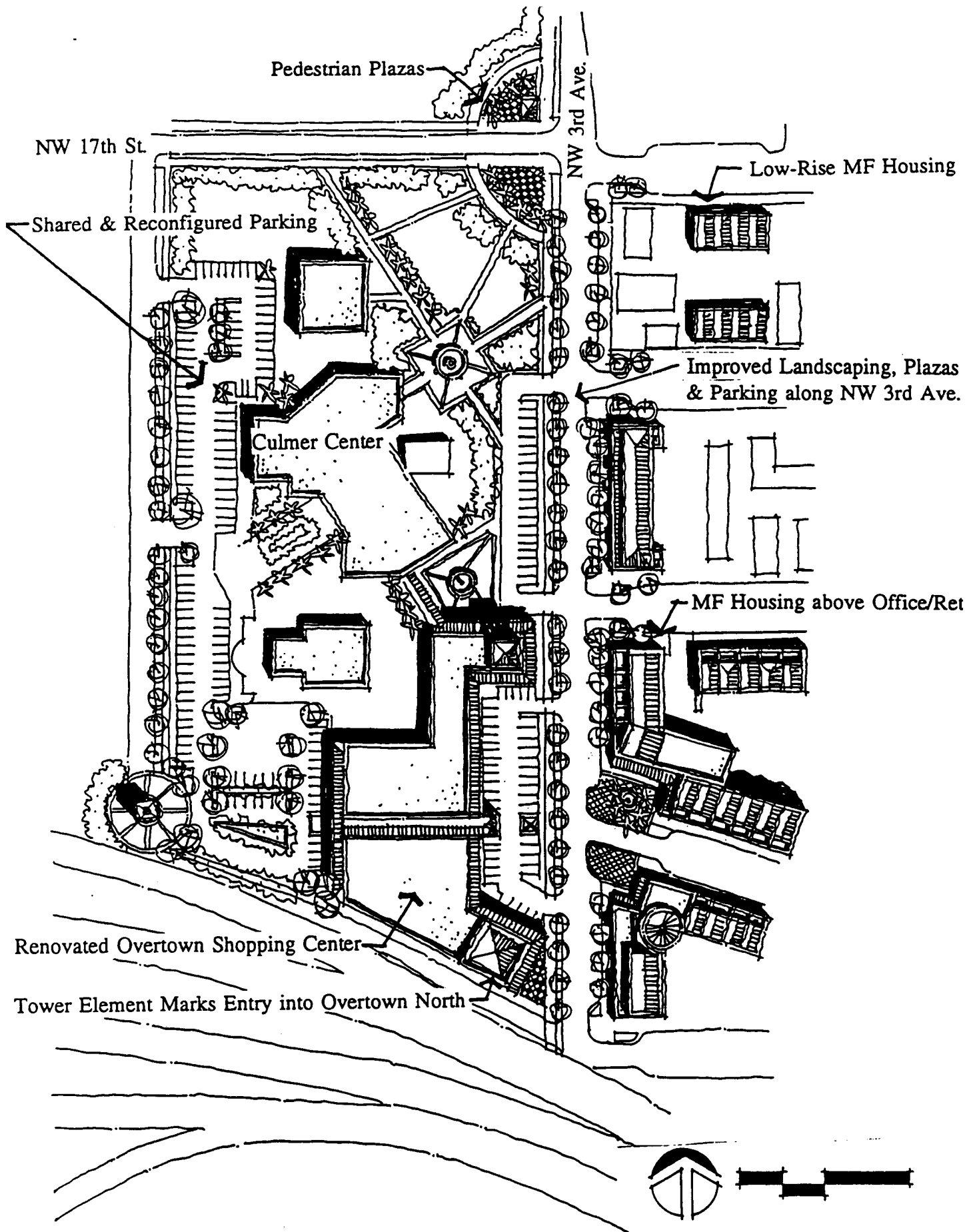


FIGURE 4.2 I: Illustrative Site Plan of Overtown Shopping Center and Culmer Center Area

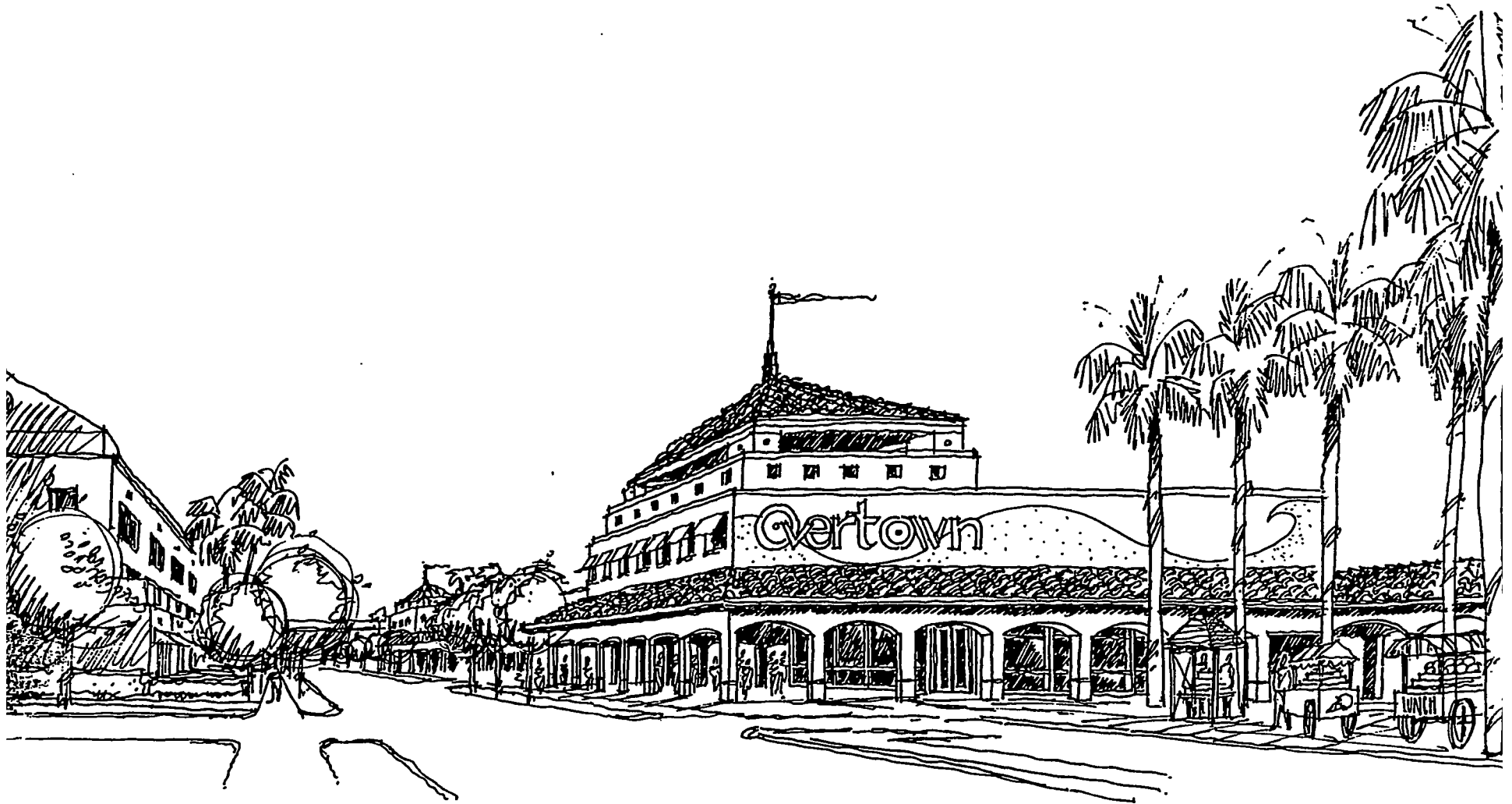


FIGURE 4.2 J: Overtown Shopping Center Renovation - View from NW 3rd Avenue

LIST OF REFERENCES & CREDITS

LIST OF TECHNICAL REFERENCES

OVERTOWN CRP & ACTION PROGRAM STUDY DOCUMENTS

The following final reports were prepared by the Florida Center for Urban Design & Research and the FAMU/USF Cooperative Master of Architecture Program, in association with sub-consultants Reginald A. Barker, AICP, and Robert D. Cruz, Ph.D., on behalf of the Overtown Advisory Board, Inc., under its grant from the City of Miami to carry out the Overtown Community Redevelopment Plan & Action Program Study of 1991-1993.

Final Report - Part I, **Overtown CRP Executive Summary**, December 1993

Final Report - Part II, **Overtown Community Redevelopment Plan**, December 1993

Final Report - Part II Appendix, **Overtown CRP Appendix**, December 1993

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Note: All base and information maps of Overtown in this report are derived from the base maps provided to Overtown Advisory Board by the City of Miami Department of Planning, Building and Zoning.

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