

**CULTURAL RESOURCES ASSESSMENT SURVEY  
FOR THE LUDLAM TRAIL CORRIDOR PROJECT  
DEVELOPMENT AND ENVIRONMENT (PD&E) STUDY  
FROM SW 80<sup>TH</sup> STREET TO 400 FEET NORTH OF NW 7<sup>TH</sup> STREET  
  
MIAMI-DADE COUNTY, FLORIDA**

Financial Management No. 444236-1-22-01

Prepared for:

**Miami-Dade County Parks, Recreation and Open Spaces**  
275 NW 2<sup>nd</sup> Street  
Miami, Florida 33128

**FINAL REPORT**

August 2020

## EXECUTIVE SUMMARY

At the request of the Miami-Dade County Parks, Recreation and Open Spaces (MDPROS) Department and in coordination with the Florida Department of Transportation (FDOT), District 6, Janus Research conducted a Cultural Resources Assessment Survey (CRAS) of a proposed 5.6-mile multi-use trail within the former Florida East Coast Railway (FECR) railroad corridor. The purpose of this CRAS was to locate and evaluate archaeological and historic resources within the area of potential effect (APE) and to assess their eligibility for inclusion in the *National Register of Historic Places* (National Register) according to the criteria set forth in 36 Code of Federal Regulations (CFR) Section 60.4.

This assessment complies with Section 106 of the *National Historic Preservation Act (NHPA)* of 1966 (Public Law 89-665, as amended), as implemented by 36 Code of Federal Regulations [CFR] 800 -- *Protection of Historic Properties* (incorporating amendments effective August 5, 2004); Section 102 of the *National Environmental Policy Act (NEPA)* of 1969, as amended (42 United States Code [USC] 4321 et seq.), as implemented by the regulations of the Council on Environmental Quality (CEQ) (40 CFR Parts 1500–1508); Section 4(f) of the *Department of Transportation Act of 1966*, as amended (49 USC 303 and 23 USC 138); the revised Chapter 267, *Florida Statutes (F.S.)*; and the standards embodied in the Florida Division of Historical Resources' (FDHR) *Cultural Resource Management Standards and Operational Manual* (February 2003), and Chapter 1A-46 (*Archaeological and Historical Report Standards and Guidelines*), *Florida Administrative Code (F.A.C.)*. In addition, this report was prepared in conformity with standards set forth in Part 2, Chapter 8 (*Archaeological and Historical Resources*) of the FDOT *Project Development and Environment Manual* (effective July 1, 2020). All work conforms to professional guidelines set forth in the *Secretary of Interior's Standards and Guidelines for Archaeology and Historic Preservation* (48 Federal Register [FR] 44716, as amended and annotated).

Principal Investigators meet the *Secretary of the Interior's Professional Qualification Standards* (48 FR 44716) for archaeology, history, architecture, architectural history, or historic architecture. Archaeological investigations were conducted under the direction of James P. Pepe, M.A., RPA. Historic resource investigations were conducted under the direction of Amy Groover Streelman, M.H.P.

The 5.6-mile project corridor was previously divided into northern and southern segments, which were surveyed separately by Janus Research. The northern segment, extending 1.21 miles from SW 12<sup>th</sup> Street to approximately 400 feet north of NW 7<sup>th</sup> Street, was surveyed in 2016 as part of the *CRAS and Effects Determination for the Florida East Coast Railway, LLC Abandonment Exemption in Miami-Dade County, Florida* (Florida Master Site File [FMSF] Number [No.] 23080; Janus Research 2016). The archaeological survey for this segment was completed in 2019 and is discussed in the current CRAS document. The southern segment is approximately 4.4 miles long and extends from SW 80<sup>th</sup> Street to SW 12<sup>th</sup> Street. It was initially surveyed in 2018. The purpose of the current CRAS document is to summarize the results of these efforts.

No archaeological resources were identified within the entire project corridor. The 1.21-mile northern segment of the Little River Spur of the FEC Railway (8DA11416) that was extant during the 2016 survey was evaluated as National Register–eligible along with the FEC Railroad Bridge at Tamiami Canal (8DA14821). The State Historic Preservation Officer (SHPO) concurred with the findings of this report on a letter dated August 4, 2016 (Appendix A). The SHPO additionally determined in the same August 4, 2016 letter that the proposed project would have an adverse effect on these two resources. As a result, a Memorandum of Agreement (MOA) was developed and executed by the Surface Transportation Board, the SHPO, and FECR LLC in October 2018 (Appendix B). The MOA included mitigation stipulations that required the Historic American Engineering Record (HAER) documentation of the railroad and the bridge, and placement of State Historical Markers. The HAER documentation was completed and accepted by the National Park Service as complete and sufficient on April 19, 2019. The markers were installed on January 9, 2020, at the locations that were outlined in the application and approved by the State Historic Marker Committee. The portion of the Little River Spur of the FEC Railway (8DA11416) has since been removed and no historic materials remain. Based on its removal, the FEC Railroad Bridge at Tamiami Canal (8DA14821) has been reevaluated and is no longer considered eligible as a contributing resource to the railroad due to the loss of associations and context. The updated form is included in Appendix C.

The segment of the Seaboard Air Line (CSX) Railroad (8DA10753) within the 2016 APE was evaluated by the SHPO as National Register–eligible. As no features associated with this resource would be affected by the proposed railroad abandonment, no adverse effect to the resource would result from the project. The segment of the Tamiami Canal (8DA6453) within the 2016 APE was evaluated by the SHPO as National Register–ineligible and non-contributing to the larger National Register–eligible resource.

As a result of the 2018 survey, the remaining 4.4-mile southern segment of the Little River Spur of the FEC Railway (8DA11416) within the APE, as well as the FEC Railway Bridge at C-3 Canal (8DA15696), and the Coral Gables (C-3) Canal (8DA15697) were evaluated as National Register–ineligible. FMSF forms for newly recorded and updated previously recorded historic resources are included in Appendix C.

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## INTRODUCTION

This Cultural Resources Assessment Survey (CRAS) Report provides information in support of the Ludlam Trail Corridor Project Development and Environment (PD&E) Study. The Miami-Dade County Parks, Recreation and Open Spaces (MDPROS) Department, in coordination with the Florida Department of Transportation (FDOT), is currently conducting a PD&E Study for the Ludlam Trail Corridor, which stretches from SW 80<sup>th</sup> Street to 400 feet north of NW 7<sup>th</sup> Street, between 69<sup>th</sup> and 70<sup>th</sup> Avenue, in Miami-Dade County.

This assessment complies with Section 106 of the NHPA of 1966 (Public Law 89-665, as amended), as implemented by 36 CFR 800 – Protection of Historic Properties (incorporating amendments effective August 5, 2004); Section 102 of the NEPA of 1969, as amended (42 USC 4321 et seq.), as implemented by the regulations of the CEQ (40 CFR Parts 1500–1508); Section 4(f) of the Department of Transportation Act of 1966, as amended (49 USC 303 and 23 USC 138); the revised Chapter 267, *F.S.*; and the standards embodied in the FDHR’s *Cultural Resource Management Standards and Operational Manual* (February 2003), and Chapter 1A-46 (*Archaeological and Historical Report Standards and Guidelines*), *F.A.C.* In addition, this report was prepared in conformity with standards set forth in Part 2, Chapter 8 (*Archaeological and Historical Resources*) of the FDOT *Project Development and Environment Manual* (effective July 1, 2020). All work also conforms to professional guidelines set forth in the *Secretary of Interior’s Standards and Guidelines for Archaeology and Historic Preservation* (48 FR 44716, as amended and annotated).

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## **Project Description and Location**

MDPROS is proposing to develop a 5.6-mile multi-use trail within the former Florida East Coast Railroad (FECR) corridor (i.e., the Ludlam Trail Corridor, or proposed project). As a Priority paved land trail from the FGTS Priority Network and Shared-Use Nonmotorized (SUN) Trail Network, the proposed publicly accessible trail will serve bicyclists, pedestrians, and users of other types of non-motorized transportation. In addition, the proposed project is expected to provide a safe, dedicated, and direct means of non-motorized transportation to and from areas of residences, work, schools, parks, and shopping centers.

The proposed project limits extend along a segment of the former FECR rail corridor from SW 80<sup>th</sup> Street to 400 feet north of NW 7<sup>th</sup> Street, between 69<sup>th</sup> and 70<sup>th</sup> Avenue (Figure 1). The project occurs entirely within the former FECR right-of-way (ROW). The ROW for the proposed Ludlam Trail Corridor is approximately 100 feet wide for most of its length, although it narrows to between 75 or 80 feet in some areas. Further, at up to nine (9) roadway crossings, the ROW at the roadway crossing narrows to approximately 40 feet. These roadway crossings include the following: SW 72<sup>nd</sup> Street/Sunset Drive; SW 56<sup>th</sup> Street /Miller Drive; SW 40<sup>th</sup> Street /Bird Road; SW 24<sup>th</sup> Street/Coral Way; SW 23<sup>rd</sup> Street; SW 22<sup>nd</sup> Street; SW 21<sup>st</sup> Street; SW 8<sup>th</sup> Street/Calle Ocho; and W Flagler Street. The proposed project study area extends through sections of the City of Miami, the City of South Miami, and unincorporated Miami-Dade County, and is immediately adjacent to the City of West Miami. The 5.6-mile project study area is shown in Figure 1.

## **Project Background**

MDPROS acquired the land formerly used as a railroad corridor from FECR in December 2018. Approximately one (1) mile of the northernmost section of the corridor has an Interim Trail Use designation by the Surface Transportation Board (STB) and, although the rails have been removed, the corridor could be re-activated for railroad use in the future. The remaining approximate five (5)-mile portion of the corridor has been fully abandoned from railroad use since 2006. The County will develop the Ludlam Trail Corridor for public use, as a multi-use transportation and recreational trail for non-motorized transportation use. Miami-Dade County intends to utilize FDOT funds for the project through a Local Agency Program (LAP) agreement in addition to local funds and other sources.

Consistent with the *Miami-Dade County Comprehensive Development Master Plan* (2018)<sup>1</sup> and zoning approvals, FECR has retained parcels for mixed-use development of the proposed Ludlam Trail Corridor. The locations of the three (3) development nodes are the north/south sides of SW 40<sup>th</sup> Street/Bird Road and of SW 24<sup>th</sup> Street/Coral Way, and from SW 8<sup>th</sup> Street/Calle Ocho to SW 12<sup>th</sup> Street. The County acquired an 18-foot wide perpetual easement through the three development nodes for continuity of the Ludlam Trail.

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<sup>1</sup> Miami-Dade County Department of Regulatory and Economic Resources, 2018. Adopted Components Comprehensive Development Master Plan for Miami-Dade County, Florida. As adopted October 2, 2013 and as amended through February 28, 2018.



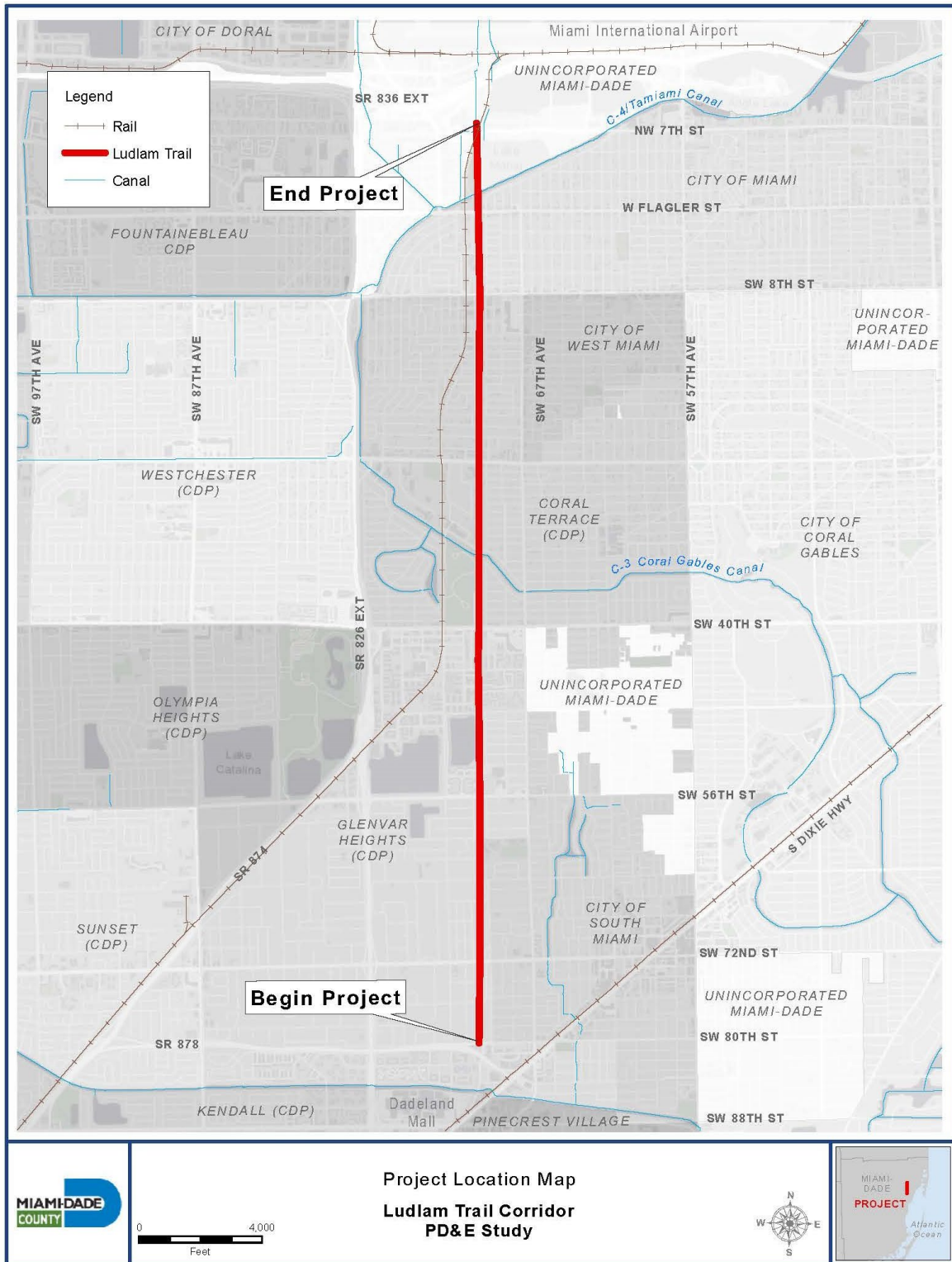


Figure 1: Project Location Map

## **Project Purpose and Need**

The purpose of the proposed Ludlam Trail Corridor Project is to encourage the use of alternate modes of transportation and enhance overall connectivity and accessibility to schools, parks, transit stations, and bus stops for as many as 30,500 residents within two miles of the proposed project corridor. The proposed project will provide a safe, dedicated, and direct means of non-motorized transportation to and from areas of residences, work, schools, parks, and shopping centers, and will serve bicyclists, pedestrians, and other non-motorized transportation users. The need for the proposed project is based on the criteria identified below.

### **Primary Criteria**

#### *Area Wide Network/System Linkage*

The proposed project supports the vision of the Miami-Dade County Parks and Open Space System Master Plan, a primary element of which is to “provide an interconnected trail system which offers transportation alternatives and reduces traffic congestion.” The Master Plan provides a 50-year unifying vision for a livable, sustainable Miami-Dade County, which involves the development of a seamless system of greenways, trails, and water trails. The Ludlam Trail will be a vital component of this network as it will link open spaces and civic institutions to neighborhoods, while offering a reliable transportation alternative. From a regional perspective, the proposed project will connect to the Metrorail Dadeland North Station to the south; the proposed Strategic Miami Area Rapid Transit (SMART) Plan Corridor #2 (East-West Corridor) near NW 7<sup>th</sup> Street to the north; and to other planned trails including The Underline/East Coast Greenway, South Dade Trail, Snapper Creek Trail, East/West Trail, and Merrick Trail.

### **Secondary Criteria**

#### *Social and Economic Demand*

According to the *Miami-Dade County Trail Benefits Study – Ludlam Trail Case Study* (2011),<sup>2</sup> development of the Ludlam Trail Corridor will improve public mobility for walking and biking to schools, parks, and transit stations, resulting in a reduction of daily vehicle trips in the proposed project vicinity. By providing additional non-motorized transportation options, fewer vehicles will likely travel on the surrounding roadway network, which will help to reduce traffic congestion on major arterials in the area. Furthermore, the proposed project will enhance mobility and strengthen connections to neighboring communities, providing increased opportunities for economic development.

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<sup>2</sup> Miami-Dade County Parks and Recreation Department, 2011. Miami-Dade County Trail Benefits Study, Ludlam Trail Case Study. Prepared by AECOM. January 2011.

### **Efficient Transportation Decision Making Screening**

FDOT uses the Efficient Transportation Decision Making (ETDM) process to obtain input from resource agencies and the public on the purpose and need for projects that are screened through the Environmental Screening Tool (EST). This project has been screened through the ETDM Process (ETDM Project #14369). In accordance with the FDOT PD&E Manual, the PD&E documents will be available for public comment a minimum of 21 days prior to the Public Hearing.

## PROJECT ALTERNATIVES

The project study area, which extends 5.6 miles in length and has an average width of 100 feet, is of sufficient size to identify potential direct and indirect effects of the Preferred Alternative that may occur within or adjacent to the proposed project corridor.

### No Build Alternative

The No Build Alternative assumes that no improvements will be implemented within the project corridor. It serves as a baseline for comparison against the Build Alternative. Under the No Build Alternative, the Ludlam Trail Corridor project will not be constructed, and existing conditions will continue.

The advantage of the No Build Alternative is that it requires no expenditure of public funds for design, construction, or utility relocation. In addition, there will be no disruptions due to construction, no direct or indirect impacts to the environment and/or the socio-economic characteristics from the project. However, the No Build Alternative does not address the purpose and need of the project or provide the benefits of a regional and local non-motorized transportation trail.

### Build Alternative

The proposed Ludlam Trail will be 18 feet wide and generally run along the center of the trail ROW. It will meander towards activity centers (i.e., schools, parks, and transit centers) and connections to these activity centers and to neighborhoods and parking facilities will be provided via minimum 6-foot wide sidewalks.

There will be two configurations for the Ludlam Trail (see Figures 2 and 3 for Proposed Typical Cross Sections):

- **Scenario 1:** The 18-foot wide trail will consist of a 12-foot wide bike trail and a 6-foot wide pedestrian trail immediately adjacent to one another, with pavement markings.
- **Scenario 2:** The trail will consist of a 12-foot wide bike trail and a 6-foot wide pedestrian trail that will be separated by a 12-foot wide grass buffer.

**Roadway Crossings.** The proposed Ludlam Trail will cross several major roadways, generally crossing at the center point of its ROW. All crossings will be compliant with the Americans with Disabilities Act (ADA). Additionally, signs that indicate points of interest, such as information signs or kiosks, may be installed as appropriate. There are two types of roadway crossings along the Ludlam Trail:

- **At-Grade Crossings:** At these 11 crossings, the trail will be divided and made into single-direction lanes by a raised median on the trail at the crossing. It will also include ADA tactile warning strips and curb cuts, a lean bar, and an area to turn around between the curbed median and the roadway. Each crossing will have signage for both the trail users

and street traffic, a pedestrian or cyclist refuge island, high contrast roadway/trail pavers, potentially a half intersection traffic signal, a two-rail wood fence (or other traffic control measure) to prevent vehicle access into corridor, and a push button actuator for the crossing.

- **Above-Grade Crossings:** These crossings will include an elevated (above-grade or grade-separated) crossing that will carry the Ludlam Trail on a new bridge across the existing roadway. This type of above-grade crossing will be provided at four (4) locations: SW 40<sup>th</sup> Street/Bird Road, SW 24<sup>th</sup> Street/Coral Way, SW 8<sup>th</sup> Street/Calle Ocho, and W Flagler Street.

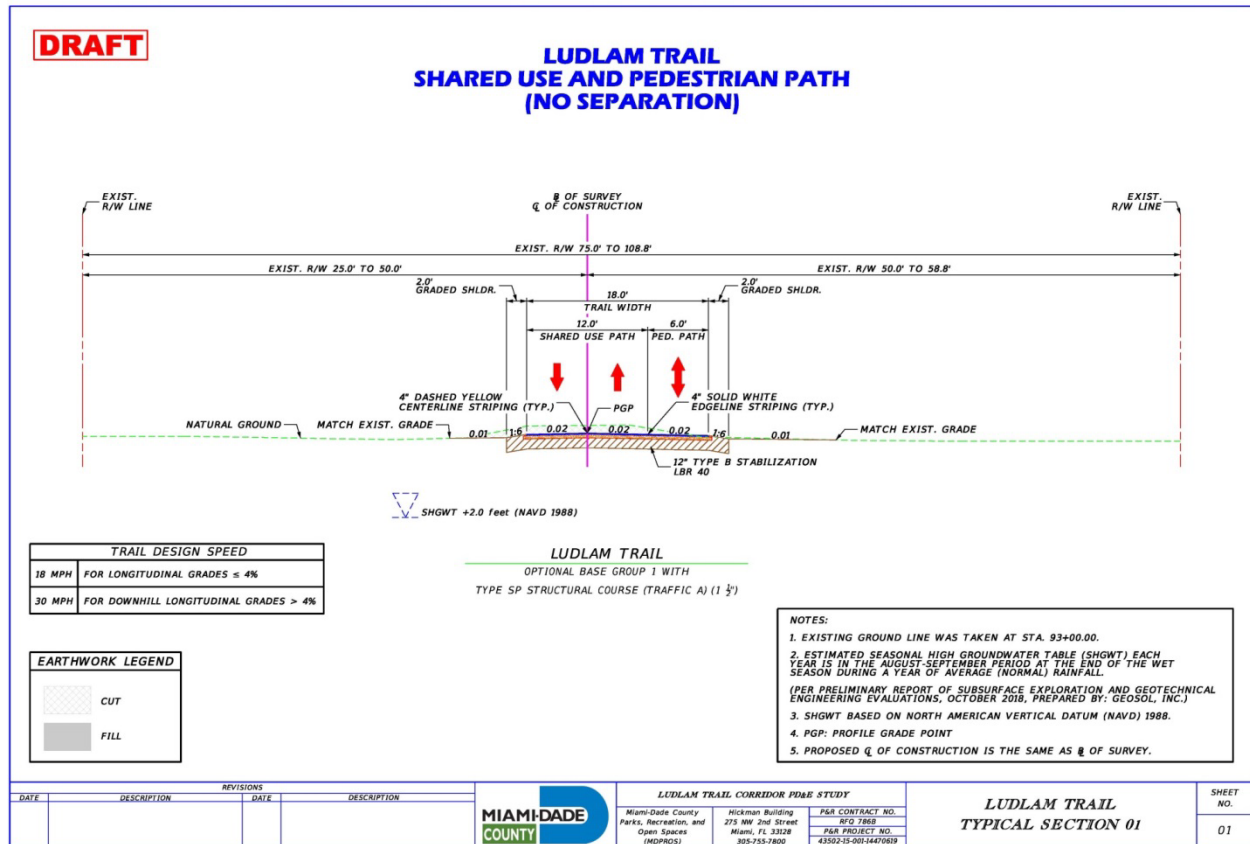
Site specific conditions, such as volume of vehicle traffic, signal proximity, and driveway access points, will determine the final details appropriate for each roadway crossing location. During the final design phase, intersection sight distance will be determined at mid-block path-roadway intersections and approvals for sign placement will be obtained as necessary prior to construction.

**Bridges.** The proposed project corridor crosses two canals – the C-3/Coral Gables Canal and the C-4/Tamiami Canal. The historic FEC Railroad C-3 Canal bridge is located approximately 0.5 miles north of SW 40<sup>th</sup> Street in the northeast corner of A.D. “Doug” Barnes Park. The historic FEC Railroad C-4 Canal bridge is located approximately 0.1 miles north of W Flagler Street. The existing bridges spanning each canal were originally part of the FEC rail line which has since been abandoned. As part of the proposed project, the two existing wooden bridges will be removed and replaced. The existing bridges use in-water pilings that will need to be removed as part of this project. It is anticipated that the new proposed bridges will be single span with no in-water pilings.

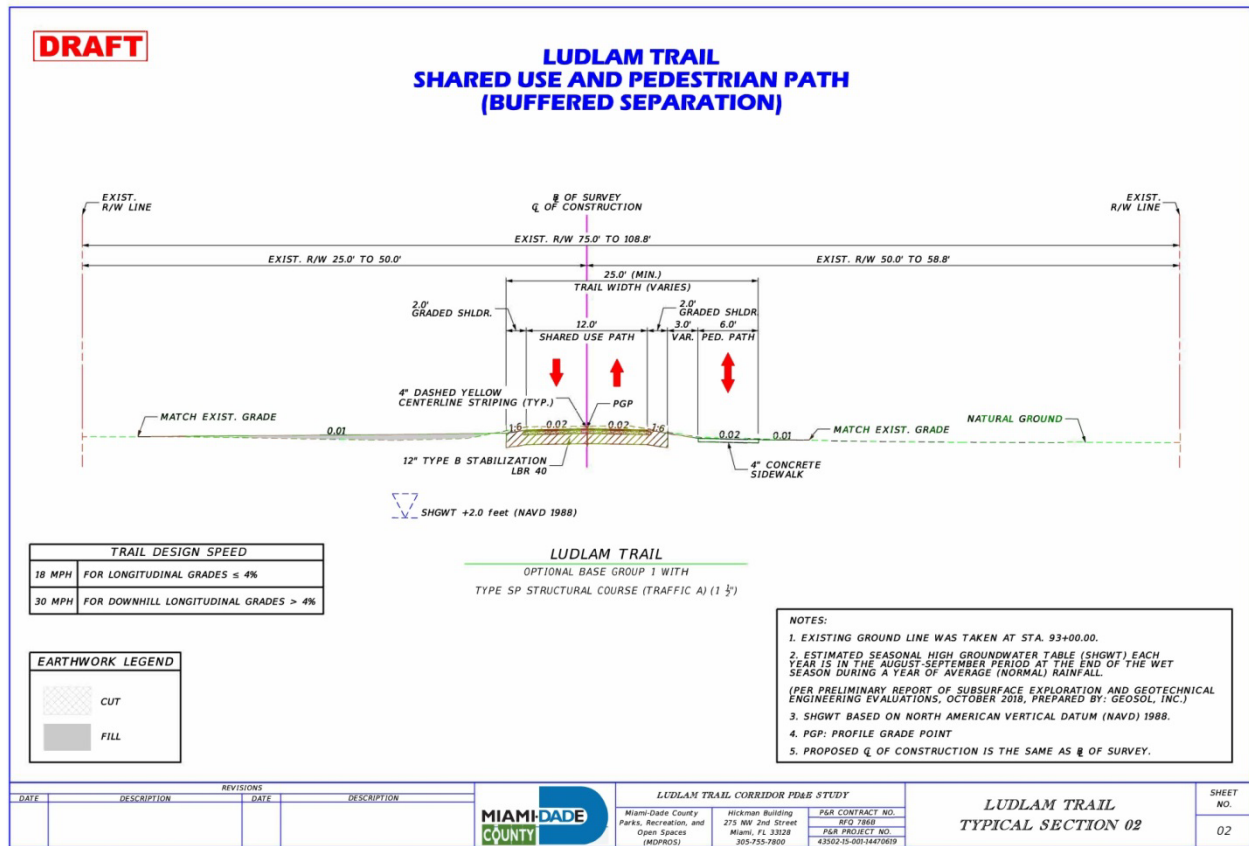
**Development Nodes.** As discussed, the proposed project will also include nodes of private development at three (3) major roadway crossings: (SW 40<sup>th</sup> Street/Bird Road, SW 24<sup>th</sup> Street/Coral Way, and SW 8<sup>th</sup> Street/Calle Ocho). The development nodes will be sensitive to and compatible with the adjacent areas (e.g., a neighborhood mixed-use development fronting the trail corridor, which will serve the specific needs of trail users, such as bike/skate shops, outdoor cafes, flexible office space, and multi-family residential areas).

**Trail Improvements.** Tree plantings and other forms of landscaping will surround the proposed Ludlam Trail, providing users with shade and improving aesthetics and a buffer to adjacent single-family residences. Pedestrian rest areas are located throughout the trail corridor and offer trail amenities, such as information signs or kiosks, shaded benches or outdoor seating areas, trash receptacles, drinking fountains or spigots, and bike racks and bike repair stations. Proposed rest areas may also contain aesthetic features, such as decorative fountains and opportunities for public artwork displays. Final details will be developed during the design phase of this project.

The project will include nodes of responsible development and redevelopment at major roadway crossings that are sensitive to the adjacent areas consistent with the 2015 Ludlam Trail Corridor Charrette and Comprehensive Development Master Plan (CDMP) Amendment (e.g., neighborhood mixed-use fronting the trail corridor which serves specific needs of trail users such as bike and skate shops, outdoor cafes, flexible office space and multi-family residential communities). Final details will be developed during the design phase of this project.



**Figure 2: Proposed Typical Cross Section for the Ludlam Trail Multi-Use and Pedestrian Path (No Separation)**



**Figure 3: Proposed Typical Cross Section for the Ludlam Trail Multi-Use and Pedestrian Path (Buffered Separation)**

## **AREA OF POTENTIAL EFFECT**

According to 36 CFR 800.16(d), the APE is the geographic area or areas within which an undertaking may directly or indirectly cause changes in the character or use of historic properties if such properties exist. The APE is influenced by the scale and nature of the undertaking as well as its geographical setting. The APE must include measures to identify and evaluate both archaeological and historical resources. Normally, archaeological and other below-ground resources will be affected by ground disturbing activities and changes in ownership status. Structural resources and other above ground sites, however, are often impacted by those activities as well as alterations to setting, access and appearance. As a consequence, the survey methodologies for these two broad categories of sites differ.

While there are historic parcels adjacent to the project corridor, these were not included in the APE at this time as the actual trail improvements do not extend outside of the right of way (ROW). Roadways will not be impacted at grade within the ROW and were not included as part of the APE. Therefore, the project APE for both archaeological and historical resources consists of the 5.6-mile segment of the abandoned FEC railway ROW. This ROW is located within an approximately 100-foot wide corridor that narrows to between 75 and 80 feet in some areas as well as to approximately 40 feet at roadway crossings (Figures 4a–4e).