




City of Miami Beach, 1700 Convention Center Drive, Miami Beach, Florida 33139, www.miamibeachfl.gov

COMMISSION MEMORANDUM

TO: Honorable Mayor Dan Gelber and Members of the City Commission

FROM: Alina Hudak, City Manager  ^{DS}

DATE: February 23, 2022

SUBJECT: ART DECO CULTURAL DISTRICT VISION PLAN (LAND USE, MOBILITY, AND ECONOMIC DEVELOPMENT STUDY OF THE ENTERTAINMENT DISTRICT AUTHORIZED PURSUANT TO CITY COMMISSION RESOLUTION NO. 2020-31388)

Recommendation

The Administration recommends that the Mayor and City Commission 1) accept the Zyscovich ADCD Vision Plan in concept, and authorize the Administration, with policy input, to continue examination and vetting of the recommended implementation Action Items; and 2) authorize the Administration to develop a Request for Qualifications (RFQ), consistent with the voter-approved G.O. Bond Project #31 – Ocean Drive Corridor (the “Project”), to select and award a firm for the design development, and construction administration services of the Project; and further authorize the Administration to incorporate Lummus Park in the RFQ, as defined by the Vision Plan, to be submitted to the City Commission for consideration and authorization prior to issuance.

Background

On May 10, 2019, the City issued RFQ No. 2019-234-ND for a land use, mobility, and economic development study of the City’s Mixed-Use Entertainment (“MXE”) district, also known as the Art Deco Cultural District (“ADCD” or the “District”). The RFQ sought qualifications from multi-disciplinary teams to perform a study covering properties and areas adjacent to commercial corridors including Washington Avenue, Collins Avenue, and Ocean Drive (the “Vision Plan”). The solicitation indicated that any recommendations resulting from the Project, as adopted by the City Commission, would form the basis for more extensive projects, specifically the voter-approved Ocean Drive and Washington Avenue G.O. Bond projects.

On July 31, 2019, per Resolution No. 2019-30914, the City Commission authorized negotiations with Zyscovich, Inc., d/b/a Zyscovich Architects (“Zyscovich”), as the top-ranked bidder, and authorized execution of an agreement if negotiations were successful.

On July 29, 2020, the City Commission referred to the Land Use and Sustainability Committee a special workshop on the Art Deco Cultural District. The September 17, 2020 special ADCD workshop discussed the development of a comprehensive strategy for the District that would address issues such as public safety, mobility, land use, and economic development.

On September 16, 2020, via Resolution No. 2020-31388, the City Commission reaffirmed

the award of the contract to Zyscovich.. The Commission Memorandum accompanying the Resolution attached a July 9, 2020 correspondence from the South Beach Alliance, a stakeholder coalition comprised of the Ocean Drive Association, Washington Avenue BID, Lincoln Road BID, Collins Improvement Association, and the Espanola Way Association, urging the Mayor and City Commission to execute an agreement with Zyscovich pursuant to the RFQ. Accordingly, on October 11, 2020, the City and Zyscovich entered into a professional services agreement.

In accordance with his authority pursuant to Section 2-27(b)(2) of the City Code, Mayor Gelber issued a December 7, 2020 memorandum creating the Mayor's Art Deco Cultural District Panel (the "Panel"), to provide recommendations regarding the ADCD and serve in an advisory capacity to the city's consultant.

On June 23, 2021, Bernard Zyscovich presented a draft conceptual plan to the City Commission summarizing the proposed concepts and recommendations for the Vision Plan. Presented as a progress report, the City Commission was generally receptive to the consultant's bold direction and ideas surrounding urban planning and Lummus Park and offered support for the transformative nature of his vision.

On October 13, 2021, the Mayor and City Commission authorized the City to increase the Zyscovich scope to include a Rough Order of Magnitude Cost Estimate and Phasing Plan for the Vision Plan. This analysis would assist the Mayor and City Commission and the Administration with evaluating the next steps following preparation of the Vision Plan and how to implement the Project on an incremental or phased basis. On December 22, 2021, the City and Zyscovich Architects executed Amendment No. 1 to the professional services agreement authorizing the additional scope. On February 14, 2022, Zyscovich submitted the final draft of the ADCD Vision Plan to the Administration. See Exhibit A (Executive Summary) and Exhibit B (ADCD Vision Plan).

Mayor's ADCD Panel

Since January 8, 2021, the Panel of resident and business community stakeholders has met 22 times at publicly noticed meetings also attended by the City Administration and members of the public. The Panel received presentations and updates from subject matter experts including the consultant team led by Zyscovich, with sub-consultants Town Square Corp., Kittelson & Associates, Lambert Advisory, Gehl, and Raymond Jungles Landscaping, in addition to multiple City Departments and guest speakers including urbanist Richard Florida.

Initial meetings of the Panel included presentations and discussions regarding Ocean Drive traffic configuration options and side street challenges, enhancement of public safety measures, proposed amendments to the Land Development Regulations, and the Consultant's proposal for expansion of Lummus Park. Zyscovich and the consultant team delivered several in-depth workshops to analyze the planning issues underpinning the Vision Plan:

- On March 12, 2021, sub-consultant Kittelson & Associates presented on Transportation and Mobility Initial Observations, with topics including transit routes, modal priorities, safety issues, and curb management. The Panel displayed interest in the pre-COVID-19 statistical data demonstrating decreasing dependence on automobiles in favor of bicycle and pedestrian movement.
- On March 26, 2021, sub-consultants Gehl Architects and Town Square presented

on Street Life and Programming, introducing the concept of an independent management entity for Lummus Park. The Panel embraced concepts presented including the need to identify shared priorities to guide ADCD planning, consideration of effective management models for Lummus Park, and building awareness for “putting people first” in the design process.

- On April 23, 2021, Zyscovich and sub-consultant Lambert Advisory led a discussion on Retail, Tourism, and Entertainment Potential, including the office market as it relates to the District, how to encourage certain uses and business operations, and how an expansion of the Lummus Park footprint could benefit the economic vitality of Ocean Drive.
- On May 21, 2021, Zyscovich led an intensive workshop on Urban Design, Open Space, Mobility, and Transit, held in person at the historic Carlton Hotel on Collins Avenue. As Zyscovich presented his vision for the character of the District, the Panel generally expressed support for the Vision Plan’s identified objectives, such as protecting the District’s history and character; rebalancing hotels, the hospitality industry, and residential activities; expanding the landscape to create a great park and public spaces; enhancing the character of the street scenes; and managing density to welcome all people. During a subsequent discussion on June 4, 2021, the Panel expressed concern with compatibility issues related to increasing the number of residential uses in the District and agreed that access control tactics such as congestion price or physical barriers deem further exploration.
- On June 18, 2021, Zyscovich and sub-consultant Lambert Advisory presented Land Use and Zoning considerations including discussion with the Panel of east-west connections in the District, activation of alleyways, and responsive management of public spaces. Although the Panel remained conflicted as to the appropriate configuration of traffic and mobility on Ocean Drive, the Panel advocated for greater consideration for the shared dynamic in the street among bicycles, vehicles, and pedestrians.
- On July 16, 2021, the Panel adopted a motion, documented in LTC 310-2021, to express support for the City Commission’s initiatives and the allocation of funding for cultural activations in Lummus Park and elsewhere in the ADCD. Recognizing the important role of placemaking, cultural activations should be community-building and based on an educational or nonprofit ideology.

On December 17, 2021, Zyscovich presented the draft Vision Plan to the Panel and provided the committee an opportunity to offer input and commentary. Accordingly, Zyscovich incorporated the Panel’s suggestions into the Vision Plan, including: modifications to the proposed landscape scheme options and updating renderings to better depict retention of the existing coconut palm canopy; illustrating potential options for installing public art and an urban plaza at the street end at 10th Street; and enhancing the persuasiveness of the proposal via additional renderings and aerial images which convey the “before and after” transition from existing to proposed conditions.

The Panel convened on February 18, 2022 to discuss and prepare a final report of its activities and recommendations to be transmitted via Letter to Commission.

ANALYSIS

The enhancement and management of the Art Deco Cultural District has been a major priority of the Mayor and City Commission and the Administration. Over the past year, the Administration, including members of the senior management team, has been engaged in the Vision Plan development process, providing information, highlighting concerns as necessary, and offering feedback on the recommendations. The Administration has also facilitated and participated in preliminary meetings between regulatory agencies and Zyscovich.

The Vision Plan

The Vision Plan document compiles maps, diagrams, images, and narrative text to develop recommendations on a broad range of topics including urban design and character, transportation priorities and concepts, suggested changes in land use and zoning regulations, and expansion of Lummus Park and potential approaches to its management. The Vision Plan emphasizes the need for prioritizing people and pedestrians, open public spaces, well-designed buildings and streetscapes, and limited vehicle access zones with slower traffic.

The Vision Plan is developed upon six (6) foundational principles:

1. protect character and history;
2. rebalance hotels, hospitality industry, and residential activities;
3. expand the physical landscape by creating a great park and public spaces;
4. create a comprehensive transit and mobility plan;
5. enhance the character, quality, and value of street activity during day/night; and
6. manage density and welcome all people.

The Vision Plan develops these principles through several recommendations falling under four overarching concepts: expansion of the landscape into a great park, management of Lummus Park, creating a balanced transit and mobility plan, and balancing interests to generate incentives and restrictions which guide and implement desired policies. Policy direction and guidance related to the following overarching concepts is critical.

Expand the physical landscape by creating a great park and public spaces. The Vision Plan proposes a reimagination and expansion of Lummus Park to activate the 15 acres of hardpack area between the serpentine walkway and dunes. The park would also be extended eastward to the façades of Ocean Drive buildings and the Ocean Drive vehicular right-of-way relocated further east as a winding accessway (proposed with three mobility options including two-way vehicular, one-way vehicular and pedestrian-only access). By re-imagining Lummus Park and effectively doubling its size, the Vision Plan proposes increasing the programming activities within the park for recreation, arts and culture, and other public uses.

Establish a conservancy to manage Lummus Park. The Vision Plan proposes transferring management responsibilities for the reimagined Lummus Park from the City to a private, not-for-profit organization that can support and enhance its maintenance, capital development, programming, and advocacy based on the needs of the community.

Create a balanced transit and mobility plan. The Vision Plan proposes three (3) distinct transportation and mobility plans for each of the three major corridors in the District. Ocean Drive is envisioned as a pedestrian-priority street with an extremely wide sidewalk/promenade next to the buildings that allow pedestrians to feel like they are in Lummus Park. The street is re-designed as a low-capacity road with drop-off zones on each block to allow for pick up and drop off close to buildings. Collins Avenue is a shared

transit street, or curbless “woonerf” serving local transit access and vehicles driving next to people walking and biking. Washington Avenue is proposed as a direct access transit street with dedicated bus lanes in the middle of the street, one through lane for automobiles and other vehicles, and a protected bicycle lane on both sides of the street.

The Washington Avenue concept assumes that Miami-Dade County will develop its proposed high-capacity transit connection between Miami Beach and the mainland (referred to as The Beach Corridor). For the east-west side streets which extend from Washington Avenue to Ocean Drive, the Vision Plan proposes reducing travel to one lane in order to manage access and address mobility issues currently affecting the District.

Balance interest of property and business owners, residents, and visitors and generate incentives and restrictions to guide and implement desired policies. The Vision Plan recommends proposed changes to balance the needs and maintain the character of Ocean Drive and Collins Avenue through limited and strategic zoning incentives to encourage reinvestment and preservation of the historic building stock.

As staff has participated in review of the Vision Plan’s bold concepts and recommendations, the Administration acknowledges potential administrative, legal, and financial challenges that would require further study and could impact implementation. The concept of a conservancy for management of Lummus Park, congestion pricing, zoning incentives, and potential Miami-Dade County charter issues must be examined further. Zyscovich was tasked with developing a comprehensive and holistic long-term framework and vision for the District and as such, the Vision Plan does not propose definitive specifications. The conceptual vision would require substantial further analysis before the conceptual elements could be implemented..

Although the Vision Plan includes recommended action items that are categorized as near term, medium term, and long term, the Vision Plan was drafted as a guide that the Mayor and City Commission could choose to implement in phases and increments over an extended period of time. Zyscovich’s scope of work was amended to include a Rough Order of Magnitude construction cost estimate, which was prepared and submitted to the Administration for review. The cost estimate has been evaluated by staff and used as a foundation to develop an overall preliminary cost estimate inclusive of construction administration and services, contingency, project management services, fees, and other soft costs. Existing funding and plans for water, sewer, and stormwater replacement would need to be integrated with any future design. There may also be funding available via grants and other funding sources. Currently, funding for the related G.O. Bond Program projects includes \$20 million for Ocean Drive, \$10 million for Washington Avenue and \$4.7 million for Lummus Park. Based on preliminary cost estimates, the Administration anticipates being able to move forward with the Ocean Drive project.

SUPPORTING SURVEY DATA

According to the 2019 Community Satisfaction Survey, over the past ten years, residents decreasingly believe that the tourism industry in Miami Beach adds to the overall quality of life. The lowest point in this annual trend occurred in 2019, when only 42% of residents polled believed that tourism enhances quality of life. The same research by the ETC Institute revealed that businesses rate most perceptions of the City higher than residents. Whereas 89% of businesses polled believe that Miami Beach tourism adds value to the business community. The Vision Plan proposes to encourage a balance between the needs of residents, tourists, and businesses.

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FISCAL IMPACT

The scope of the professional services agreement with Zyscovich, as defined in the RFQ, conform with descriptions for the G.O. Bond projects related to Ocean Drive and Washington Avenue. Pursuant to Resolution No. 2021-31693, the City Commission accepted the recommendation of the G.O. Bond Oversight Committee to revise the G.O. Bond Implementation Plan, which made some funding available for the design of both these projects, which had originally been earmarked for later tranches. The \$602,000 total project cost for Zyscovich's work has been funded by available Tranche 1 G.O. Bond funds for Ocean Drive and Washington Avenue G.O. Bond projects.

While the Administration has some concerns related to the cost of funding all elements of the Vision Plan, there are opportunities to move forward with design development and implementation for certain projects by leveraging G.O. Bond funds, grants and other resources.

CONCLUSION

The Administration respectfully requests input from the Mayor and City Commission on the Vision Plan as drafted, and direction to proceed, as deemed necessary, including authorization to take the next steps in implementing aspects of the Vision Plan as part of the programming for the voter-approved G.O. Bond Project #31 for Ocean Drive, including development of an RFQ to include Lummus Park, as envisioned by the Vision Plan. Once prepared, the RFQ would be brought to the City Commission for consideration and approval.

Exhibits

Attachment A
Attachment B

ADCD Vision Plan Executive Summary
[Draft ADCD Vision Plan](#)

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