

Memorandum



Date: October 31, 2018

Agenda Item No. 2(B)5
November 8, 2018

To: Honorable Chairman Esteban L. Bovo, Jr.
and Members, Board of County Commissioners

From: Carlos A. Gimenez
Mayor

A handwritten signature in blue ink, appearing to read "Carlos A. Gimenez", written over the name in the "From:" field.

Subject: Report Regarding the Feasibility of Creating Historic Preservation Incentives and the Economic Impact of Historic Preservation in Miami-Dade County - Directive Nos. 161916 and 161920

In October 2015, a Historic Preservation Working Group was convened by Mayor Carlos Gimenez. The group met once a month through March 2016. The Historic Preservation Working Group was asked to provide recommendations on how to improve the County's historic preservation programs. Among other things, the group recommended that the County identify and evaluate ways to incentivize historic preservation. To that end, the Board of County Commissioners (Board) adopted two interrelated resolutions on November 1, 2016 with the purpose of assessing the feasibility of implementing additional incentives. Resolution No. R-1050-16 directed the administration to assess the feasibility of creating a historic preservation mitigation fund and a Transfer of Development Rights program, and using impact fees to further historic preservation. Resolution No. R-1052-16 authorized an agreement with Donovan Rypkema to perform an economic impact study of historic preservation in the County.

Together these studies indicate that historic preservation has made a positive fiscal impact on Miami-Dade County and its residents. Nine potential tools and/or strategies have been identified to further incentivize historic preservation in the County. However, implementation of these strategies will require further study.

Mitigation Fund

Mitigation fees are a way to compensate the community for the negative impact that a particular development activity may have on the environment or character of a community. The use of a Mitigation Fund will require further, in-depth study to determine that any such exaction is roughly proportional to the impact of the development and is reasonably used for historic preservation purposes, among other legal requirements, and to determine appropriate procedures to implement such a program.

Transfer of Development Rights (TDR)

Land ownership includes a bundle rights which sometimes can be separated and owned by different owners. The transfer of development rights can be used to encourage the voluntary transfer of density away from areas of natural or cultural significance. While TDRs are not among the incentives recommended for consideration in the study, an analysis of their use is included in the report. Based on the analysis conducted, very few of the existing historic preservation-oriented TDR programs work effectively.

Impact Fees

Impact fees pay for the cost of providing public services to a new development. The use of Impact Fees for historic preservation will require additional, in-depth study to determine its legality and how to establish a dual rational nexus test by quantifying the impact of any new development on historic preservation, showing rough proportionality between the impact and the fee assessed and demonstrating benefit to the fee payer.

Historic Districts as Affordable Housing Overlay

Overlay zoning is a regulatory tool that creates a special zoning district, placed over an existing base zone(s), which identifies special provisions in addition to those in the underlying base zone. This recommendation will require additional study and coordination between the departments of Regulatory and Economic Resources (RER) and Public Housing and Community Development (PHCD) to identify existing incentives/procedures and ways to implement them.

Loans/Grants for Retrofitting Historic Buildings

Although the County does not currently have a grant program for historical buildings, many other large metropolitan areas have developed a variety of loan and grant programs, including some that target individual homebuyers and homeowners. Also, there are various state and federal tax, regulatory, and financial incentives available to assist homeowners rehabilitate and preserve historic homes. This recommendation will require RER and PHCD to identify and prioritize the retrofitting of historic properties and seek funding for such programs.

Public Awareness /Community Engagement Campaigns

Awareness campaigns help create partnerships with community groups to implement creative strategies that promote historic preservation. Although there is currently no funding identified for an awareness campaign, there are a number of strategies that can be implemented with existing resources. The department will continue to seek funds for a broader campaign.

Streamline Permitting Process

Streamlining the permitting process and providing flexibility in meeting zoning and building code requirements for historic preservation projects will help to convert underused commercial and residential structures to more productive uses.

Improve Ad-Valorem Tax Exemption Program

The Ad-Valorem Tax Exemption Program is an incentive that is provided by state and Miami-Dade County law that is intended to encourage the rehabilitation and maintenance of historic structures. Departmental staff continues to identify ways to improve the process on an administrative level. Some recommended policy changes may require amending state law.

Historic Preservation Fund

Historic Preservation Funds are used across the country to help local governments recognize, save, and protect historic structures in their communities. This recommendation will require additional study to determine feasible funding sources and legality (e.g. utilizing sales tax – would require change in state law).

In accordance with Ordinance No. 14-65, this report will be placed on the next available Board meeting agenda.


If you have questions concerning the above, or require additional information, please contact Sarah Cody, Historic Preservation Chief, Department of Regulatory and Economic Resources, at 305- 375-4438 or at scody@miamidade.gov.

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ENHANCING PARADISE

THE IMPACTS OF HISTORIC PRESERVATION ON MIAMI-DADE COUNTY

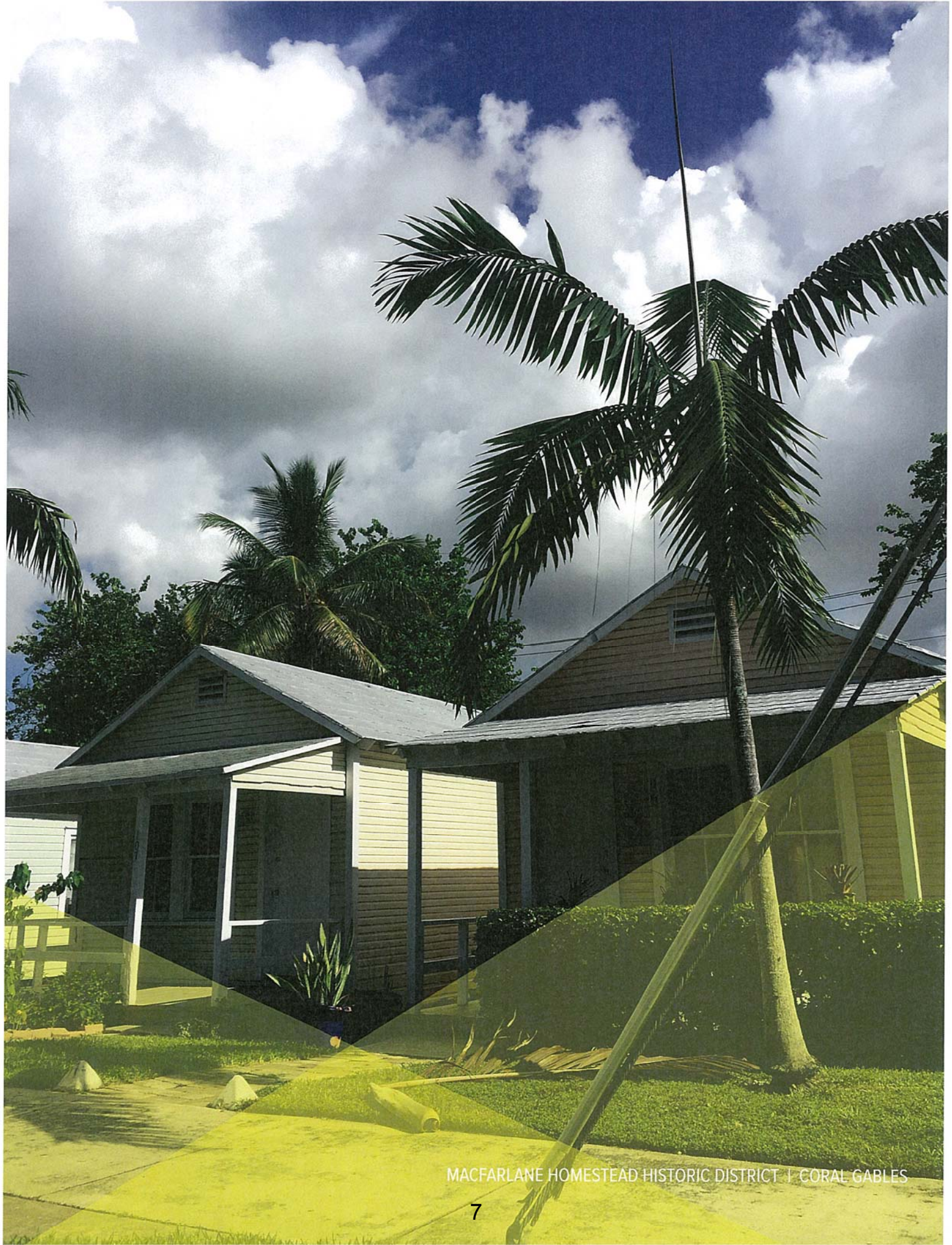


COVER: MORNINGSIDE HISTORIC DISTRICT | MIAMI
ABOVE: DUTCH SOUTH AFRICAN VILLAGE HISTORIC DISTRICT | CORAL GABLES
PICTURE CREDIT: FLICKR
BACK COVER: MIAMI-DADE COUNTY COURTHOUSE

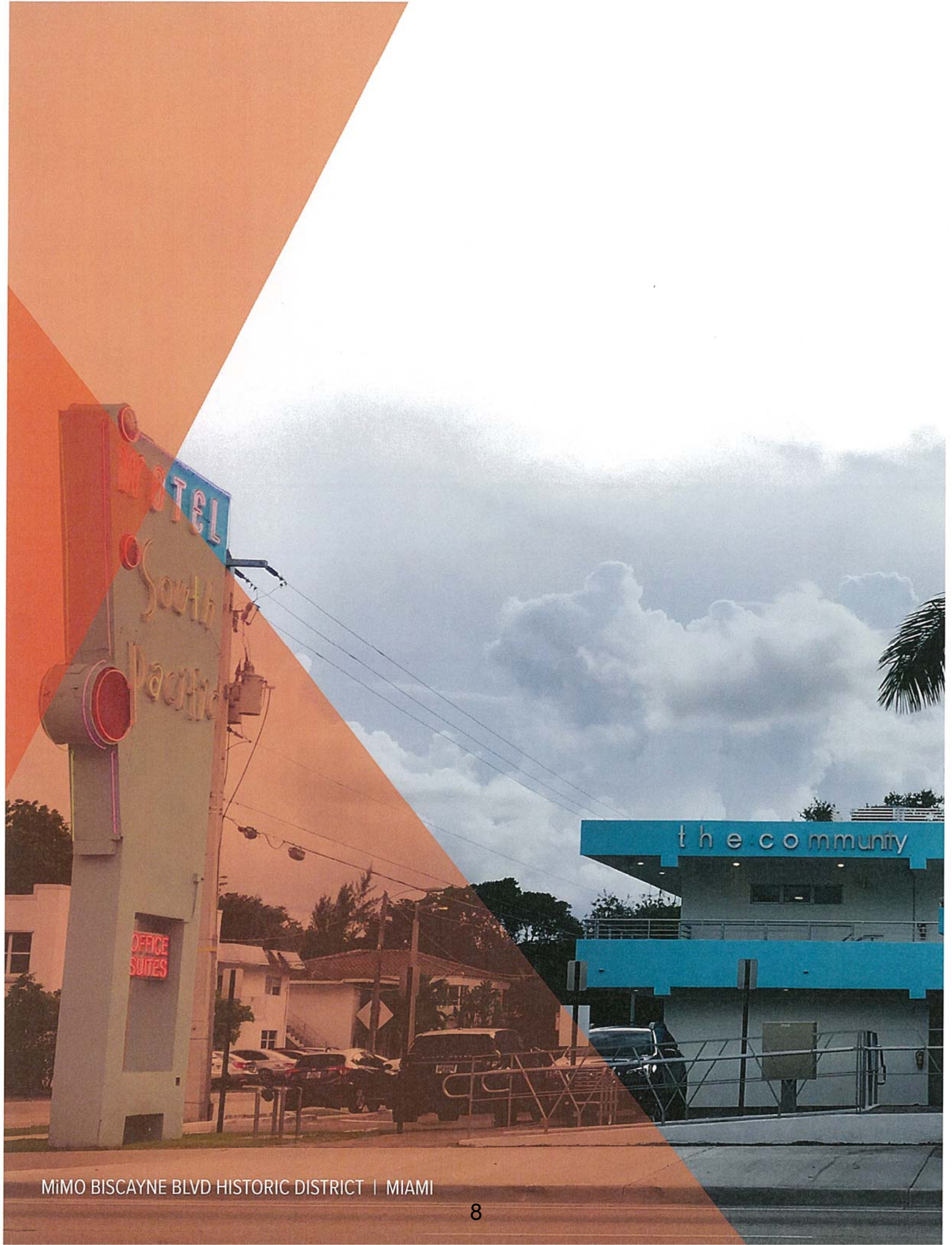


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MACFARLANE HOMESTEAD HISTORIC DISTRICT | CORAL GABLES



EXECUTIVE SUMMARY

This study evaluated the impact of historic preservation on Miami-Dade County. The pages that follow demonstrate the remarkable contribution that historic preservation makes to the economy, the character, the culture, and the environment of Miami-Dade County.

Among the key findings of this analysis are:

- Locally designated historic districts in Miami-Dade County represent 1.4 percent of the land area, 3.5 percent of the population, 4.9 percent of jobs, and 9 percent of population growth.
- Historic districts are some of the densest areas of the county, with population density 5 times the county as a whole and nearly 2½ times the average density in the urban areas.
- The residents who live in historic districts are a mirror image of the county as a whole in income, race, and ethnicity.
- Historic districts provide affordable locations, naturally occurring affordable housing, and a range of housing sizes with older, smaller, and centrally located homes.
- Historic district residents have shorter commutes, ride public transit more, and contribute less greenhouse gases than residents in the rest of the county.
- The assessed value per acre of properties in historic districts is 3.8 times that of the rest of the county.
- Choosing to live in a local historic district has also been a good investment. On average, between 2002 and 2016, a single-family house in a local historic district has increased in value 7.3 percent each year, compared with just under 3.5 percent for houses not in historic districts.
- Overall, historic district homes did better in the up years, suffered less during the real estate crash, and have recovered their values better than houses not in historic districts.
- Foreclosure rates in local historic districts were half the rate as in the rest of Miami-Dade County.
- 15 percent of nonprofits and 30 percent of museums are located in historic districts
- The average tree canopy coverage in historic districts is over 20 percent as compared to just over 12 percent in the county overall. The historic district tree canopy contributes more than \$19 million in economic benefits.
- 82 percent of properties in historic districts are located within ¼ mile of a park or greenspace compared to 43 percent of the rest of the county.

A strategy of historic preservation is usually based on the aesthetic, cultural, and educational values of the built heritage. And those values are as important as ever. But the findings of this report demonstrate the much wider contribution made by historic buildings and neighborhoods. In a robust real estate market like Miami-Dade County, decisions affecting the historic resources are made every day. Certainly not every building that might be considered historic can be rehabilitated. But for buildings, demolition is irreversible. This report demonstrates that while the long-term values of preservation are as valid as ever, there are compelling reasons in the short term to identify, protect, enhance and celebrate Miami-Dade's built heritage.

INTRODUCTION

In 1981 Time magazine’s cover story declared South Florida as “Paradise Lost.” But earlier that same year, Miami-Dade County created a historic preservation program to protect its incredible historic resources. Miami-Dade has seen dramatic change in its built environment in its short built history, and this transformation is a story that cannot be sufficiently told with old photographs of sites long gone. The transformative story of Miami-Dade is best told through its living artifacts, the buildings, sites, and traditions that make up its architectural and cultural heritage.

Miami-Dade is unique in its position to tell that story, and show the world what this fast-paced evolution looks like because it has safeguarded its built environment.

REASONS FOR THE STUDY

The Miami-Dade County Historic Preservation Board is the entity responsible for the “protection, enhancement and perpetuation of properties of historical, cultural, archaeological, paleontological, aesthetic and architectural merit.” Per the ordinance, municipalities may adopt their own historic preservation ordinance. Ten of Miami-Dade’s 34 municipalities have done so. Therefore, all unincorporated areas and any municipality that has not adopted its own preservation ordinance are under the purview of the Miami-Dade County Historic Preservation Board.

The challenges of fulfilling the historic preservation ordinance in a robust real estate market, with many areas covered by additional federal flood regulations, and preserving buildings built during many citizens’ “living memory” are numerous. Historic preservation is a long-term investment in the present for the public good and often accused of “stopping progress.” The findings of this study refute some recent attacks and prove that preservation’s vital contributions are meeting many of the “progressive” goals important to the County and cities within.

METHODOLOGY

This study was commissioned at the county level to look at the impact of the County’s historic preservation program. This study also examined the impacts of historic preservation in Miami-Dade’s independent municipalities with local preservation programs. Today, Miami-Dade County contains 34 municipalities, 10 of which have enacted their own historic preservation programs.

The real protection of historic resources comes from the local historic designation of districts and sites. The value of historic real estate is

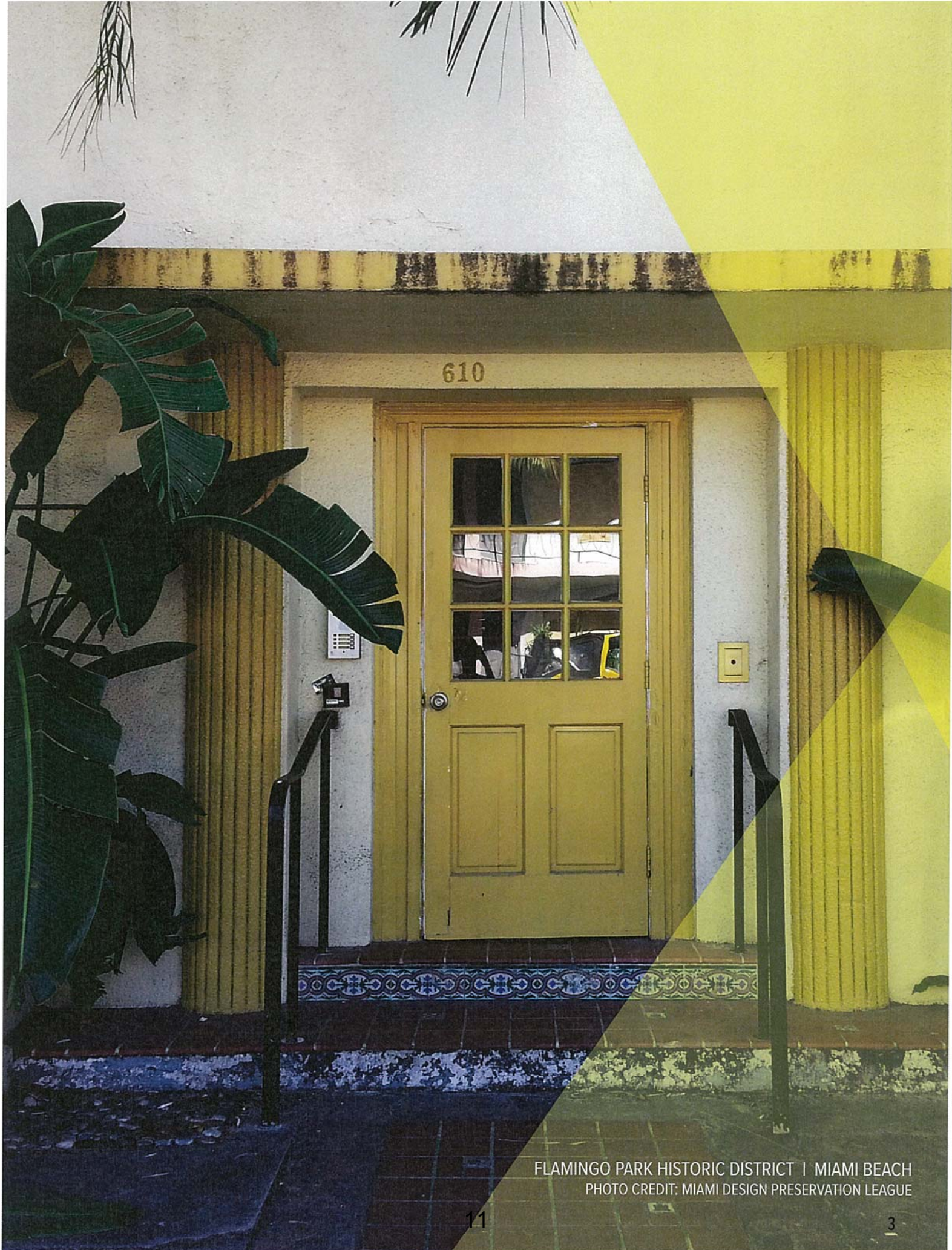
beyond financial—these values can be aesthetic, social, cultural, educational, environmental, etc., and they are enjoyed by a larger group of beneficiaries than just the property owner. Putting numbers behind these values makes them understandable to a broader audience.

The quantitative impacts of preservation are best measured at the local historic district level where concentrations of buildings are offered the same protections and regulations. This analysis takes a holistic approach to measuring the contributions of historic preservation and relies upon some data sources that are not available at the individual building level. Only local historic districts with oversight by a quasi-judicial historic preservation commission were included in the report. For these reasons, the local districts in 5 municipalities plus Miami-Dade County were part of this study.

1. Coral Gables
2. Homestead
3. Miami
4. Miami Beach
5. South Miami
6. Miami-Dade County

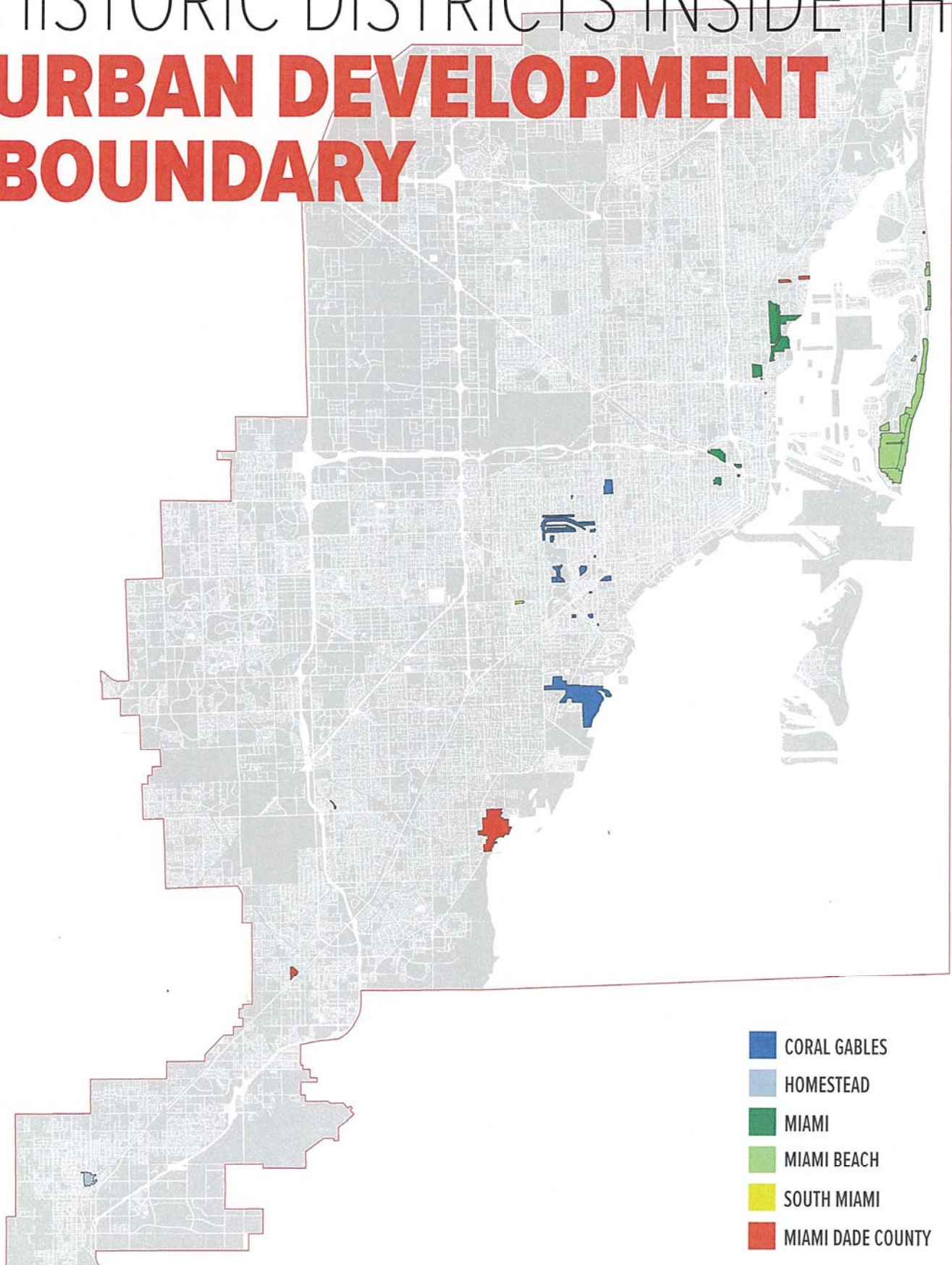
For the property value analysis, only areas with single-family residential and more than 8 parcels were included for statistical reliability. Further, for the purposes of this analysis, only properties within the urban development boundary were used as comparison. Data was collected June-August of 2017.

All photos were taken by PlaceEconomics unless otherwise credited.



FLAMINGO PARK HISTORIC DISTRICT | MIAMI BEACH
PHOTO CREDIT: MIAMI DESIGN PRESERVATION LEAGUE

HISTORIC DISTRICTS INSIDE THE **URBAN DEVELOPMENT BOUNDARY**



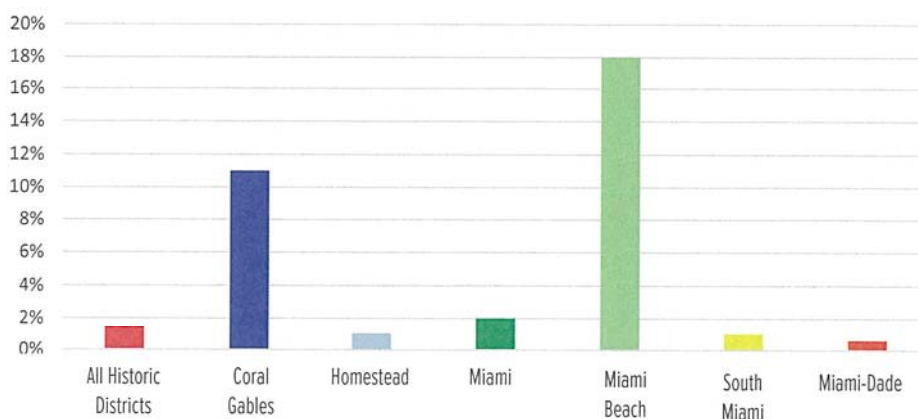


HISTORIC DISTRICT OVERVIEW

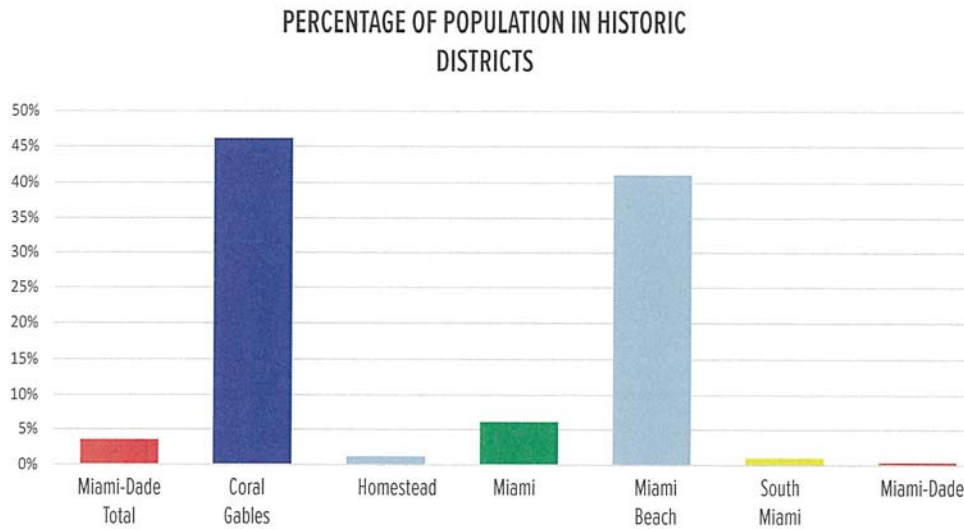
Local historic districts in Miami-Dade County cover 5.9 square miles, equivalent to just 1.4 percent of the land area and 1.0 percent of the parcels. Historic districts are home to just over 3.5 percent of the Miami-Dade population.

While less than 2 percent of the county as a whole is designated, 11 percent of Coral Gables, 1 percent of Homestead, 2 percent of Miami, 18 percent of Miami Beach, and 1 percent of South Miami land area is designated. Outside of those five municipalities, 0.6 percent of land within the rest of Miami-Dade is designated by the County Historic Preservation Board.

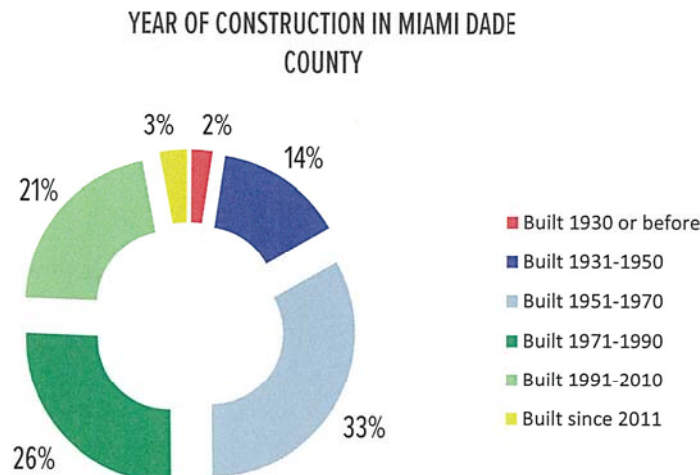
LAND AREA DESIGNATED
(PERCENTAGE OF MUNICIPALITY)

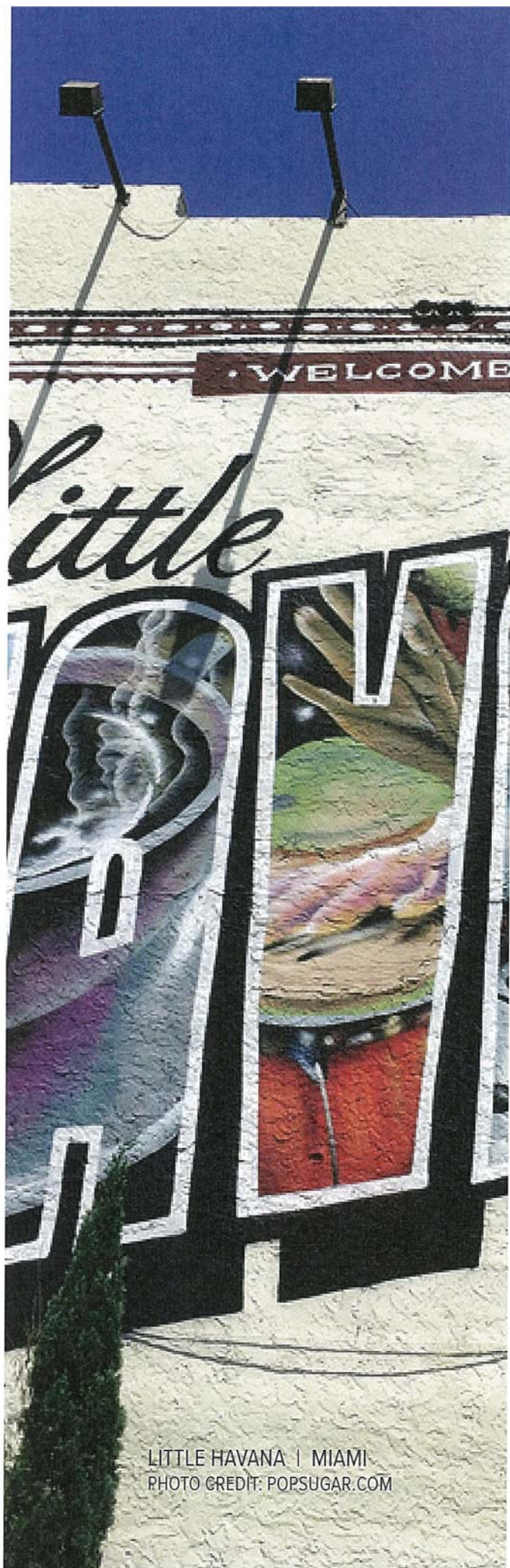


As aforementioned, the 5.9 square miles that are locally designated in Miami-Dade are home to 3.5 percent of the county's population. The populations within historic districts varies significantly from municipality to municipality, however. Within the cities of Coral Gables and Miami Beach nearly half of all residents live in historic districts.



It should be noted that not all older properties, sites, and neighborhoods are currently recognized as historic. No one argues that every property that is “old” merits listing on the National Register or needs to be protected by a Local Historic District. This report was commissioned to evaluate the impact of historic preservation on the economy and quality of life of Miami-Dade County, not to recommend additional historic designations. Further, a building being 50 years old does not make a building “historic.” It is an age, however, when it might be appropriate to ask, “does this property merit historic designation on age and other attributes?” As nearly half of Miami-Dade’s building stock is nearing 50 years old, additional surveying of potential resources may be appropriate.





LITTLE HAVANA | MIAMI
PHOTO CREDIT: POPSUGAR.COM

LITTLE HAVANA

One of Miami's older areas, Little Havana was first a predominately Jewish area. It was in the 1960s that Cuban refugees began to settle here and the name, Little Havana, was first applied. Today it is known for its concentration of Hispanics, primarily Cuban but also from Central American countries, and for its social, cultural and political activity. In 2015, a proposed zoning change to increase the by-right height in the neighborhood brought national attention to the fragile neighborhood. The National Trust for Historic Preservation listed it as one of that year's 11 Most Endangered Sites, and building on that momentum formed a partnership with Dade Heritage Trust, PlusUrbia Design, and LiveHealthy, Little Havana to create a neighborhood master plan. A series of public engagements, data analyses, and input from stakeholders is molding the final product. The National Trust for Historic Preservation's Preservation Green Labs has produced a number of maps illustrating the characteristics of the built and cultural environment that make Little Havana a vibrant place.

- **High-character and variety of building stock:** The median age of buildings, diversity of old and new buildings, and granularity of the building stock illustrate Little Havana has one of the highest concentrations of older, smaller, mixed-age buildings in the City of Miami.
- **Population density:** the blocks of modest, granular buildings have the same level of population density as the new towers built in the nearby Brickell neighborhood, but the buildings in Little Havana provide that same density at a human-scale.
- **Diversity:** Little Havana is one of Miami's three neighborhoods where more than 70 percent of the population was born abroad.

The planning initiative will be released in 2018 and will feature recommendations on how to strike a balance between the reuse of older building stock and contextual new development. The City of Miami's current zoning standards do not allow for the human scale yet high density of buildings that make up much of Little Havana.

Currently, only a small residential district called the Riverview Historic District is designated by the City of Miami. The 22 acres and 101 parcels that make up this district is a very small portion of the larger Little Havana study area.

THE CONTRIBUTIONS **OF HISTORIC PRESERVATION**

In its pursuit of urban sustainability, Miami-Dade County already has in place assets – both tangible and intangible – in its collection of historic buildings and neighborhoods. Some of the contributions of heritage resources may be obvious – the visual, aesthetic, and historical attributes that make the area world famous because of its quality and differentiation. Other core attributes of historic districts however – density, tree cover, live/work connections – may be less recognized.

The following sections strive to quantify both the apparent and the less well-known factors of Miami-Dade historic neighborhoods that advance the goals of commensurate economic and population growth, well-connected urban centers, and growth in locations with optimized public resources.



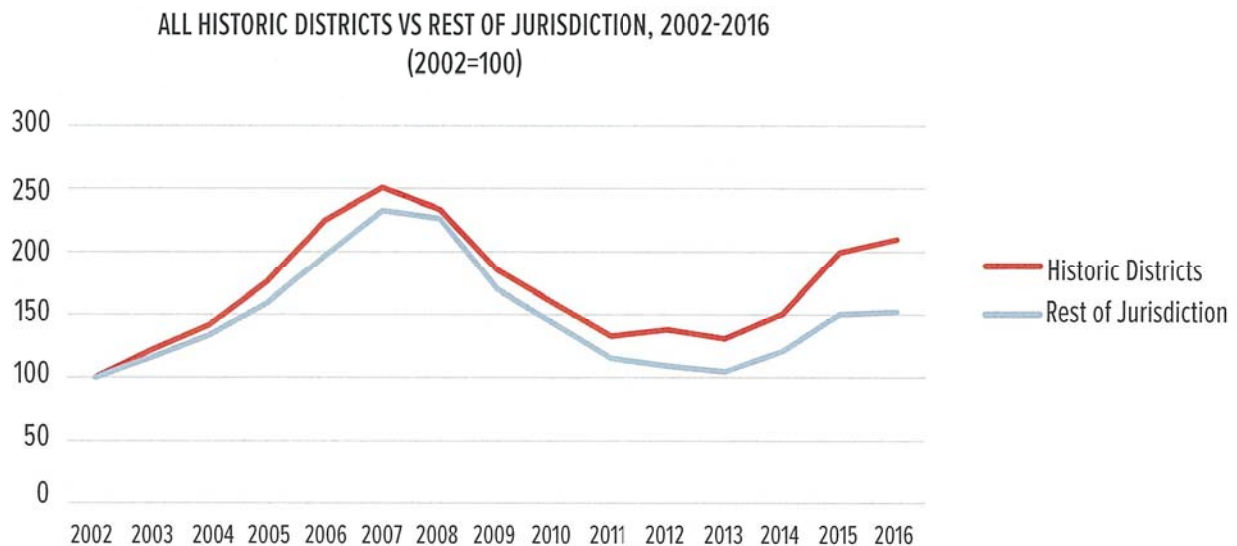
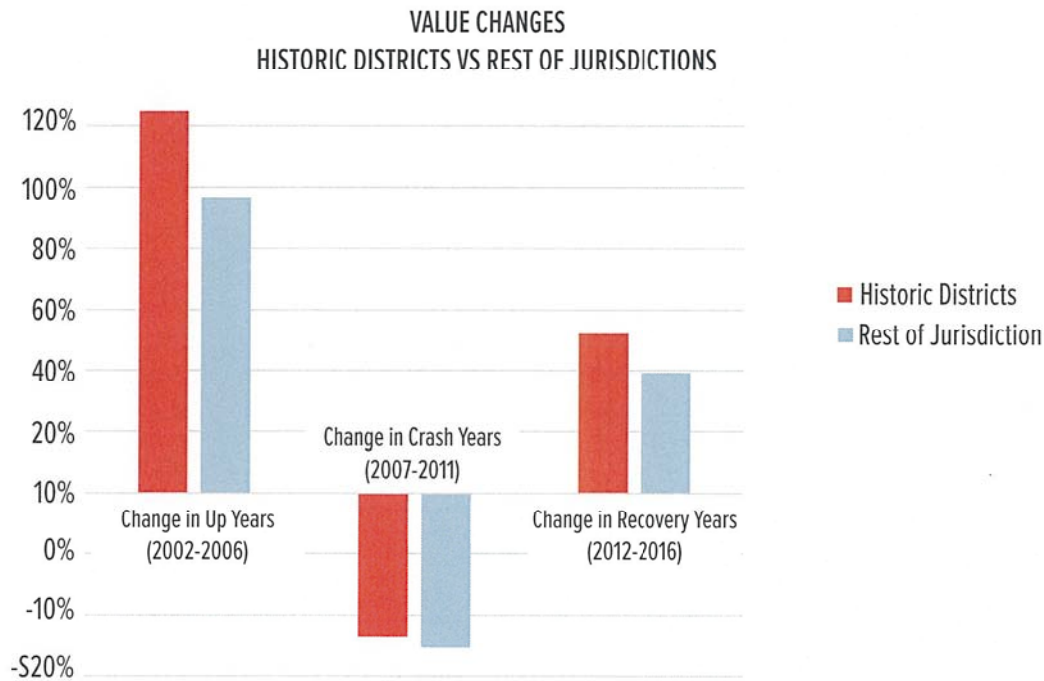
HISTORIC DISTRICTS AND **PROPERTY VALUES**

The issue of whether and how being in a local historic district affects property values is an important one. After all, for most American families, their home is, by far, their biggest asset. In recent years the real estate market has been challenging, especially in Florida during the extended real estate crash.

There are twenty-eight local historic districts in the cities and towns in Miami-Dade County. This study looked at the changes in values in those districts over the last fifteen years. This decade and a half can be divided into three distinct periods: an up market (2002-2006); the years of the crash (2007 – 2011) and the years of recovery (2012 – 2016). The change in values of single family housing in historic districts in each of those periods was compared with houses not within historic districts.

MORNINGSIDE HISTORIC DISTRICT | MIAMI

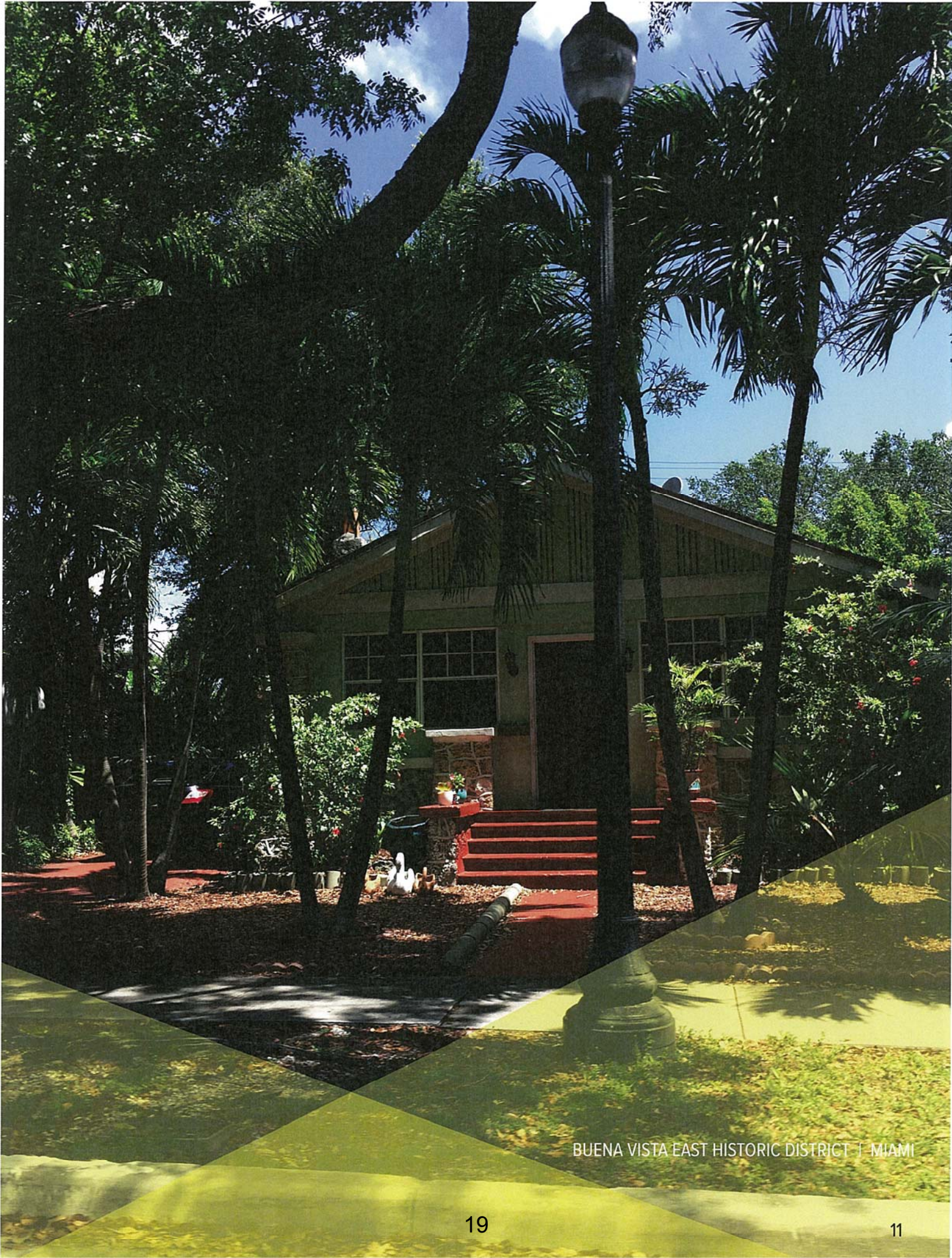
The results were these: houses in local historic districts increased in value more in the up years; declined in value less in the crash years; and recovered more of their value in the recovery years.



The real estate crash notwithstanding, the average home in a local historic district has appreciated, on average, 7.33% each year.¹ This compares to an annual rate of 3.48% for houses not in a historic district.² There was, of course, significant variation between town and between historic districts within a town. But nearly all local historic districts outperformed the rest of the market in all three time periods studied.

¹ 6.75% on compounded basis

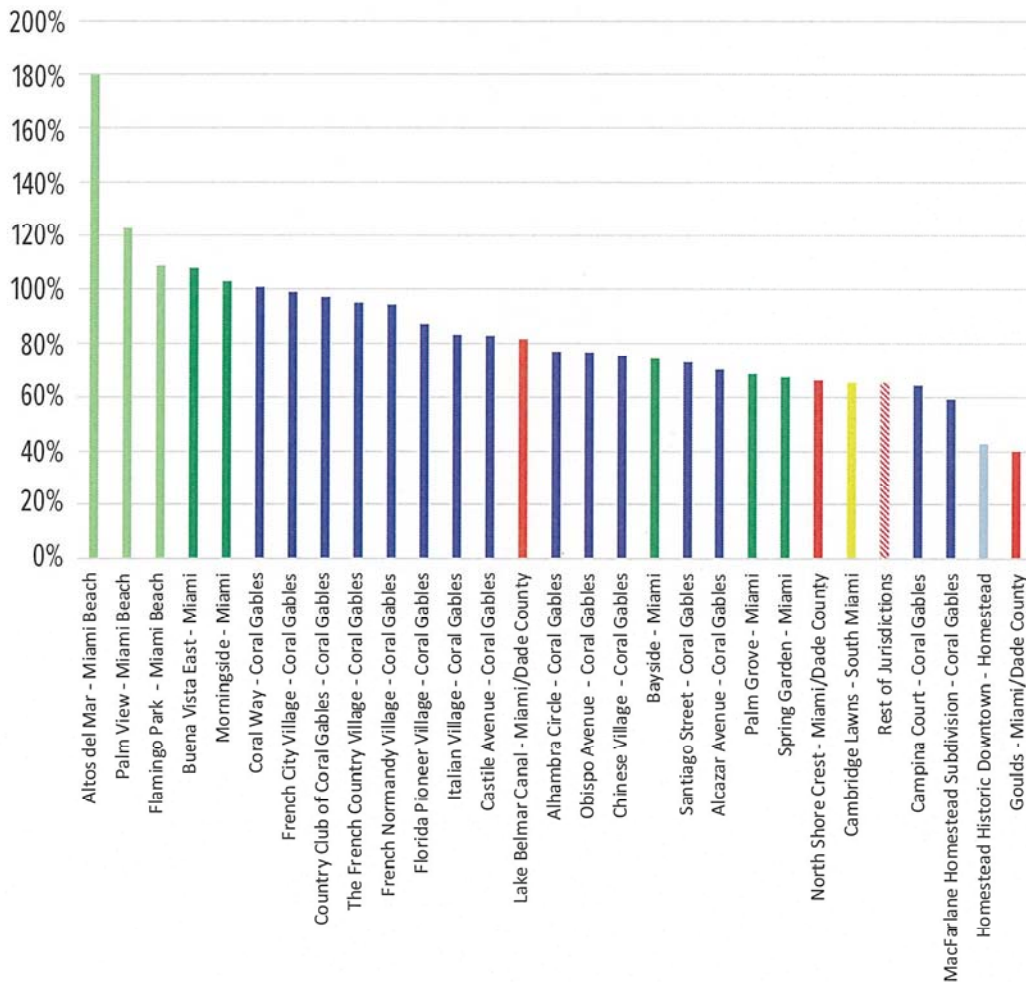
² 3.04% on compounded bases



BUENA VISTA EAST HISTORIC DISTRICT | MIAMI

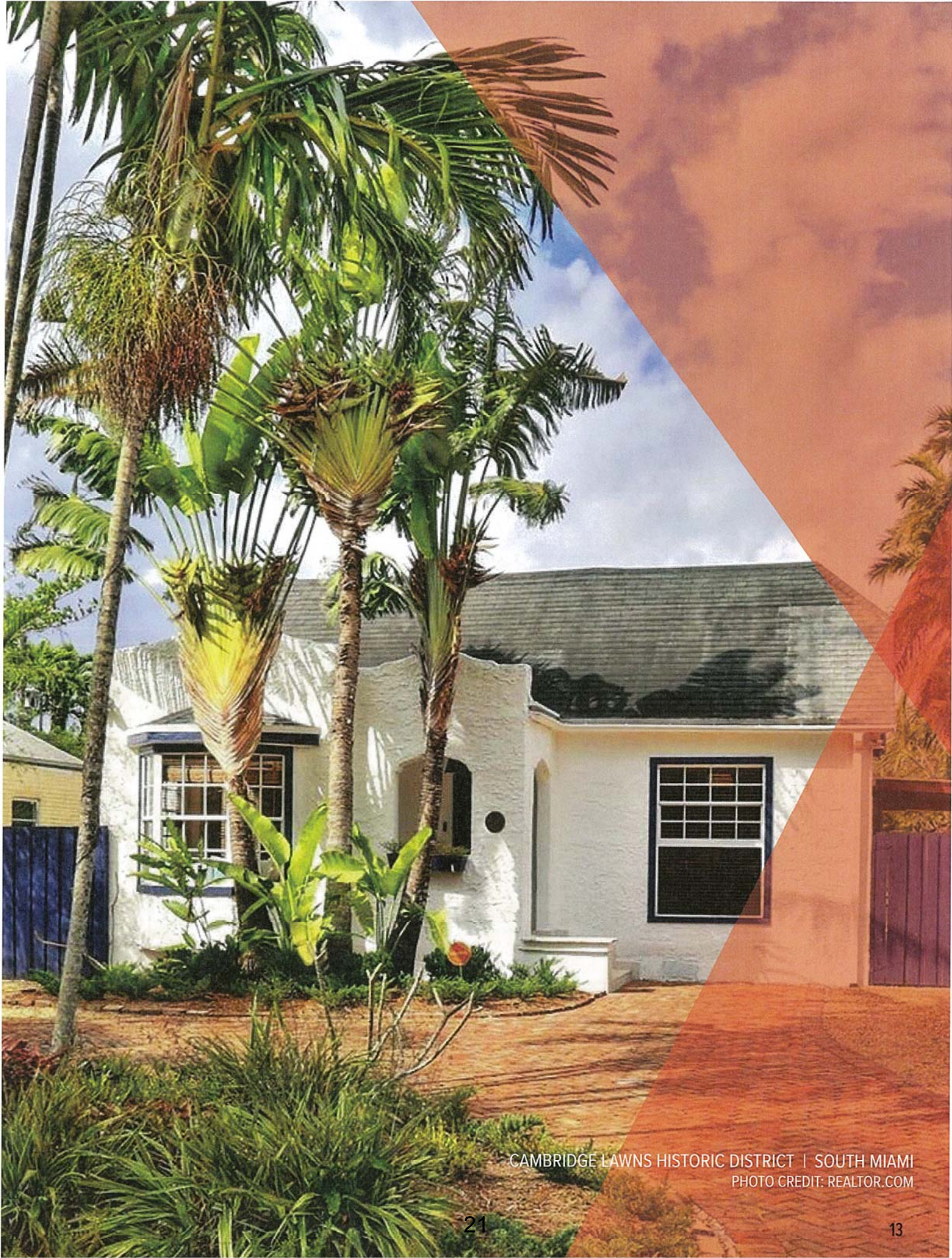
Of particular importance to homeowners is the question of what is the property's value today as compared to its peak value in 2007. A comparison was made between the value in that peak year with the 2016 value. For houses not in historic districts, that number today is 65.4%. That is to day the current value is approximately two-thirds of the value a decade ago. This reflects both the overheated real estate market early in the 21st century as the slow pace of recovery from the most disastrous recession since the 1930s. However, 24 of the 28 local historic districts have done better in recovering their values than the rest of the market.³

CURRENT VALUE (2016) AS COMPARED TO PEAK VALUE (2007)



While properties in local historic districts usually outperformed the market in terms of both long term appreciation and recovery from the real estate crash, that does not mean that they are all expensive neighborhoods. In fact half of all local historic districts have a per square foot value less than the average value in non-historic neighborhoods.

³ For this analysis, only historic districts with single family residential properties were included (see appendix A). Additionally, residential districts with less than 8 properties were excluded for statistical reliability.



CAMBRIDGE LAWNS HISTORIC DISTRICT | SOUTH MIAMI
PHOTO CREDIT: REALTOR.COM

NEIGHBORHOOD REVITALIZATION AND **GROWTH MANAGEMENT**

"This is a place where families come together, where the community comes together"- Frances Varela, speaking about the Cauley Square Historic District⁴

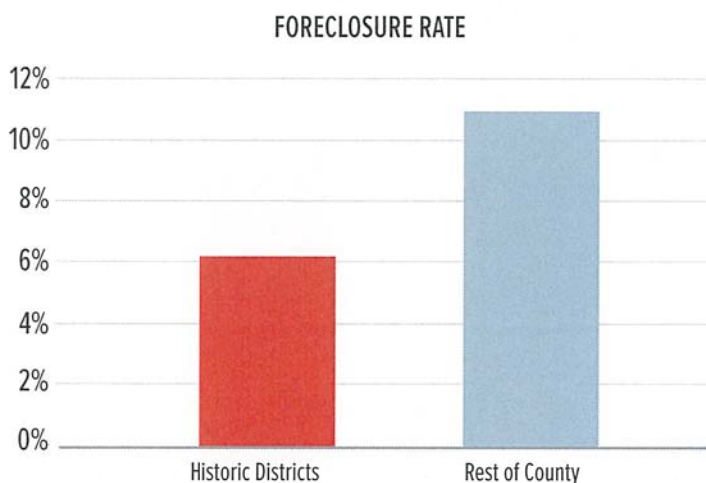


CAULEY SQUARE HISTORIC DISTRICT | MIAMI-DADE COUNTY

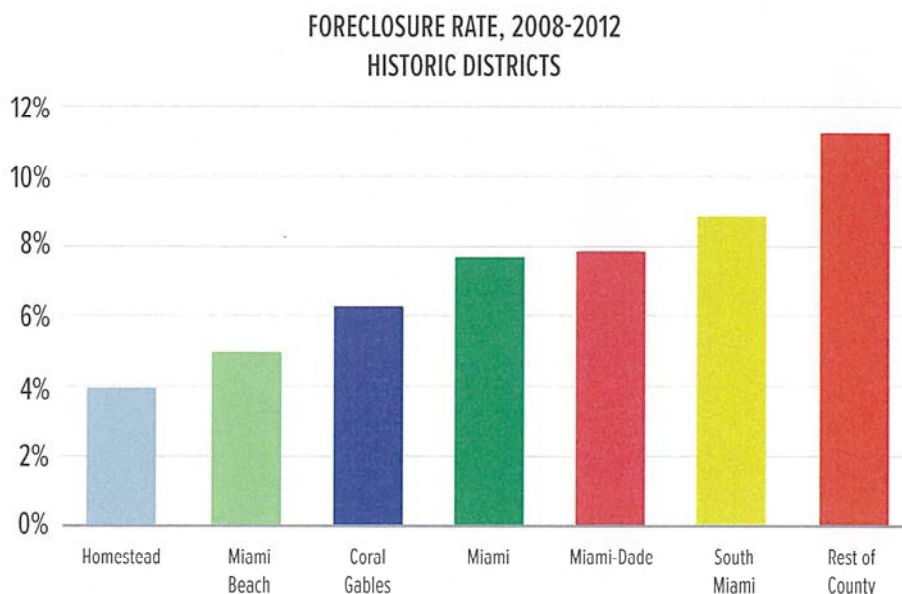
PHOTO CREDIT: MICKY-MICKYSHOUSE.BLOGSPOT.COM

FORECLOSURES

The patterns of value change noted above had another impact in Florida. The Great Recession of 2008-2011 wiped out home equity for millions of American families, and Florida was particularly hard hit. Over the deepest four years of the real estate crash, more than 1 in 9 homes in Miami-Dade County was affected by a foreclosure action. But the local historic districts, while not immune to the crisis, were much less affected, seeing a foreclosure rate just over half the rate as in the rest of Miami-Dade County.



And this more moderate impact was not limited to high income neighborhoods. Every local historic district had a lower foreclosure rate than the 11.2% found in the rest of the county.⁵ This pattern of lower rates of foreclosure is a direct indicator of the resilience of historic neighborhoods.



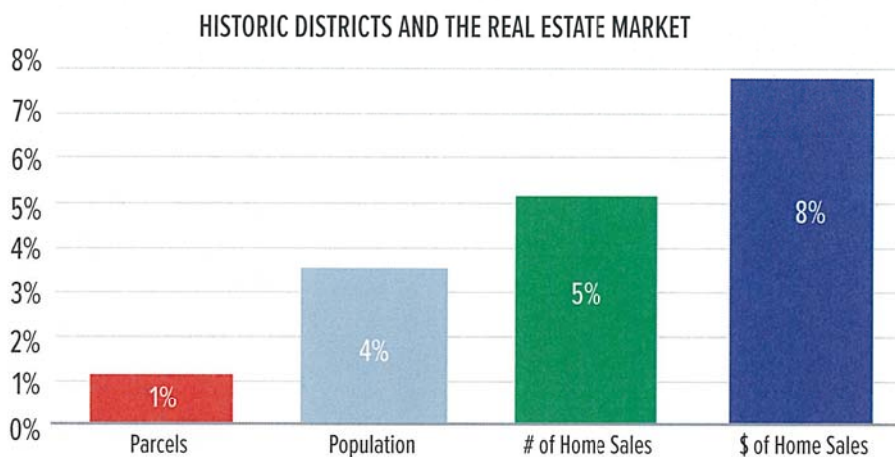
⁴ Monique Madan, "Cauley Square: the village that 'refuses to die,'" *Miami Herald*, <https://www.miamiherald.com/news/local/community/miami-dade/article97719592.html>

⁵ Throughout this report where the phrase "Rest of the County" is used, it refers to all of the unincorporated areas and any municipality under the purview of the Miami-Dade County Historic Preservation Board.

HOME SALES

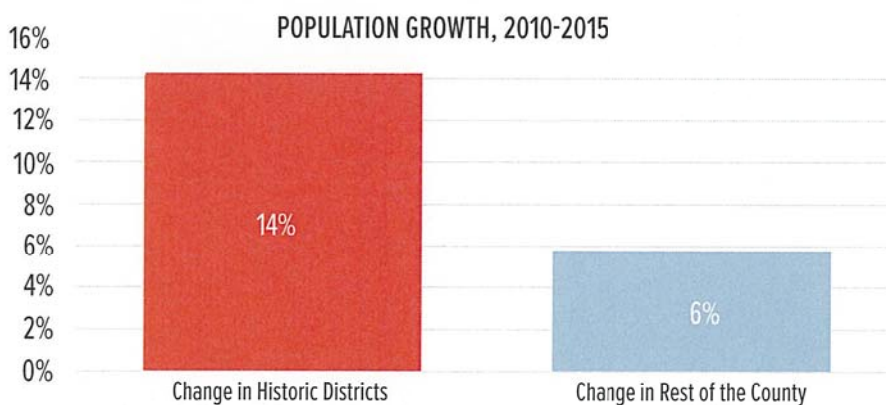
The character, quality, and value found in historic neighborhoods is particularly appealing to Millennials. Nationally,⁶ while Millennials made up 34% of all home buyers, they purchased 44% of houses built between 1913 and 1960 and 59% of houses built prior to 1912. Further, the highest rated factor for choosing where to buy was “quality of the neighborhood” a variable more important to Millennials than any other age group. The next two highest factors were “convenient to job” and “overall affordability of homes.” Those two variables were also more important to Millennials than any other age cohort. What historic neighborhoods provide is what this age group is looking for.

Historic districts constitute just over 1% of all of the parcels in Miami-Dade County and are home to slightly less than 4% of the population. But the home sales in historic districts accounted for 5% of all sales in 2015, according to Boxwood Means data. The aggregated residential home sales amount in Miami-Dade topped \$16 billion in 2015, with home sales in historic districts representing 8% of that.



POPULATION GROWTH

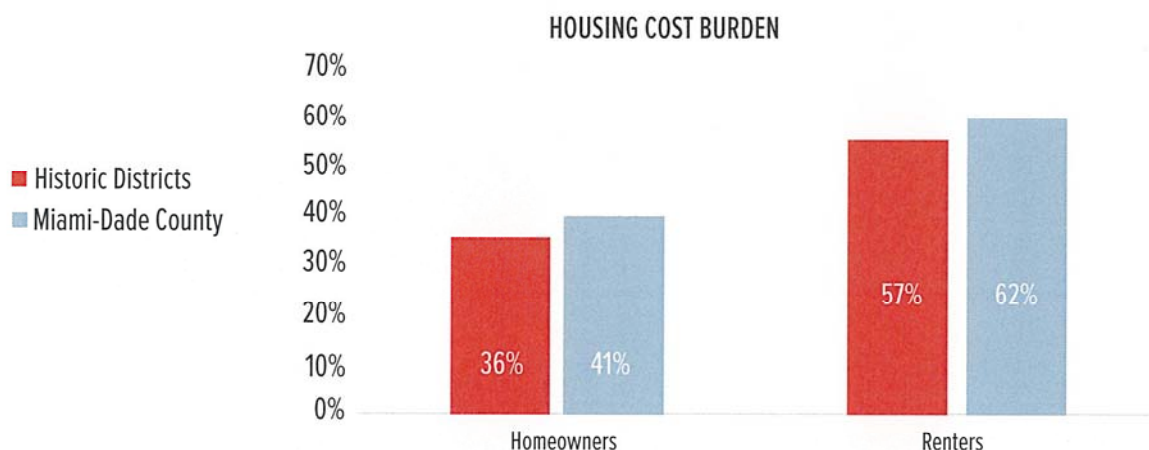
Miami-Dade County is growing in population and there have been concerns expressed about where that growth can be accommodated. While some believe that historic districts restrict growth, the evidence in Miami-Dade proves quite the opposite. Between 2010 and 2015, historic districts gained 14 percent in population while the rest of the county gained 5 percent. Overall historic districts accounted for 9 percent of total growth in the county. The appeal of historic districts is strong and these areas are attracting and accommodating a disproportionate share of the County’s population growth.



⁶ Based on data found in Home Buyer and Seller Generational Trends, 2017. National Association of Realtors.

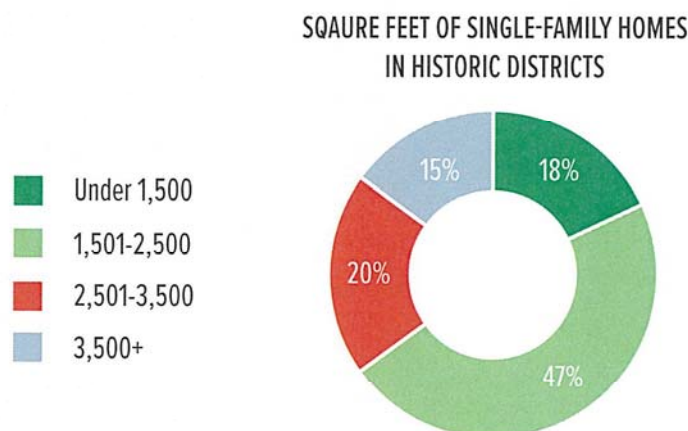
HOUSING AFFORDABILITY

The real estate crash notwithstanding, Miami-Dade County has been identified as one of the least affordable housing markets in the nation. Three factors are at work: 1) the overall cost of living in Miami-Dade is higher than the national average; 2) the rate of increase in the cost of living is greater than the national average; 3) median household income growth is slower than the national average. All of these factors mean that a large share of the population is Housing Cost Burdened.⁷ Forty percent of Miami-Dade homeowners and more than 60% of renters fall into the housing cost burdened category. For both owners and renters, however, a slightly lesser share of those living in historic districts are housing cost burdened.



HOUSING SIZE

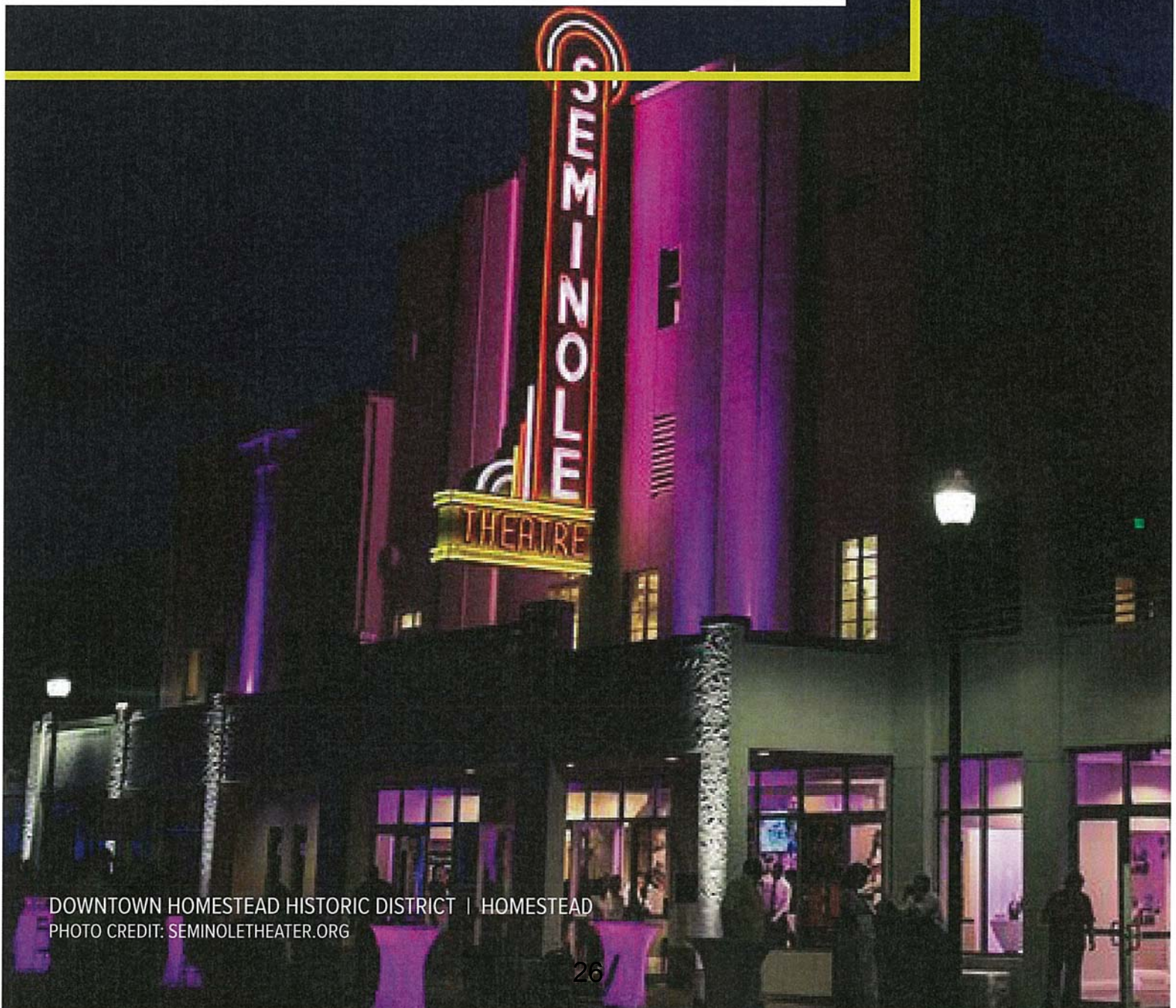
One of the under recognized contributors to affordability is housing size. While some householders want and need large dwellings, many families are willing to trade size for affordability. Of houses in historic districts, 2/3s are smaller than 2,500 square feet, and nearly one in five is smaller than 1,500 square feet. While condominium units in the Miami area offer smaller spaces, for families who prefer a single-family dwelling, smaller historic houses often provide affordability while maintaining a strong appeal to the marketplace.



⁷ Estimated percent of owner households for whom selected monthly owner costs are 30% or more of household income. Owner housing costs include all mortgage principal payments, interest payments, real estate taxes, property insurance, homeowner fees, condo or coop fees and utilities (not including telephone or cable television).

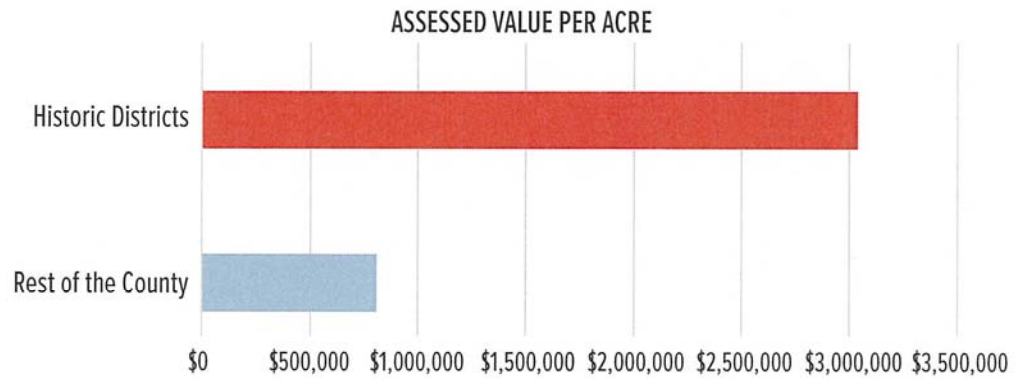
TAX GENERATION

*"The fiscal health of a city, depends on the revenue per acre it receives, and simply put, dense development produces a greater return to a community than putting tax dollars toward sprawl."*⁸



DOWNTOWN HOMESTEAD HISTORIC DISTRICT | HOMESTEAD
PHOTO CREDIT: SEMINOLETHEATER.ORG

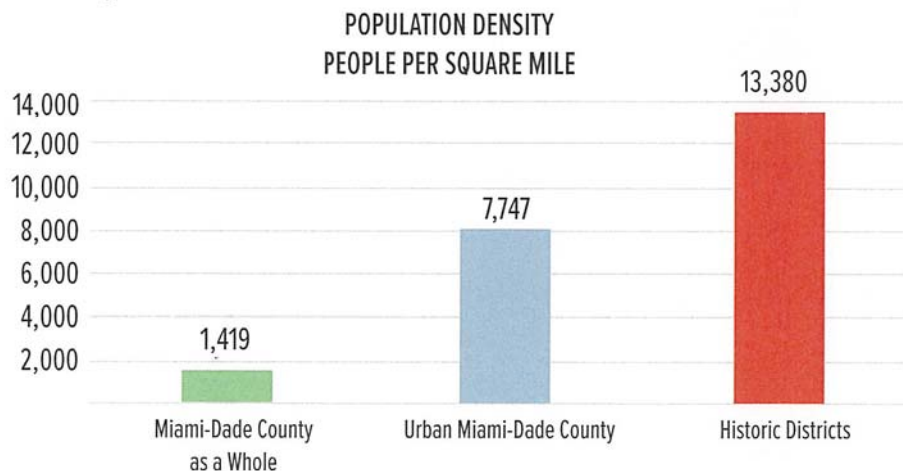
It isn't just at the household level that historic districts make an economic contribution. Both Miami-Dade County and the municipalities rely heavily on property taxes to pay for public goods and services. While local historic districts constitute just over 1% of the land area in Miami-Dade County, the cumulative assessed values in historic districts represent 5 percent of the total value.⁹ Furthermore, on a per acre value, historic districts have over 3.8 times more value than non-designated properties.



DENSITY

Density is a challenging concept for cities. There is a broad consensus among urban planners, municipal finance directors, and environmentalists that a sustainable, resilient city needs to be dense. The Urban Land Institute, says, "density is a tool-arguably the most powerful one controlled by a municipality-to create a more sustainable city while at the same time helping to preserve agricultural land and the open space beyond its borders."¹⁰

At the same time, many citizens argue against increased density often saying, "If I wanted density I'd live in Manhattan." What is often missed in these discussions, however, is that density can be achieved by means other than just taller buildings. The local historic districts in Miami-Dade County demonstrate how density is achieved at a human scale. The density in historic districts is nearly 14,000 people per square mile, almost twice the density of Urban Miami-Dade County and ten times the density of the county as a whole.



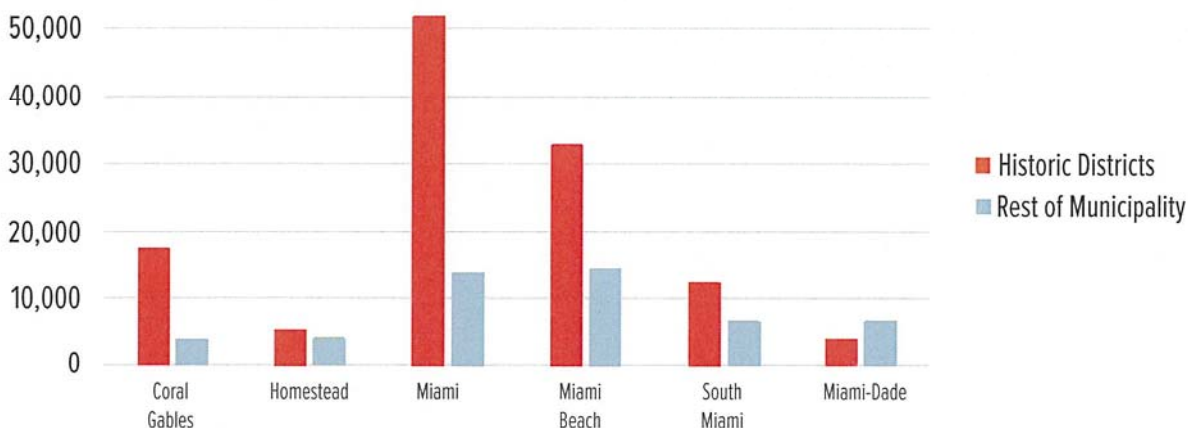
⁸ <http://www.startribune.com/streetscapes-the-true-costs-of-sprawl/330417251/>

⁹ Properties within the urban development boundary.

¹⁰ Urban Land Green, Spring 2008

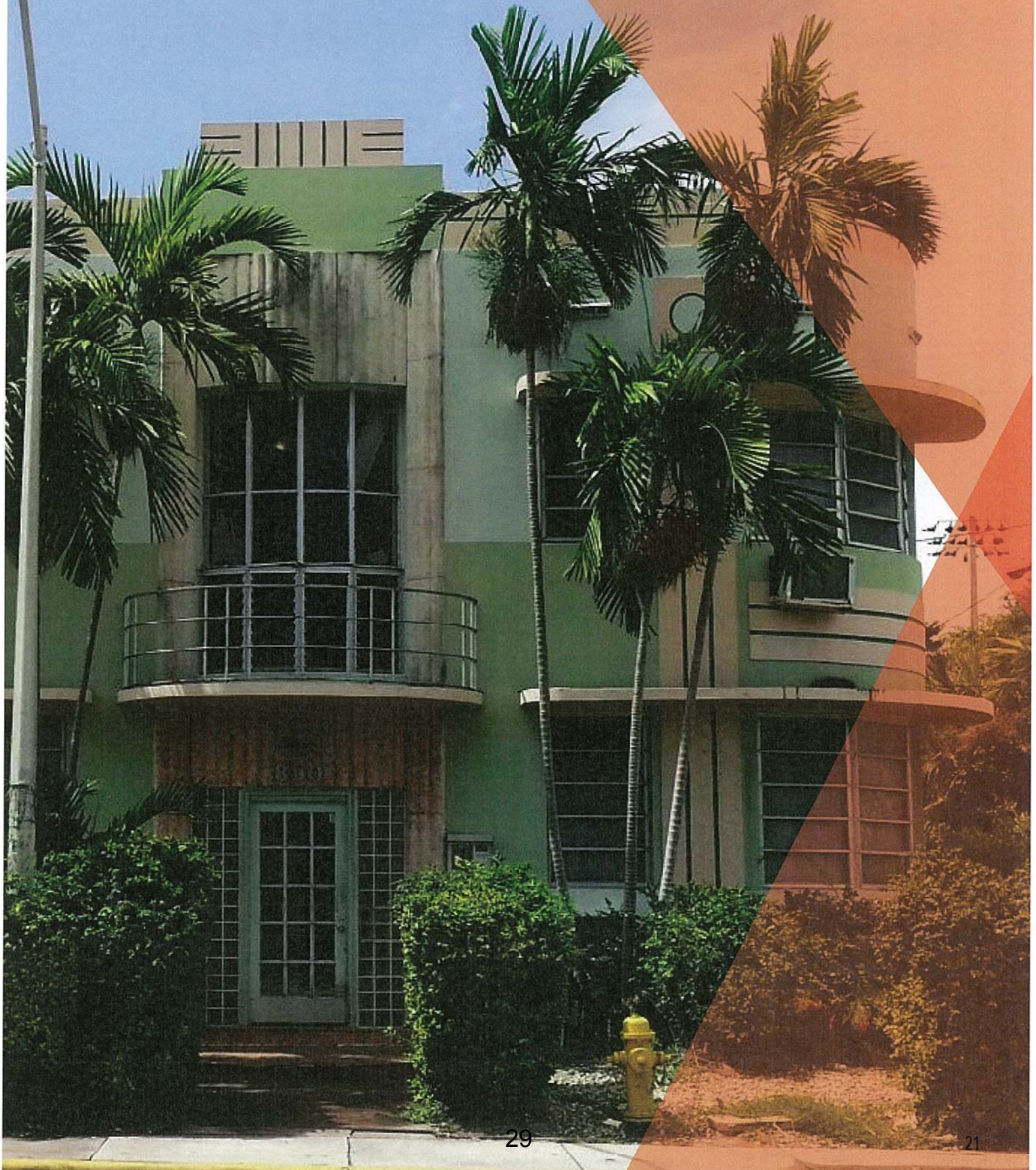
When population density in historic districts is compared to the rest of their municipalities, the compactness of the historic districts is further illustrated. While there is considerable variation among towns, in every municipality in Miami-Dade County, the density within the local historic districts is greater than in the rest of the county.

POPULATION DENSITY BY MUNICIPALITY
PEOPLE PER SQUARE MILE



Miami-Dade's historic districts do not have the tallest buildings, but they certainly have some of the greatest density of residents and buildings. Density is often promoted for its contribution to the ability of a city to deliver services effectively, including public transportation. Miami-Dade's historic districts provide density at a human scale. It is this scale that not only means more interesting neighborhoods, but neighborhoods that are conducive to walkability, to mixed-use, and to human interaction in an environmentally responsible way.

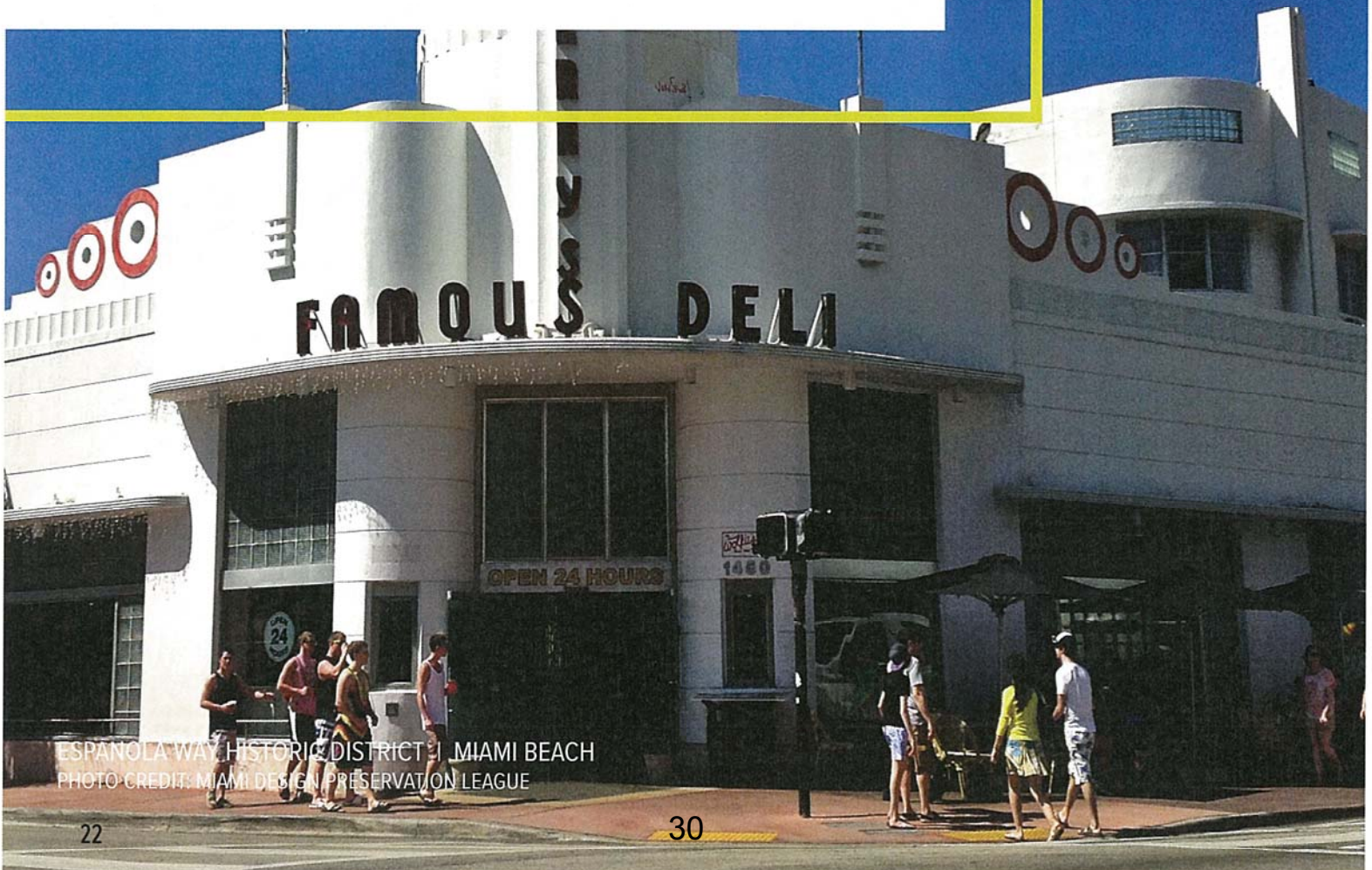
11 10 Benefits of Establishing a Local Historic District, <https://savingplaces.org/stories/10-on-tuesday-10-benefits-of-establishing-a-local-historic-district#.WrKP4Grwa1s>



EMPLOYMENT **AND JOBS**

“Protecting local historic districts can enhance business recruitment potential. Vibrant commercial cores and charming neighborhoods with character attract new business and quality industry. Companies continually relocate to communities that offer their workers a higher quality of life, which successful preservation programs and stable districts enhance.”¹¹

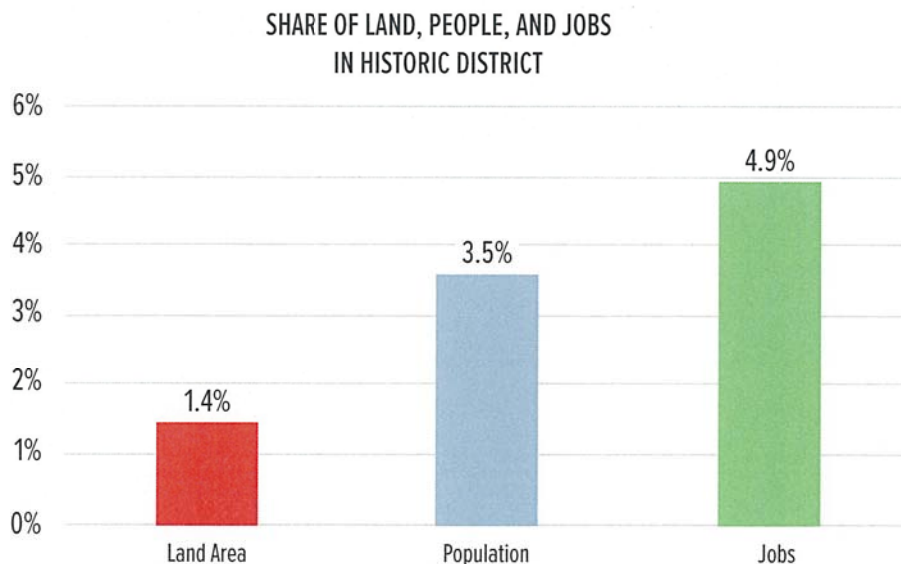
- National Trust for Historic Preservation



ESPAÑOLA WAY HISTORIC DISTRICT | MIAMI BEACH
PHOTO CREDIT: MIAMI DESIGN PRESERVATION LEAGUE

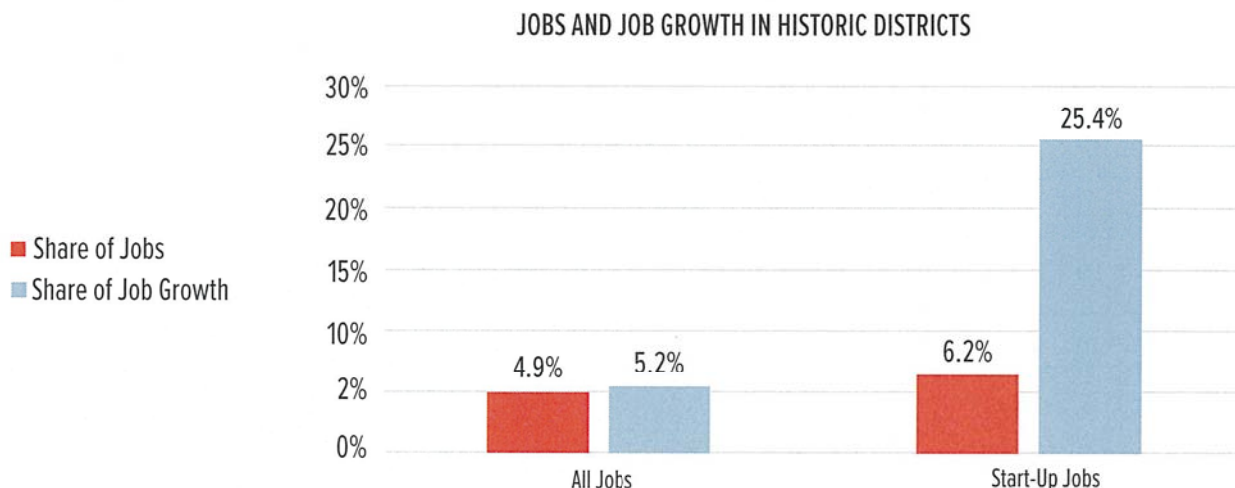
JOBS IN HISTORIC DISTRICTS

Most of the local historic districts in Miami-Dade County are residential neighborhoods, some with a mixed-use component. But those historic districts that are commercial, or allow commercial activity, are strong attractors for business. While historic districts constitute only 1.4% of the land in Miami-Dade County, and are home to 3.5% of the population, 4.9% of the jobs are in firms that have made historic districts their location of choice.



START UP FIRMS

Businesses open and close. For a local economy to grow, however, there must be more business openings than closings. While 4.9% of all jobs in Miami-Dade County are located in historic districts, 5.2% of job growth occurred there. Start-up businesses are a strong economic resilience indicator. Just over 6% of jobs at start-up firms are located in historic districts, but these areas have been magnets for start-up growth. More than one in four jobs at start-up firms were created in historic districts.¹²



¹² Between 2011 and 2014, the most recent data available on a Census Block level.

MIMO BISCAVNE BOULEVARD HISTORIC DISTRICT | MIAMI
PHOTO CREDIT: WIKIPEDIA






VAGABOND **MOTEL**

Opened in 1953 as the Vagabond Motel, this property was a prime example of the roadside architecture emerging across the country, but especially in Miami, at that time. Designed by architect Robert Swartburg, it featured elements that today represent classic mid-century modern architecture. With the advent of interstate highways, motels like the Vagabond declined in popularity and value. Biscayne Boulevard, where the Vagabond resides, along with its surrounding area, was designated a Local Historic District in 2006, largely due to its wealth of mid-century modern buildings.

In 2012, Avra Jain and Regalia Holdings purchased the property. Utilizing the Miami Modern (MiMo) Historic District height restriction of 35 feet and the ability to sell development rights through Miami's Transfer of Development Rights (TDR) program, the owners raised funds for the rehabilitation of the property. It reopened in 2014 as the Vagabond Hotel.

This development has served as a major catalyst for the introduction of many new businesses in the MiMo/Biscayne Boulevard Historic District, including Trina Turk; Ms. Cheezious and Blue Collar restaurants; 50 Eggs corporate offices and test kitchen; The Community; and Sanchez & Coleman Studio.



NEIGHBORHOOD DIVERSITY **AND STABILITY**

“Miami itself appears ready to continue to embrace the cultural diversity they (Latin American immigrants) bring with them, along with the economic prosperity they have helped to create in their new hometown.”



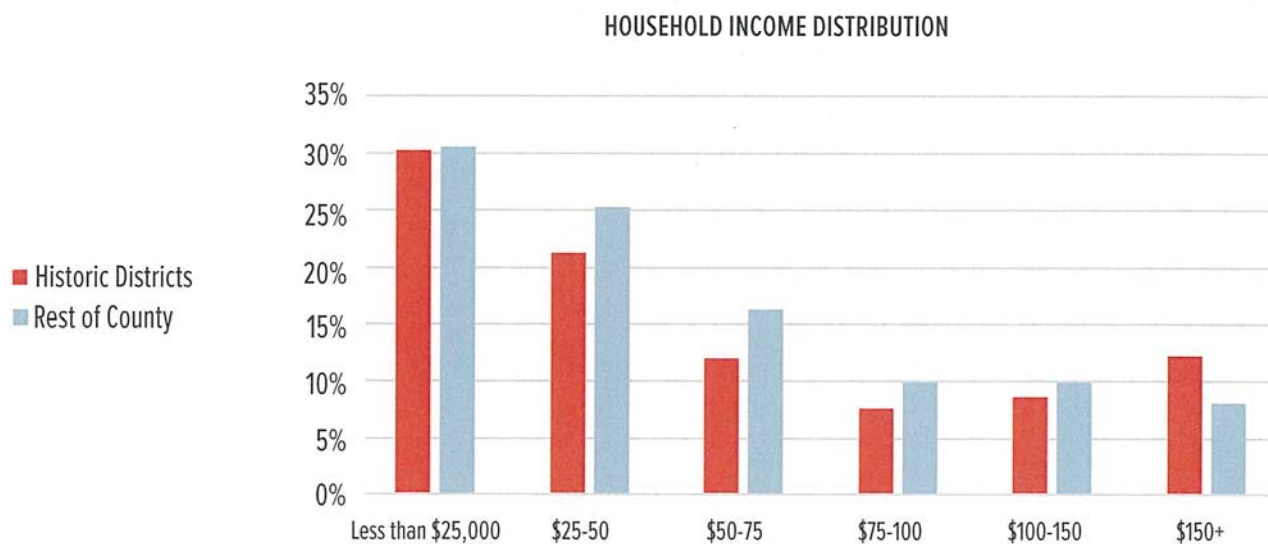
MACFARLANE HOMESTEAD HISTORIC DISTRICT | CORAL GABLES

INCOME DIVERSITY

While biologists have long recognized the importance of species diversity to maintain a sustainable and resilient ecosystem, there is increasing evidence that human diversity is also a key component of urban resilience. Miami-Dade County is nothing if not diverse. The BBC noted, “Miami itself appears ready to continue to embrace the cultural diversity they (Latin American immigrants) bring with them, along with the economic prosperity they have helped to create in their new hometown.”¹³

While Miami-Dade County as a whole is diverse, the local historic districts are particularly so. In some parts of the country, historic districts – rightly or wrongly – are perceived as the enclaves of the rich and the white. While there are differences among individual historic districts, on an aggregate basis the residents who choose to live in the county’s local historic districts are a mirror of the diversity of the county as a whole, in income, in race, and in ethnicity.

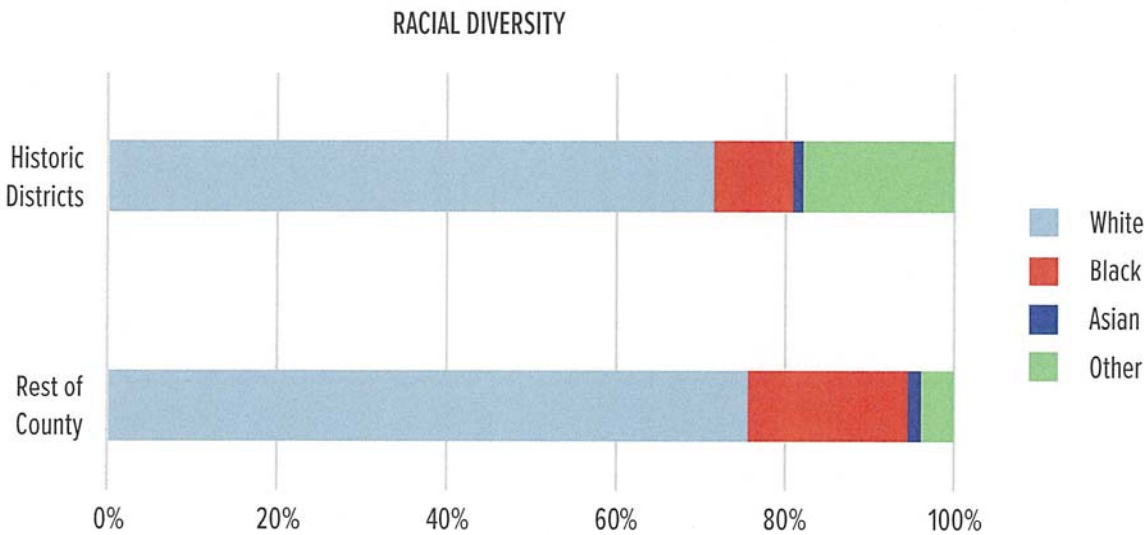
On an income basis, the distribution within local historic districts is largely parallel to the rest of the county with a slightly larger proportionate share of highest income households.



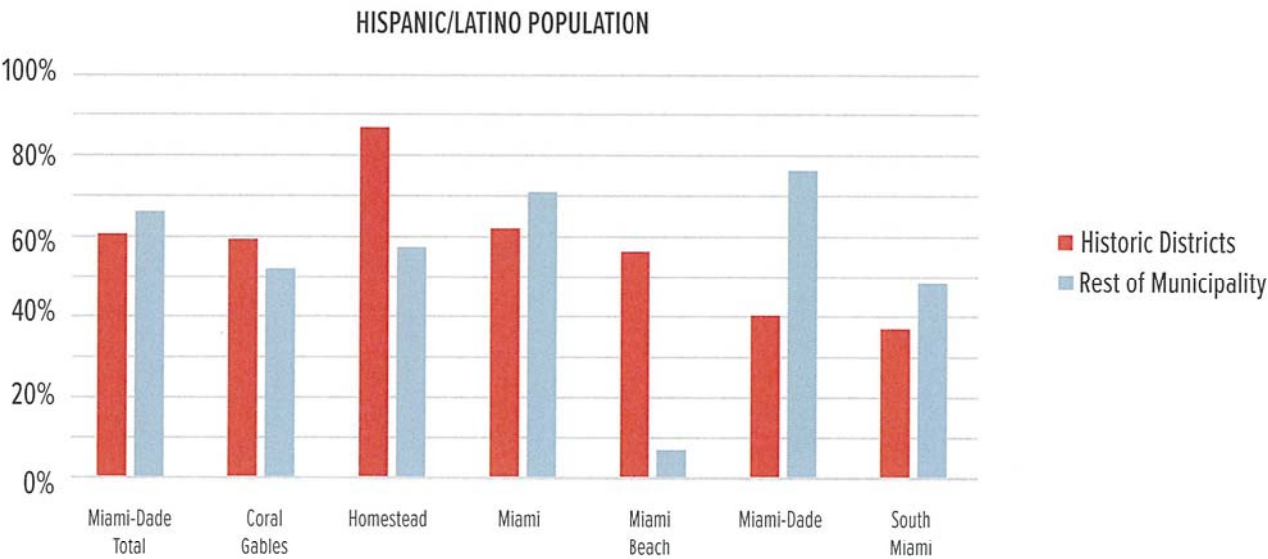
¹³ BBC, May 16, 2016

ETHNIC DIVERSITY

That diversity by income is also true in the racial diversity in historic districts. Miami’s Black population is slightly under-represented in local historic districts, while those who describe their race as “other” constitute a nominally larger share of historic district residents than in the city as a whole.

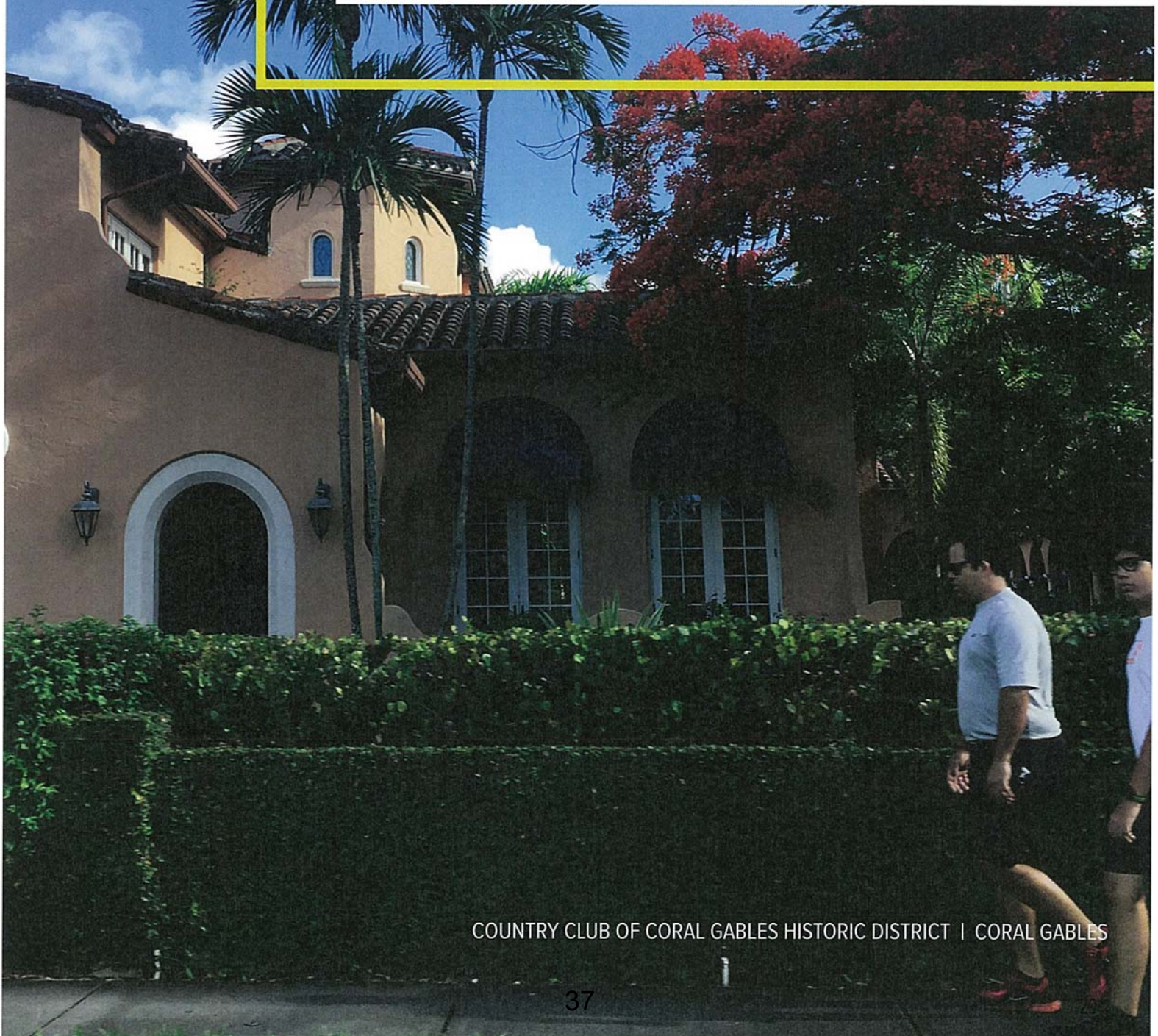


Ethnically, Miami-Dade County is nearly two thirds Hispanic. Overall that group is well represented in historic districts which, overall, are sixty percent Hispanic. The share of that population within historic districts varies significantly from city to city, however, with higher representation of Hispanic households in historic districts in Coral Gables, Homestead, and Miami Beach.



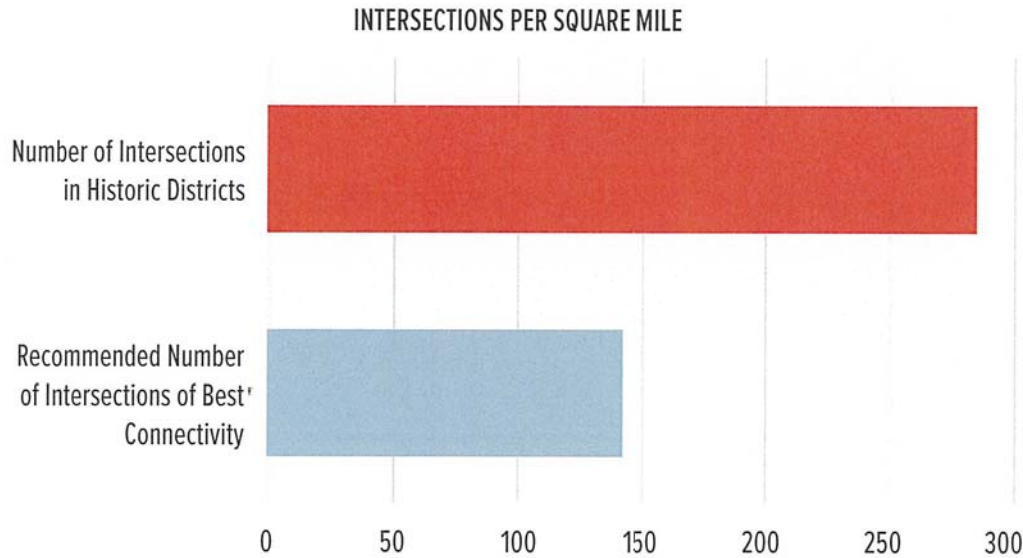
TRANSPORTATION

“Existing urban neighborhoods endowed with proximity, connectivity, and historic fabric...already possess many of these elements [density, diversity, pedestrian-oriented design]...”¹⁴



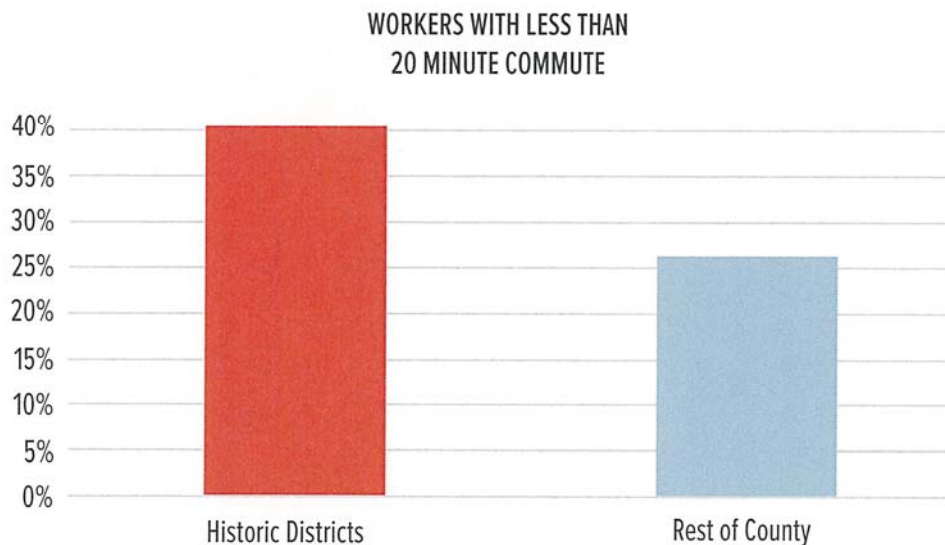
COUNTRY CLUB OF CORAL GABLES HISTORIC DISTRICT | CORAL GABLES

This connectivity is reflective of the street patterns in Miami-Dade County. The US Green Building Council recommends that a connected development pattern has at least 140 intersections per square mile. More intersections not only add to connectivity, but also walkability and traffic calming. Miami-Dade's historic districts average 284 intersections per square mile.



COMMUTE TIMES

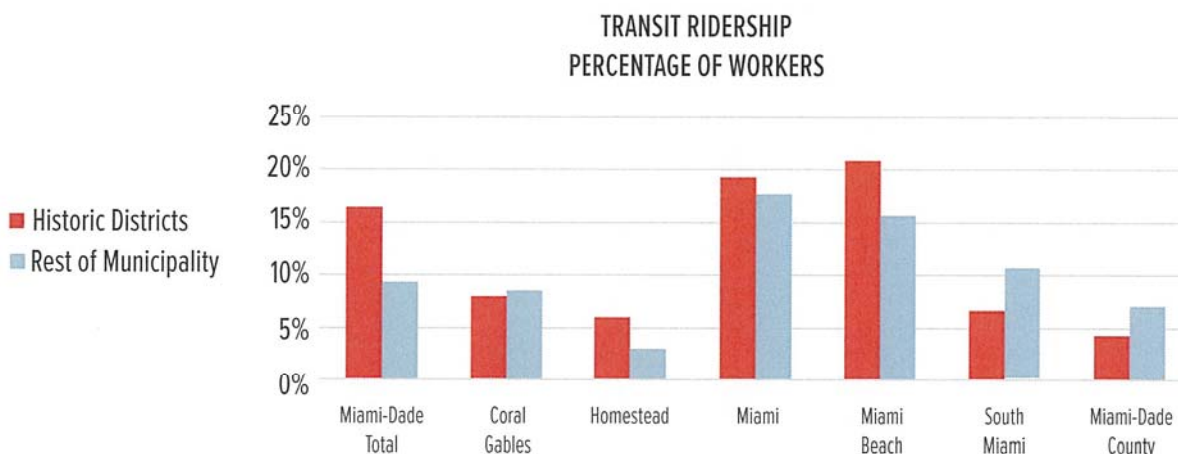
Quality of life of residents certainly falls under the social sustainability framework. And for many people the time spent getting to work and back home is a major quality of life variable. The density and central location of Miami-Dade's historic districts have implications for the live-work balance of Miami-Dade's workers. While the average commute in Miami-Dade County is 30 minutes, nearly half of all workers who reside in historic districts commute less than 20 minutes. This also affects the resiliency of Miami-Dade residents, as more time spent commuting means less time spent with family, exercising, and contributing to the community. Furthermore, a closer proximity to work has major implications in the resilience capacity in days following a natural or other disaster.



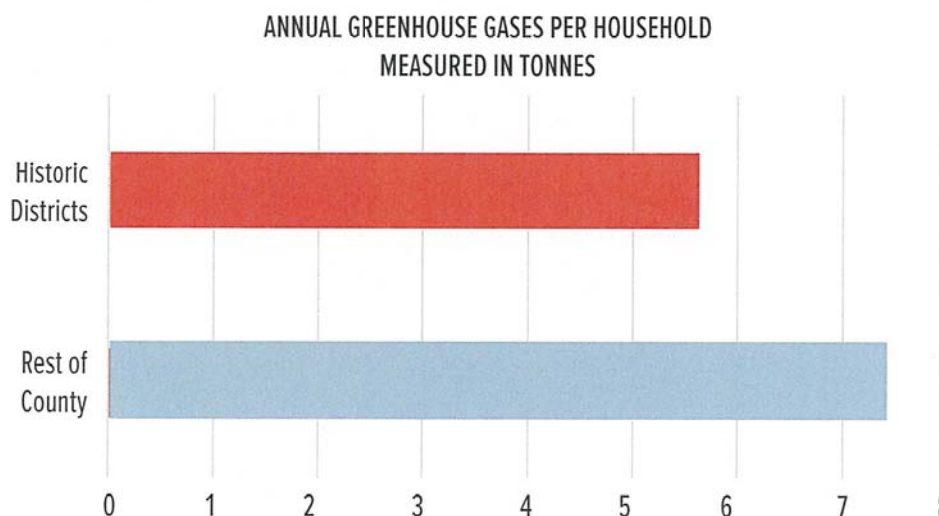
TRANSIT USE

“Three recent empirical studies analyzed the relationship between land use patterns and driving habits by measuring the impacts of a more compact urban form on VMT (Vehicle Miles Traveled). Growing Cooler (Ewing et al. 2008), Moving Cooler (Cambridge Systematics 2009), and Driving and the Built Environment (Transportation Research Board 2009) all concluded that developing at higher population densities and mixing land uses will reduce the number of miles Americans drive each year.”¹⁵

The use of public transit is usually a priority for both sustainability and resilience strategies. In nearly every municipality in Miami-Dade County, residents of local historic districts use public transit to a greater degree than do the rest of the citizens of their community.¹⁶



This translates into environmental savings as households in historic districts drive 2,300 miles less per year. Less miles traveled means less greenhouse gas emissions.¹⁷



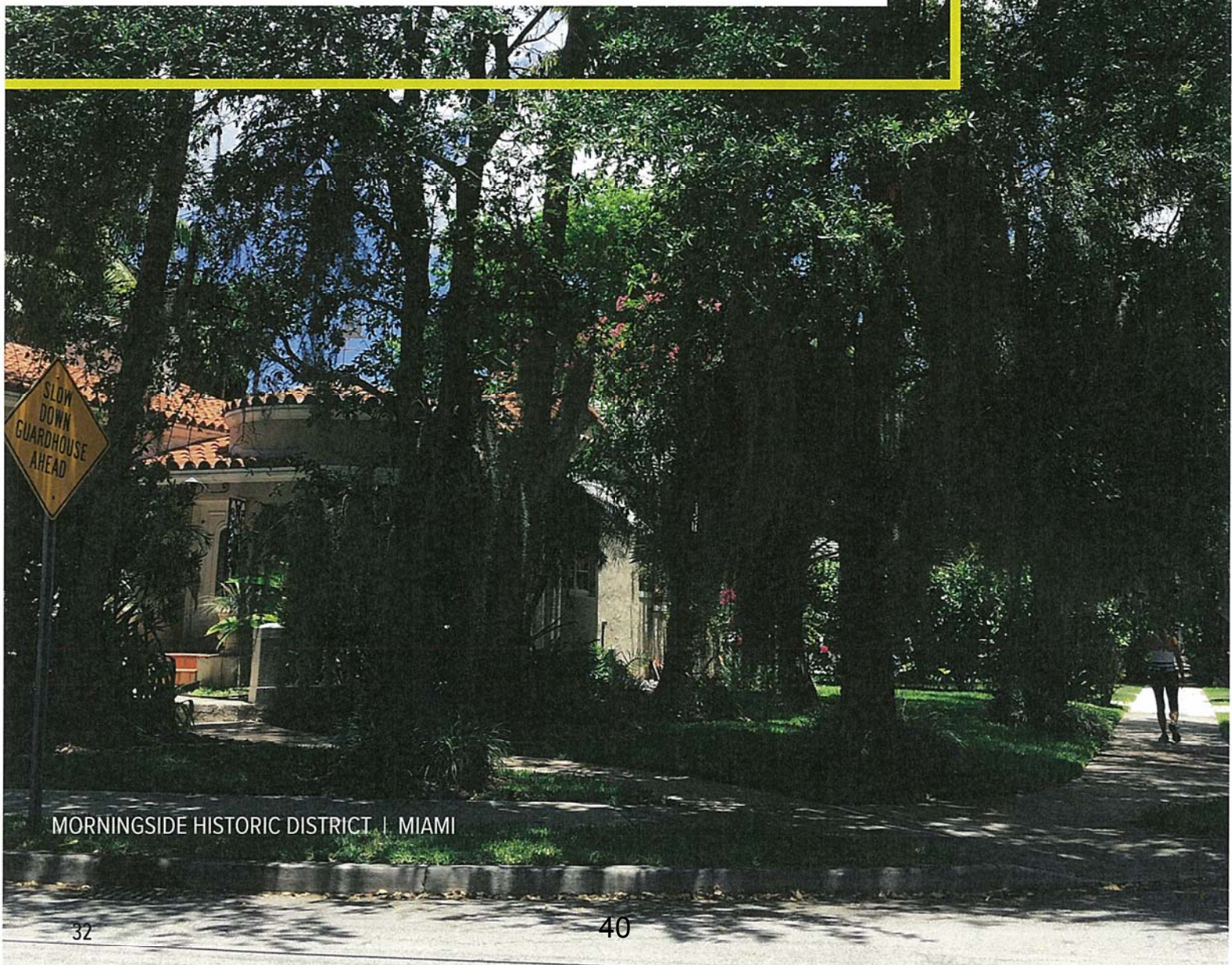
¹⁵ Made for Walking: Density and Neighborhood Form, p. 11

¹⁶ Center for Neighborhood Technology, Housing and Transportation (H+T®) Affordability Index, htaindex.cnt.org.

¹⁷ Ibid.

NATURAL RESOURCES AND **ENVIRONMENTAL RESPONSIBILITY**

“Cultural heritage is part of the solution to Europe’s climate change challenges, for example through the protection and revitalization of the huge embedded energy in the historic building stock.”¹⁶



MORNINGSIDE HISTORIC DISTRICT | MIAMI

ENVIRONMENTAL RESPONSIBILITY

It has been argued that the greenest building is the one already built. While some methods of calculating life cycle costs only project forward, a more comprehensive approach also acknowledges the life cycle costs associated with existing buildings. This means factoring in such items as embodied energy. Demolishing existing buildings requires the expenditure of new energy, removes embodied energy (that which was expended to construct and operate the building), and requires yet more (new) energy to construct and operate any replacement. There are additional costs associated with the actual demolition due to the removal of materials and debris from the site. Environmental sustainability must take into account these realities when weighing demolition and new construction against the protection and rehabilitation of existing structures.

In 2015 the European Commission released a report entitled Cultural Heritage Counts for Europe. On the contribution of heritage buildings to the environment, the report noted:

Cultural heritage is part of the solution to Europe's climate change challenges, for example through the protection and revitalization of the huge embedded energy in the historic building stock...From an environmental standpoint, the embodied energy in existing buildings is one of the most compelling arguments for preserving them. Maintaining and reusing existing structures also contributes to reducing urban sprawl, prolonging the physical service life of buildings and building parts and supporting waste avoidance.¹⁸

¹⁸ Cultural Heritage Counts for Europe, European Union, 2015

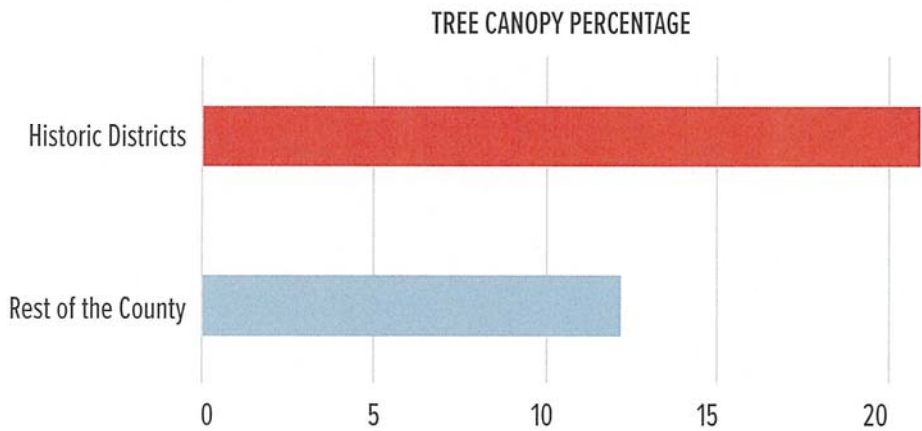
TREE CANOPY

An urban tree canopy has multiple environmental benefits. The Center for Watershed Protection has enumerated some of them:

In urban areas, the urban tree canopy provides an important stormwater management function by intercepting rainfall that would otherwise run off of paved surfaces and be transported into local waters through the storm drainage system, picking up various pollutants along the way. UTC also reduces the urban heat island effect, reduces heating/cooling costs, lowers air temperatures, reduces air pollution, increases property values, provides wildlife habitat, and provides aesthetic and community benefits such as improved quality of life.¹⁹

A recent analysis of the impacts of tree cover estimated that every acre of tree canopy contributes \$300 of economic benefits annually. A conservative estimate of the tree canopy in historic districts therefore contributes at least \$19.2 million in Miami-Dade County.

The organization Million Trees Miami has set a goal of 30% tree canopy by 2020. Local historic districts are well on the way to meeting that goal with a current tree canopy of more than 21 percent.



¹⁹ <https://www.cwp.org/urban-tree-canopy/>

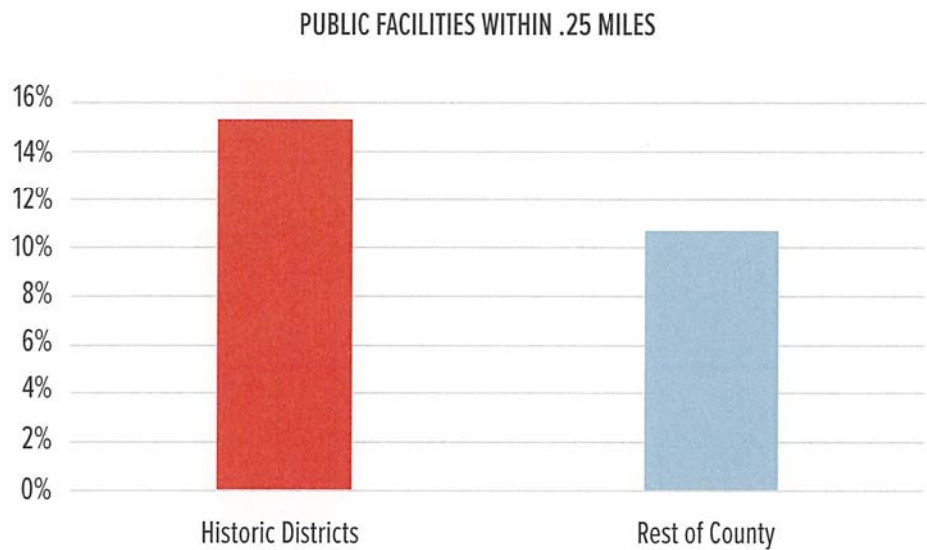
RESILIENT **CITIES**

Less is always more if the goal is reducing energy and resource consumption. While recycling recovers a percentage of building materials that might otherwise have ended up in a landfill and gives them a second life, this second life involves a change of form. This is generally achieved through crushing and grinding original materials down and combining them with a binding agent. This process is energy intensive, creates more air and water pollution, and often requires additional raw materials. Recycling also “downcycles” the material—for example, old growth lumber may be converted into chipboard—and often the recycled product has reached its final stage of life after manufacturing.

Reuse involves doing a lot less while protecting a lot more. Salvaging building components for reuse ensures a legacy of materials that remain in their most durable form. These reclaimed materials must be gently and strategically removed, typically by hand, which uses calories and muscles instead of fossil fuels. Deconstruction—the selective dismantling of building components for reuse—is also an excellent job-creator as it requires many hands to disassemble a structure. The same level of care is not taken with materials that are marked for recycling, which will just be broken down after removal. Air quality is also protected because the carefully disassembling of a building releases considerably less dust into the surrounding environment. Reuse is also important to the social and economic environment—as salvage warehouses grow and take in more reclaimed materials, high-quality materials will become increasingly affordable for restoration projects.

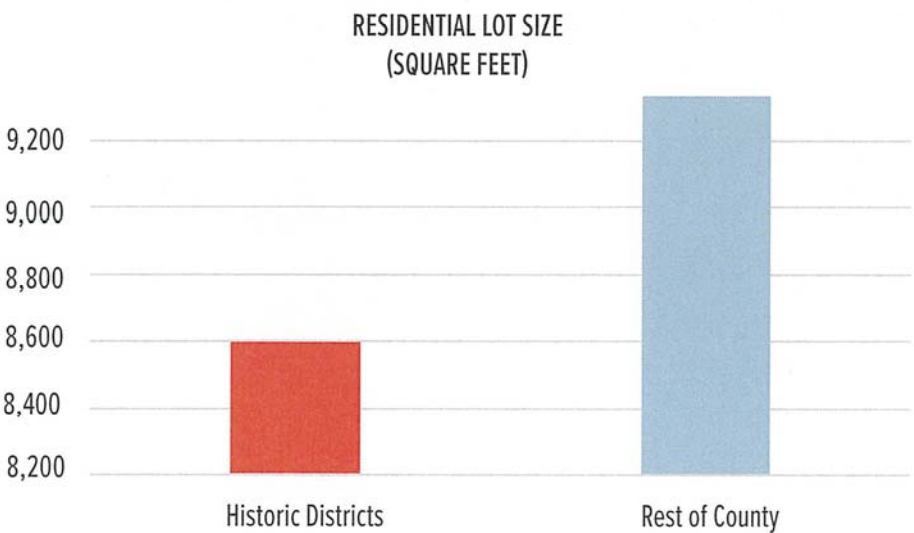
PUBLIC FACILITIES ACCESS

Miami is regularly the victim of natural disasters. For people to quickly recover from those events, proximity to public facilities significantly aids in the resiliency efforts. Properties in historic districts are closer to public facilities: police and fire stations, and hurricane shelters. With 15% of properties in historic districts within a short walk, compared to 11% in the rest of Miami-Dade County.



RESIDENTIAL LOT SIZE

How much land is consumed for each household is a major variable in environmental sustainability. This is particularly true in an area like Miami-Dade County that is constrained in its ability to grow in land area by natural barriers. The average size of a residential lot in local historic districts is nearly 10 percent smaller than residential lots elsewhere in Miami-Dade.





COMMUNITY HEALTH **AND SAFETY**

According to the Kaiser Family Foundation, “social determinants have a significant impact on health outcomes”. Among the “social determinants of health” are “Neighborhood and Physical Environment” including housing, transportation, safety, parks, playgrounds, and walkability and “Community and Social Context” which includes social integration, support systems, and community engagement.¹⁸

ROBERT F. CLARK PLAZA PARK | MIAMI

NONPROFITS, RELIGIOUS INSTITUTIONS, AND SOCIAL SERVICES

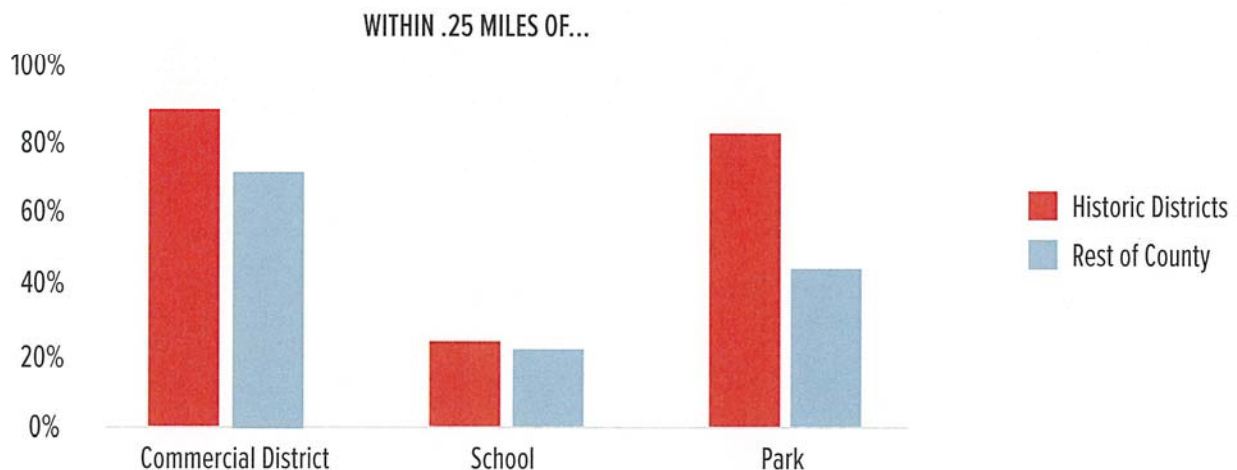
The presence of religious institutions, nonprofits and social services are indicators that cultural capital exists in a community. Each provides the opportunity for social connections and reinforces the value that is placed on neighborhoods. When people have ready access to these service providers, it enhances their sense of connection to their place while increasing their opportunity for meaningful interactions with others who share their interests.

Cultural capital is further reinforced through institutions that honor the heritage of people and place and through organized events that celebrate the history and culture of its residents.



PROXIMITY TO OTHERS

Central to cultural sustainability is the proximity to other human beings. Outside of home and work, interactions with others usually takes place in commercial districts, at schools, and in public spaces such as parks. Almost twice the share of historic district residents are within walking distances (1/4 mile) of a park as are citizens on Miami-Dade County in general. There are also proximity advantages for both commercial districts and schools.²⁰



²⁰ Beyond Health Care: The Role of Social Determinants in Promoting Health and Health Equity. 2015. <https://www.kff.org/disparities-policy/issue-brief/beyond-health-care-the-role-of-social-determinants-in-promoting-health-and-health-equity/>





COLLINS AVENUE HISTORIC DISTRICT | MIAMI BEACH
PHOTO CREDIT: MIAMI DESIGN PRESERVATION LEAGUE



CONCLUSION

Fifteen million people visit Miami-Dade County each year, half of them international visitors. Visitors come for the sun and the shopping, for the beaches and the food, for the art and the culture. And all of those valuable attributes are enhanced by the historic resources that Miami-Dade County and the individual cities have to offer.

The residents and the leadership of Miami-Dade County have long acknowledged the attraction of their historic resources to visitors. What has been less recognized are the other valuable social, environmental, and economic contributions of historic neighborhoods.


The appeal of historic neighborhoods is broad and they are populated by the entire range of citizens of Miami-Dade County. Residents in these neighborhoods use public transportation, have shorter commutes, and are responsible for less greenhouse gas emissions than other areas.

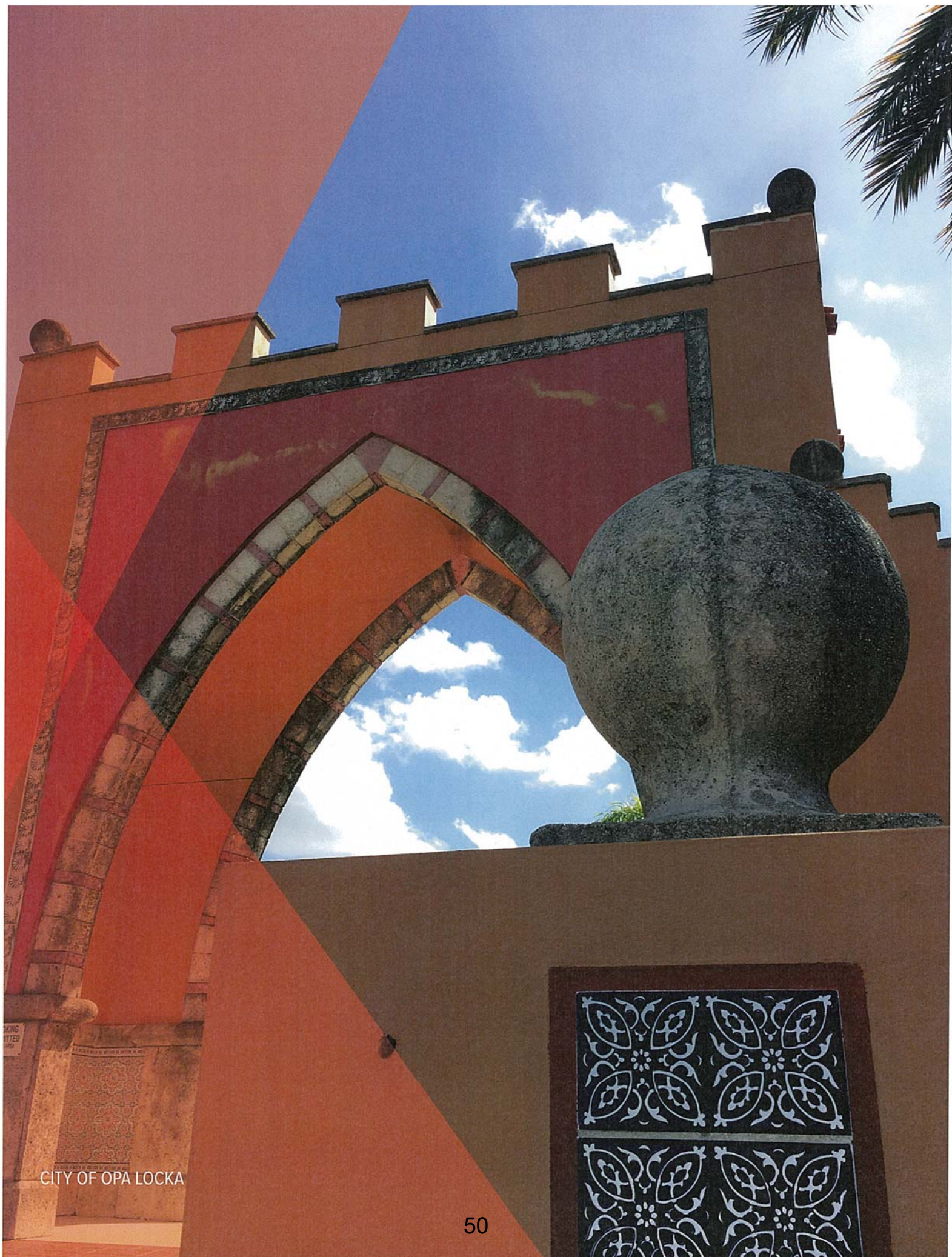
Density is necessary for the efficient use of public infrastructure. But density can come in ways other than high-rises. Density in historic districts come at a human scale. They are consistently the densest neighborhoods of their respective cities. This density also adds to tax generation, with historic districts representing nearly four times the assessed value per acre than the rest of the County.

Sometimes that increased tax generation is due to quite expensive homes in some historic districts. In other instances, however, it is the greater density of homes of relatively modest value that pay tax revenue dividends to local government. In fact, half of local historic districts have average square foot values less than the overall average in the city of which they are a part.

But whether a rich or modest neighborhood, for the last fifteen years, homeowners in historic districts have been rewarded for their choice of where to live. In years of rapid property appreciation, local historic districts out performed the rest of the market. When the real estate crash hit the nation, owners in historic districts saw a value decline less than in other neighborhoods. An important result of this was foreclosures in historic districts at half the rate in other areas. When the recovery finally came, it was owners in local historic districts that saw their equity return more rapidly. In fact, in 24 of the 28 local historic districts the recovery of their peak values to a greater extent than did the rest of the market.

The wonderful historic resources of Miami-Dade County aren't just for tourists. The entire community benefits from the character, quality, and vibrancy of historic neighborhoods. The late tourism expert Peter Gray often said, "If you do it for the locals the tourists will come; if you do it for the tourists, only the tourists will come." Yes, visitors come to Miami-Dade County in part for the historic character, but the citizens of the region are the biggest beneficiaries.





CITY OF OPA LOCKA

APPENDIX A

LOCAL HISTORIC DISTRICTS WITHIN MIAMI-DADE COUNTY

* signifies historic districts not included in the property value analysis.

Municipality	District Name
City of Miami	Spring Garden
	Bayside
	Morningside
	Buena Vista East
	Beverly Terrace *
	Lummas Park *
	South River Drive *
	MiMo *
	Palm Grove *
	Buena Vista Post Office/Moore Furniture Building *
	Riverview Historic District *
City of Coral Gables	Dutch South African Village Historic District *
	French Normandy Village Historic District
	Chinese Village Historic District
	Country Club of Coral Gables Historic District
	Florida Pioneer Village Historic District
	MacFarlane Homestead Subdivision Historic District
	The French Country Village
	Italian Village
	Matheson Hammock Park Historic District *
	Church of the Little Flower Historic District *
	Santiago Street Historic District
	City Hall Historic District *
	French City Village Historic District
	Campina Court Historic District
	Santa Maria Street Historic District *
	Alcazar Avenue Historic District
	Castile Avenue Historic District
	Alhambra Circle Historic District
	Obispo Avenue Historic District
	Coral Way Historic District
City of Homestead	Downtown Homestead Historic District
City of Miami Beach	Altos del Mar
	North Beach Resort *

	Palm View
	Ocean Drive/Collins *
	Ocean Beach *
	Museum *
	Harding Townsite *
	Flamingo Park
	Espanola Way *
	Collins Corridor *
	Waterway *
	Morris Lapidus *
City of South Miami	Cambridge Lawns Historic District
Miami-Dade County	North Shore Crest Historic District
	Goulds Historic District
	Charles Deering Estate Historic District *
	Cauley Square Historic District *
	Lake Belmar Canal Historic District
	Richmond Heights Historic District *
	Collins Avenue Historic District *
	Silver Palm Historic District *

APPENDIX B MATRIX OF COUNTY HISTORIC PRESERVATION ORDINANCES

NAME	CLG	Date Ordinance Enacted	Size of Board	Board Composition	Powers and Duties of the Historic Preservation Board
MIAMI-DADE *	Yes (1987)	1981	13	The Board of County Commissioners should attempt to appoint architects, realtors, archeologists, historians, art historians, lawyers or other individuals from the business, financial and other segments of the community who, by virtue of their profession or business, have demonstrated concern for historic preservation. The Historic Preservation Board shall contain not less than one architect; one real estate agent or attorney at law; and one historian or architectural historian.	<ul style="list-style-type: none"> (1) Adopt or amend rules of procedure. (2) Designate individual sites, districts and archeological and paleontological zones. (3) Issue or deny certificates of appropriateness and certificates to dig. (4) Approve historical markers and issue certificates of recognition for individual sites and designated properties in a district. (5) Recommend zoning and building code amendments to the proper authorities. (6) Establish guidelines for preservation and criteria for issuance by staff of regular certificates of appropriateness. (7) Promote the awareness of historic preservation and its community benefits. (8) No actions of this Board will supersede or be construed as superseding the authority of the Board of County Commissioners. (9) Review and update the historic survey for its quality and professional merit, and validate the findings of the survey as bona fide and sincere. (10) Implement the authority of this chapter and fulfill the tasks set forth for this Board by the County Commissioners in this chapter and other ordinances. (11) Record and maintain records of the Board's actions and decisions. (12) Follow and abide by the laws of the United States of America, the State of Florida and Miami-Dade County. (13) Provide an annual report to the Board of County Commissioners. (14) Review and make recommendations to the Office of Historic Preservation regarding any grant proposals reviewed by the Office of Historic Preservation. (15) Review and approve for submittal to the State or National Register of Historic Places nominations. (16) Direct staff to conduct research or other related actions; to provide recommendations to the Board; or to conduct workshops or seminars.

*Miami-Dade County Historic Preservation Ordinance sets the minimum standards for other municipal historic preservation ordinances in the county.

NAME	CLG	Date Ordinance Enacted	Size of Board	Board Composition	Powers and Duties of the Historic Preservation Board
CORAL GABLES	Yes (1986)	1982	9	<p>The historic preservation board shall consist of (9) members to be confirmed/appointed by the City Commission: one (1) member shall be nominated by each member of the City Commission; two (2) citizen at large members shall be nominated by the Commission as a whole; one (1) shall be nominated by the City Manager; and one (1) shall be nominated by the Board as a whole.</p> <p>(1) One architect or preservation architect registered in the state. (2) One historian or architectural historian. (3) One certified planner or registered landscape architect. (4) One professional in the field of real estate, development, or licensed general contractor. (5) One attorney-at-law. (6) Three citizen at large members.</p>	<p>(1) Designate Historic Landmarks/Districts</p> <p>(2) Review development applications affecting historic resources; Special Certificates of Appropriateness (including variances)</p> <p>(3) Delegate to the Historic Preservation Officer the authority to grant Standard Certificate of Appropriateness and other appropriate duties</p> <p>(4) Participation in national register program</p> <p>(5) Enforcement of maintenance and repairs provisions</p> <p>(6) Recommend to the City Commission concerning the transfer of development rights, facade easements and the imposition of other restrictions, and the negotiations of historical property contracts for the purposes of historic preservation Increase public awareness of the value of historic conservation by developing and participating in public information programs</p> <p>(7) Make recommendations to the City Commission concerning the utilization of grants from federal and state agencies or private groups and individuals, and utilization of City funds to promote the preservation of archaeologically, historically and aesthetically significant sites, districts and zones</p> <p>(8) Evaluate and comment upon decisions of other public agencies affecting the physical development and appearance of archaeologically, historically and aesthetically significant sites, districts and zones</p> <p>(9) Contact public and private organizations and individuals and endeavor to arrange intervening agreements to ensure preservation of archaeologically, historically or aesthetically significant sites, districts and zones for which demolition or destruction is proposed</p> <p>(10) In the name of the City and with the approval of the City Commission, apply for, solicit, receive, or expend any federal, state, or private grant, gift, or bequest of any funding, property, or interest in property in furtherance of the purposes of historical, archaeological, and heritage conservation</p> <p>(11) Recommend approval of historic markers and plaques and give recognition to designated historic landmarks and historic landmark districts within the City</p> <p>(12) Advise the City Commission on all matters related to the use, administration and maintenance of City-owned designated historic landmarks and historic landmark districts</p>
HIALEAH	No	2004	5	<p>The historic preservation board shall consist of five members nominated by the mayor and confirmed by the city council.</p>	<p>(1) Adopt or amend rules of procedure.</p> <p>(2) Designate individual sites, districts and archaeological and paleontological zones.</p> <p>(3) Issue or deny certificates of appropriateness and certificates to dig.</p>

NAME	CLG	Date Ordinance Enacted	Size of Board	Board Composition	Powers and Duties of the Historic Preservation Board
				<p>Appointments shall be made on the basis of civic pride, integrity, experience and interest in the field of historic preservation. The mayor should attempt to nominate architects, realtors, archaeologists, historians, art historians, lawyers or other individuals from the business, financial and other segments of the community who, by virtue of their profession, business or civic involvement, have demonstrated concern for historic preservation.</p>	<p>(4) Approve historical markers and issue certificates of recognition for individual sites and designated properties in a district.</p> <p>(5) Recommend zoning and building code amendments and otherwise advise the city council on historic preservation matters.</p> <p>(6) Establish guidelines for preservation and criteria for issuance of certificates of appropriateness.</p> <p>(7) Promote the awareness of historic preservation and its community benefits.</p> <p>(8) Review and update the historic surveys for their quality and professional merit and validate the findings of the survey as bona fide and sincere.</p> <p>(9) Implement the authority of this section and fulfill the tasks set forth for the board by the city council in this chapter and other sections of this Code or other city ordinances.</p> <p>(10) Record and maintain records of the board's actions and decisions.</p> <p>(11) Follow and abide by the laws of the United States, the state, the county and the city.</p> <p>(12) Provide an annual report to the city council.</p> <p>(13) Recommend to the city council the naming of city-owned buildings or areas within buildings, facilities, parks, rights-of-way and other city properties within municipal limits in recognition of a significant cultural, historic, educational, community or public service, humanitarian, financial or business contribution to the municipality, state or country; provided, however, that the name shall not include that of an elected official or an elected official's relative during the lifetime of the elected official.</p>
HOMESTEAD	Yes (1992)	1985	7	<p>The board shall consist of seven (7) members appointed by the city council. Each city council member shall have the authority to appoint one (1) person to the board.</p> <p>The city council members shall attempt to nominate persons who are architects, realtors, archaeologists, historians, art historians, lawyers, or other individuals from the business, financial, and other segments of the community who, by virtue of their profession, business, or civic involvement have demonstrated concern for historic preservation. The primary consideration in appointing board members shall</p>	<p>(1) Adopt or amend rules of procedure;</p> <p>(2) Designate individual sites, districts and archaeological or paleontological zones;</p> <p>(3) Issue or deny certificates of appropriateness and certification to dig;</p> <p>(4) Approve historical markers and issue certificates of recognition for individual sites and designated properties in a district;</p> <p>(5) Recommend code amendments and planning and policy initiatives involving historic sites, districts, and zones to the proper authorities;</p> <p>(6) Establish guidelines for preservation, criteria for issuance of certificates of appropriateness, and design plans affecting historic sites, districts and zones;</p> <p>(7) Promote the awareness of historic preservation and its community benefits;</p> <p>(8) Review and update the historic surveys for their quality and professional merit, and validate the findings of the survey as bona fide and accurate;</p>

NAME	CLG	Date Ordinance Enacted	Size of Board	Board Composition	Powers and Duties of the Historic Preservation Board
				be to provide the board with the needed technical, professional, financial, business, or administrative expertise to conduct its business.	(9) Implement the authority of this section and fulfill the tasks set forth for this board by the city council in this and other ordinances; (10) Record and maintain records of the board's actions and decisions; (11) Provide an annual report to the city council and state historic preservation officer of Florida.
MIAMI	Yes (1986)	1982	10	The historic preservation board shall consist of: (1) One member shall be an architect registered in the state. (2) One member shall be a landscape architect registered in the state. (3) One member shall be a historian or architectural historian qualified by means of education or experience and having demonstrated knowledge and interest in county history or architectural history. (4) One member shall be an architect or architectural historian having demonstrated knowledge and experience in architectural restoration and historic preservation. (5) One member shall be an experienced real estate broker licensed by the state. (6) One member shall be a person experienced in the field of business and finance or law. (7) Three members shall be citizens with demonstrated knowledge and interest in the historic and architectural heritage of the city and/or conservation of the natural environment, and may also qualify under any of the above categories. (8) One alternate member shall qualify under one of the above categories.	(1) Maintain and update files from the county historic survey within the city for the purpose of identifying and preserving those properties and neighborhoods of special historic, aesthetic, architectural, archeological, paleontological, cultural, social, or political value or interest. (2) Serve as a quasijudicial instrument to designate historic sites, historic districts, and archeological zones pursuant to chapter 23 of the City Code. (3) Serve as a quasijudicial instrument to approve or deny certificates of appropriateness pursuant to chapter 23 of the City Code and article 7 of the zoning ordinance. (4) Serve as a quasijudicial instrument to approve or deny certificates of approval pursuant to chapter 17 of the City Code. (5) Recommend to the city commission, in reference to specific properties or general programs, the use of preservation incentives such as, but not limited to, transfer of development rights, facade easements, financial assistance, public acquisition, building code amendments, and special zoning regulations. (6) Maintain a record of unique environmentally significant lands or sites within the city. (7) Increase public awareness of the value of historic and environmental preservation by developing and participating in public information programs. (8) Make recommendations to the city commission concerning the utilization of grants from federal and state agencies or private groups and individuals, and utilization of city funds to promote the preservation of environmentally, historically, and aesthetically significant properties and neighborhoods. (9) Promulgate standards for architectural review in addition to those general standards contained in chapter 23 of the City Code. (10) Evaluate and comment upon decisions of other public agencies affecting the physical development and appearance of environmentally, historically, and aesthetically significant properties and neighborhoods. (11) Contact public and private organizations and individuals and endeavor to arrange intervening agreements to ensure preservation of environmentally, historically, or aesthetically significant properties for

NAME	CLG	Date Ordinance Enacted	Size of Board	Board Composition	Powers and Duties of the Historic Preservation Board
					<p>which demolition is proposed.</p> <p>(12) Promote and encourage communication and exchange of ideas and information between the board and owners of historically and environmentally significant properties, potential developers, public officials, financial institutions, etc.</p> <p>(13) In the name of the city and with the consent of the city commission, apply for, solicit, receive, or expend any federal, state, or private grant, gift, or bequest of any funding, property, or interest in property in furtherance of the purposes of historic and environmental preservation.</p> <p>(14) Approve historic markers and issue recognition to historic properties within the city.</p> <p>(15) Adopt and amend rules of procedure.</p> <p>(16) Advise the city commission on all matters related to the use, administration, and maintenance of city-owned historic properties and environmental preservation districts.</p> <p>(17) Any other function which may be designated by resolution or motion of the city commission.</p>
MIAMI BEACH	Yes (2002)	1989	7	<p>Historic preservation board members shall be appointed with the concurrence of at least four members of the city commission.</p> <p>(1) A representative from the Miami Design Preservation League (MDPL), selected from three names nominated by such organization. (2) A representative from Dade Heritage Trust (DHT), selected from three names nominated by such organization. (3) Two at large members, who have resided in one of the city's historic districts for at least one year, and who have demonstrated interest and knowledge in architectural or urban design and the preservation of historic buildings. (4) An architect registered in the State of Florida with practical experience in the rehabilitation of historic structures. (5) An architect registered in the United States, a landscape architect registered in the State of Florida, a professional practicing in the field of architectural or urban design or urban planning, each of the</p>	<p>(1) Recommend to the planning board, and city commission, the designation of historic buildings, structures, improvements, landscape features, public interiors, and historic sites or districts.</p> <p>(2) Prepare and recommend for adoption specific guidelines for each designated site or district to be used to evaluate the appropriateness and compatibility of proposed alteration or development within designated historic sites or historic districts.</p> <p>(3) Issue or deny certificates of appropriateness, certificates to dig and certificates of appropriateness for demolition in accordance with procedures specified in this division, excluding certificates of appropriateness for demolition for city-owned buildings and other improvements as hereinafter specified on city-owned property and public rights-of-way, and property owned by the Miami Beach Redevelopment Agency, for which properties the historic preservation board shall serve as advisor to the city commission. This authority shall include review and approval of design and location within public rights-of-way inside of locally designated historic districts of all wireless communications facilities as defined in chapter 104, "telecommunication," article I, "communications rights-of-way" under the standards provided therein, at subsection [118-]104(6)(t).</p> <p>(4) Recommend restoration of property to its prior condition as required by section 118-533 when the property has been altered in violation of this division.</p> <p>(5) To authorize, upon application, such variance from the terms of these land development regulations, where</p>

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				<p>foregoing with practical experience in the rehabilitation of historic structures; or an attorney at law licensed (to practice) in the United States, or an engineer licensed in the State of Florida, each of the foregoing with professional experience and demonstrated interest in historic preservation. (6) A member of the faculty of a school of architecture in the State of Florida, with academic expertise in the field of design and historic preservation or the history of architecture, with a preference for an individual with practical experience in architecture and the preservation of historic structures.</p>	<p>authorized by section 118-351(a), pursuant to the requirements in chapter 118, article VIII, of the land development regulations, as will not be contrary to the public interest when, owning to special conditions, a literal enforcement of a provision of these land development regulations would result in an unnecessary and undue hardship.</p> <p>(6) Facilitate the redevelopment of historic sites and districts by directing the planning department, and other city departments, to provide advisory and technical assistance to property owners, applicants for certificates of appropriateness.</p> <p>(7) Make and prescribe by-laws and application procedures that are reasonably necessary and appropriate for the proper administration and enforcement of the provisions of this division. The board shall prescribe forms for use by applicants when requesting action under this division. The board may authorize any one of its members to administer oaths and to certify official documents.</p> <p>(8) Award historic markers or plaques upon the recommendation of the city manager and with the consent of the city commission.</p> <p>(9) Update and revise the historic properties database.</p> <p>(10) Advocate that the city administration explore and advise the historic preservation board and the building official as to alternatives available for stabilizing and preserving inadequately maintained and/or unsafe buildings or structures within the city's designated historic districts or on designated historic sites.</p> <p>(11) Review all new construction, alterations, modifications and improvements to any building, structure, improvement, landscape feature, public interior or site individually designated in accordance with sections 118-591, 118-592 and 118-593, or located within an historic district.</p> <p>(12) To review any and all amendments to this Code affecting historic preservation issues; specifically division 4 of article II of chapter 118 entitled "historic preservation board," and article X of chapter 118 entitled "historic preservation," pursuant to section 118-163.</p> <p>(13) The historic preservation board shall serve as the city's floodplain management board for applications concerning properties within its jurisdiction, and shall have the authority to exercise all powers and perform all duties assigned to such board pursuant to section 54-31, et seq., Resolution No. 93-20698, and in accordance with the procedures set forth therein as such ordinance and resolution may be amended from time to time. For the purposes of determining jurisdiction, the criteria in section 118-351(a), for a variance shall be utilized.</p>

NAME	CLG	Date Ordinance Enacted	Size of Board	Board Composition	Powers and Duties of the Historic Preservation Board
MIAMI SHORES	No	1971	5	<p>Members appointed by the council for two-year terms.</p> <p>All members of the board shall be familiar with the purposes of preserving and protecting structures and sites having architectural and historic worth.</p>	<p>the board shall have the power to recommend to the village council any of the following: 1) the designation of a structure</p> <p>In the event a historically designated property is the subject of action taken by another village board or department, rulings by the historic preservation board shall be considered advisory to the other board or department, and the citing board or department shall consider the historic preservation board's recommendations in their deliberations or site as an historic landmark; 2) the nomination to the State Historic Preservation Office, for inclusion in the National Register of Historic Places, a structure that has previously been designated by the village council an historic landmark; or, 3) the co-designation of a street based upon documented historic precedent.</p>
MIAMI SPRINGS	No	1982	5	<p>The Historical Preservation Board shall consist of members appointed by the City Council.</p> <p>Appointments shall be made on the basis of civic pride, integrity, experience, and interest in the field of historic preservation. The City Council should attempt to appoint architects, realtors, archaeologists, historians, art historians, lawyers or other individuals from the business, financial and other segments of the community who, by virtue of their profession or business, have demonstrated concern for historic preservation.</p>	<p>(1) Adopt or amend rules of procedures.</p> <p>(2) Designate individual sites, districts, and archeological zones.</p> <p>(3) Issue or deny certificates of appropriateness and certificates to dig.</p> <p>(4) Approve historical markers and issue certificates of recognition for individual sites and designated properties in a district.</p> <p>(5) Review new construction in designated districts.</p> <p>(6) Recommend zoning and building code amendments to the proper authorities.</p> <p>(7) Establish guidelines for preservation and criteria for issuance by staff of regular certificates of appropriateness.</p> <p>(8) Promote the awareness of historic preservation and its community benefits.</p> <p>(9) No actions of this board will supersede or be construed as superseding the authority of the City Council.</p> <p>(10) Review and update the historic survey as it applies to the City for its quality and professional merit, validate the findings of the survey as bona fide and sincere, and conduct such local research as is considered appropriate.</p> <p>(11) Implement the authority of this chapter and fulfill the tasks set forth for this board by the City Council in this chapter and other ordinances.</p> <p>(12) Record and maintain records of the board's actions and decisions.</p> <p>(13) Follow and abide by the laws of the United States of America, the state, the county, and the City.</p> <p>(14) Provide an annual report to the City Council.</p>

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OPA-LOCKA	No	1981	9	<p>Members appointed by the City Council.</p> <p>At least five (5) members of the historic environmental board shall be residents of the City of Opa-locka. The city commission shall specifically designate these resident members. The city commission, within its discretion, shall appoint up to a maximum of four (4) members of the board who are not residents or registered voters of the City of Opa-locka, Florida. These (four (4)) appointments shall be made on the basis of civic pride, integrity, experience and interest in the field of historic preservation and city beautification. The city commission should ensure to appoint one (1) of each of the following: (i) an architect, (ii) a landscape architect, or (iii) certified arborist</p>	<p>(1) Adopt or amend rules of procedure;</p> <p>(2) Designate individual sites, districts and archeological zones;</p> <p>(3) Issue or deny certificates of appropriateness and certificates to dig;</p> <p>(4) Approve historical markers and issue certificates of recognition for individual sites and designated properties in a district;</p> <p>(5) Recommend zoning and building code amendments to the proper authorities;</p> <p>(6) Establish guidelines for preservation and criteria for issuance by staff of regular certificates of appropriateness;</p> <p>(7) Promote the awareness of historic preservation and its community benefits;</p> <p>(8) No actions of this board will supersede or be construed as superseding the authority of the city commission;</p> <p>(9) Review and update the historic survey as it applies to the City of Opa-locka for its quality and professional merit, and validate the findings of the survey as bonafide and sincere, and conduct such local research as is considered appropriate;</p> <p>(10) Implement the authority of this chapter and fulfill the tasks set forth for this board by the city commissioners in this and other chapters;</p> <p>(11) Record and maintain records of the board's actions and decisions;</p> <p>(12) Follow and abide by the laws of the United States of America, the State of Florida, Dade County, and the City of Opa-locka;</p> <p>(13) Provide an annual report to the city commission;</p> <p>(14) To make recommendations to amend, and control over the regulating, planting and care of shade and ornamental trees and shrubbery now located or which may hereafter be planted in any public highway, park or pathway, except such as are excluded pursuant to applicable law, including the planting, trimming, spraying care and protection thereof;</p> <p>(15) Make recommendations to regulate and control the use of the ground surrounding the same, so far as may be necessary for their proper growth, care and protection of trees and shrubbery;</p> <p>(16) Move or require the removal of any tree or part thereof dangerous to public safety;</p> <p>(17) Propose regulations, subject to approval by the city commission;</p> <p>(18) Recommend the treatment or removal of any tree situated upon private property which is believed to harbor a disease or insects readily communicable to neighboring healthy trees in the care of the city;</p> <p>(19) Meet once a month, as needed, and keep public record of its resolutions, findings and determinations.</p>

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SOUTH MIAMI	No	1995	9	Members must reside or work in the city, including two Florida registered architects. All members shall be familiar with the purposes of preserving and protecting districts, structures, or sites having historic or archaeological worth.	<p>(1) To review and recommend approval, disapproval or modification of all applications for final approval by the City Commission of historic district and historic site designations, and site plans and specifications, and Certificates of Appropriateness</p> <p>(2) To maintain and update files from the Dade County Historic Survey within the City for the purpose of determining and promoting those districts and sites of special historic or archeological value or interest</p> <p>(3) To make recommendations to the City Commission on the designation of historic districts and sites, and archeological sites</p> <p>(4) To make recommendations to the City Commission concerning applications for grants</p> <p>(5) To recommend approval of historic and archeological markers for properties within the City</p> <p>(6) To petition the City Commission to place a hold on the demolition permit process to allow the Board time to determine whether there is a person, group, agency or entity ("interested person") who, in the opinion of the Board, is ready, willing and able to make reasonable arrangements with the owner for the preservation</p> <p>(7) To review applications for ad valorem tax exemptions and shall provide a written recommendation to grant or deny the tax exemption to the city commission.</p> <p>(8) To hear and recommend variance requests submitted for a designated historic site or for a contributing building within a designated historic district</p>
SUNNY ISLES BEACH	No	2004	7	<p>Each member of the City Commission shall appoint one member; the Mayor shall appoint the Chairperson of the Board. Two of the members shall be selected at large by the City Commission.</p> <p>The City Commission should attempt to appoint architects, realtors, archeologists, historians, art historians, lawyers or other individuals from business, financial and other segments of the community who, by virtue of their profession or business, have demonstrated concern for historic preservation.</p>	<p>(1) Designate individual sites, districts and archeological and paleontological zones with the consent of the City Commission.</p> <p>(2) Maintain and update files from any previously accomplished historic survey within the City for the purpose of identifying and conserving those sites, districts and zones of special historic, aesthetic, architectural, archeological, cultural, social, or political value or interest.</p> <p>(3) Recommend to the City Commission properties for designation as historic landmarks or historic landmark districts in order to regulate and administer those properties.</p> <p>(4) Approve or deny certificates of appropriateness pursuant to this chapter.</p> <p>(5) Determine whether an historic landmark destroyed by fire or other natural disaster should be reconstructed. If so, the Board may recommend to the City Commission</p>

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				It is intended that members of the Historic Preservation Board established by this section shall be persons of knowledge, experience, mature judgment, and background, having ability and desire to act in the public interest and representing, insofar as may be possible, the various special professional training, experience, and interest required to make informed and equitable decisions concerning conservation and protection of the physical environment.	that (6) Make recommendations to the City Commission concerning the transfer of development rights on sites designated under this chapter. (7) Increase public awareness of the value of historic conservation by developing and participating in public information programs. (8) Make recommendations to the City Commission concerning the utilization of grants from federal and state agencies or private groups and individuals, and utilization of City funds to promote the preservation of archaeologically, historically and aesthetically significant sites, districts and zones. (9) Approve historic markers and plaques and issue recognition to designated historic landmarks and historic landmark districts within the City. (10) Advise the City Commission on all matters related to the use, administration and maintenance of City-owned designated historic landmarks and historic landmark districts.



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REPORT II

INCENTIVES, TOOLS, AND STRATEGIES ASSESSMENT

AN EVALUATION OF PRESERVATION INCENTIVES
FOR MIAMI-DADE COUNTY

2018 | Created for the Miami-Dade Board of County Commissioners

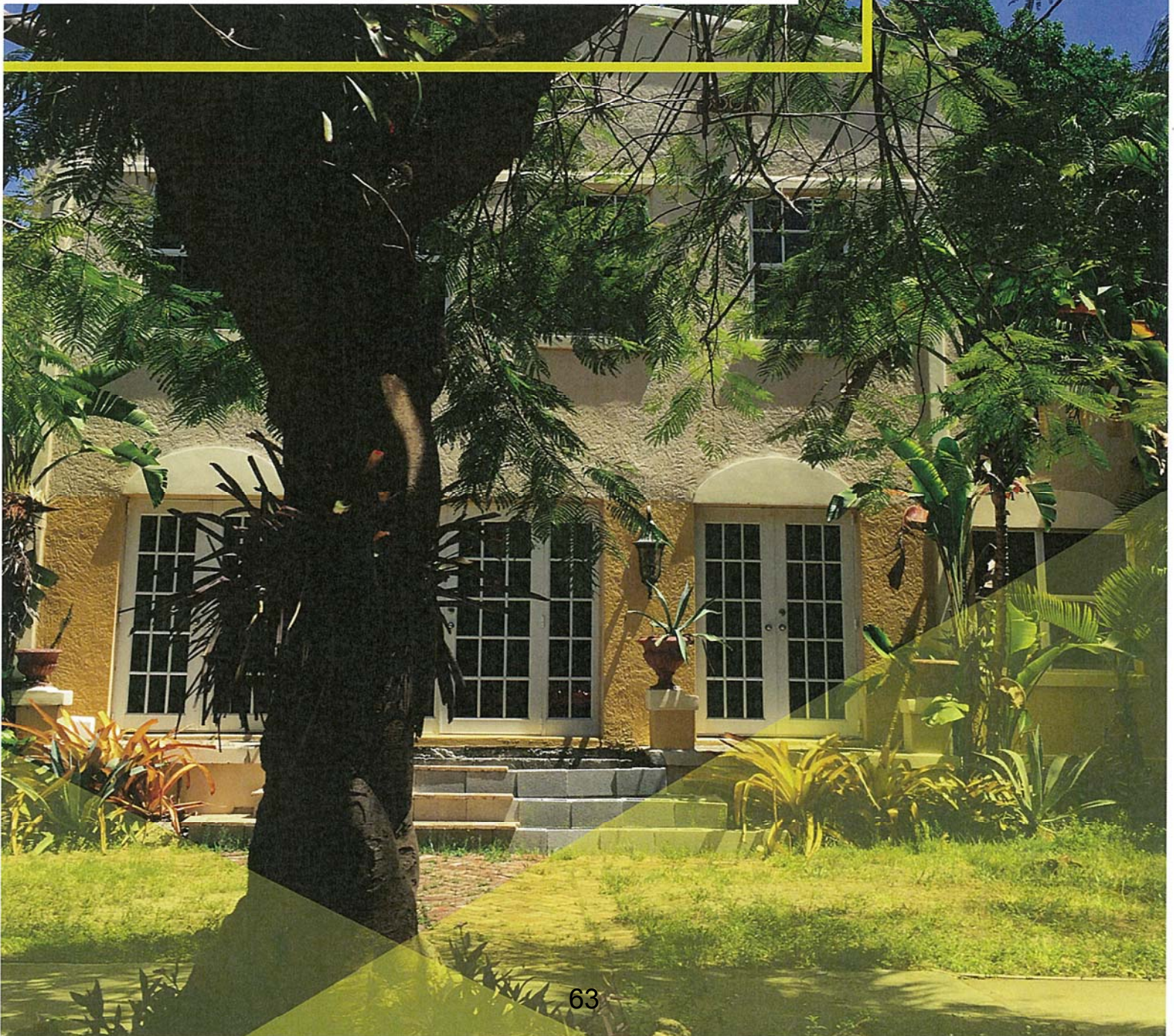




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WHY PRESERVATION INCENTIVES ARE **GOOD PUBLIC POLICY**

Incentives are but one tool in a wider range of approaches to conserving our built heritage, but they deserve particular attention. Public policy that imposes regulation and property limitations without the balance of incentives can sometimes discourage necessary investment. Moreover, preservation incentives are often the linchpin that makes a preservation investment financially viable.

In real estate terms, “Cost” is the sum that will have to be spent from the conception to the completion of the project. “Value,” in financial terms, is what the marketplace is willing to pay in rent or purchase price for that restored building. Where Value exceeds Cost, the marketplace will support the project, and incentives may not be necessary. Yet when Cost exceeds Value, as is often the case with historic buildings, a gap exists. The primary purpose of incentives is to close this gap—to make an irrational economic act rational.

Beyond making a purely financial argument, preservation incentives are good public policy because they promote a public good. Historic buildings have values beyond just financial. These values can be aesthetic, social, environmental, educational, cultural, etc., and they are enjoyed by a larger group of beneficiaries than just the property owner. Therefore, preservation incentives can be considered not only the provision of a public good, but also as partial payment for the values that the public—not the property owner—receives as a result of the property owner’s investment.

ASSESSMENT OF CURRENT CONDITIONS **AND APPROACH TO ANALYSIS**


The current conditions of real estate in Miami-Dade County present unique circumstances in developing historic preservation incentives. In the past 50 years, Miami-Dade County has experienced dramatic growth and development.

Historic designations cover only 1 percent of properties within the urban development boundary. Nearly 50 percent of all properties in the county are reaching 50 years old, the typical age when a building might be considered for historic designation, if other attributes warrant.

In 2015, the County Mayor convened an advisory work group to provide recommendations on how the historic preservation program could be improved in Miami-Dade County. Among other things, the work group recommended that the County identify and evaluate ways to economically incentivize historic preservation. To that end, the Board of County Commissioners, under Resolution #R-1050-16, authorized this study with the aim of assessing the feasibility of implementing additional incentives.

To undertake this assignment, the following steps were undertaken:

- Interviews and discussions with Miami-Dade County preservation and planning staff.
- Review of ordinances, planning documents, articles in both the popular press and academic journals relevant to the assignment, maps of both National Register and local historic districts, and other germane materials.
- Site visits to all local historic districts in Miami-Dade County, including those under the jurisdiction of the Miami-Dade County Historic Preservation Board, and those within municipalities having their own preservation commissions
- Mapping of historic districts and collecting relevant data using GIS systems.
- Individual interviews and small focus groups with a variety of stakeholders, including property owners, preservation advocates, tourism officials, real estate developers, land use attorneys, preservation officers and planning staff from municipalities, and others.
- National research on historic preservation incentives in general, and Transferable Development Right programs in particular.
- Preparing and submitting a draft report for review by appropriate Miami-Dade County staff.
- Revision of draft report based on staff comments and additional research and submission of subsequent document.



It is critical to understand the framing of this report. The research above was gathered from throughout Miami-Dade County, including independent municipalities. Some of the findings apply throughout Miami-Dade County, some to individual towns and cities, some to the areas of Miami-Dade County that fall under the jurisdiction of the Miami-Dade County Historic Preservation Board. That includes the unincorporated portions of the county as well as the 24 municipalities that do not have their own historic preservation board or program.

So, while the context of the report is county-wide, the *recommendations* are limited to those that could be implemented by the Miami-Dade County Commission and to which independent municipalities that have their own preservation ordinance would not be subject.





RECOMMENDATION **FRAMEWORK**

The PlaceEconomics tool framework approaches the collection, evaluation, and recommendation of potential tools in the context of UNESCO's Historic Urban Landscape (HUL) protocol. Key to understanding the HUL is to consider planning for the natural landscape. That planning can never be about stasis – grass grows, leaves fall from shrubbery, rainfall varies, trees increase in size and then at some point die. The HUL recognizes that cities, too, are never in stasis...they grow, sometimes shrink, change, and evolve in numerous ways. So the management of the historic fabric within a city is not successful if approached from a “freeze in place” standpoint, but rather through, first, the identification of the heritage and then the appropriate management, protection, and enhancement of that fabric. The approach is described as follows:

UNESCO's approach to managing historic urban landscapes is holistic by integrating the goals of urban heritage conservation and those of social and economic development. This method sees urban heritage as a social, cultural and economic asset for the development of cities.

and

The Historic Urban Landscape approach moves beyond the preservation of the physical environment and focuses on the entire human environment with all of its tangible and intangible qualities. It seeks to increase the sustainability of planning and design interventions by taking into account the existing built environment, intangible heritage, cultural diversity, socio-economic and environmental factors along with local community values.

In the HUL framework, four categories of tools are identified:

Financial tools should be aimed at building capacities and supporting innovative income generating development, rooted in tradition. In addition to government and nonprofit funds, financial tools should be effectively employed to foster private investment at the local level. Micro-credit and other flexible financing to support local enterprise, as well as a variety of models of partnerships, are also central to making the historic urban landscape approach financially sustainable.

Examples include: grants, loans, loan guarantees, fee-waivers. It should be noted that fee-waivers need to be considered in context with statutory or other restrictions for said fees and may require reimbursement from other funds.

Regulatory systems should reflect local conditions and may include legislative and regulatory measures aimed at the preservation and management of the tangible and intangible attributes of the urban heritage, including their social, environmental and cultural values. Traditional and customary systems should be recognized and reinforced as necessary.

Examples include: building/zoning code flexibility, regulatory waivers, conditional use permits, TDRs.

Knowledge and planning tools help protect the integrity and authenticity of the attributes of urban heritage. They should also allow for the recognition of cultural significance and diversity, and provide for the monitoring and management of change to improve the quality of life and of urban space. These tools would include documentation and mapping of cultural and natural characteristics. Heritage, social, and environmental impact assessments should be used to support and facilitate decision-making processes within a framework of sustainable development.

Examples include: technical assistance, systematic surveying, building maintenance teams.

Community engagement tools should involve a diverse cross-section of stakeholders, and empower them to identify key values in their urban areas, develop visions that reflect their diversity, set goals, and agree on actions to safeguard their heritage and promote sustainable development. These tools, which constitute an integral part of urban governance dynamics, should facilitate intercultural dialogue by learning from communities about their histories, traditions, values, needs and aspirations, and by facilitating mediation and negotiation between groups with conflicting interests.

Examples include: a city community engagement office, community programs, community-led survey.

CRITERIA FOR RECOMMENDATIONS

The PlaceEconomics team met with a variety of stakeholder groups and county staff. Based on these meetings and an international inventory of best practices, each idea was scored on four criteria:

- The cost of implementing the idea
- The complexity of creating and managing the idea
- The effectiveness of the idea in advancing historic preservation and resilience
- The likelihood of the idea being accepted by various stakeholder groups

Additionally, it was noted whether each criterion could be implemented under existing law. Some recommendations are based off modifying existing programs to function more effectively.

TRANSFERABLE DEVELOPMENT **RIGHTS**

The use of Transferable Development Rights (TDRs) has long been touted as a potentially effective strategy to preserve historic resources. Because of the well-publicized use of TDRs in the City of Miami, and their subsequent rapid decline in use, the assignment to look at tools, strategies, and incentives specifically identified TDRs as a tool to evaluate.

While TDRs are not among the tools/incentives recommended for consideration, an analysis of their use was conducted and is discussed below.

Land ownership is commonly described as a bundle of separate rights—the right to occupy, the right to lease, the right to sell. Among those is the right to develop, or the right to build a structure on the parcel of land to the extent permitted by zoning and other land use limitations. These various rights, however, can sometimes be separated and possessed by different owners. For example, one may own a parcel under which there are extractable resources. The owner of that parcel might sell to another the “mineral rights,” thereby transferring to that person the “ownership” of those minerals while maintaining the use of the surface land and all of the other rights that remain in the “bundle of rights.” Likewise, an owner might transfer – for a limited time or permanently – the “air rights” over all or part of a property to a utility company to allow for power lines to be constructed.

Building on this understanding of “bundle of rights,” the concept of TDRs was established. The basic idea was this: the owner of a property had, under local land-use law, the right to develop a property to a given level (as measured by height, floor area ratio, density of units or some other measure). To the extent that not all of that “development right” was being utilized, it could be transferred elsewhere. For example, a lot that was zoned for a ten-story building, but only had a four-story building in place, would have unused development rights of six stories. With a TDR ordinance, those rights could be sold and transferred to another site.

In most TDR ordinances there is a “sending zone,” which is the designated area from which unused development right can be transferred, and a “receiving zone,” the areas in which those acquired additional development rights can be used.

Cities and counties institute TDR programs to encourage the voluntary transfer of density and growth away from areas of natural or cultural significance. There are over 250 TDR programs in the nation that employ a wide range of transfer mechanisms for the protection of open space, groundwater, farmland, and historic landmarks.

Of the more than 250 TDR programs in the country, 23 have been identified that are specifically designed for the protection of historic buildings. These programs were more intensively evaluated for this study. Based on this analysis, very few of the existing historic preservation-oriented TDR programs work effectively.



Those that do seem to share common characteristics:

- A strong real estate market with significant development pressures.
- “Receiving zones” that are not limited to properties abutting the sending property.
- Existing zoning that creates a supply of space that is less than demand, thereby creating a market for additional development rights.

Conversely, the vast majority of programs that have not been particularly successful are usually characterized by one or more of the following:

- Ample amounts of “by-right” development capacity.
- Other incentive programs easier, faster, and/or cheaper to use reducing the value (and subsequent use) of the TDR program.
- Low market demand.
- Lack of understanding in the market place.

Programs in dense metropolises such as Los Angeles and New York experience success because market demand is extremely high. Yet, where the New York program is sometimes hindered by a special permitting process and limited transfer areas, the Los Angeles program benefits from a policy that imposes a baseline density that developers can only exceed through TDRs. Often in cities where the TDR program is ineffective, there are competing policies or programs that make TDRs unnecessary to achieve desired density, such as other bonus height programs or high zoning allowances. Such is the case in Nashville, Atlanta, and Dallas. In cities like New Orleans, where there is little market demand for added density, the TDR program goes unused.

A matrix of the 23 programs investigated is found in Appendix A. The primary reason that TDRs are not included in the list of recommendations is that: 1) current zoning in Miami-Dade County provides ample capacity for current demand; and 2) competing programs have demonstrably diminished the utility of the TDR program in the City of Miami.

RECOMMENDATIONS

On the following pages are a brief discussion of nine possible tools, strategies, and incentives. This report includes descriptions for and examples of the nine following tools:

1. Impact Fees
2. Mitigation Fund
3. Historic Districts as Affordable Housing Overlay
4. Loans/Grants for Retrofitting Historic Buildings
5. Public Awareness Campaign on Why Historic Preservation = Resiliency
6. Streamline Rehabilitation Projects
7. Improve Tax Abatement Program
8. Community Engagement Program
9. Establish Historic Preservation Fund

The advocacy and justification for any or all of these recommendations should not be limited to the benefits that a historic preservation strategy has for Miami-Dade County. Rather, they should be put in a larger context which recognizes preservation's impacts beyond just saving designated buildings. This should include the environmental, cultural, social, and economic benefits that often accrue to the community at large, not just the owners of individual historic properties.

1. Impact Fees

Impact fees pay for the cost of providing public services to a new development. Often these funds are channeled toward transit development or parks improvements.

Recommendation: The County should conduct an in-depth analysis on how a historic impact fee might be implemented, including how to establish the nexus of the impact of new development and historic preservation, and ways to quantify the impact.

Possible Models: San Mateo County, CA imposes an impact fee for housing preservation, and Denver, CO imposes an impact fee for affordable housing preservation.

Potential Obstacles: Not currently legal. Possible resistance from development community. Requires additional, in-depth study to determine legality and how to satisfy dual rational nexus test by quantifying the impact of any new development on historic preservation, showing rough proportionality between impact and fee, and demonstrating benefit to fee payer.

2. Mitigation Fund

Mitigation fees differ from impact fees in their focus on the environment, including the historic built environment. Further, while impact fees assume a general effect as a result of new development, Mitigation Funds are a way to compensate the community for the negative impact that a particular development activity may have on the environment or character of the community.

Recommendation: In addition to the standard fee for demolition permits and tipping fees for the disposal of the materials from demolition, an additional fee is levied when the property being demolished is locally designated as an individual historic site, in a local historic district, is within a National Register historic district, or is individually listed on the National Register of Historic Places. These fees could be placed in a Historic Preservation Fund that could then be spent on a variety of historic preservation activities. These might include stabilizing historic buildings at risk, small grants to property owners, low interest loans, surveying potentially historic neighborhoods, or other activities that could balance the adverse impact of the loss of historic resources.

Possible Model: Under the National Historic Preservation Act, if federal monies are being spent (or more broadly, a federal undertaking) that has an adverse impact on historic properties, paying a mitigation fee is often the solution. The mitigation funds are usually spent in the same general area (i.e. same city or immediate region) on preservation activities that partially compensate for the adverse impact of the federal undertaking. An example at the federal level includes the efforts to implement positive train control, where a \$10 million Cultural Resource Fund was established and distributed to 235 federally recognized tribes. The Seminole Tribe of Florida was one recipient where the funds were used to digitize historical maps. The city of Ontario, CA has a mitigation fee that is paid into the city's Historic Preservation Trust Fund.

Potential Obstacles: Few models at county or city level. Creation of a fund would require study to determine legality, challenge of negotiating an equitable payment in mitigation of the loss or adverse effect on the historic resource, is reasonably used for historic preservation purposes, among other legal requirements, and to determine appropriate procedure to implement.

3. Historic Districts as Affordable Housing Overlays

One of the under-recognized contributors to affordability is housing size. The older housing stock in Miami-Dade County is made up of modestly sized and densely built houses and other residential structures. Some of these areas are existing and potential historic districts. There is often a concern among both property owners and long-term tenants that historic designation will result in the loss of affordable housing and resident displacement. However, the protection of these historic resources through designation helps preserve these naturally-occurring affordable housing units. By layering incentives and designation, this tool meets the dual goals of affordable housing and historic preservation.

This tool would be implemented when designating new historic districts. Overlays may provide a package of incentives to property owners by using a “carrot not sticks” approach for those who opt to provide affordable housing, but does not penalize those who do not. This may include expedited review, fee waivers, density bonuses, reduction in parking requirements, etc. Different zones may be designated to encourage appropriate and respectful development.

Recommendation: Some newly designated local historic districts are simultaneously designated as Affordable Housing Overlay districts. In addition to the incentives mentioned above, these areas might receive priority status for affordable housing development (either rental or home ownership) by non-profit developers, be given priority in grants and low interest loans for projects that combine appropriate treatment of historic buildings with affordable housing provisions, and be eligible for other tools intended to encourage affordable housing.

Possible Models: Tiburon, CA; Alexandria, VA; Simsbury, CT. In Canada, Provincial Residential Rental Building Program (PRILL) provides grants for the renovation of historic buildings into housing in specific urban areas.

Potential Obstacles: Some owners of historic houses might resist district designation if it meant more affordable housing developments in the neighborhood. This strategy would require active collaboration between the County agencies responsible for affordable housing programs and those responsible for historic preservation. It is possible that if density bonuses were among the tools provided it would compete with other existing programs that provide a similar incentive.

4. Loans/Grants for Retrofitting Historic Buildings

There are currently programs at the Miami-Dade County Public Housing and Community Development Department that expend money on housing. This is funded, in part, with Community Development Block Grant (CDBG) money. When the property receiving funding is over 50 years of age, the State Historic Preservation Office reviews the projects to determine if there is any adverse effect. The existing program could either continue as is, or be merged with this proposal. A loan fund would address the modernization of systems and the efficiency of historic buildings, and encompass buildings either individually listed as landmarks, or contributing buildings in local historic districts. This could include upgrades to plumbing, mechanical systems, electricity, fiber optics, energy efficiency/resilience improvements. This might be funded with Community Development Block Grant (CDBG) or other funds and could be administered either through the Public Housing and Community Development Department or the Office of Historic Preservation. The map in Appendix B shows the boundaries of the current local historic districts as well as targeted areas for CDBG investment, Neighborhood Outreach Areas, and Neighborhood Revitalization Areas.

Recommendation: Establish retrofitting historic buildings loan fund.

Possible Models: Burlington, NC, Mesa, AZ. In Denmark, owners of listed properties are entitled to grants compensating them for maintenance and repair expenses beyond the “normal” costs associated with non-listed buildings. A building’s rate of “decay per year” is used to calculate the value of its grant, ranging from 20-50 percent of the repair costs. The Danish government also offers special subsidies for the conservation of churches.

Potential Obstacles: Loan programs are always administratively intensive, and the program itself would need to be actively marketed to potential borrowers.

5. Public Awareness Campaign on Why Historic Preservation = Resiliency

The concept of resiliency is broadly recognized as important for the future of Miami-Dade County. The county’s willingness to join the 100 Resilient Cities effort is evidence of its commitment to proactively address future impacts of climate change and other environmental challenges. What is less well understood is the direct role that protecting and continuing to use historic buildings has on these efforts, and that they can be a central component of a comprehensive resiliency strategy. This campaign could be accomplished through a series of planned events, poster campaigns, websites, documentaries, and newspaper articles. This would include a public input component, where citizens could give ideas or suggestions of how to incorporate heritage assets into a comprehensive resiliency strategy.

Recommendation: Establish a public awareness campaign.

Possible Model: In Hong Kong, a 2007 campaign for heritage conservation produced a series of online websites, guided tours, roving exhibitions, and public activities. This effort was part of a larger, holistic planning initiative to identify and celebrate the heritage assets that add value to Hong Kong.

Potential Obstacles: Public awareness campaigns are labor-intensive activities. With limited staff on the Miami-Dade County Historic Preservation Board, this activity might take away from time required to meet the current demands of the office. A funding source would need to be identified.

6. Streamline Rehabilitation Projects

There is a common sense principle regarding regulations that says, “Make doing the right thing easy and doing the wrong thing hard.” If encouraging historic preservation is “doing this right thing” then doing it should be made as unburdensome as possible. This could include having a rehabilitation-specific window at the permit office and fast-tracking rehabilitation permits. The projects would first have to be approved either administratively, by the historic preservation board, or by having a dedicated staff person to expedite the review process.

Recommendation: The County should review existing processes to determine if and how an expedited process might be enacted. This may entail adding staff for that purpose as noted above.

Potential Obstacles: If a review of existing processes indicates that more staff are needed to provide reviews and approvals in a more streamlined fashion, there will be budget and administrative implications.

7. Improve Tax Abatement Program

Miami-Dade County has adopted an excellent tax abatement program, and several municipalities within the County have enacted parallel benefits as pertains to the city share of property tax revenues. Under it, the additional value added through the rehabilitation of a historic property is exempt from assessment for 10 years after approval. The program is good. However, property owners who have tried to use the program report a lengthy and time-consuming process of getting the exemption, which often delays receiving the benefits until long after the work is completed.

Recommendation: State law requires final approval of the work by a majority vote of the Board of County Commissioners or of the governing authority of the municipality. It is recommended that the County administration continue to identify ways to streamline the process for applicants. If desired, the County can also request that the State law be amended to allow final approval by the presiding Historic Preservation Board, rather than the Board of County Commissioners.

Potential Obstacles: If desired, final approval granted by the Historic Preservation Board rather than the Board of County Commissioners requires a change in state law.

8. Community Engagement Program

Because of constraints on public budgets and limited staff, much of the initial work necessary for historic preservation – surveying and documenting what exists – is often done either reactively or not at all. Many cities are now attempting to proactively identify and document historically-significant resources using a variety of surveying techniques: crowd sourced surveys, photo-documented surveys, architectural history surveys, and surveys that involve volunteers in addition to paid professional surveyors. They then publicly highlight and celebrate the heritage uncovered through these programs.

Recommendation: Explore ways to utilize the alternative survey and documentation approaches listed above.

Possible Models: San Antonio, TX; Los Angeles, CA; and Denver, CO.

Potential Obstacles: While this citizen-based survey approach can be effective, it still requires considerable time and effort on the part of preservation staff. A funding source for additional staff would need to be identified.

9. Establish Historic Preservation Fund

Many of the above recommendations will require funding beyond what is likely to be received through the annual budgeting and appropriation process. There are also opportunities for additional proactive preservation activities for which no monies are currently available. In the recommendations below are listed several sources of potential funding for the Miami-Dade County Historic Preservation Fund.

Recommendation: Establish a county-wide historic preservation fund using a combination of sources as identified below:

- Revenues generated by Impact Fees (Recommendation 1)
- Revenues generated by Mitigation Fund (Recommendation 2)
- Allocation of CDBG funds currently allocated for repairs to houses more than 50 years old (Recommendation 4)
- Small amount of additional sales tax earmarked for the preservation fund.¹
- Allocation of a percentage of the Art in Public Places funds.

Potential Obstacles: An earmarked portion of sales tax would likely require enabling legislation at the state level, followed by adoption by Miami-Dade County. Whenever funds are suggested to be reallocated from one use to another constituent groups using the current programs may likely object. There are administrative, legal, and staffing issues that would need to be addressed in establishing the Historic Preservation Fund, although the existing Art in Public Places may serve as a useful model.

¹ Louisville, Colorado has just renewed for another 10 years its long-standing sales tax levy specifically earmarked for historic preservation. The one-eighth of one percent (0.125 percent) amount was just approved for renewal by more than 60 percent of the voters. The eligible uses are: projects in historic districts; residential and commercial grants for historic properties including foundation repair, siding replacement, etc.; grants for new construction projects in historic districts; historic structure assessments; and acquisition of historic properties, public outreach, and administration. The Louisville tax generates more than \$500,000 per year.

Evaluative Matrix of Recommendations

	Impact	Cost to County	Complexity	Acceptance by affected stakeholder groups	HUL Tool	Allowable under Current Law?
Impact Fees	Moderate to High	Low	Low	Low	Regulatory	May require change in state law
Mitigation Fund	Moderate to High	Low	Low	Low	Regulatory	May require change in state law
Historic Districts as Affordable Housing Overlays	Moderate	Low	Moderate	Moderate	Regulatory	Yes
Loans for retrofitting historic buildings	Moderate	Moderate to High	High	High	Financial	Yes
Public Awareness Campaign on Why Historic Preservation = Resiliency	Moderate	Moderate	Moderate	Moderate	Public Engagement	Yes
Streamline Rehabilitation Projects	Moderate	Moderate	Moderate	High	Regulatory	Yes
Improve Tax Abatement Program	High	Low	Moderate	High	Financial	Yes, requires change in state law
Community Engagement Program	Moderate	Moderate	High	Moderate	Public Engagement	Yes
Establish Historic Preservation Fund	Moderate to High	Pass-through	High	High	Financial	Some elements would require change in state law

APPENDICES

APPENDIX A

TDR MATRIX

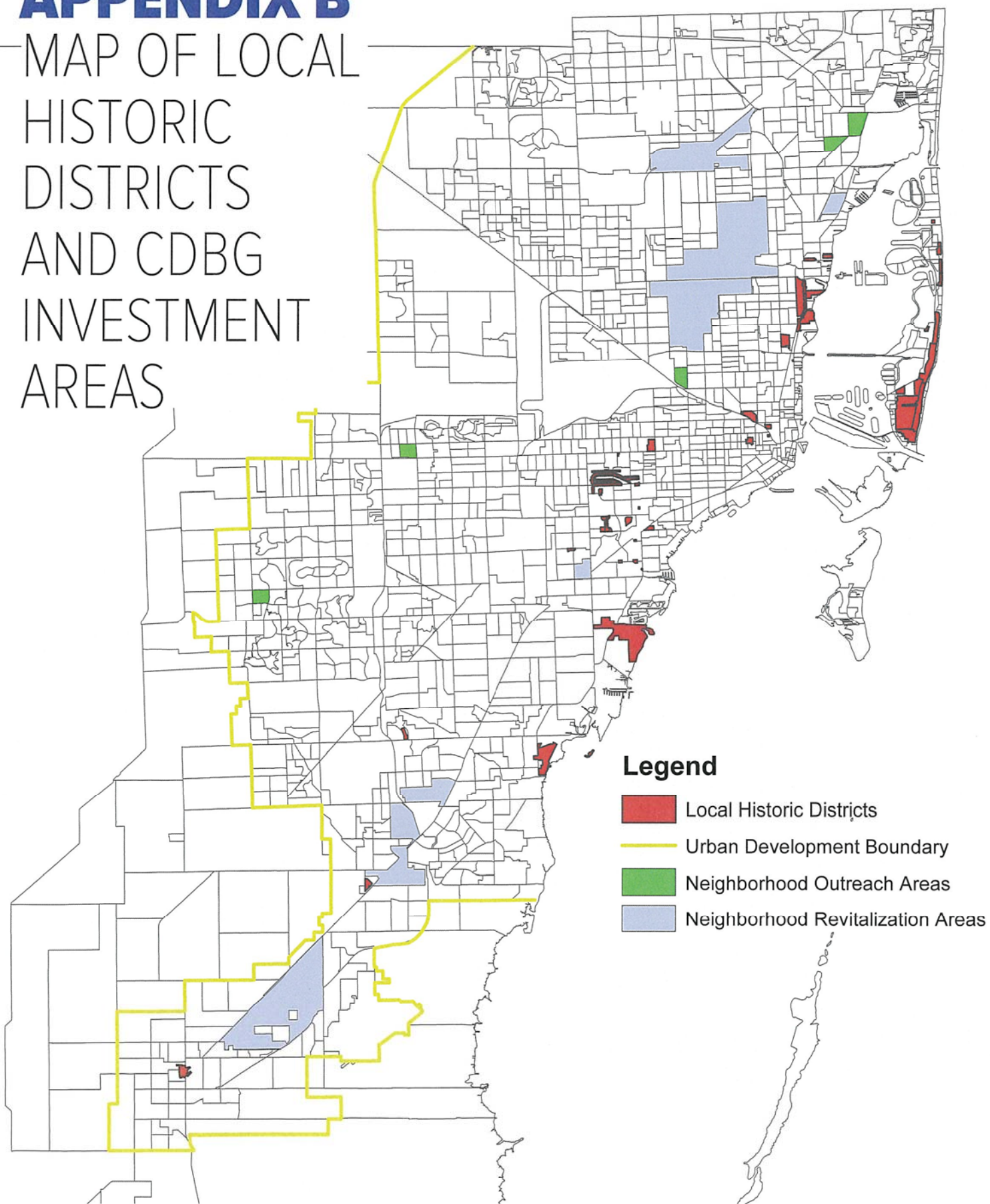
City	Does it Work?	Why or Why not?
Aspen, Colorado	Yes	As of October 2014, 64 total TDRs and 24 have found receiving sites, with purchase prices ranging from \$174-240,000. There is an interrelation of county and city TDR programs: the City ordinance allows Aspen TDRs to be transferred to Pitkin County receiving sites, should the County amend its code to allow such transfers.
Atlanta, Georgia	No	The city is hindered by the relatively high densities permitted by right under current zoning in Atlanta's Central Business District. The special permitting process is an added burden when allowances are already so high.
Coral Gables, Florida	Yes	It has been successfully used in the past, for example to increase the floor-to-area ratio for the Alhambra Towers development, but as the condo market in South Florida declines, there is less and less demand. ¹
Dallas, Texas	No	Allowances are already very high. There is already an existing bonus height program that competes with TDRs.
Iowa City, Iowa	No	There are few documented uses. There is low demand.
Ketchum, Idaho	No	There are zero uses.
Los Angeles, California	Yes	There is extremely high demand. The city imposes a baseline density that developers can only exceed through TDR.
Miami, Florida	Did work, now not effective	When this program was first established the amount paid to acquire TDRs was sufficiently high to make a substantial difference in the feasibility of major historic rehabilitation investment. Subsequent alternative programs providing development bonuses and increased density allowances have effectively ended the usability of the program.
Nashville, Tennessee	No	Allowances are already very high. There is already an existing bonus height program that competes with TDRs.

¹ "Deflating Demand for Air Rights," *The Real Deal, South Florida Real Estate News*, https://www.realdeal.com/miami/issues_articles/deflating-demand-for-air-rights/.

New York City, New York	Yes	There is extremely high demand. This has been successful despite special permitting process and limited transfer areas.
New Orleans, Louisiana	No	There is little demand and zero uses.
Oakland, California	No	Was originally unsuccessful because receiving sites were needed to abut sending sites. Base zoning can allow the floor area ratio (FAR) as 7:1 to potential receiving sites, typically more than developers need.
Palo Alto, California	No	There are few documented uses.
Pittsburgh, Pennsylvania	No	There are few documented uses.
San Diego, California	No	There are few documented uses. There is little public consensus regarding the goals of the program.
San Francisco, California	Yes	Requires TDR for almost all bonus development. Because many eligible sending site properties have relatively small amounts of transferable floor area, receiving site developers must often negotiate with several sending area property owners to assemble enough TDR to build their projects. There is a very active private broker market that helps the private market through the program.
Santa Barbara, California	No	Potential buyers and sellers of development rights must find one another and propose a simultaneous demolition/construction plan for two sites; this could generate a disincentive to use the program. The demand for additional development in Santa Barbara provides the owners of potential sending sites with an incentive to use TDR since they can recycle their properties to new, conforming structures and still sell the unused existing development rights. Likewise, potential receiving site owners are motivated to buy existing development rights in order to obtain approvals to develop within the City's annual growth limitations.

APPENDIX B

MAP OF LOCAL HISTORIC DISTRICTS AND CDBG INVESTMENT AREAS





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Prepared by  PlaceEconomics

PlaceEconomics is a private sector firm with over thirty years experience in the thorough and robust analysis of the economic impacts of historic preservation. We conduct studies, surveys, and workshops in cities and states across the country that are addressing issues of downtown, neighborhood, and commercial district revitalization and the reuse of historic buildings. We specialize in quality, defensible research, and present findings clearly and effectively in formats that can be understood by academics, economists, mayors, city council members, property owners, and local stakeholders alike.