

Miami-Dade County  
**Recovery Plan**

**State and Local Fiscal Recovery  
Funds**

2021 Report

**Miami-Dade County**  
**2021 Recovery Plan**

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## GENERAL OVERVIEW

### **Executive Summary**

Miami-Dade County (MDC) intends to invest funds received through the Coronavirus State and Local Fiscal Recovery Funds (CSLFRF) of the American Rescue Plan Act (ARPA) in various programs to mitigate the socio-economic impacts brought on by the COVID-19 pandemic. MDC's goal is to uplift the local economy with focus on those individuals, businesses, and organizations that experienced the greatest disparities and were hardest hit by the pandemic. Funds will also be prioritized for the provision of government services to ensure our local government is stable to provide the foundational support our community needs to recover and thrive. In 2020, MDC experienced revenue losses in excess of \$1 billion and with the COVID-19 positivity rate beginning to once again rise to double digits, the negative economic effects of the pandemic may linger longer than anticipated. Residents residing in Qualified Census Tracts will be enabled to transition from septic systems to sewer thereby mitigating public health concerns and environmental issues in areas with the greatest susceptibility to infrastructural vulnerability. The hardships and uncertainties borne by the pandemic created anxiety and desperation that were manifested in rising crime and gun violence. The CSLFRF will assist MDC in implementing community-based programming to prevent violence, reduce recidivism, and prevent crime. The CSLFRF is an unprecedented investment to address an unprecedented event in our history. These funds will be maximized through impactful programs anchored on evidence-based practice to generate more equitable results for all our residents and businesses.

As of July 31, 2021, a plan with broad funding categories and subcategories was presented by MDC's Mayor to the Board of County Commissioners (Board). The plan was presented and approved by the Board at the July 20, 2021 meeting with direction to the Mayor to bring specific allocations, expenditures, and award recommendations to external organizations for the administration of programs to the Board for final approval. With this approval, MDC will design programs around research proven practices including outcomes and reporting metrics to show the impact and success on communities, populations, and businesses targeted to receive support through the CSLFRF. At this time, no expenses have been incurred nor obligated other than approximately \$203 million, which has been budgeted to cover shortfalls in the FY 2020-21 and FY 2021-22 budgets to avoid reductions in government services. Also, while categories and subcategories of funding have been approved, these have not yet been translated into defined projects. Project details will be provided in subsequent recovery plan updates and quarterly and interim reports as projects are formulated.

### **Uses of Funds**

MDC's overarching goal is to improve the conditions of populations that have historically experienced disparities that were further exacerbated through the negative economic effects of the COVID-19 pandemic. Through a grassroots, community-wide effort called Thrive305, MDC's Mayor engaged residents through various mediums to obtain their feedback about pressing needs for them personally and their neighborhoods. The idea of this first-ever process was to address inequities and issues that are of greatest importance to our residents. By doing this, our County will emerge as a stronger more equitable community where all our residents can access basic

necessities that are essential to propelling them out of their current circumstances and into improved situations. Affordable housing, jobs that provide a living-wage, safe neighborhoods, and access to programs and supports that will help residents financially stabilize are among the most important needs reported. In carefully analyzing the federal guidelines and considering the priorities identified through Thrive305, the following funding categories were proposed and approved by MDC's Board.

### **Public Health (EC 1) – \$17 Million:**

The COVID-19 pandemic created a general sense of anxiety even for those that were not previously afflicted by behavioral health concerns. Stressors such as juggling in-home schooling of children while simultaneously managing work responsibilities; meeting financial obligations such as rent, mortgage, utilities, and purchasing groceries with reduced or limited income; the sense of isolation from family and friends due to quarantine; and the devastation of battling the disease, having loved ones contract COVID or perish from it rattled even the most resilient individuals. To increase the availability and accessibility of behavioral health services, MDC allocated \$2 million for behavioral health programs to help address needs brought on or intensified by the pandemic. MDC will work with subject matter experts and community-based organizations to provide services through the most effective means and modalities possible (i.e., in-person, mobile health, telehealth, group and/or individual counseling formats) to provide the most effective level of service possible for afflicted residents. Through the Coronavirus Relief Funds (CRF), MDC sponsored two behavioral health programs and will leverage best practices and lessons learned from these recent programs.

The financial strains experienced by many, and particularly those residents that were struggling prior to the pandemic bred a sense of desperation that has manifested in an uptick in violence. This past May, for example, two people were killed and more than 20 people were injured in an early morning shooting at a banquet hall. In addition, statistics show that homicides increased by over 15 percent in 2021 when compared to 2020 data. Crime and violence impede growth and progress in our community and our residents have ranked public safety as the top need in Miami-Dade. For this reason, \$15 million of the CSLFRF funds will be invested in community-based services to reduce violence, prevent crime, and reduce recidivism. MDC has already embarked on a Peace and Prosperity Plan to address the causes and symptoms of violence in our community and these additional funds will enhance this evidence-based initiative that will be guided by an independent evaluation.

### **Negative Economic Impacts (EC 2) – \$25 Million:**

The overarching aim of the CSLFRF is to aid individuals and communities that were disproportionately affected by the pandemic including low-income populations, many of which performed essential jobs and were exposed to COVID-19 as a result. MDC mirrors this sentiment and will focus its programming to low-income persons and minorities who bore the brunt of the pandemic's effects.

Prior to the pandemic, Miami-Dade was already struggling with poverty. The United Way's Asset Limited, Income Constrained, Employed (ALICE<sup>1</sup>) report shows that many hardworking residents are employed but cannot keep up with living expenses because of the rising cost of living. ALICE

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<sup>1</sup> <https://unitedwaymiami.org/what-we-do/our-work-in-financial-stability/the-united-way-alice-report-2020/>

families earn incomes above the Federal Poverty Level, but have difficulties affording basic needs, including: housing, child care, food, transportation, health care, and necessary technology. The most recently updated ALICE report published in 2020 shows that *37 percent of Miami-Dade Households are ALICE and an additional 17 percent are in poverty*. Inflationary pressures continue to drive up the cost of consumer goods in our area. The Consumer Price Index<sup>2</sup> noted a 5.1 percent increase over the year in June 2021 with the food index and the energy index also up 1.9 percent and 2.7 percent, respectively. The unemployment rate in our community is 7.10% as of June 2021, that is 3.2 times higher than pre-pandemic levels. On June 26, 2021 Florida ended the Federal Pandemic Unemployment Compensation (FPUC) program, which provided the weekly \$300 bonus unemployment payments. CSLFRF will be invested to counteract the effects of these collective negative financial impacts in our community to help accelerate our recovery and help families stabilize.

Under this category, proposed subcategories and programs include:

Family Support - \$11 million:

- \$5 million to assist struggling individuals and families achieve energy security through subsidies for energy efficient technologies, essential home repairs, and weatherization.
- \$3 million to assist families in need catch up with water bills that are in arrears.
- \$3 million to assist homeowners facing mortgage foreclosure as a result of the pandemic.

Business Support - \$7 million:

- \$7 million for Innovation Grants to businesses that can show negative financial impacts from the pandemic to allow them to safely resume operations and to help them develop strategies to better withstand economic disturbances in the future.

Workforce Support - \$7 million:

- \$5 million for Technology Workforce Training to accelerate re-employment and transition workers to higher paying jobs. This investment will be supplemented by a private source to have double the impact in our community.
- \$2 million investment in certification training and apprenticeship programs for growing green-industry and new economy jobs.

**Services to Disproportionately Impacted Communities (EC 3) – \$15 Million:**

The lack of affordable housing was an issue prior to the pandemic and has now been exacerbated as a result of rising unemployment. The coming months may reveal the devastating effects more clearly as the eviction moratorium is set to end, if not extended, by October 3, 2021. 188,000 renters in Miami-Dade already paying more than half of their income on rent will be particularly vulnerable to eviction when the moratorium ends. For this reason, \$15 million will be invested to increase the supply of affordable and housing units in Qualified Census Tracts (QCTs).

**Premium Pay (EC 4) – No Funding Currently Allocated Under this Category**

**Water, Sewer, and Broadband Infrastructure (EC 5) – \$123 Million:**

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<sup>2</sup> [https://www.bls.gov/regions/southeast/news-release/consumerpriceindex\\_miami.htm](https://www.bls.gov/regions/southeast/news-release/consumerpriceindex_miami.htm)

Clean water and sewer projects to enhance infrastructure will be pursued to mitigate public health concerns, prevent pollution, and support community resilience. As funding permits, balancing other priorities described herein, \$71 million will be invested to enhance State ARP-funded water and sewer and resiliency projects based on level of vulnerability to system failure.

On June 2, 2021, Florida's Governor Ron DeSantis approved statewide funding of approximately \$1.2 billion for projects of this nature. MDC will invest additional funds from CSLFRF to programs of the highest priority in protecting our residents' health and to preserve our waterways.

Beyond improving our environment and protecting the health and wellbeing of our residents, there are multiple economic benefits associated with implementing water and sewer projects. The U.S. Conference of Mayor's Water Conference cites estimates from the U.S. Department of Commerce's Bureau of Economic Analysis that show for each additional dollar of revenue invested in the water and sewer industry, the increase in revenue that occurs in all industries is \$2.62 in that year. Also, adding one job in water and sewer creates 3.68 jobs in the national economy to support that job. In this way, the improvement of our water and sewer infrastructure will have the added benefit of adding well-paying jobs to help re-employ residents in our community<sup>3</sup>.

In addition, \$50 million has been allocated for a utility program for residents living in Qualified Census Tracts (QCT) to support connection fees to sewer lines at their private residences. As eligible, residents will be also be able to access monthly support for sewer fees, if they can show they are still experiencing economic hardships resulting from the pandemic for a designated time period not to exceed one year. Additional guidelines and eligibility criteria will be established to maximize the funds and limit them to residents with the greatest needs.

The pandemic showed the importance of broadband, which permitted businesses to pivot their business models to continue operations during quarantine. To reach as many residents lacking broadband services as possible, \$2 million will be invested in Broadband Hubs for unserved and underserved neighborhoods at libraries, parks, and other community settings to assist individuals access technology for essential uses.

### **Revenue Replacement (EC 6) – Approximately \$321 Million:**

This category will take precedence over other categories described. If the MDC experiences lagging negative economic effects during the grant period, before December 31<sup>st</sup> 2024, unobligated funds allocated to other initiatives will be redirected to this category to ensure that there are no government service adjustments that would negatively impact the level of service provided to the residents and businesses of MDC. MDC understands, per the guidelines established in the Interim Final Rule, that it is subject to evaluating loss of revenues every calendar year through 2023.

MDC's Office of Management and Budget conducted its revenue replacement analysis, as defined in the Interim Final Rules, and calculated a revenue loss/ceiling for replacement of approximately \$1 billion in 2020 due in part to the fact that the County's average growth rate in

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<sup>3</sup> The U.S. Conference of Mayors. Local Government Investment in Municipal Water and Sewer Infrastructure: Adding Value to the National Economy. Richard A. Krop, Ph.D., Charles Hernick, and Christopher Frantz. The Cadmus Group, Inc. August 14, 2008.

the past three fiscal years was 6.29 percent. The County has projected budget shortfalls through the end of Fiscal Year 2020-2021 to be an estimated \$48 million countywide, excluding the Airport, Transportation and Water & Sewer utility expenses as they were awarded separate federal funding and/or excluded in the application of Revenue Replacement. In preparing the Proposed Fiscal Year 2021-2022 budget, a revenue expenditure gap exceeding \$155 million is anticipated and in Fiscal Year 2022-2023 a revenue expenditure gap of \$118 million is also anticipated. Therefore, approximately \$321 million of the CSLFRF will be programmed to prevent adjustments to MDC's services.

This category is of utmost importance to MDC to prevent disruptions of services that may create further economic strains in our local economy. By ensuring MDC's stability first, we will be well positioned to assist the community with its overall recovery.

#### **Uncategorized Pending Allocation by MDC's Board – \$26 Million:**

Two million dollars per commission district will be assigned for projects that coincide with the allowable uses and regulations of the CSLFRF's Interim Final Rule.

#### **Promoting equitable outcomes**

MDC will use CSLFRF funds to close the equity gap among marginalized, low-income and minority groups in our community that were deeply impacted due to the COVID-19 pandemic. MDC has already taken the first steps in this direction through its Thrive 305 initiative, which drew on resident surveys and series of virtual and in-person workshops to inform the Mayor and her administration's policies, projects and strategies at the neighborhood-level. Over 26,500<sup>4</sup> residents took the survey and every effort was made to involve all citizens by going door-to-door and making phone calls to reach persons that do not have access to technology. Following the survey, Civic week was held in person and virtually across MDC to provide residents opportunities to discuss the survey data and recommend ideas to help develop the Mayor's Action Plan. The funding allocations discussed in this plan largely drew from Thrive 305's survey results, which ranked public safety, housing, social services, and parks and open spaces as top service needs by Black and Hispanic minorities.

Efforts and funding will be targeted in the communities with the greatest needs. MDC will use a combination of research-based indexes and publications as well as local feedback from residents through Thrive 305 and local stakeholders and businesses. Among these are the Center for Disease Control and Prevention's Social Vulnerability Index; the United Way's ALICE Report; recommendations from the Coronavirus Economic Recovery Task Force established by MDC's Board to identify resources, establish public outreach and information programs, and develop recommendations regarding actions that would aid economic recovery in the aftermath of the pandemic; as well as drawing on community-based agencies that administer best-practice programs and are adept at outreaching the communities they serve.

Projects will be administered by either County Departments that have subject matter expertise in the services to be provided or by community-based organizations that will be required to respond to a competitive process where they must demonstrate capacity and experience. To promote

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<sup>4</sup> [https://www.miamitimesonline.com/news/thrive305-engagement-guiding-mayors-action-plan/article\\_3cc676cc-9c8f-11eb-a9e9-8bc87016aec9.html](https://www.miamitimesonline.com/news/thrive305-engagement-guiding-mayors-action-plan/article_3cc676cc-9c8f-11eb-a9e9-8bc87016aec9.html)

awareness among potential project beneficiaries, projects will be prominently featured in MDC's website, on various printed displays across Miami-Dade County assets (busses, Metrorail, Metromover, elevators, and buildings), through our 311 call center, referrals from partners and community-based organizations, grassroots door-to-door efforts, publications and articles, and television ads. Through these various mediums, we intend that eligible participants will become aware of our projects and how to access them.

MDC and/or its providers will provide detailed instructions in multiple formats (written, verbal, and via YouTube videos) and in the three common languages spoken in MDC (English, Spanish, and Haitian Creole), checklists and one-on-one support to ensure that administrative requirements do not hinder eligible residents from receiving assistance. A minimum number of documents will be required to establish eligibility as reasonable, to include proof of residency in Miami-Dade and proof of economic hardship/impact due to the COVID-19 pandemic. To the extent practical, MDC will focus programs in QCTs, whose residents are presumed eligible in accordance with the Interim Final Rule. MDC will strive to employ project personnel that mirrors the target population to be served to draw on cultural sensitivity and enhance the comfort of project applicants. Finally, MDC will evaluate and revise any intake/eligibility forms, if the form results in various incomplete applications.

Measurable outputs and outcomes will be woven into each project designed. Data collection tools and training will be developed to ensure MDC is able to capture quality data to show the results and impact of its CSLFRF investments toward closing gaps among low-income and minority residents and businesses.

### **Community Engagement**

MDC's planned use of funds was largely driven by the Thrive 305 survey and civic engagement process. Feedback was sought through a survey administered via email or via face-to-face or phone conversations for those persons that lack the ability to use technology or prefer to provide oral response. These surveys were administered in the three common languages spoken in Miami-Dade, which are English, Spanish and Haitian Creole. Additional opportunities for feedback were available at community town halls where the Mayor discussed the results of the survey and led community participants in a dialogue that will help her and her administration develop an action plan. In addition, the County held several public meetings during the month of February 2021, where additional input was obtained. Many of the programs included in this plan were a result of Thrive 305.

Whether projects are administered by MDC's Departments or community-based organizations, subject matter expertise in the service area addressed by the project will be required. In addition, the designated project administrator will have the capacity to serve residents in a culturally competent manner by both mirroring the target population to be served and having the ability to communicate with the target population in their native language either personally or through the use of interpreter services. MDC will employ every reasonable measure and accommodation to reduce, if not eliminate, barriers to access to CLSFRF project services.

### **Labor Practices**

MDC adheres to Federal procurement provisions as established in the Uniform Administrative Guidance for Federal Awards and as such requires all vendors to adhere to the Davis Bacon Act,



which requires that laborers and mechanics be compensated at the prevailing wage as specified in a wage determination made by the Secretary of Labor. The vendor is required to place a copy of the current prevailing wage determination issued by the Department of Labor in each solicitation. In addition Miami-Dade County Code 2-8.9 establishes a Living Wage requirement that mandates County service contractors to pay employees a living wage. Covered services include contracts over \$100,000 per year for the following services: food preparation and/or distribution, security services, routine maintenance, clerical or other nonsupervisory office work, transportation and parking services, printing and reproduction services, landscaping, lawn, or agricultural services, certain Aviation service contracts. For all solicitations, a Local Business preference applies, except when prohibited by federal or state law. The intent of the local preference is to bolster local jobs and businesses. Finally, MDC may require Third Party Contractors or Subcontractors to have an affiliation with a labor organization, such as a Project Labor Agreement, consistent with Executive Order No. 13502, "Use of Project Labor Agreements for Federal Construction Projects," February 6, 2009 (74 Fed. Reg. 6985).

**Use of Evidence**

MDC will require project administrators to incorporate evidence-based practice into the projects' design. Because project administrators will be subject matter experts in the project area they oversee, they will be well-versed and possess the latest research-proven strategies for project implementation and beneficiary engagement. If the project is contracted to be overseen by a subrecipient, the subrecipient will be required to address the specific interventions to be used, including evidence-based practices. MDC has not considered program evaluation for projects funded through the CSLFRF, but may consider this an option to facilitate demonstrating the impact of the funded programs.

**Table of Expenses by Expenditure Category**

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1	Expenditure Category: Public Health	\$0	\$0
1.1	COVID-19 Vaccination	\$0	\$0
1.2	COVID-19 Testing	\$0	\$0
1.3	COVID-19 Contact Tracing	\$0	\$0
1.4	Prevention in Congregate Settings (Nursing Homes, Prisons/Jails, Dense Work Sites, Schools, etc.)	\$0	\$0
1.5	Personal Protective Equipment	\$0	\$0
1.6	Medical Expenses (including Alternative Care Facilities)	\$0	\$0
1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency	\$0	\$0
1.8	Other COVID-19 Public Health Expenses (including Communications, Enforcement, Isolation/Quarantine)	\$0	\$0

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1.9	Payroll Costs for Public Health, Safety, and Other Public Sector Staff Responding to COVID-19	\$0	\$0
1.10	Mental Health Services	\$0	\$0
1.11	Substance Use Services	\$0	\$0
1.12	Other Public Health Services	\$0	\$0
2	Expenditure Category: Negative Economic Impacts	\$0	\$0
2.1	Household Assistance: Food Programs	\$0	\$0
2.2	Household Assistance: Rent, Mortgage, and Utility Aid	\$0	\$0
2.3	Household Assistance: Cash Transfers	\$0	\$0
2.4	Household Assistance: Internet Access Programs	\$0	\$0
2.5	Household Assistance: Eviction Prevention	\$0	\$0
2.6	Unemployment Benefits or Cash Assistance to Unemployed Workers	\$0	\$0
2.7	Job Training Assistance (e.g., Sectoral job-training, Subsidized Employment, Employment Supports or Incentives)	\$0	\$0
2.8	Contributions to UI Trust Funds*	\$0	\$0
2.9	Small Business Economic Assistance (General)	\$0	\$0
2.10	Aid to nonprofit organizations	\$0	\$0
2.11	Aid to Tourism, Travel, or Hospitality	\$0	\$0
2.12	Aid to Other Impacted Industries	\$0	\$0
2.13	Other Economic Support	\$0	\$0
2.14	Rehiring Public Sector Staff	\$0	\$0
3	Expenditure Category: Services to Disproportionately Impacted Communities	\$0	\$0
3.1	Education Assistance: Early Learning	\$0	\$0
3.2	Education Assistance: Aid to High-Poverty Districts	\$0	\$0
3.3	Education Assistance: Academic Services	\$0	\$0
3.4	Education Assistance: Social, Emotional, and Mental Health Services	\$0	\$0
3.5	Education Assistance: Other	\$0	\$0
3.6	Healthy Childhood Environments: Child Care	\$0	\$0
3.7	Healthy Childhood Environments: Home Visiting	\$0	\$0
3.8	Healthy Childhood Environments: Services to Foster Youth or Families Involved in Child Welfare System	\$0	\$0
3.9.	Healthy Childhood Environments: Other	\$0	\$0
3.10	Housing Support: Affordable Housing	\$0	\$0

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
3.11	Housing Support: Services for Unhoused persons	\$0	\$0
3.12	Housing Support: Other Housing Assistance	\$0	\$0
3.13	Social Determinants of Health: Other	\$0	\$0
3.14	Social Determinants of Health: Community Health Workers or Benefits Navigators	\$0	\$0
3.15	Social Determinants of Health: Lead Remediation	\$0	\$0
3.16	Social Determinants of Health: Community Violence Interventions	\$0	\$0
4	Expenditure Category: Premium Pay	\$0	\$0
4.1	Public Sector Employees	\$0	\$0
4.2	Private Sector: Grants to other employers	\$0	\$0
5	Expenditure Category: Infrastructure	\$0	\$0
5.1	Clean Water: Centralized wastewater treatment	\$0	\$0
5.2	Clean Water: Centralized wastewater collection and conveyance	\$0	\$0
5.3	Clean Water: Decentralized wastewater	\$0	\$0
5.4	Clean Water: Combined sewer overflows	\$0	\$0
5.5	Clean Water: Other sewer infrastructure	\$0	\$0
5.6	Clean Water: Stormwater	\$0	\$0
5.7	Clean Water: Energy conservation	\$0	\$0
5.8	Clean Water: Water conservation	\$0	\$0
5.9	Clean Water: Nonpoint source	\$0	\$0
5.10	Drinking water: Treatment	\$0	\$0
5.11	Drinking water: Transmission & distribution	\$0	\$0
5.12	Drinking water: Transmission & distribution: lead remediation	\$0	\$0
5.13	Drinking water: Source	\$0	\$0
5.14	Drinking water: Storage	\$0	\$0
5.15	Drinking water: Other water infrastructure	\$0	\$0
5.16	Broadband: "Last Mile" projects	\$0	\$0
5.17	Broadband: Other projects	\$0	\$0
6	Expenditure Category: Revenue Replacement	\$0	\$0
6.1	Provision of Government Services	\$0	\$0
7	Administrative and Other	\$0	\$0
7.1	Administrative Expenses	\$0	\$0
7.2	Evaluation and data analysis	\$0	\$0
7.3	Transfers to Other Units of Government	\$0	\$0
7.4	Transfers to Nonentitlement Units (States and Territories only)	\$0	\$0

Project Inventory

Projects are in the process of being developed and approved by MDC’s Board.

Performance Report

Key performance indicators and reporting metrics will be developed once projects are developed. This information will be provided in the next plan update and subsequent quarterly and interim reports.

Ineligible Activities: Tax Offset Provision (States and territories only)

*For the initial reporting year, States and territories will report the following items related to the Tax Offset Provision 31 CFR 35.8. Baseline revenue or revenue-increasing covered charges are not required at this time.*

Item	Amount
a. Revenue-reducing Covered Changes	\$N/A