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NATIONAL TRUST
for HISTORIC PRESERVATION™



Preservation Development
ASSESSMENT REPORT

Miami, Florida

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Miami's Preservation Development Initiative – Summary

Throughout the United States, cities are discovering that historic preservation can be a valuable part of an overall community and economic development strategy. Whether in the arenas of downtown development, neighborhood revitalization, growth management or community building, preservation can be a way to provide community identity, cultural sensitivity and property value protection or enhancement. In South Florida, with the revitalization of the Art Deco District in Miami Beach and downtown Coral Gables' vital blend of historic and modern buildings, preservation development is a popular development strategy. This model has great potential in Miami as well.

In the neighborhoods surrounding the historic core of the City of Miami – the intersection of the Miami River and the railway corridors, change is already occurring. This change offers great opportunities as well as threats to fragile communities: Little Havana, Overtown, Edgewater, the Performing Arts District, Spring Garden and Downtown Miami. As development pressures rise, the character of these areas is endangered. The question is, “Can the historic core areas of Miami enjoy resurgence without losing their respective characteristics?” Context-sensitive new development balanced with preservation-based revitalization can protect and improve property values, attract new residents, visitors and investment and support a diverse collection of neighborhoods and businesses.

The City of Miami has made great strides in making preservation a part of its economic development

strategy. The Mayor, the City Commission and many City staff members all seem committed to preservation, but not everyone involved in the development process seems to understand how preservation can fit in the overall development plan. Building a broader base of support for preservation should be a priority. While there is a wide range of issues addressed by the National Trust's Preservation Development Initiative assessment team report, the primary barrier to the use of a preservation development strategy in Miami is a *weak preservation ethic*. The idea that preservation is a desirable, or preferred, development strategy has a still long way to go in Miami. The ease with which historic resources are demolished or altered and the resistance to protecting those resources makes preservation development difficult. While the team can recommend ways to support downtown and neighborhood revitalization using historic preservation, the preservation ethic must come from within Miami itself.

Advancing the Preservation Ethic

The City of Miami, supported by neighborhood organizations, financial institutions, community development corporations, private developers and property owners, educational and cultural institutions, can begin to articulate the value of, and support for, preservation and neighborhood conservation.

The City staff needs to focus efforts on training other staff on historic preservation. This effort can begin with orienting all staff members at the Department of Community Development, the

Neighborhood Enhancement Team (NET), and Building Inspectors on historic preservation issues.

Training should include spotting eligible historic resources, Section 106, and other basic preservation knowledge that will help advance preservation within the City of Miami. Better trained staff will help increase referrals to the city's preservation division and help make preservation a city wide ethic.

Focus on National Register nominations first. Because historic resources are endangered, the City should work closely with consultants, the Black Archives, and Dade Heritage Trust to list all eligible buildings on the National Register. This should be advanced with training on the preservation tax credit to increase interest in rehab and preservation.

Dade Heritage Trust and the City can jointly organize a preservation summit focused on neighborhoods. Speakers should include city leadership as well as seminars focused on land-marking historic resources, preservation tax credits, etc.

Planning

One of the greatest threats to using a preservation-based development approach in Miami is the City's over-zoning problem. Current zoning does not match the actual situation in the neighborhoods nor does it respect the character of the neighborhoods and their respective building types. The result is zoning better suited for Manhattan than Miami. Unfortunately, fear of the Bert J. Harris, Jr. Act and expectations of a very high return on real estate investments in several districts have created a difficult situation for neighborhoods with the loss of

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many historic resources. This situation creates a disincentive for re-using and renovating many lower-scaled historic family homes, commercial buildings and walk-up apartments.

Currently, the City is embarking on an experiment with form-based zoning, a creative and experimental zoning and design tool. Rather than focusing on zones related to type of use, form-based zoning focuses on building type, height, and design guidelines. The National Trust's Preservation Development Initiative assessment team supports this unique approach as a possible solution to Miami's over-zoning problem.

City Planning and historic preservation staff rely too heavily on conservation districts as a tool for saving neighborhood character. Rather akin to "historic districts light", conservation districts seems to be the way the City makes historic districts more palatable to property owners as a way to address a lack of those owners' understanding the true nature of historic districts. Better education efforts and form-based zoning should help alleviate misplaced fears about historic districts.

Neighborhoods

Central to Miami's Preservation Development Initiative is the development of a preservation-based neighborhood revitalization strategy in Overtown, Little Havana, Edgewater, and Spring Garden. These historic neighborhoods, if sensitively handled, become the base of the overall preservation development approach.

Overtown Folklife Village

Currently, Overtown has embarked on a "Main Street" revitalization program. The National Trust's *Main Street program* is a preservation-based economic development strategy for the revitalization of historic commercial districts. Unfortunately, most of the fabric of Overtown's historic commercial district is gone. Much of the attention of the Overtown Main Street effort is focused on the historic Lyric Theater and the Overtown Folklife Village development concept. The question that faces the Black Archives organization is whether it should continue to hold completely to the Folklife Village concept, negotiate a development agreement with private developers that completes the Lyric's redevelopment to be open to another development plan focused on 2nd Avenue and 11th Street. With limited historic resources intact, Overtown is challenged to maintain an authentic identity.

Overtown is changing rapidly. Several conflicting plans have surfaced that will create new homes and businesses. The City should work to ensure that the remaining historic resources should be rehabilitated and reused while new development is respectful of Overtown's history and neighborhood scale.

The Black Archives should focus on developing and completing of the Lyric Theater as well as creating a permanent home for the Black Archives in Overtown. The Black Archives should continue to focus its efforts on research and the dissemination of Miami's African-American history. Dr. Dorothy Fields has made an enormous contribution to the understanding of and appreciation for Miami's African-American

history. Fulfilling the organization's mission through the renewed Lyric and the home for the Archives should continue to be their primary purpose.

Little Havana/Calle Ocho

Currently, there is resurgence along several blocks of Eighth Street also known as Calle Ocho, the commercial heart of Little Havana. Much has changed in this neighborhood since it was transformed from an abandoned commercial district in the 50's, to the center of the Cuban Exile community of the 60's, to a vibrant commercial district that serves a diverse Hispanic community. Today, Calle Ocho still retains the flavor of the Cuban community even though many Central Americans call Little Havana home.

Cultural Fridays, a successful promotional event on the last Friday of every month, can be credited in the current resurgence of Little Havana. Brought about by a coalition of groups such as the Latin Quarter Cultural Center and the City's Neighborhood Enhancement Team, this event brings thousands of local residents and tourist to visit restaurants and galleries along a short stretch from 12th to 17th Avenue. The team noted visitors of all ages to this animated scene that included music and displays of art along the sidewalk. Cultural Fridays also includes lectures and tours by local historians and experts. The City should continue to support the natural progression of Cultural Fridays. However, the City should reconsider its plans to build a permanent stage at its current temporary location.

Currently, Calle Ocho does not have a Main Street program or a

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Main Street manager. However, credit should be given to the Pablo Canton of the Little Havana NET for supporting new businesses and working to ensure that Cultural Fridays remains a success. In many ways, Mr. Canton already plays the role of the Main Street manager. However, because his area encompasses a much larger area and he has a wide variety of duties, we recommend that the City hire a Main Street manager to work closely with the Little Havana NET and the East Little Havana CDC to develop and foster a comprehensive Main Street program for Calle Ocho. The team recommends that the Main Street program should focus on Calle Ocho from 12th Street to 17th Street. With the resurgence of Cultural Fridays, the number of new businesses along Calle Ocho is remarkable in the art, gift shop, and restaurant sector that cater to the increased interest in all things Cuban.

Savvy business owners have used paint, creative signage, and excellent merchandising to open unique stores that are creating an attractive commercial district. These signs, paint colors, awnings, and gates are sympathetic to these simple but historic building facades. The City should abandon the current Latin Quarter design guidelines in favor of more creative and historically sympathetic design guidelines.

Edgewater

The Edgewater neighborhood has suffered a great loss of historic resources and residential character. As a result of development pressures, many of the resources previously identified in surveys have been demolished, either by intent or neglect. The primary mechanism for the

destruction of Edgewater's neighborhood character is the over-zoning issue previously mentioned. With few limits on development in the neighborhood, the 'highest and best' use encourages the loss of many historic homes and the neighborhood character.

The assessment team examined the issues found in Edgewater and other neighborhoods and suggests that the City consider a 'bank' for the transfer of development rights (TDR). While TDR is more often used as a growth management tool to protect agricultural land in Florida, nationally cities have used them to protect community character and historic resources. Although there are no specific models already in place for TDR banks in urban areas and the difficulty of identifying receiving zones in Miami remains, the concept is worth consideration.

Downtown

Downtown Miami is changing rapidly with major residential and commercial projects. The northern section of Downtown is being transformed the Performing Arts Center. However, at street level, Downtown Miami looks dingy and retail stores look unattractive. Years ago, downtown merchants could count on wealthy tourists from South America, but those days are gone. Retail merchants need to refocus on downtown workers, new residents, and yes, tourists. The heart of the retail district and the heart of Downtown Miami is Flagler Street. With a healthy and vibrant center, Downtown Miami's retail can become an important focal point once again. The team recommends that the Downtown Development Authority focus its

attention to Flagler Street first and the rest will naturally follow.

Over the years, millions of dollars have been poured into renovating the historic Gusman Theater, a unique resource and premier example of a 1920's atmospheric movie palace. A much beloved building by Miamians, the building suffers because of its location. Arts patrons and visitors alike are often intimidated by Flagler Street's dark and shuttered appearance at night. By focusing on recruiting restaurants and retail that are can be opened at night, the Gusman Theater can become a sustainable and vibrant attraction once again. With the construction of the Performance Arts Center, the Downtown Development Authority along with the Miami-Dade County's Cultural Affairs and local arts organizations need to develop a plan that will help the Gusman develop a niche that will ensure the long-term viability of the Gusman Theater as an arts venue.

The Miami Downtown Partnership has done an excellent job organizing promotional events and marketing downtown. The Downtown Development Authority should continue to support these efforts. While the Miami Downtown Partnership focuses on marketing efforts, the Downtown Development Authority should focus on retail recruitment, With it's knowledge of available space, building facts, and contacts with city politicians, staff, and property owners, the DDA is in a unique position to reposition downtown with a more stable retail environment that accommodates not just tourists, but workers and the thousands of new residents moving downtown.

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“Miami Legacy” Cultural Heritage Tourism

The average visitor to Miami is a well-educated, high-income big-spender. So, too, are cultural heritage tourists. Miami's rich cultural heritage— diverse neighborhoods, each with a unique story to tell – is relatively unexplored by most visitors to the area. The Miami area is already established as a major visitor destination with recognized attractions, committed leadership and a state-of-the art Conventions and Visitors Bureau. While Miamians are proud of their diverse heritage, cultural heritage tourism faces some challenges. Many of the historic buildings are gone, although the heritage and stories remain. Heritage has not been a major part of the Miami tourism product. To expand the cultural heritage tourism market in Miami, the team focused on developing the product, developing visitor readiness to experience the product and creating marketing strategies to identify Miami's cultural heritage offerings.

The assessment team report recommends the development of the “Miami Legacy Project”, a community cultural heritage tourism program that opens opportunities for visitor experiences throughout the City. The focus of the Legacy project is the “Legacy Center”, a location in each participating community that includes a visitor center component, interpretive museum explaining the cultural heritage of the community and telling its ‘stories’, ticket sales to events and sites, tours, maps, audio and walking tours. By using the Legacy project to brand communities, Miami will make it easier for visitors to experience and learn

from the neighborhoods and citizens.

Freedom Tower

One of Miami's most recognizable cultural and historic buildings is the Miami News Building, better known as “Freedom Tower”. The Freedom Tower was built in the Mediterranean Revival style in 1925, when it housed the offices of the *Miami News & Metropolis*. It is said that it was inspired by the Giralda Tower in Seville, Spain.



Freedom Tower

When the newspaper went out of business in the 1950s, the building lay vacant for some time. When the Castro regime came into power and political refugees flooded South Florida looking for a new start, the tower was taken over by the U.S. government to provide services to the immigrants. It contained in-processing services, basic medical and dental services, records on relatives already in the U.S. and relief aid for those starting a new life with nothing. For many thousands of immigrants, became a symbol of America's support in their time of need. It became known as the “Freedom Tower” – the Ellis Island for Cuban-Americans.

When its services for refugees were no longer necessary, Freedom Tower was closed down in the mid-70s. After being bought and sold many times in the coming years, the building fell further and further into disrepair.

In 1997, Jorge Mas Canosa, Chairman of the Cuban-American National Foundation (CANF), purchased the building for \$4.1 million. Since Mr. Mas' death, his family has promoted the site as a Cuban-American Heritage site. Using sketches, blue prints and anecdotal evidence, architect Raul Rodriguez made plans to rehab the tower. The plans included a first floor public museum detailing such things as boat lifts, life in pre- and post- Castro Cuba and the advances made by Cuban Americans in this country. Although the initial rehab began, the project is not completely finished and remains mostly vacant. The first floor space has been used for a few exhibits (such as the one on Castro regime abuses to coincide with Pope John Paul's visit to Miami and Havana) and special events (such as the recent memorial service for singer Celia Cruz).

The Historical Museum of South Florida is interested in moving to the building. If that occurs, it could be an opportunity to tell an American story of Cuban refugees escaping oppression and building a new life in Miami. It could also be part of the ‘Miami Legacy’ program outlined in the section of the report on Cultural Heritage Tourism. Whether the purchase by the Historical Museum occurs or not, the Freedom Tower is an important part of Miami's history and deserves a use that tells this story.

Miami's Preservation Development Initiative – Introduction

In May, 2002 Miami was named as a demonstration site in the National Trust for Historic Preservation's Preservation Development Initiatives (PDI) program. The PDI program, made possible by a grant from the John S. and James L. Knight Foundation, is designed to incorporate historic preservation into community and economic development strategies.

The Historic Preservation Office of the City of Miami submitted the proposal on behalf of the City Manager, to participate in the PDI program as part of its ongoing mission to encourage historic preservation in the City of Miami.

PDI Comprehensive Preservation Assessment

As part of the PDI process, a team was assembled in July 2003 to assess opportunities for preservation-based community and economic development in Miami. This report represents the observations and recommended strategies by the multidisciplinary team. The recommendations are based on a review of written materials, interviews, site visits, and a collaborative process, working with the City of Miami, community development organizations, the Dade Heritage Trust and private sector groups and individuals.

The recommendations contained in this report form the basis for an overall strategy for preservation development. In some cases there will be an obvious implementation order to the recommendations. For

example, completing an inventory of available historic resources is necessary before designating additional historic districts. In other cases, the recommendations represent a web of activities that are mutually supportive, such as creating a comprehensive program of commercial and residential revitalization activities in Little Havana.

Miami Preservation Development Initiatives Partnership

Although the City of Miami was responsible for bringing the PDI program to Saint Paul, implementation is a community-wide task. Preservation-based development is most successful when the public, private, and non-profit sectors work together. The National Trust's PDI team wishes to thank all of the people and organizations that helped develop this report. In particular, the Historic Preservation office provided extensive support, information, and effort to make this assessment a thorough tool. The enthusiastic support of many City officials, including the Mayor, Commission and City Manager was very encouraging. The City of Miami should assemble a Preservation Development Initiatives Partnership group to guide the implementation process.

Miami's Preservation Infrastructure

The National Trust's assessment team was charged to examine preservation in Miami and to see how it could be integrated and used as a tool in economic and community revitalization. As part of that effort, the team examined preservation infrastructure in both the government and non profit sectors. The following observations and recommendations have to do with a methodology for preservation which basically follows the pattern of identify, evaluate and treat; followed by broader recommendations concerning specific preservation tools and areas where we saw overall needs.

Preservation plan

While interviewees referenced an "old" preservation master plan, the only planning documents concerning preservation provided to the assessment team were selections from the City's Comprehensive Plan, and various site and neighborhood specific plans. We recommend that a preservation plan for the City of Miami be prepared and adopted as part of the Comprehensive Plan. We also recommend that the plan be composed of the elements recommended by the National Trust and American Planning Association's joint publication *Preparing a Historic Preservation Plan*, namely "goals, definition of historic character, summary of past preservation efforts, survey of historic resources, explanation of legal basis, discussion of the relationship between historic preservation and other land-use and growth management authority, explanation of public-sector responsibilities, discussion of incentives, summary of the

relationship between historic preservation and local education programs, and a statement of an agenda for future action."

This comprehensive and holistic document will not only guide the efforts in the communities studied by the Preservation Development Initiative, but will place those efforts into a larger context; it will coordinate efforts within communities and undertaken by various entities and it will provide for measurable benchmarks to gauge progress.

Survey

Miami has an opportunity at this juncture to capitalize on current survey work on the city and the county level. The city should work with the Dade County survey effort to insure that survey work is coordinated and not duplicative. Architectural surveys and accompanying reports can provide a great deal of information about historic resources in an accessible format. Miami incorporates survey data in the City's GIS system but it is not necessarily widely accessible. In Leon County, Florida the data is available not only on the local government's system but over the web as well (<http://tlcgis6.co.leon.fl.us/website/historicweb/indexltg.htm>) and this could be a useful model for Miami.

National Register Designation

The City of Miami should nominate all eligible city owned properties and potential districts to the National Register of Historic Places. Additionally it should encourage owners of individually eligible properties to do the same. It should work with the State

Historic Preservation Office (SHPO) and Dade Heritage Trust to educate property owners about the National Register process and benefits of listing. Listing on the National Register is largely an honorific. It does not limit private property rights in any way. And listing on the Register can make properties eligible for Federal Rehabilitation Tax Credits.

Local Historic Designation

The City of Miami should designate all eligible city owned properties as locally historic and should encourage owners of individually eligible properties to do the same. It should work with community organizations to educate property owners and residents in potential districts about local designation and promote local historic district designation in partnership with neighborhood organizations.

Where possible the City and local organizations should provide support and technical assistance to individuals seeking local or National Register designation for their properties.

In all designation efforts the distinction between local and National Register designation should be made clear and can not be communicated enough. There is a great need for constant continuous education about various designations and what they entail. The city has produced a several attractive and informative publications that address this as well as a website. However, the need for continued communication and training is constant and should include outreach to civic leagues, neighborhood groups, service organizations and the like.

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Historic Preservation Ordinance

The City of Miami has an established historic preservation ordinance that is clear and comprehensible. It explains the process for designation, for requesting a certificate of appropriateness for work to a designated property, the appeals process, as well as explanations of economic hardship provisions and public hearing procedures. The ordinance is notable for including a proviso for the designation of historic interiors.

Interestingly, it has an unusual proviso that requires a significant financial outlay to those appealing designation or decisions regarding certificates of appropriateness. However there is also a disincentive for designation as well, as an applicant must underwrite the costs of notification to owners of properties in proximity to the property proposed to be designated. Another unusual aspect of the ordinance is the proviso that interested parties may be included in mailings for public hearings after paying any "established fees."

There are specific requirements for membership of the Historic and Environmental Preservation Board, however notably absent is any requirement of representation by residents or property owners in designated districts. Representation from affected districts on a review board generally improves communication with designated districts and adds to the decision making process the voice and perspective of someone who is personally affected. The board requirements should be

adjusted to include an affected property owner.

Guidelines

While the ordinance does lay out the process for obtaining a certificate of appropriateness (COA), its only guidance for actual rehabilitation is a reference to the U. S. Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. Draft guidelines for the locally designated historic districts exist but they have yet to be revised, published and propagated. This should be done as soon as possible. Without guidelines, home owners, developers and investors will be hesitant to rehabilitate properties within the districts as there will still be a large "uncertainty factor."

Illustrated guidelines which discuss the architectural styles and predominant features and materials in each community and provide guidance for appropriate rehabilitation with illustrated examples of both appropriate and inappropriate work allow for property owners to proceed with confidence in developing plans and specifications for work. It also alleviates concerns of developers for whom opacity about requirements would be a disincentive to working in established districts. This opacity could also lead developers and property owners to oppose future local designations

Once guidelines have been developed and approved, they should be put on the preservation division's website and translated into Spanish in order to make them readily available to a broad public. Neighborhood groups active in local districts and preservation organizations could also be

encouraged to provide links from their sites to the city's preservation site. Also there should be an initial outreach campaign to introduce the new guidelines to civic leagues, community organizations, developers and architects.

Code enforcement

Code enforcement can be a boon to preservation by requiring property owners to achieve a basic maintenance standard for historic properties thus preventing cases of "demolition by neglect." However, ultra-rigorous code enforcement can lead to the designation of potentially salvageable buildings as "blighted" encouraging demolition over rehabilitation.

The City of Miami has a system where locally designated properties are "flagged" and referred to the City Historic Preservation Officer before any permits are issued. However, eligible but undesignated properties are not flagged. Thus many significant properties are vulnerable to demolition and abuse. This situation needs to be rectified.

Although the building code in Florida has provisions for flexibility in dealing with historic properties, Miami-Dade County alone has a specific requirement for product testing of building components. This requirement was established in the wake of Hurricane Andrew. While it may indeed provide additional protection for persons and property in the event of severe weather, it also greatly limits the options of those rehabilitating historic properties and often prohibits them from using historically appropriate materials and components which have not undergone the expensive and

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extensive product testing process. Many other communities with similar exposure to hurricanes have addressed life safety concerns in ways that have not as severely limited options for historic building rehabilitations and the city and county should examine alternatives.

Zoning

In most of the City, and certainly in the specific study area, the existing zoning envelope allows for a potential maximum build out that is staggering. The implications of this potential being actualized are myriad, but for the purposes of this study have a direct impact on the feasibility and probably of incorporating preservation into the City's economic and community revitalization. Modest historic buildings which are lots zoned for much greater density are generally taxed and priced at a level reflecting that build out potential. Thus a developer may not be able to rehabilitate the existing historic building as the zoning and associated costs would require the lot be developed to something closer to its "highest and best use." Additionally, historic properties are purchased by investors with speculative interests who often do not maintain them. The City of Miami should commission a study to examine its existing zoning, consider all of the implications of a complete build out scenario, and carefully weigh the option of reconsidering the current zoning through out the city.

City *ad valorem* tax relief

Currently Dade County has instituted *ad valorem* tax relief for rehabilitation of designated historic properties. Miami should do the same in order to provide additional

financial incentive for rehabilitation. While some of the current process is established by legislation, it is cumbersome and City and County officials should examine methods of streamlining the process such as joint city county preservation board meetings to consider approval (or allowing it to be done on an administrative level). While some may argue that the process is a deterrent to applicants, every incentive that can be offered to property owners to rehabilitate a historic property should be made available

Easements

One of the most powerful and often underutilized tools for preservation is the use of covenants and easements. The City of Miami and non profit organizations such as the Dade Heritage Trust should explore an expanded easement program. The Dade Heritage Trust currently holds 5 easements and could be the best primary easement holder under such a program. However there will be opportunities for other organizations to hold easements or to have joint easement holders, depending on the specific situation.

There should be a strategic proactive plan for identifying potential easement properties and priorities developed based on issues such as the relative significance of certain properties, eligibility criteria, threats to properties and relationships with property owners. The plan however should allow for flexibility and capacity to act on unexpected opportunities as they arise and those who develop and implement the plan should be aware and watchful for these opportunities.

The plan should address organizational and operational capacity in terms of funds and personnel for an easement program, policies and procedures for accepting and administering easements (including funding tied to easement donations for administration) as well as marketing the program to property owners.

A strong easement program not only protects properties in perpetuity, it can also provide tax benefits to property owners both in terms of a charitable donation of the property interest and due to a reduction in a property's value which can affect both property and ultimately estate taxes. A reduction in property value can sometimes make a property a better candidate for rehabilitation as the cost basis has been lowered and the ultimate profitability has a lower threshold.

Revolving Funds

A revolving fund, like an easement program, is a powerful but often underutilized and misunderstood preservation tool. The Dade Heritage Trust is the recent recipient of a \$700,000 corpus for such a program. They have recently invested in their first property, a bungalow in East Little Havana. This first project will be an opportunity for Dade Heritage Trust to refine the policies and objectives of their program, making adjustments based on the experience gained during the treatment and resale of the property. It is also an opportunity to seek out new and perhaps non traditional partners with missions that intersect due to location, treatment, and ultimate use of the property.

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Communication

Communication is a vital piece of any successful preservation strategy. During the course of the assessment team's visit, we discovered that there are opportunities for improved communication that would further the integration of preservation into the City's economic and community revitalization efforts. One step in the right direction is the city's new website, <http://www.historicpreservationmiami.com/>

However it is clear that there is still much to do in this regard. There are many individuals and organizations and City departments whose interests and efforts have an effect upon and affect historic resources. It was clear during the assessment visit that many organizations were unaware of the actions and roles of other organizations with whom we met. This is a missed opportunity. When organizations (and individuals) are familiar with the roles and missions of others, and when there are for interactions and improved communications, opportunities for partnerships which leverage the funding, time, and resources for preservation projects are created and more and better quality programs are implemented.

Additionally, these sort of cooperative ventures build a broader constituency for preservation as a whole and contribute to a strengthening of a preservation ethos within the community at large. Preservation becomes truly integral to a variety of projects rather than an isolated aspect that can seem to some as irrelevant. Also individual projects can be planned and coordinated so as to dovetail with projects that are larger or will be implemented

later. A good example or opportunity for this sort of communication is working with the Orange Blossom Trail initiative to insure that their historic marker program will be effectively integrated into other programs.

One way to improve communication and collaboration in addition to the website and the various publications produced by individual groups is to convene a regular meeting of organizations that are both preservation focused and those whose work impacts historic resources. These meetings should be facilitated by a independent organization and designed to not only allow various groups the opportunity to educate others about the mission and accomplishments, but to explore current issues and events and to brainstorm together about potential developments. The meetings should be regular, well publicized, run efficiently and minutes should be kept and distributed between meetings.

Training

An issue closely allied to that of communication is training. In order for a city to have a strong preservation ethos, there needs to be an opportunity for constant and continuing education. As a Certified Local Government (CLG), Miami's HEPB is required to have annual training. There are great opportunities to partner with other organizations such as the Dade Heritage Trust, University of Miami, The State Historic Preservation Office, National Association of Preservation Commissions, the Florida Trust for Historic Preservation, neighborhood groups and others to share these opportunities with a wider public.

Workshops on local designation, the National Register of Historic Places, the Secretary of the Interior's Standards, the Section 106 process, funding for preservation, building codes, etc are all likely topics. A regular consistent program of presentations will not only meet CLG requirements, but will also provide opportunities to dispel common myths among the general public, will give citizens tools for participating in the preservation process, will provide opportunities for media exposure, will help build stronger partnership among organizations and individuals, and will further a preservation ethos in the community and create an informed citizenry.

Advocacy

With communication and training, organizations and citizens are better prepared and equipped for advocacy. From our interviews, it is out understanding that there is not consistent representation from the "preservation community" at public hearings, meetings and Historic Environmental Review Board Meetings. An organized and consistent presence at all of these types of meetings, not just the meetings dealing with controversial issues, is very important. First it insures that the preservation community at large (perhaps as represented by an organization which then communicates to its membership and the community as a whole) is aware of issues from their early stages and can participate effectively and pro-actively in addressing the issues. Second, it creates an understanding in the minds of other participants, that the preservation community is a player and will be at the table and involved. Finally, it gives the preservation community

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experience that I can share with other communities experiencing similar issues.

Capacity

In both the governmental and non profit sectors the issue of capacity is paramount. Without sufficient resources, new programs and initiatives can not be instituted and existing programs can not be carried out effectively. Until recently two key players, the City's preservation department and the Dade Heritage Trust had only one professional staff person apiece. Thus both were severely restricted in their capacity particularly relative to the size of the City of Miami and the number of its historic resources. This resulted in a limited ability to serve constituents and may have created a perception that the organizations were not particularly engaged or user friendly.

Funding is also a part of capacity. Recently the preservation department received CDBG funding for surveys and designation reports. This funding also supported several publications and the website addressing something of a backlog in survey, evaluation and communication needs. Dade Heritage Trust also struggles with funding issues. While the organization has participated in a number of strategic planning retreats, perhaps they would benefit from some specific fundraising training for their board

Miami Historic Neighborhood Revitalization

On the first day of the Preservation Development Initiative Assessment, the City of Miami provided an overview tour that encompassed Overtown, Lummus Park, Highland Park, and East Little Havana. This aspect of the assessment considers how historic preservation could be used as a tool to promote community and economic development. Based on the team's observations and interviews with local stakeholders, the two neighborhoods that have the best potential to use historic preservation as a development tool are Overtown and East Little Havana. More general observations about some of the other neighborhoods we saw or heard about are included below.

Overtown

Overtown is the historically African-American community in downtown Miami. As Miami was developing around 1910, the city's black residents were allowed to purchase land only in one designated quarter of Miami's municipal limits, which became known as Colored Town. The name was later changed to Overtown. It is located close to the downtown core and is easily accessible by the freeway. It is primarily a low-income community in need of affordable housing and

economic development along its commercial corridors. We met with several faith-based non-profit housing developers, including St. John's, St Agnes, Bethel AME, and Mount Zion. These churches have active community development corporations that are working to build new affordable housing on vacant parcels in the neighborhood. In addition, we met with the Black Archives History and Research Foundation, another non-profit organization that is the repository for local history and has created a vision to develop the heritage tourism potential of the neighborhood.



Ward Rooming House

Several of the local non-profit organizations have formed coalitions such as the Overtown Civic Partnership and Design Center. This organization is working with residents to plan future housing, economic development, infrastructure improvements, and job training. The Partnership is an initiative of the Collins Center for Public Policy and is funded by the Knight Foundation. The member organizations are: Bethel AME Community Development Corporation, Black Archives History and Research Foundation of South Florida, Human Services Coalition of Dade County, Local Initiatives Support Corporation, Overtown Youth Center, St. John Community Development

Corporation, and the Trust for Public Land. Some of the Partnership's proposals include large scale development along the railroad tracks to the east, smaller scale development around the Dorsey House, and mixed-use development along Second and Third Avenues with commercial on the ground floor and residential units above. More high-density development is proposed east of the railroad tracks near the Performing Arts Center and Design District, creating a link between the neighborhoods. Along the expressway, greenways are proposed. Some consideration is also being given to creating linkages to the hospital complex and Civic Center to the west of Overtown.

Habitat for Humanity is also active in the neighborhood. Habitat received \$1.4 million through the Knight Foundation to build 34 houses in Overtown. Twenty-two have been completed to date.

The Black Archives serves as a repository for photographs and manuscripts relating the history of Miami's African American community. This organization has been the catalyst for the redevelopment of local landmarks such as the Lyric Theater. The theater, which has been described as Miami's equivalent to the Apollo Theater in New York, has been restored and re-opened in 1999. It is currently undergoing expansion to enhance its viability. The Black Archives was also instrumental in the reconstruction of the historic Dorsey House, the home of Miami's first Black millionaire. The Lyric and the Dorsey House are the anchors of proposed Historic Overtown Village, which consists of the two blocks surrounding these landmarks. The Village would celebrate the rich and varied

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history of the development of Overtown, and would become a tourist destination.

Overtown is home to several historic churches, including Greater Bethel AME Church and St. John's Baptist Church. The neighborhood also has plans to restore some of the remaining historic landmarks such as the Old Police Precinct, the Dorsey Library, and the Ward Rooming House.

The city has focused its resources on the neighborhood through the Community Redevelopment Agency and Empowerment Zone designation. There are Neighborhood Enhancement Teams (NET) that work with the neighborhood-based non-profits to direct and fund new development, directing funds into the neighborhood.

The neighborhood has been decimated by the freeway and earlier urban renewal efforts. There are large swaths of vacant land and the remaining historic building stock is scattered throughout the area. As is the case in many of Miami's neighborhoods, the city's zoning ordinance encourages large-scale development. Most developers want to maximize the density allowed for the vacant parcels. With no design guidelines and no concentration of historic building stock, there is the potential for the re-developed Overtown to lose any remaining semblance of the historic neighborhood that it once was, save for the replication of some of the historic stock and the renovation of the area's existing landmarks. Although there was some discussion of relocating existing historic housing to concentrate it in a particular area,

this is a costly venture and is not preservation in a traditional sense.

Observations:

- **Overtown poses a historic preservation challenge in that much of its built environment has been lost to demolition.** Without a concentration of historic buildings, the opportunity to use local or National Register historic district designation is lost. The relocation of historic housing stock is not an ideal preservation solution, given the expense and the potential for a result that looks contrived. Even if there was a concentration of historic housing stock, most of Overtown's community development corporations do not have significant experience with historic rehabilitation.
- **The freeway cuts through the middle of the neighborhood,** creating a physical and psychological barrier within the community.
- **There are significant tracts of vacant land and the current zoning encourages demolition because it allows higher density than the typical residential neighborhood scale.** The non-profit developers of affordable housing are focused on the human needs of the community and want to provide decent and affordable housing. However, with everyone wanting to maximize the development potential for each site, there is a risk of over-developing the neighborhood and losing the feel that the neighborhood had historically. At the same time, there are tremendous opportunities and there is a strong dedication to rebuilding Overtown.
- **Overtown has a significant amount of social history that can be shared and preserved.** The Black Archives has taken a leading position to document and archive the history of the neighborhood. In addition, the Black Archives has developed a plan to create the "Folklife Village" which includes a visitor center, research facilities, entertainment venues (including the restored and augmented Lyric Theater), historic markers, and other ways to encourage tourist and local visitation to the neighborhood. The renovation of the Lyric Theater and the reconstruction of the Dorsey House demonstrate the neighborhood's ability to realize a vision. The Lyric, in particular, has the potential to be an anchor for the neighborhood and a reason for visitation. However, the types of venues for a theater of this size may be limited. The Black Archives is considering the Folklife Village as a venue to attract heritage tourism,

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and the overall plan includes ways to engage future tourists. The Black Archives is also a strong advocate for the remaining historic landmarks in Overtown, making sure that these resources are included in the planning efforts for the area.

- **There is a strong coalition of neighborhood organizations with a shared vision for redeveloping the neighborhood.** With partners such as LISC and the City of Miami, there is an opportunity to stabilize the area by developing vacant parcels and re-creating sense of neighborhood. However, without design guidelines and with the current zoning, there is a risk that the volume and density of the new development will permanently erase any sense of what the neighborhood once looked like. With so little historic building stock left, it is difficult to engage residents in a discussion about historic preservation. It may be that residents would prefer the newness of the planned development and have no interest in what the former built environment looked like. This raises a question of how to incorporate any remaining historic buildings into areas that consist of primarily new construction, without a result that looks contrived.

- **The proposed plans for the neighborhood are broad and include commercial development to support the residents, as well as future visitors to the neighborhood.** The plans for a pedestrian mall along 9th Street, which entails re-developing an unused existing pedestrian mall that is currently an eyesore and attraction for homeless people, represents the holistic approach to revitalizing the neighborhood.
- **There are opportunities to link Overtown to activities occurring in adjacent areas.** The neighborhood is located close to downtown and can be accessed through public transportation and the freeway. It is located near the new Arena, the Performing Arts Center, the 11th Street Entertainment District, and the government and hospital complexes to the west.
- **The City of Miami has devoted significant financial resources** to the neighborhood and supports the local neighborhood organizations.



Lyric Theater

Recommendations

Recommendation #1: Overtown should focus its historic preservation efforts on its few remaining landmarks: the Lyric Theater, the Old Police Precinct, and the Dorsey Library. If renovation or restoration is feasible, the Ward Rooming House should also be included. Historic markers, a heritage trail, or a heritage booklet are tools that could be used to promote heritage tourism and interest from local residents.

Recommendation #2: The immediate focus should be on the completion of the Lyric Theater and securing the funding to operate the theater and cover any possible deficits. The theater has the potential to be an anchor for other development in the neighborhood, but initially may be the only destination that visitors are attracted to. Successful programming will be a key to success. The theater should be managed by a professional entity with experience in theaters of this size. This will be necessary in order to maximize the use and profitability of the theater.

Recommendation #3: The Black Archives should continue to explore opportunities for Heritage Tourism in the neighborhood. While there are some aspects of the Folklife Village that seem reasonable to pursue, the project should be divided into phases so that it does not get ahead of the planned housing and commercial development. Until there is an overall improvement in the appearance of the area, it will be difficult to successfully attract

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tourists and other visitors. Ancillary businesses are also needed to give tourists and visitors a place to shop. Therefore, all plans should be closely coordinated with other economic development activities. Once the neighborhood starts to develop and stabilize, it will be more practical to examine the demand for other tourist venues such as bed and breakfasts, restaurants, etc. After promoting the historic resources such as the library or a heritage trail, the Black Archives can better gauge the use patterns and level of interest, valuable information to have prior to embarking on new development. The National Trust can direct the Black Archives to resources such as Pathfinder, a travel and tourism magazine that caters to African Americans.

Recommendation #4: The community development corporations and other neighborhood organizations should continue to collaborate to develop a sound master plan for the neighborhood that includes rental housing, affordable for-sale housing, market rate rental and for-sale housing, and neighborhood-serving commercial. The new development should radiate from the core of the neighborhood (i.e. the area around the Lyric Theater) so as to provide a safer and more attractive neighborhood to support increased visitation. Whenever possible, new housing development should integrate affordable and market rate housing so as to not create a concentration homogeneous residents.

Recommendation #5: Current zoning should be evaluated and some consideration should be given to down-zoning, in some cases, to maintain an

appropriate architectural scale in the neighborhood. Incentives should be offered to developers, if necessary, to encourage less dense development.

Recommendation #6: Develop design guidelines for new construction to help the neighborhood re-build in a similar scale and with similar architecture as the historic neighborhood used to be. Large-scale townhouse development should maintain the street grid to encourage pedestrian movement around the neighborhood. Habitat for Humanity has done a good job building affordable housing in a style that is similar to the housing stock that has been lost. Design guidelines can help refine architectural options, while considering the affordability needs of the neighborhood.

Recommendation #7: The City should be encouraged to take a holistic approach to the neighborhood by providing low-cost financing for new construction, subsidies for first-time homebuyers, incentives for appropriate commercial development, increased code enforcement, increased police presence, complimentary infrastructure improvements, upgrade of existing public school facilities and/or a charter school. By focusing multiple resources on the neighborhood, the City can help promote a desirable neighborhood to live in and visit.

Recommendation #8: There are opportunities to create links with the neighborhoods and facilities located around Overtown. There may be an opportunity to work with the University of Miami to link Overtown with the medical campus

and government center to the west of the neighborhood. Overtown should consider linking future restaurant and nightclub development to the 11th Street Entertainment District. This could become the creation of a corridor that emanates from the Lyric Theater. With the Performing Arts Center close by, there may be opportunities to consider cultural venues to compliment the Center. Creating these links may also result in employment opportunities for neighborhood residents.

Recommendation #9: Support the Orange Blossom Trail. So far, there is no coordination between the Orange Blossom Trail Initiative and the Black Archives. Although the Black Archives may be planning a more expansive African-American trail, some sites should also be designated as Orange Blossom Trail sites. Without the African-American sites, the Orange Blossom Trail will be incomplete. The team encourages the Black Archives to become involved in this effort.

East Little Havana

East Little Havana was traditionally the neighborhood Cubans gravitated toward when the wave of immigration started in the late 1950s and early '60s. Although the neighborhood retains much of its Cuban heritage, it is fast becoming home for a new wave of Spanish-speaking immigrants from Central and South America. The neighborhood is low to moderate-income and much of the housing stock is owned by absentee landlords. East Little Havana has maintained much of its historic housing and includes a mix of housing types, from bungalows to small garden apartments.

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East Little Havana is located close to downtown and has good access from the freeway and public transportation. Calle Ocho, the neighborhood's main commercial corridor is vibrant with stores, gathering places such as the domino park, and the Tower Theater. Nearer to downtown stands the Freedom Tower, an important symbol of a new life in America.

Even though the neighborhood retains a large inventory of historic properties, no work has been done to date to move toward local or National Register historic district designation. In addition to the language barrier, the assessment raised the issue of how the residents, or former residents, of East Little Havana feel about the preservation value of the neighborhood. For some, there is no desire to return to the neighborhood that represents a humble beginning in the United States. For others, there is pride in the cultural strength of the neighborhood and there is a desire to preserve its history.

Like Overtown, the non-profits working in the neighborhood are focused on providing for human needs: social services, affordable housing and jobs. Greater Miami Neighborhoods (a community development corporation) is headquartered in East Little Havana, as is the East Little Havana Community Development Corporation. Both non-profits are focused on new construction on vacant parcels of land. This is partly related to the zoning regulations, which again, encourage developers to maximize development. The Greater Miami Neighborhoods has noted that renovation is expensive due to the building codes (requiring extensive hurricane reinforcement). They

also noted that many of the multi-family buildings in East Little Havana consist of small one-bedroom apartments, which are difficult to market or accommodate families. The Miami Beach Community Development Corporation is also working in East Little Havana and is the only non-profit housing developer identified that has an interest and experience with historic preservation.

The Dade Heritage Trust has purchased a Belvedere Bungalow in East Little Havana, and has plans to restore it. They have partnered with an environmental organization and will make the project of demonstration of "green" restoration, incorporating energy efficiency and environmentally-sensitive features into the plans. There are approximately 150 additional bungalows in the neighborhood. However, land costs are high and rather than renovate, most owners would prefer to sell and make way for demolition, allowing denser development. The neighborhood is impacted by the same zoning issues discussed above. The Dade Heritage Trust suggested that assistance is needed with mobilizing the community to look at renovation of existing properties and to initiate a discussion about the benefits of historic preservation. They also suggested considering incentives to encourage preservation.



Little Havana Apartment Building

The Miami Beach Community Development Corporation has been working in East Little Havana on a survey of historic properties, as a first step toward possible local or National Register historic designation. They have established partnerships with local organizations such as the Latin Quarter Cultural Center. The Miami Beach CDC would like to approach the Knight Foundation for a matching grant to develop a program to renovate the bungalows in East Little Havana

There is strong support from the city to revitalize East Little Havana. Commissioner Sanchez understands and supports the value of historic preservation. The neighborhood is a HUD-defined Homeownership Zone and a planning study has been completed that focuses on economic development.

Observations

- **Of all the neighborhoods that the team toured, East Little Havana**

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seemed to have the most potential (with regard to remaining building stock) for a preservation initiative. There is a mix of modest single family and small multifamily buildings. There is a vibrant commercial corridor running through the neighborhood. There is strong support from the local Commissioner. There are several community-based organizations working in East Little Havana that could be positioned to focus on a demonstration project in the neighborhood.

- Most of the affordable **housing developers working in East Little Havana are not interested in rehabilitating historic buildings.** They have cited high acquisition costs, expensive land values, zoning regulations, lack of parking, Florida building codes, and an abundance of small one-bedroom apartment units as some of the impediments to considering historic preservation.
- **There is currently no preservation ethic in East Little Havana.** Like in Overtown, the community organizations are more concerned with human needs such as affordable housing, social services, and job creation. One would have to start from the ground up to engage the community in

a discussion about historic preservation. It is also likely that with the current zoning density and with no incentives to consider preservation over new construction, housing developers will continue to prefer developing vacant parcels of land.

- **There were mixed comments about how current or former residents of East Little Havana feel about preserving the neighborhood.** Because it serves as an entry point for many Latino immigrants, some feel that it is a sign of progress to move out of the neighborhood. Alternatively, the team heard that some younger Latinos have an interest in returning to East Little Havana and may be more likely to see the benefits of historic preservation.
- **The City has focused resources on the neighborhood** such as a Homeownership Zone, A Neighborhood Enhancement Team, a planning study and an economic development study.
- **Miami Beach Community Development Corporation has the best potential to take the lead in rehabilitation of historic housing stock in East Little Havana.** They have done a preliminary historic survey of the neighborhood and held the Miami Urban Renaissance Conference there at the

Tower Theater. They are also a local partner with the Latin Quarter Cultural Center.

- **Greater Miami Neighborhoods is active in East Little Havana** and is headquartered there. However, their focus is on new construction affordable housing. They find rehabilitation to be too expensive for affordable housing, given the high land prices and the high cost of acquisition. Their interest is in assembling land or larger existing buildings for condo conversion. They find that the small apartment buildings that are prevalent in ELH are difficult to rehab because the units are typically efficiencies and one-bedroom units, which are hard to market for affordable housing. In addition to developing affordable housing, Greater Miami Neighborhoods provides housing counseling and lending services. They have also initiated the ELH Digital Community (funded by the John S. and James L. Knight Foundation) that connects low-income families to the internet.
- **Dade Heritage Trust has purchased a Belvedere bungalow in East Little Havana** as a demonstration of historic preservation and “green” development. If properly promoted, this project could be a catalyst for developing additional

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bungalows in East Little Havana.

- **There is a high rate of absentee ownership** and there are no incentives to encourage landlords to renovate their properties.
- **Parking requirements are difficult to meet**, with little land available for off-street parking
- **Immigration status can pose problems with readiness for homeownership** and possible cultural and language barriers must be addressed.
- **Zoning encourages large scale development** and is a disincentive for historic preservation. The building codes are a impediment to affordable historic preservation initiatives.

Recommendations

Recommendation #1: Start with a grass roots education process on historic preservation and its benefits. It is possible that the Miami Beach Community Development Corporation could partner with the Dade Heritage Trust on an initiative to introduce East Little Havana to preservation. The Belvedere bungalow that Dade Heritage Trust purchased could be used as an example.

Recommendation #2: Designate a small portion of the neighborhood as a local historic district (perhaps concentrating on the area with the highest concentration of bungalow houses) and use this as a demonstration.

Get local residents to participate in the historic research and nomination process.

Recommendation #3: Consider forming a neighborhood preservation organization that can reach out into the community to develop pride and to determine the most important neighborhood features that the residents may be interested in preserving. Form a collaboration of neighborhood residents, local community development corporations, preservationists, and city government to develop affordable housing design guidelines for the newly created historic district. Publish all materials in Spanish and English, and include a broad education and outreach component to ensure that the guidelines are understood and followed.

Recommendation #4: Provide financial incentives to existing single family and multi-family owners to encourage historic preservation. This could be in the form of tax incentives, low-interest loans, or matching grants. The city should take the lead and devote a portion of its CDBG funds to provide such incentives. Again, the newly created historic district could be used as a demonstration to show how such incentives can promote preservation and neighborhood revitalization. A successful demonstration can be used to promote historic preservation in other neighborhoods around the city.

Recommendation #5: Encourage Miami Beach Community Development Corporation to work with other local non-profits to develop a comprehensive housing program in East Little Havana. Potential partners might include the University of Miami

(design guidelines), Greater Miami Neighborhoods (housing counseling and financing), Dade County Heritage Trust (preservation education), and the City of Miami (financial incentives).

Recommendation #6: Publicize preservation activities and relate them to other activities occurring in the community. For example, if there is a street festival, connect it to a walking tour of the newly formed historic district.

Recommendation #7: Encourage the City to take a holistic approach to the neighborhood by providing low-cost financing for new construction, subsidies for first-time homebuyers, incentives for appropriate commercial development, increased code enforcement, increased police presence, complimentary infrastructure improvements, upgraded existing public school facilities and/or a charter school. By focusing multiple resources on the neighborhood, the City can help promote a desirable neighborhood to live in and visit.

Based on the team's tours and interviews, there are some general observations and recommendations as well.

Other General Observations:

- **High density zoning is a significant threat** to historic preservation throughout the city of Miami. It rewards demolition and is a disincentive for historic preservation.
- **Lax code enforcement and insensitive**

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placement of major highways have resulted in mass demolition over the years. Building codes enforcement and transportation planning can have a significant, negative impact on neighborhood vitality.

- **Florida building codes, especially as they relate to hurricane reinforcement, are not preservation-friendly** and can result in exorbitant costs. The process of certifying that a product meets the code is costly and cumbersome. It was noted in many interviews that the historic properties tend to stand up better to hurricanes than much new construction. It was even suggested that more diligent enforcement of the old building codes would have yielded satisfactory results, rather than the stringent requirements of the new codes, which leave few practical solutions for renovation.
- **The Dade Heritage Trust has limited capacity to promote neighborhood preservation** and provide a broad spectrum of preservation education. They expressed an interest in increasing their capacity and to find ways to expand the diversity of the preservation movement in Miami.
- **Conservation districts are promoted more frequently than historic districts.** There is a fear that a historic district will restrict developer's rights.

More resources need to be devoted to preservation education. There is no current historic preservation master plan for the city, which has resulted in disjointed efforts to promote preservation in neighborhoods. More survey work needs to occur to identify potential historic districts.

- **Highland Park would be an excellent candidate for historic district designation.** It is adjacent to the Spring Garden Historic District and it still has a significant amount of historic housing stock remaining. It has been cited as an area of interest in the University of Miami's planning study for the Civic Center area. It is located near the Miami River, Wagner Creek, and is adjacent to a large medical campus and government center.
- **The University of Miami is interested in becoming more involved in community development activities.** They have explored programs at University of Pennsylvania and Johns Hopkins and would like to form a community development corporation using a similar model. In addition to identifying Highland Park as a neighborhood for potential historic district designation and affordable housing development, they have an interest in economic development along the commercial corridors in

the area. They would like to move quickly to establish a community development corporation. The university could also provide additional neighborhood assistance with design guidelines (School of Architecture), legal issues (Law School), and housing stipends for university staff

- **Habitat for Humanity is active in several neighborhoods: Highland Park, Little Haiti, and Overtown.** Habitat provides affordable housing for very low-income residents (under 50% of the median income). Even though most of their work is new construction, they have an interest in renovation of historic houses, if there was assistance with the building code issues. Habitat's designs were generally compatible with the houses in the surrounding neighborhoods. They would be a good choice as an organization to participate in developing affordable housing design guidelines.
- **The Bahamian section of Coconut Grove is reported to have potential for historic district designation.** Charles Avenue has the most potential for designation. This also may be an area to consider looking at during a future visit. University of Miami is involved in the neighborhood and a

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conservation district is under consideration.

General Recommendations

Recommendation #1: Provide incentives that reward developers who use historic preservation. Provide special benefits for historic districts (e.g. low-interest financing). Consider transferable development rights (TDR) as a way to encourage lower density development. In the Edgewater neighborhood in particular, TDR is a concept that may allow property owners to realize the total economic value of real estate without destroying historic resources by receiving value for the transferred development rights (see appendix)

Recommendation #2: The City should provide its historic preservation office with more staff and more resources so that the office can provide historic preservation education and outreach, survey and protect the city's rapidly vanishing historic building stock, complete a comprehensive city-wide preservation plan, more aggressive code enforcement, and provide full support to the city's Historic Preservation and Environmental Review Board. With more resources, the historic preservation office can coordinate with other city agencies such as planning, code enforcement, and others to provide a more effective and comprehensive approach to preservation.

Recommendation #3: Work with the State of Florida on developing building codes that are suitable for historic properties, while being mindful of weather-related reinforcement needs.

Recommendation #4: Strengthen the capacity of the Dade Heritage Trust and assist with a plan of action to utilize its revolving loan fund.

Recommendation #5: Provide assistance to the University of Miami to create a community development corporation. Provide additional examples of other university's work in neighborhoods adjacent to university campuses. Encourage the university to partner with other organizations and provide student assistance with design guidelines, and legal issues associated with community development and historic preservation.

Recommendation #6: Work with the residents of Highland Park to locally-designate the neighborhood. If the process is approached from a grass roots perspective, the residents will take more pride in the neighborhood and will support the preservation approach.

Recommendation #7: Consider a local historic district designation for Coconut Grove's Charles Avenue area. As the University of Miami has a campus in Coconut Grove, they might be a good partner to help with a preservation initiative.

Commercial Revitalization: Main Street Revitalization in Downtown and Neighborhoods

The assessment team looked at three commercial districts in the City of Miami: Downtown Miami, East Little Havana (or “Calle Ocho”), and Downtown Overtown. The visiting all on a driving tour and later by foot with a local guide, the team the team spoke with developers active in each of the districts and review planning documents produced for the three areas.

Our purpose was to examine how preservation-based economic development could be used to greater advantage in all of the districts and, more specifically, if the Main Street model for revitalization could potentially be used as a tool.

Commercial districts in American cities have mercantile histories often closely tied with the rise of local industries or the flourishing of a cultural group. In Miami, Downtown was the primary commercial center; Calle Ocho grew with successive waves of Cuban immigration over the last fifty years, and Overtown was historically the heart of black Miami.

The demise of commercial districts in American cities has been the product of changes in consumer attitudes, poor planning and development policies, and a cycle of disinvestment that has been hard to break. It’s interesting: Miami and Miami Beach are home to several incredible turnaround stories – Brickell, the Miami Design District, and the nationally known rags-to-riches story of South Beach, to name a few – yet locally, almost no one points to those examples and says “Revitalization happened there! It could happen *here*.” Rather, many of those the team met expressed a different sentiment: “Well *that’s* different.

What happened in South Beach can’t happen here.”

Regardless of the size or scale of the commercial area – Downtown Miami or small neighborhood business district – one of the most common frustrations of revitalization is a “chicken or egg” problem: Local leaders want to recruit businesses people will use, but don’t have sufficient customer traffic to entice a business to locate there. The Main Street approach to revitalization is commonsense and incremental – and it breaks that paralyzing position that often leaves people wondering where to begin.

The Main Street Approach™ says:

Start with your assets and build on them. Historic commercial buildings lend authenticity and the unique “sense of place” that can’t be replicated. In a marketplace where differentiation is everything, real history and authentic built fabric have enormous economic value.

Start small. The only way to succeed at complex objectives – like recruiting businesses or developing vacant land – is to begin with smaller pieces, such as learning about current customers and helping to strengthen existing businesses.

Work comprehensively. Commercial districts are complex – an alchemy of environment and economics. In order for a commercial district to improve, one must approach the task from a variety of angles simultaneously – and *avoid* relying on a single project to bring about a turnaround.

The National Trust for Historic Preservation’s National Main

Street Center developed the Main Street model in the late 1970s. Because of its success and adaptability, the model has been applied to thousands of cities and towns since then. *Working comprehensively* means advancing each of these four points *simultaneously*.

Design projects improve buildings, storefronts, signs, public spaces, traffic and parking function, and visual merchandising. Design programs may also include guidelines and regulations for better management of the district’s appearances.

Promotion activities help change perceptions of the district by building its identity and brand and by holding special events and retail events to attract visitors and shoppers.

Economic restructuring examines the district’s economy – both its businesses and customer base – to uncover opportunities for expansion. “ER” programs help strengthen existing businesses, recruit new businesses, and develop underused real estate.

Organization, in Main Street lingo, means development of human and financial resources to accomplish revitalization. Organization also includes governance of the program, work planning, membership, and internal/external communications.

What is the team looking for? Downtown Miami and Overtown were following the Main Street model by their own initiative before the team arrived. Downtown Miami Partnership (DMP) does not call itself a “Main Street program” but it strategically aims to implement projects in each of the four points.

Commercial Revitalization: Main Street Revitalization in Downtown and Neighborhoods

Overtown recently hired a Main Street manager and the program is in its startup phase. The idea that two districts so vastly different in scale and resources are following the same “manual” speaks to the Main Street model’s adaptability.

In the three business districts the team studied, it looked at three things: density of built fabric, baseline economic activity, and the current organizational infrastructure to undertake a revitalization effort. In the National Trust’s experience, these are all prerequisites for effective revitalization.

Density of built fabric means enough of the original buildings and street patterns to have scale, ‘walk-ability’, and sense of place. Downtown and Calle Ocho meet this test easily; Overtown does not.

Baseline of economic activity means some businesses remain in the business district and some customer base is present. Again, Downtown and Calle Ocho meet and exceed this baseline; Overtown has virtually no economic activity in the area the team studied.

Organizational infrastructure means there is a group motivated to improve the commercial district and dedicated to putting in place the human and financial resources to follow through with a sustained effort. Downtown and Overtown have such organizations in place, while Calle Ocho has a new, informal merchant group that recently started working on promotions.



The team also looked on a city-wide level at whether the Main Street approach could be applied in a coordinated manor to multiple Miami neighborhoods. In the last ten years, three large cities – Boston, Baltimore, and the District of Columbia – have established programs where the Main Street revitalization model is applied to multiple neighborhoods and resources from the city are used to leverage private-sector human and financial resources in the designated Main Street districts.

Commercial Revitalization: Main Street Revitalization in Downtown and Neighborhoods

Strengths

<p>Downtown</p>	<ul style="list-style-type: none"> -Trend toward mixed-use development is increasing -Preservation-based building redevelopment is on the rise, both housing and commercial projects. -Growing market for downtown condominiums; rehab development is increasing in response to that demand. -Downtown is now seen as offering Miami’s most authentic “loft-style” living options. -Retains vibrant jewelry wholesale and retail center – one of the largest such clusters in the country. -Tremendous opportunity for continued revitalization of downtown. Many developers now recognize that preservation-based economic development holds most promise for downtown. -Downtown Miami Partnership has been following a Main Street-type revitalization model. It has worked in a comprehensive fashion to promote downtown, develop “clean and safe” programs, assist and recruit businesses, enhance facades, etc. -The Downtown Development Authority has new leadership and large-scale development plans for downtown and adjacent commercial areas.
<p>Calle Ocho/East Little Havana</p>	<ul style="list-style-type: none"> -Authentic Cuban neighborhood with history of being the place where new arrivals would begin their lives in the U.S. The neighborhood remains stable and middle-class. -Large number of Cuban businesses, including food, apparel, cigars, art galleries, and souvenirs. -Authentic cultural life exists on the street, from Domino Park where the old-timers play Cuban-style dominos all day, to the casual drinking of Cuban coffee while leaning in a café window on the sidewalk. -Density of business on the street: Calle Ocho is a walkable Main Street. Tourists are already seeking out Calle Ocho as a destination in their visits to Miami. Several tour buses come to the neighborhood each day and, by our observation, most of the visitors are not Cuban. -City is assisting in neighborhood revitalization and commercial district management through its Neighborhood Enhancement Team program. Merchants have recently organized to produce “Cultural Fridays,” which draw thousands of people every Friday evening for food, music, and art.
<p>Downtown Overtown</p>	<ul style="list-style-type: none"> -Rich history as heart of Miami’s African American community -Tremendous and engaged activist community which has been working to rebuild the neighborhood

Commercial Revitalization: Main Street Revitalization in Downtown and Neighborhoods

	<p>-The restored Lyric Theater will reopen when public amenity additions are completed in the next several months. The theater will again become a jewel of the neighborhood, bringing new cultural activities to Overtown.</p> <p>-The Black Archives, a tremendous effort to gather African American history and genealogy, is headquartered near Overtown and hopes to move its offices and collections to the neighborhood and become a destination for researchers.</p> <p>-Several ambitious redevelopment plans have been drawn up, all relying on large-scale new construction. An extensive community visioning charrette drew on visions of residents for new development.</p>
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Challenges

<p>Downtown</p>	<p>-For all the planning and attention given to large-scale development projects, much less thought has been given to the fine-grain economic performance of the streets.</p> <p>-Preservation seen by some property owners as an obstacle to revitalization.</p> <p>-Some property owners encounter <i>obstacles to preservation</i>, esp. vis-à-vis building and fire codes.</p> <p>-Much of downtown's retail is "retail of last resort" – poorly merchandised schlock establishments.</p> <p>-Great potential for upper-story commercial or residential use is not recognized by some substantial downtown property owners. This limits viability of historic buildings.</p> <p>-Retail space values are severely depressed. One property owner reported a fall from a high of \$70/sf to \$20/sf.</p> <p>-A Main Street program existed downtown, but it attempted to deal with too large an area without having sufficient resources. Reported disenchantment with the concept of a "Main Street" program, although DMP adheres to key tenets.</p>
<p>Calle Ocho/East Little Havana</p>	<p>-Lack of recognition that preservation-based economic development approach has greatest potential as the basis for Calle Ocho's stable revitalization.</p> <p>-Recent incursion of chain (esp. fast-food) businesses threaten both the authentic Cuban business mix <i>and</i> the traditional pedestrian-oriented character of the district.</p> <p>-Crime – especially illegal gambling – has been a threat. A recent police raid (days before this assessment) shut down three businesses that served as "fronts" for illegal slot machines and gaming activities.</p>

Commercial Revitalization: Main Street Revitalization in Downtown and Neighborhoods

<p>Downtown Overtown</p>	<p>-With the notable exception of the Lyric Theater, virtually no authentic, <i>in situ</i> historic buildings (commercial or residential) exist in the designated Main Street district. Most of the land is vacant; one historic home has been reconstructed.</p> <p>-While several redevelopment plans have been drawn up for Overtown, each exists in isolation. Neighborhood leaders have been unwilling to engage in a discussion with outside developers to reach a viable, fundable development plan.</p>
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Recommendations

Recommendation #1: Use the Main Street approach in many commercial areas; establish a Main Street program in appropriate districts.

There is a difference between a Main Street *program* and the Main Street *approach*. Not every business district can or should start a Main Street program, while most can benefit from applying the principles of the Main Street approach.

A Main Street program requires professional staff dedicated to the commercial district's revitalization. Staff typically reports to a board of directors, and together they draw on talents and resources of (usually) four volunteer committees. The committees reflect the four key areas of the Approach: design, promotion, economic restructuring, and organization. Like the Downtown Miami Partnership, some urban programs rely more heavily on staff than volunteer committees to carry out their comprehensive agenda of work.

Sometimes there are not sufficient resources – or sufficient needs – to start a full-blown Main Street program with staff, board, and committees. But any existing organization or group of community leaders can still apply Main Street principles to their

work, even without launching a program. This means adopting the philosophy of incremental and comprehensive work so that efforts reflect the four Main Street points, even if initiatives are modest or informal in structure.

Recommendation #2: The team does not recommend starting a citywide, multi-district Main Street program at this time in Miami.

While the city has some wonderful candidate neighborhoods, there is no appetite at City Hall for a new program at this time. In addition, Miami neighborhoods do not seem to be clamoring for the city to provide such a program. Rather, if the Main Street approach is to grow in Miami, the team thinks it must come from the neighborhoods. As Downtown, Calle Ocho, or Overtown Main Street efforts demonstrate their successes, they may spur a broader movement in the city to expand the application of Main Street principles to other neighborhoods of Miami.

Downtown

Plans for Downtown Miami exist in abundance and they fall to a complex web of organizations and the City to implement. The City, Downtown Miami Partnership, and Downtown Development Authority all have development visions for the central business district.

Among the drawings and videos and glossy publications, there is no lack of ambition or enthusiasm.

In team meetings with the organizations that lead downtown's revitalization and in our meetings with downtown property owners, the team observed some finer-grain obstacles that should be addressed to foster more effective downtown revitalization.

Recommendation #1: Enlist local rehab-oriented developers to identify obstacles.

In interviews, the team heard about particular life-safety and fire-safety challenges in rehabilitating historic buildings. The team suggests that the city convene a group that includes downtown developers and city officials for a series of two or three meetings. It would be helpful to have a third-party facilitator so the discussion can be structured and focused on obstacles (not people). Meetings should take the following course:

Meeting 1: Identify obstacles preservation-based developers encounter.

Meeting 2: Brainstorm solutions (such as more flexible application of fire codes in historic buildings).

Meeting 3: Create action plans for systematic changes or policy modifications.

Commercial Revitalization: Main Street Revitalization in Downtown and Neighborhoods

Recommendation #2: Create a “preservation development response team” for downtown.

Of the developers the team met who have undertaken rehab projects downtown, they all expressed frustration at the difficulty of doing preservation-based projects in a cost-effective manner. The team recommends creating a response team that can meet with a developer in the planning and construction stages of a project to help it proceed smoothly and yield the best result. The response team should include representatives from city permitting departments, DMP and/or DDA, and building code and fire officials.

Recommendation #3: Educate developers and property owners about the economic value of preservation.

As discussed elsewhere in this report, there are broad misconceptions about the economic value of preservation: that preservation is an expensive nicety rather than a core development principle. Several key downtown property owners the team met remain skeptical of preservation’s relevance to Miami, a city where the growth of the city seems to be based on demolition and building new. As follow-up services to this Preservation Development Initiative, the National Trust, working with the City of Miami, should work first with the professional staff of the DDA. (From our interviews the team knows the DDA has receptive staff and receptive members of its board of directors.) The team believes the DDA is the best platform for engaging downtown property owners and helping to change attitudes and misconceptions about the value of preservation.

Recommendation #4: Create a block-by-block economic

development strategy for

downtown. The team thinks that this task falls to the DMP. Among the many plans for downtown, the team saw none that lays out a fine-grain vision of priorities for building rehabilitations and business development in the downtown core. The team thinks convenience businesses, groceries, prepared foods, and personal services will become critical needs as more housing units come online downtown. But at this moment, no one has laid out a coherent plan of where these businesses should go and how they will be recruited or catalyzed.



A police horse enjoys a Cuban roll.

Calle Ocho

Calle Ocho is already a bustling neighborhood – undiscovered by many outsiders and forsaken by many of the Cuban families who first settled there and later moved out to the suburbs. (Calle Ocho means “8th Street,” Southwest 8th Street being the main commercial drag of East Little Havana.) Tourists are finding their way to the neighborhood; new businesses are opening; the economic base is diversifying to include arts, artisan clothing, and cuisine. And the neighborhood retains a “real place” atmosphere, with locals playing dominos in the corner park or enjoying a coffee on the sidewalk. The team believes Calle Ocho is a

perfect candidate for launching a full Main Street program – if local leaders grab onto the idea.

Recommendation #1: Foster local control of Calle Ocho revitalization efforts. Currently, Calle Ocho receives revitalization assistance through its participation in the city’s Neighborhood Enhancement Team program and this assistance has been a tremendous boost in helping local merchants organize themselves and develop marketing programs and events.

In our experience, a sustained revitalization effort *must* have local ownership and local control. That is, there should be a revitalization organization based in the neighborhood with staff hired and reporting to a local leadership group including merchants and residents. City staff can help foster this transition. City staff can then leverage even more activity in the district by taking on a support or liaison role. The program should be funded locally with supplemental support from the City.

Recommendation #2: Educate Calle Ocho merchants and residents about the Main Street Approach. The merchants the team met in Calle Ocho are enthusiastic about the neighborhood’s potential for rebirth but skeptical about historic preservation (especially what they think they might be “forced” to do) and wary of structured revitalization or Main Street programs. The education of neighborhood leaders should not be about “what you *must* do” but “what you *can* do”: It should be inspirational, drawing on the extensive work of the Main Street program in a variety of cultural-destination neighborhood business

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districts. Through the Preservation Development Initiative, the National Trust can provide some of this start-up information. The neighborhood would then apply for technical assistance from the Florida Main Street program.

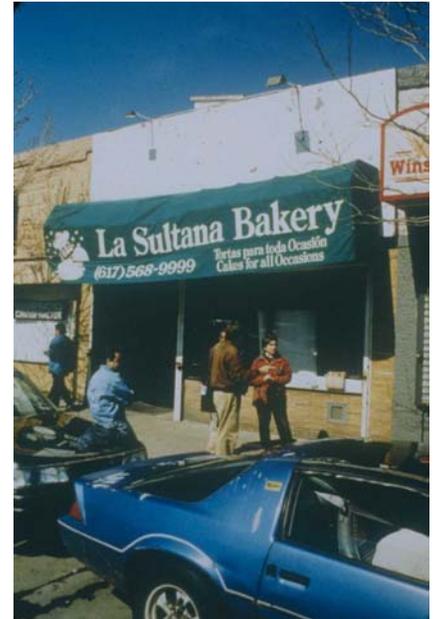
Recommendation #3: Work diligently to avoid the pitfalls of gentrification or strip-style commercial development. Calle Ocho shows signs of creeping homogenization as Subway, Dominos Pizza, and McDonald's line up along the street. If these "I-could-be-anywhere" businesses proliferate, Calle Ocho will lose its authenticity and with it the business district's market advantage. A parallel problem is the potential for the kind of highway-style development which has already obliterated many of Miami's commercial districts. The new fast food chains in the center of the district have thus far built to the lot line and adhered to the neighborhood's scale, but one can easily see a shift to auto-oriented uses and wide curb cuts at the fringes of the district.



Chains proliferate along S.W. 8th Street

Recommendation #4: Build on Calle Ocho's Cuban character as a "neighborhood brand." Just like shampoos and cereals, neighborhoods can use the concept of branding as a component of their image development and marketing efforts. Calle Ocho has the opportunity to draw on its ethnic character (food, arts, language) and its architectural character to use the district's best features to its economic advantage. See the Allston profile, below, as an example.

Recommendation #5: Develop façade improvement guidelines specifically relevant to Calle Ocho's Cuban context. Many neighborhood business districts with strong cultural underpinnings have developed creative design guidelines and façade improvement incentives that foster preservation *and* culturally sensitive improvements. One of the first Main Street districts to do this was the Fruitvale neighborhood of Oakland, California. It has successfully encouraged colorful signs and decorative features that reflect (in Fruitvale's case) its Oaxacan Mexican character. Boston's neighborhoods have also had success in this area. Development of design guidelines will have to come after there is broader local understanding and acceptance of Main Street as an economic development model.



La Sultana Bakery, East Boston - before-and-after

Overtown

Overtown is not a "revitalization project"; too much has been lost. It is a "development project" – the building of a new neighborhood on (mostly) cleared land. Though not a traditional preservation-based Main Street program (there is little besides the Lyric Theater remains), Overtown can continue to employ the Main Street tenets in a non-traditional, new development setting.

Organizationally, community leaders of Overtown have done extraordinary work in envisioning a new future for the neighborhood and bringing the attention of the

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City and private developers to bear. Overtown sits on the edge of Miami's excitement – just blocks from downtown and from a burgeoning twenty-four hour entertainment district – and yet it has not yet reaped the benefits of its location. Planning studies for Overtown are plentiful. For Overtown's immediate future, the team recommends the following:

Recommendation # 1: Compromise on a development plan. Currently, three plans vie for funding and political backing: the Historical Overtown Folklife Village, Sawyer's Walk, and Poinciana Village II. The first two are mixed-use residential and commercial developments; the third is high-density, residential only. In our brief review of the plans for the Folklife Village and Sawyer's Walk, both have merit. The Folklife Village grew out of a grassroots community development process, but it does not currently have financial backing.

In our conversations with neighborhood leaders and developers, no one acknowledges the existence or relevance of alternative development plans. While the team admire the depth of commitment invested in the Folklife Village plan, the team strongly encourage neighborhood leaders to come to the table with the City and the Sawyer's Walk developer to reach a compromise that incorporates aspects of both plans. Without some dialogue, Overtown stakeholders may once again find themselves sidelined as another development moves forward.

Recommendation #2: Promote low-scale and walk able, new development. The team liked aspects of both the Folklife Village and Sawyer's Walk plans that

incorporate low-scale, "new urbanist" approaches.

Recommendation #3: Continue to incorporate the Main Street approach as development proceeds. Main Street principles include:

- a) good building and streetscape design (in this case applied to new construction)
- b) promotion, marketing and image development (before and after build-out), and
- c) economic restructuring: establishing a new set of locally-grown, locally-serving businesses.

Recommendation #4: Seek authenticity in new development. New is fine, as long as it doesn't try to look old or "recreate" something that once existed. Artificial Main Streets are something best left in Disney World. While the team supports much of the Folklife Village plan, the team must note our dismay at the desired reconstruction of some lost local landmarks. When visitors come to a place, they come to experience something real – not to see a replica of something that was. They want to touch and experience buildings or historic places that are authentic. Recommendation #4: Accept what's lost as lost. Overtown's story can be told in other ways through markers, sculpture, and photographs. In fact, it Overtown's history is already being told through the publications and programs of the Black Archives which works to bring Overtown's rich African American past to life.

Both Calle Ocho and Overtown can take advantage of their respective, unique cultural

characteristics to "brand" themselves for visitors and residents.

Case study: Allston Village in Boston, Massachusetts

In a climate different from Miami's, this international neighborhood of Boston reflects some of the flavors of Miami's distinct ethnic neighborhoods. The purpose of this brief case study is to show how a preservation-based Main Street program can be adapted to a funky but (when it started eight years ago) ragged neighborhood – and how Allston used the approach to craft a new image for the district built on the district's inherent strengths and the creative "reframing" of negative associations.

Allston began its Main Street program wondering what it should be: how could it carve out an identity for itself if it was merely an eclectic collection of businesses with no particular strength. It had become home to a tremendous variety of international businesses, esp. restaurants (Greek, Russian, Korean, Brazilian, Italian, Indian, Japanese – and at least two of each!). But it was not just ethnic restaurants, as evidenced in this photo with a Korean and Japanese video store.

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Nor was Allston “just *ethnic*.” Allston sits on the edge of two universities, so it has lots of students along with low-price businesses that appeal to students, such as furniture and hardware. Among its more peculiar offerings is a gift shop that specializes in the macabre.

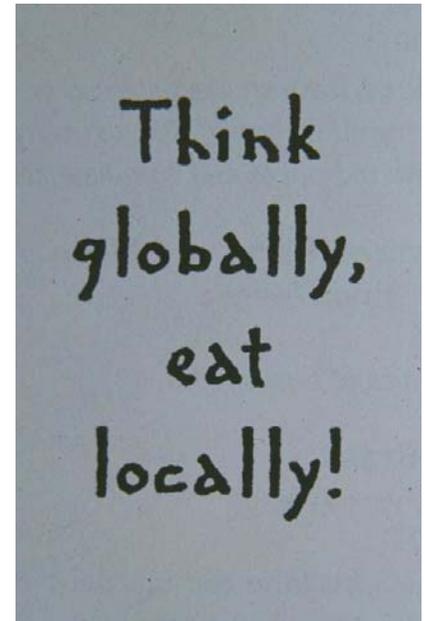


In the beginning, the Main Street program simply decided they would give the district's name a facelift and started referring to it in all references as “Allston Village.” They liked the image of an urban village and they liked the association with “global village.” Then, drawing on the variety of Allston's commercial offerings, Main Street created a tag line, “**It's all in Allston**”, which is repeated everywhere.

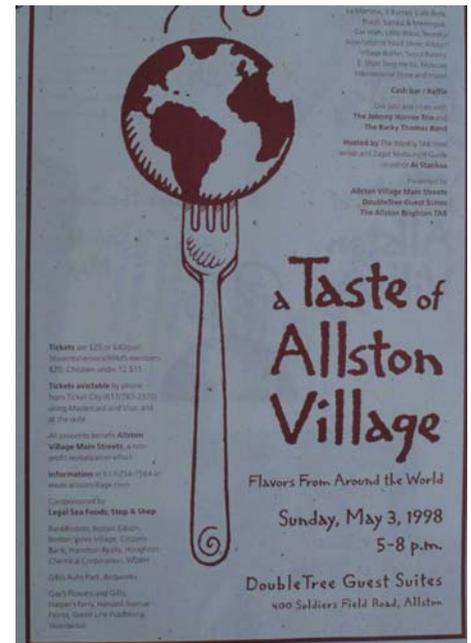


Then they ran a series of ads...
 “Fish or Phish? It's *all* in Allston.”
 (One can buy raw sushi, fresh fish, dried fish, cooked fish, and pet fish in Allston. One can also buy CDs of the rock band, Phish.)
 “Faux or Pho? It's *all* in Allston.”
 (One can buy furniture with faux finishes or materials to create faux finishes... Or one can buy “pho” – Vietnamese noodle soup.)
 It helped that the Main Street manager is a poet.

And then there came a wonderful ad promoting Allston's international restaurants:



A “taste-of” event was an obvious choice:



Custom-design banners say “Welcome” in every language spoken in the neighborhood:

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And building rehabs were preservation-conscious while acknowledging Allston's funky character. In this before-and-after series, note the Viking stove hanging over the entrance in the new restaurant. The second set of photos is a local Irish pub – almost unrecognizable in its new incarnation.



The Miami Legacy Project: A Cultural Heritage Tourism Initiative

When you're living it, it gets more in your mind...

Comment from a history survey participant

The simple observation, "When you're living it, it gets more in your mind," captures the vision for The Miami Legacy Project, a major new cultural heritage initiative proposed for Miami. Miami is a city of incredible resources – a rich and diverse cultural history, community leaders and residents who take pride in and want to preserve the city's heritage, and a reputation as a major tourist destination.

In this section of the report we present Miami with a unique opportunity to create a Miami Legacy Project that will document and preserve the city's heritage and unify numerous projects into a branded, marketable format that will expand visitation, benefit the city economically, and set a standard for cultural heritage tourism programs across the country.

The Miami Legacy Project described in this report envisions creating an unparalleled experience that invites visitors to venture beyond the beaches to immerse themselves in the stories beginning with Miami's settlement and to experience the many cultures by touring the communities, listening to music, dining in restaurants that prepare authentic ethnic food, and purchasing keepsakes that reflect all that is unique about Miami.

Principles of Successful Cultural Heritage Tourism Programs

The National Trust's Heritage Tourism Program has developed five principles to provide guidance for cultural heritage tourism program development. The



Historic Gusman Theater

principles are reflected in the recommendations found throughout this report.

Collaborate. Much more can be accomplished by working together than by working alone. Successful programs bring together partners who may not have worked together in the past.

Find the Fit Between the Community and Tourism.

Balancing the needs of residents and visitors is important to ensure that cultural heritage tourism benefits everyone.

Make Sites and Programs Come Alive. Competition for time is intense. To attract visitors, you must be sure that the destination is worth the drive.

Focus on Authenticity and Quality. Quality is an essential ingredient for all cultural heritage tourism, and authenticity is critical wherever heritage or history is involved.

Preserve and Protect Resources. A community's cultural, historic, and natural resources are valuable and often irreplaceable.

Miami's Current Visitor Profile

The Greater Miami Convention and Visitors Bureau annually tracks visitation to Greater Miami and the beaches, providing an excellent profile of visitor demographics, expenditures, and activities. Based on 2002 statistics, visitors are almost evenly divided between domestic (52 percent) and international (48 percent). A sharp decline in international visitation has been experienced due to the events of September 11, 2001, and due to world events, in particular, the political turmoil in Latin America.

A total of 67 percent of survey respondents identified leisure travel as the primary reason for their visit, while business and convention travel accounted for 12 percent and visiting friends and relatives was identified by 15 percent of the total market. Those taking a cruise totaled 5 percent of the market.

The CVB characterizes visitors to Greater Miami and the beaches in two categories:

High Energy Socialites – Visitors who come looking for activity and adventure

Tropical Relaxers – Visitors who want to "get away from it all," rest on the beach, and perhaps take part in low-key activities

Other visitor data that is critical to consider in developing a cultural heritage tourism program and marketing campaign includes:

- 81 percent stay in hotels; 45.6 percent stay on Miami Beach
- The area draws a primarily young audience:
- 19.3 percent are age 25-34; 38.9 percent are age 35-44; 26.3 percent are age 45-54

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- The average size of a visitor party is two people.
- The average length of stay is 6 days.
- Visitors identified weather, the beaches, and nightlife as the top appeal of Miami. International visitors also indicated shopping as a top draw.
- The Art Deco District/South Beach ranked first (77.4 percent) in visitation.
- Also ranking at the top were the beaches (68.8 percent), Bayside Marketplace (44 percent), and, CocoWalk/ Mayfair/Coconut Grove (31.1 percent).
- Heritage and cultural sites and areas ranked much lower: Museums (10.1 percent), Little Havana (3.6 percent), Vizcaya (0.9 percent).
- Primary domestic visitor origin is from the Northeast (45.2 percent), followed by the South (26.7 percent), and Midwest (20.5 percent).
- 63 percent of international visitors came from Latin America; 42.1 percent from South America.
- 93.7 percent of visitors said they were either extremely satisfied or very satisfied with their visit.
- Traffic was the least liked feature (5.7 percent domestic, 22.5 percent international).

What is Cultural Heritage Tourism?

The sheer volume of travelers interested in arts and history, as well as their spending habits, their travel patterns, and demographics leaves no doubt that history and

culture continue to be a significant and growing part of the U.S. travel experience.

*The
Historic/Cultural Traveler, 2003
Edition*

Travel Industry
Association of America/
Smithsonian Magazine

The National Trust's Heritage Tourism Program defines cultural heritage tourism as: "traveling to experience the places and activities that authentically represent the stories and people of the past and present. It includes irreplaceable historic, cultural, and natural resources."

In the past decade, there has been great growth in heritage travel. In looking at the cultural heritage traveler segment, we can draw three clear conclusions that bode well for cultural heritage tourism development in Miami:

Characteristics of cultural heritage travelers closely parallel those of current visitors to Miami.

A recent study from the Travel Industry Association of America (TIA) and *Smithsonian Magazine* reported in *The Historic/Cultural Traveler, 2003 Edition*, shows continued and growing interest in travelers' desire to experience culture, arts, historic and heritage activities. Among the findings:

- Heritage travel increased 13 percent in 2002 over 1996.
- 81 percent of U.S. adults who traveled in the past year, or 118 million, included a heritage or cultural site in their travels.
- Heritage travelers stay longer – 4.7 nights compared with 3.4 nights for other travelers.
- They are likely to extend their trip – 4 in 10 added

extra time to their trip specifically because of a historic/cultural activity.

- Heritage travelers spend more – an average of \$623 per trip compared to \$457 for other travelers.
- Heritage travelers are more likely to stay in a hotel, motel, or B&B.
- They are more likely to take a group tour – 6 percent as opposed to 3 percent.
- Heritage travelers shop more – 44 percent compared to 33 percent for other travelers.
- 18 percent spend \$1,000 or more on their trips.
- They are looking for unique items that represent the destination.
- Heritage travelers tend to be slightly older.
- Heritage travelers tend to be well educated and are more likely to have a post graduate degree.
- Heritage travelers like variety – 17 percent are likely to take part in four or more activities, as compared to 5 percent of other travelers.
- Florida ranks as the fourth most-visited state by historic/cultural travelers.

The similarity of Miami visitors and cultural heritage travelers – and their length of stay – points to an opportunity to engage those visitors who are already coming for the beaches, weather, and shopping in other activities to experience the area's culture and heritage while in Greater Miami. Additional TIA research shows that travelers are flexible about their plans – often not making decisions about what to see and do until after they arrive at their destination. Applying this data to Greater Miami means the opportunity to promote additional

The Miami Legacy Project: A Cultural Heritage Tourism Initiative

activities and attractions to current visitors. TIA provides the following data on the percentages of visitors who make decisions about the following activities and attractions *after* arriving at their destination:

- Restaurants – 48 percent
- Shopping – 45 percent
- Museum – 26 percent
- Sightseeing tour – 24 percent
- Movie – 16 percent
- Theme park – 15 percent
- Religious service – 14 percent
- Live theatre or performance – 14 percent
- Festival or parade – 13 percent
- Other activities or attractions – 24 percent

There is an opportunity to attract new visitors to Greater Miami and the beaches by targeting the cultural heritage traveler market.

With development of the cultural heritage product and accompanying visitor services, the Miami area is poised to attract additional visitation. By positioning Miami's legacy through appropriate marketing venues, the cultural heritage traveler will become aware that Miami offers a rich cultural heritage experience in addition to the amenities for which it is already known.

Greater Miami's Cultural Heritage Resources: Accomplishments and Opportunities

The history of Miami is a rich, complex story of struggle and survival, enterprise and innovation. The first Native American villages hundreds of years ago, the entrepreneurs who established the tourist town of Miami in the late 1890s, African Americans who came to work on the railroad and

in the hotels, the creation of the Art Deco District in the 1920s and 1930s, and the waves of thousands of Cuban, Haitian, and other immigrants seeking a better life here in the last half of the 20th century are among the multitude of stories that have the potential to fascinate, entertain, and educate visitors.

There is an evident pride in the heritage that has shaped Miami and a demonstrated interest in preserving the city's history and the cultural traditions that were brought by each new ethnic group that came to call Miami home. Efforts to preserve this diverse heritage are many. A few examples include:

- Overtown is the focus of intensive planning to restore the remaining historic buildings and to create a thriving community that will appeal to residents and visitors alike.
- Plans for the Cuban History Museum at the Freedom Tower reflect an interest in documenting the arrival of Cubans in the late 1950s and the way they have transformed Miami.
- The guidebook, *Miami Architecture: A Guide to the Metropolitan Area*, being developed by the Miami Beach Community Development Corporation will offer visitors and residents a way to learn more about the city's unique architecture.
- The new *Greater Miami and the Beaches Heritage Guide* produced by the Greater Miami Convention and Visitors Bureau will provide an outstanding resource to direct visitors to the area's heritage sites.
- The creation of a Cultural Tourism Director position by the Miami Convention and Visitors Bureau several years ago makes a strong statement that developing and promoting cultural resources is essential to Miami's success in the highly competitive tourism market.
- Entrepreneurs such as Urban Tour Host are building tour programs that focus on cultural and eco tours that sensitively and respectfully reflect the culture of the city's ethnic groups and provide a way for visitors to experience these cultures in a way they currently cannot do on their own.
- The Dade Heritage Trust offers a series of Heritage Tours with interesting topics such as a Women's Heritage Trail and tours of the city's early cemeteries. Dade Heritage Days also showcases the city's history to residents and visitors alike.
- Neighborhood events such as Cultural Fridays in Little Havana bring to life cultural traditions and invite participants to enjoy the food, music, and dance that represents the Cuban heritage.
- Established heritage areas and attractions such as the Art Deco District and Vizcaya are already showcasing the area's history and have the potential to partner with

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other heritage attractions to draw a larger audience.

Greater Miami's Cultural Heritage Resources: Challenges

Although Miami boasts a rich heritage and citizens committed to preserving and sharing that heritage, five major challenges must be addressed in the development of a cultural heritage tourism programs:

Absence of Historic Buildings

Much of the historic fabric of the city has been lost – and continues to be lost – due to neglect or demolition for new construction or road development. Overtown is the most glaring example of this loss. Although the area has a remarkable historical story to tell, there is currently nothing for visitors to see beyond the Lyric Theater, which fortunately has been saved and restored. Interpretive signs and brochures cannot compensate for the reality that anyone walking through the area is confronted with vacant lots and a scattering of deteriorating buildings. In other areas, such as the historic neighborhoods of Little Havana, buildings are being destroyed at an alarming rate. Besides the loss of the historic fabric, this also means the loss of the opportunity to develop cultural heritage interpretation in these areas for visitors. Part of the success of the Art Deco District can be attributed to the fact that a critical mass of buildings still existed and were able to be saved and reused; thereby creating an atmosphere that communicates a specific historic message. It is imperative that remaining historic buildings, such as the post office/doctor's building in Little Haiti and the Hampton House in Brownsville, be saved. These

buildings can be used as part of the overall story that is told in each region and can also serve as interpretive/visitor centers.

Need for Product Development

Careful consideration and planning must be employed to develop an interpretive plan for each area of Miami that takes into consideration the absence of historic buildings in many areas and contributes to a holistic story of Miami's history that the visitor can readily comprehend. A comprehensive interpretive plan will incorporate the historical stories each area has to offer and will recommend the appropriate interpretive tools for telling these stories. Museums, interpretive centers, audiotours, guided walking tours, demonstrations, living history presentations, maps, brochures, films, programs, and events are some of the interpretive tools that can be considered. In some cases, such as Little Haiti, it is not the buildings that offer the historical story. Rather, it is the people who live there and their story of escaping from a dictatorial regime and building a new life in the United States – while preserving many cultural traditions – that must be brought to life. This necessitates careful documentation, such as of oral histories, and selection of the interpretive tools that will enliven the story for visitors. (Product development is addressed in further detail in the section "The Miami Legacy Project, Phase Two.")

Lack of Visitor Readiness/Amenities

In addition to developing the historical product, there is a great need to address the issue of visitor services in the areas that are proposed for cultural heritage tourism development. Examples of this issue include:

- **Safety** – Throughout Little Haiti, all of the buildings had bars on the windows and doors. Doors to businesses were locked, requiring visitors to knock and wait for an answer. Business owners looked to see who was at the door before determining whether to open it. Obviously, the window and door bars and hesitancy in unlocking the doors not only create an unwelcome environment, but convey the message that this is not a safe area of town to visit.
- **Appearance** – The proposed development area of Overtown is surrounded by housing projects described as areas where residents have suffered from crime, drugs, violence, and unemployment. In addition to considering interpretive signs and building construction in the heart of Overtown, the problem of trash needs to be addressed in this area, as well as other areas of town. When driving through the area, it is difficult to think about the history because of the distraction of the enormous amounts of trash strewn everywhere. Each area of Miami that is proposing cultural heritage tourism development should be evaluated based on its appearance. In addition to cleanliness, each area's landscaping should be evaluated. Finding only concrete streets and sidewalks – and no greenery or seating areas – is uninviting to visitors.
- **Accessibility and Accommodation** – In

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welcoming visitors to any area of the city, accessibility must be a primary consideration. Today, there are many travelers with special needs that must be accommodated in order to ensure a good visitor experience. Along with landscaping and appearance considerations in Little Haiti and Overtown, other areas of the city, ranging from Little Havana to the Art Deco District, should be evaluated for accessibility for visitors in wheelchairs, with vision impairments, limited mobility, or other restrictions. Placing benches in strategic locations, making sure sidewalks and doorways are cleared to accommodate wheelchairs, providing menus or brochures with enlarged print – or in Braille – all communicate to the visitor a desire to make their experience comfortable while in Miami. Assistance should be sought from a specialist in the Americans with Disabilities Act (ADA) in evaluating the needs and determining appropriate accommodations.

- **Wayfinding** – The Greater Miami CVB offers excellent maps to help visitors navigate the different neighborhoods and business districts in Miami. Additionally, guided tours are offered by various companies for groups. But it becomes a challenge for the visitor who does not obtain a map or decides to just drive through Miami to experience the culture

independently. Major gateways to each community should be identified and marked with attractive, easy-to-read signs. Additional signs should be placed throughout each community to make it easy for visitors to find their way from one area to the next.

- **Amenities** – Cultural heritage travelers, while looking for a unique experience that reflects the culture, also have high expectations for amenities. Restaurants without air conditioning, stores and restaurants without clean restrooms (and enough toilets), stores that are not open on a regular basis, hotels that do not have ATM machines or access to newspapers, and street music that disturbs hotel guests late at night are just a few examples of a lack of amenities that was experienced in various areas in Miami. A priority project should be retention of a consultant to evaluate amenities at hotels, restaurants, stores, and visitor centers that are currently open or are targeted for development.

Historic Preservation and Tourism Have Not Coexisted as a United Philosophy of Development

Perhaps because Miami was originally developed as a “tourist town” in the late 1890s with the extension of Henry Flagler’s railroad into the area and the opening of the Royal Palm Hotel, the mindset of “newer and bigger” was established early in Miami’s history as a tourism development philosophy, excluding a

preservation ethic from city planning.

This tradition of tearing down buildings is especially evident in the text for the new Orange Blossom Trail markers being developed through the city. Out of 26 markers describing sites ranging from the William Brickell Trading Posts to the original building for the First Presbyterian Church, only 6 buildings remain standing. The markers note that some of the buildings were destroyed by fire, but the majority of the buildings were destroyed to make way for newer or larger structures. The Orange Blossom Trail is a laudable effort to document and share some of Miami’s interesting history, but visitors will not travel only to read markers about buildings that are no longer standing.

Fortunately, some significant buildings, ranging from the single Lyric Theater to rows of structures in the Art Deco District have been saved, setting excellent examples for the benefits of preserving historic structures and using them to benefit economically from tourism. Others, such as Hampton House and the Freedom Tower, offer opportunities for saving historically important buildings and sharing them with visitors.

As part of a cultural heritage tourism program, it is essential that a preservation ethic be adopted throughout the Miami area to not only preserve history, but to provide a basis for economic development. Miami’s cultural, historic, and natural resources are irreplaceable elements of a cultural heritage tourism experience. These resources are tangible reminders of the city’s past and are essential in telling that story to visitors. To preserve and protect resources, consider the following:

- **Cost** – What is the financial investment

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required to restore a building, preserve a natural area, or document cultural traditions? What are the ongoing costs of maintenance of these resources?

- **Timeline** – How long will it take to accomplish the preservation and protection of these resources? How does that fit in with the timeline for development of a heritage tourism program?
- **Skills** – What skills are needed? Is a master craftsman needed to restore a historic building? Are environmental experts needed to clean up polluted areas? Is a folklorist needed to interview and document cultural traditions? Is an exhibit developer needed to create new museum exhibits?
- **Preservation and Conservation Plan** – Is there a comprehensive preservation and conservation plan in place? Is historic zoning needed to protect buildings from inappropriate changes? Have qualifying properties received designation in the National Register of Historic Places? Are design guidelines in place? Is a sign ordinance needed to control billboards or other signs? Are there effective controls on development of open space?
- **Long-term Impact** – What are the needs for a heritage or cultural resource that will be receiving visitors? What structural issues should be addressed for historic buildings in order to

address the issue of carrying capacity?

Projects Are Not Part of a Citywide Plan

Many laudable efforts are under way throughout Miami to preserve and promote various aspects of the city's history. The dedication of organizations such as the Black Archives, History and Research Foundation to save and revitalize Overtown, Dade Heritage Trust's commitment to highlighting the loss of homes in Little Havana through purchase and restoration of a bungalow, along with the monuments to freedom fighters placed along Cuban Memorial Boulevard and the remarkable restoration and renewal of the Art Deco District are all evidence of this commitment.

In addition, independent businesses such as the Urban Tour Host are responding to visitor interest in Miami's culture and heritage and are developing creative tours that offer an opportunity to experience the "real" Miami.

The disadvantage in these efforts is that all of the entities are working independently without addressing the need for a unified city plan or the needs of the visitor in understanding Miami's history and being able to easily navigate through the city. It is recommended that a consortium of cultural heritage organizations and agencies be formed to share information and resources and to work together on a citywide plan that will preserve historic resources and benefit the visitor. *(Details on the recommended consortium are outlined in the section "The Miami Legacy Project, Phase One.")*

The Miami Legacy Project: A New Cultural Heritage Tourism Initiative

For a long time, the spotlight has been on only a relatively few people – white, male descendants of Western Europeans. Now the lights on the stage are coming up, revealing for the first time all of the others who have been on the stage all the time....

David McCullough, historian and author

The major recommendation of this section of the Preservation Development Initiative report is that Miami embrace a major new citywide cultural heritage tourism initiative. The program would operate under the title "The Miami Legacy Project." The project will be a comprehensive program that unifies government agencies, nonprofit organizations, neighborhoods, attractions, businesses, and residents in order to:

- **preserve and protect** the city's cultural and heritage resources
- **capitalize on the commitment of city leaders** and residents who are preserving, revitalizing, and promoting Miami's history
- **generate the awareness, support, and involvement** of residents
- **establish an interconnected system** of program development and interpretation that respects the unique aspects of each community
- **address visitor needs** in all product development
- **create and market a "Miami Legacy" brand** that promotes the city and

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identifies sites, tours, events, and other resources that reflect Miami's heritage and culture.

The Miami Legacy Project offers an opportunity to develop a program that will not only unify the city in preserving historic and cultural resources but can garner national exposure by this trendsetting approach to cultural heritage tourism development. Although other cities across the country have developed some components that can be included in the Legacy Project (such as neighborhood tours or publishing architectural guides), no city has yet addressed all of the components outlined in the project description in one unified project. By embracing The Miami Legacy Project, Miami can set the standard for appropriate cultural heritage tourism development that will most likely be studied and emulated by other cities in the years to come.

Because The Miami Legacy Project represents a major initiative, it is recommended that it be developed in the phases outlined in this report. A timeline should be developed for implementation, and it should be noted that there will be some overlap as more than one part of the initiative may be under development at various times.

Phase One: The Foundation

This phase will establish the foundation for subsequent phases by creating a central organization, building community and legislative support, and identifying partners. The estimated timeline for Phase One will be six months to a year. Following are the project elements in this phase and recommendations for building each element.

Recommendation #1: Establish a central organization to manage and direct the project's development.

The establishment of a central organization will be critical to the success of The Miami Legacy Project for many reasons::

- **Creates a sense of unity** – Having all of the stakeholders identified in the project definition work together through an organization that is solely devoted to the success of the Legacy Project will create unity among players who are currently working on individual community projects. Stakeholders listed in the project definition – and others as identified – should agree on the project definition and sign a document stating support for The Miami Legacy Project and its organization and agreeing to work in partnership with other stakeholders.
- **Assures equitable distribution of resources** – A central Legacy Project organization will be equally devoted to the success of projects in each district. The organization will make clear the importance of cultural heritage tourism product development in all of Miami's communities in order to assure success of the program.
- **Provides ability to prioritize** and respond in a timely manner – By documenting each proposed project, whether it be the restoration of Hampton House or the development of an interpretive center in Little Haiti, an organization that represents all stakeholders and projects will be able to

objectively look at timelines for project development, prioritize assistance, and respond to opportunities – particularly those involving funding – in a timely manner.

- **Raises community awareness** – The development and implementation of a media campaign and community education program is discussed in steps 2 and 3. Announcing The Miami Legacy Project as a unified effort will generate media coverage and community support for Miami's culture and heritage.
- **Provides funding assistance** – A central organization will include staff members whose responsibilities include assisting stakeholders in identifying funding from local, state, and federal sources and assisting in the development of grant applications and/or corporate sponsorship proposals. Criteria for receiving these services should be developed to assure that entities seeking funds are able to properly administer expenditures and document results.
- **Serves as a funding recipient** – A central organization, established as a nonprofit, can accept local, state, and federal funds for The Miami Legacy Project that can support overall administration as well as specific projects and marketing.
- **Creates a brand** – Branding is discussed in detail in Phase Three. By establishing an organization for The Miami

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Legacy Project, it will be clear that Miami's culture and heritage is special and will create a "brand" that communicates this message to both residents and visitors.

Example organizational model – Vandalia Heritage Foundation

The Vandalia Heritage Foundation, located in Fairmont, West Virginia, offers an example of organizational structure and goals that can be adapted to The Miami Legacy Project. Although located in a rural setting, the Vandalia Heritage Foundation has a similar purpose of bringing numerous heritage organizations together to work toward preservation of heritage and culture for the benefit of residents and visitors and to drive economic development.

The Vandalia Heritage Foundation was formed in 1998 with the assistance of West Virginia Congressman Alan Mollohan. The mission is "to collect, preserve, and communicate family, local, and regional history in a variety of venues."

The foundation operates with a staff of experts in preservation, governmental administration, etc. A board of directors oversees the foundation's work and includes local leaders with varying areas of expertise related to the mission and projects. Each partnering community has a local advisory committee that oversees local projects and participates in the larger vision through the foundation.

Areas of focus include preservation of the built environment, collection and preservation of archival and genealogical materials, historical documentation through recorded oral histories, establishing a legacy site in each county to serve

genealogical researchers and visitors, and workshops on genealogy and oral history and archival collection.

Projects targeted for assistance from the foundation are selected based on the local community's plans and the foundation's larger vision of preservation and economic revitalization. Current projects range from restoration of an opera house in the small town of Thomas and renovating an old country store in the Aurora community for use as a genealogy center, artists' studio, and museum of local history to restoration of a railroad station and hotel in Grafton.

The foundation staff identifies federal and state funding sources and assists the local partners in applying for grants or developing proposals for sponsorships. Staff also assists in the management of grant funds to ensure that local partners fulfill the requirements of any funding they receive.

Further information can be found at www.vandalia.org. The foundation's executive director is Laura Kurtz Kuhns: lkuhns@vandalia.org or 304-368-1555.

Recommendation #2: Copyright and register The Miami Legacy Project

As the project develops, it should become a desirable entity for historic sites, tours, cultural events, etc., to be associated with the project. As discussed later in the report, there are two main uses of the "Legacy" name that will benefit cultural heritage tourism:

- **Designation of sites, events and programs** – Sites, events, programs, tours, etc., can use the "Legacy" logo as an endorsement of their project upon meeting criteria of authentically

representing heritage and culture

- **Branding** – As the Greater Miami CVB markets the city's heritage and culture, promoting "Miami Legacy" sites, events, etc., will make these entities recognizable and desirable to the visitor.

It is recommended, therefore, that the name "Miami Legacy Project," the term "Legacy Center," the Legacy logo and any other variations of the project name be copyrighted to prevent unauthorized use by entities that have not met the criteria. Copyrighting can also have the effect of creating desirability; it can encourage all entities to strive to meet the highest goals of authenticity and quality in return for the privilege of using the logo and being associated with The Miami Legacy Project.

Recommendation #3: Develop and implement a community education program.

Community awareness, support, and involvement is essential for success in cultural heritage tourism. A community education program can achieve many goals including:

- Increasing knowledge of local history
- Instilling pride in local residents about their city's heritage
- Offering an opportunity for residents to state their desires about balancing local and visitor needs
- Recruiting involvement from residents as volunteers and employees

Several steps can be included in a community education program:

- **Official announcement** – Design a special event announcing The Miami Legacy Project. The

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mayor, other elected officials, and project leaders can unveil the project including goals that will benefit residents and tourists. Visuals such as drawings of Legacy Center prototypes, a Legacy Project logo, a PowerPoint presentation and other materials will attract increased interest. The announcement should be open to the public and all local media. Visuals used in the unveiling can be used again in public meetings and by the speakers' bureau and reproduced through the media.

- **Honorary chair** – A celebrity or well-known local resident could be recruited to serve as honorary chair for the project. The chair could help raise awareness through appearing at the official announcement ceremony, being quoted in press materials and recording public service announcements.
- **Public meetings** – Schedule a series of public meetings in each community. Include a presentation on cultural heritage tourism that talks about national trends, economic benefits, etc. Explain The Miami Legacy Project. Devote most of the meeting time to seeking feedback from residents: How do they feel about developing cultural heritage tourism? What parts of their community's history would they like to share with visitors? What areas would they like to keep just for residents? How many visitors can they handle and what about groups

and individual families? Do they want people arriving on a regular basis or to only promote special tours and events? Questions like these will yield important information that can be used in planning, and they also make it clear to residents that their opinions and involvement matters.

- **Recruit involvement** – Develop a list of involvement opportunities for residents such as volunteering at events, serving on committees, and researching history. Circulate this information with sign-up sheets at public meetings and through the local media as well as through other channels to encourage involvement.
- **Speakers' bureau** – In addition to public meetings, the organizational committee should put together a speakers' bureau that is available to address civic organizations and other groups in Miami. Build a database of organizations and send announcements about the Legacy Project and availability of speakers to come and talk about the project.
- **Newsletter or e-mail newsletter** - Once databases are created, a regular newsletter – either printed or sent through electronic format – can be developed and distributed on a regular basis. The newsletter should contain information on upcoming projects, ways to get involved, new partners, and other information to convey the message that the project is moving forward.

- **Local media campaign** - The local media will be a key partner in communicating the goals and successes of the Legacy Project. A media campaign will include many facets such as:

- 1) Press kit – Include general information on the overall project as well as any specifics that are available on individual projects. Include all visuals developed for the unveiling.
- 2) Communications spokesperson – The Miami Legacy Project organization should hire a communications specialist to serve as the spokesperson for media inquiries. It is important that the project have one spokesperson through whom all media communications are channeled to ensure a clear message and to make it easy for media to access the information they need.
- 3) Database – Research and develop a complete database of local media for print, radio, and broadcast throughout Miami of reporters and editors who are interested in covering the

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project and its developments. Contact editors to see if they will assign specific reporters so that relationships may be established along with a thorough understanding of the project.

- 4) Media plan – The communications director should develop a media plan that includes regular announcements to the media, media advisories, editorial boards, and photo opportunities to keep the project in the forefront.
- 5) Invitations – Invite media contacts to attend all meetings and events from the unveiling and public meetings to presentations by the speakers' bureau.

Recommendation #4: Develop and implement a program to cultivate legislative support at the local, state, and federal levels.

As the cultural heritage tourism industry segment grows, so does its importance with legislators. Cultural heritage tourism programs are traditionally part of a government agency's annual budget derived from taxpayer funds, but a growing number of programs and initiatives receive funds directly by legislative appropriation. Funding is only one way, though, that legislators demonstrate their support of the industry. They also provide support for national agendas and bills that impact the ability to protect,

develop, enhance, market, and sustain cultural heritage tourism activities and assets.

The following tips are provided to assist in developing a legislative strategy for The Miami Legacy Project and are based on long-term successes of other organizations.

- **Focus on the benefits.** Jobs and economy are the primary focus for most legislators. Validate their spending on special projects or new programs.
- **Assertions are good, but facts are better.** Independent research statistics validate an appeal. If no local or state statistics are available, consider funding – or joining with other entities – to fund the necessary market research.
- **Invest in the process.** Understand the human and financial investment required to prepare, implement, and maintain a legislative strategy. Budget for the out-of-pocket expenses required to conduct a worthwhile strategy: travel, entertainment, cost of a professional lobbyist, market research, etc.
- **Know there are no guarantees.** If the time invested does not result in additional funding or desired action, it will help lay the foundation for future strategies, identify areas of weakness, provide a list of lessons learned, and recognize the key players.
- **What you ask for may not be what you get.** Sometimes best-laid strategies change, especially at the last minute. Understand that you may have a wish list

but it may be modified because of other special interests, collaborations, or political agendas.

- **Get to know your legislators.** What are the key issues or interests of legislators? Research how they voted on key issues, bills or cultural heritage tourism-related programs. Learn about their values and political views, especially with regard to community development, tourism, and arts/culture/history.
- **Publicity counts.** Legislators pay attention to the news, especially what appears in editorials of capital city newspapers or articles generated in their hometown press. If you make the news – anytime of year – make sure legislators get a copy for reference to keep you, and your agenda, “front of mind.”
- **Use your competition to help “make the case.”** Do neighboring states or cities have better-funded cultural heritage tourism programs? What kind of impressive results have they experienced? Find out what the competition is doing, how they are doing it better, and use this ammunition to gain support – and funding – for your program.
- **Take initiative.** Include legislators on mailings, ask them to attend events and industry functions, and invite them to serve on committees or boards that warrant their time and prestige.
- **Rally friends, colleagues, and unlikely partners for support.** Enlist the support of constituent groups that

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support your cause. Ask local residents to support your cause – their testimonials speak volumes to legislators. Educate other potential partners that may have similar agendas or can create mutually beneficial programs. Meet with other groups that have a legislative agenda to determine if you can work together to design win-win strategies that leverage both of your resources toward a common goal.

(This list is adapted from information provided by Bruce Fraser, Executive Director of the Connecticut Humanities Council, and Dan Shilling, Executive Director of the Arizona Humanities Council, for the *Share Your Heritage* curriculum produced by the National Trust's Heritage Tourism Program.)

Recommendation #5: Compile a comprehensive database of cultural heritage resources in Miami.

In order to develop priorities and identify funding needs for The Miami Legacy Project, a comprehensive database of cultural heritage resources should be developed. The database will include detailed information on sites, events, attractions and organizations. The database will provide a clear picture in two categories:

- Current Status – Identify which cultural heritage resources are currently available to visitors. This will include activities such as South Beach walking tours or sites like Vizcaya that are already open and operational.
- To Be Developed – Identify cultural heritage resources that could be developed including sites

and stories. This could include such sites as the Hampton House or Freedom Tower.

In preparing to develop the database consider the following:

- Who will develop and implement the inventory?
- How will information be gathered? Mailing or e-mailing forms, distribution of forms at public meetings, telephone?
- How can the database best be set up for cross referencing, updating, and ease of retrieving information?
- Who will maintain and update the database?
- What financial resources are needed and where can they be obtained?
- What equipment (computers, software, office space) is needed?
- How will users (such as the Miami CVB) access information from the clearinghouse to incorporate into their programs and promotions?

The inventory format should meet the project's needs and budget. A database can include the following information:

Administration

- Date information was collected and entered in database
- Name of person collecting information
- Name of site/organization/resource
- Contact name, title, street and mailing address of site/organization, phone, fax and e-mail address

Site/Organization/Resource Information

- Product type – site, organization, event, tour, resource; include a 50-word description outlining the relevance to cultural heritage tourism
- Current status – site open to the public (list hours/days of operation, admission fees, etc.); organization operational (e.g., historical society that has walking tours and a good volunteer base); historical story fully researched, annual event celebrating culture well established, etc.
- To be developed – historical story identified but needs further research, site identified but needs restoration, etc.
- Relevant themes – historic, cultural, ethnic, etc.
- Location - map the location of the site, tour or event

Operation and Development

For organizations:

- What projects do they currently have or can they develop related to cultural heritage tourism, i.e. tours, programs, or events.
- Do they have staff and volunteers who can become involved?
- Do they have financial resources or access to grants or corporate sponsorships that can assist the project?
- Can they help with the local awareness campaign?

For development of tour itineraries:

- parking rates and availability: auto, motorcoach, bicycles, other vehicles
- hours/days of operation

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- admission fee, if applicable
- special tour rates; group rate available; wholesale rate for receptive tour
- operators; complimentary admission driver/tour guide for groups
- visitor services available: rest rooms, gift shop, restaurant, other
- target customer is for the site/event
- when are visitors *not* wanted?
- what is daily/annual carrying capacity (the maximum number of visitors the site/event can host without creating a negative impact on resource or negative visitor experience) ?

Marketing

- What are current marketing strategies for the site, event, program, tour, or activity?
- Is it marketed to both locals and visitors?
- Can the Legacy Project be incorporated into marketing?
- What current visitation information is available for individual sites, events, and programs?

Recommendation #6: Identify and recruit partners to join the Legacy Project

Numerous partners will be required to achieve success with The Miami Legacy Project. A core steering committee should first be established to guide the process of developing the organization and the action plan. The committee may include partners such as the Dade Heritage Trust, Miami CVB, Black Archives, History and Research Foundation, city of Miami, Miami Beach CDC, and others. The steering committee should make it a priority to identify

partnering organizations and businesses in each district throughout Miami.

To select the appropriate partners, consideration should be given to what resources are needed. Resources will be needed in every aspect of the project including developing the organization, building community support, determining projects, researching and documenting historical data, determining funding sources and securing funding, developing new marketing campaigns, restoring buildings, developing interpretive centers, creating programs and events, designing collateral materials, and many other activities.

To effectively identify and utilize assistance from project partners, a partners' database should be created to complement the cultural heritage resource inventory. A database can include the following information on each partner:

- Name of partner organization, address, phone, etc.
- Contact person at partner organization
- Description of partner organization – type of business: tourism-related, heritage-focused, etc.
- Programs, services, and other resources offered by the organization
- Funding assistance available – requirements for application for funds
- Staffing/volunteer assistance available through organization
- Commitment – has organization committed to partner on the Legacy Project?
- Attach letter of commitment from organization and date of joining Legacy Project

As partners are identified, be sure they are added to a mailing list to receive the project newsletter and invitations to events and other activities. Partners should also be recognized in the newsletter and through other venues such as being asked to serve on the speakers' bureau or being included in ribbon-cutting ceremonies.

Phase Two: Product Development

The second phase of the Legacy Project is focused on the development of the cultural heritage tourism product that will be offered to visitors to Miami. There is a great need to focus on product development – the actual sites, interpretation, programming, and events that visitors will experience – and for attention to the necessary visitor services to make the experience enjoyable. This phase can take several years and, in reality, will be an ongoing project to continue developing resources and services for visitors and to maintain existing sites and services. All of the interpretive tools and new products that are discussed in this section should be branded as “Legacy” sites, tours, and events to convey that they are part of the city's Legacy Project and are endorsed as authentic representations of the city's heritage. (Authenticity and branding are discussed later in the report.)

Approaching this challenge in a holistic manner – through a comprehensive Miami Legacy Project – the following steps are recommended:

Recommendation #1: Establish a Miami Legacy Center in each community.

Legacy Centers will be the centerpiece of The Miami Legacy Project. Each unique area of Miami – Little Haiti, Liberty City, Little

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Havana, Coconut Grove, Art Deco District, Downtown, Brownsville, etc. – will select a building (preferably historic) to serve as a Legacy Center and will design the center to reflect the special ethnic culture and heritage of that area of the city. A Miami Legacy Center is intended to serve several purposes for the visitor:

- To provide a starting point for visiting a particular community
- To provide visitor services such as restrooms, gift shop, and café
- To offer interpretive exhibits that provide an introduction to each community's history
- To offer ticket sales, coupon booklets, or vouchers for attractions, restaurants, and other sites
- To serve as the location to obtain maps, brochures, or audio tours
- To serve as the starting point for guided or self-guided tours
- To serve as a location to host special programs, lectures, performances, or events that reflect the community's heritage and culture
- To serve as an information center to inform visitors about Legacy Centers, sites, and activities they can experience in all of Miami's districts.

Development of a Legacy Center for each community will be a pivotal part of the success of The Miami Legacy Project. It will require the cooperation of the planning organization as well as city and county officials and will require significant funding from local, state, and federal sources to establish and maintain the centers. Approaching the centers as a cohesive project will enhance the

opportunity for success in developing a product that will appeal to visitors and will most likely have more appeal to major funders because of the potential for significant recognition. Among the decisions that will need to be made are:

- What will be the location of the Legacy Center in each community? Are historic buildings available (such as the Post Office in Little Haiti, Freedom Tower in Little Havana, or Hampton House in Brownsville) that can be restored and used for this purpose?
- Are there existing visitor centers/museums that can be adapted to become Legacy Centers or that already meet all the criteria to achieve this designation (such as the Miami Beach Visitor Center)?
- What are the interpretive and visitor service components that will be developed for each center? Will the work be bid out as a collective unit (more cost effective) or will each community retain the needed developmental services individually?
- What is the cost of each center? What are sources of funding? How can the planning organization assist and guide raising the necessary funds?
- How will the centers be staffed? Volunteers? Paid staff? A combination? Can one "director" on the staff of the planning organization oversee the centers?
- What revenue generating programs can be put in place to provide funding for the ongoing maintenance of the

centers? Tours? A percentage of ticket sales? Lectures? Gift shops? Cafes?

- What will be the overall operating budget for each center? Will the city or county provide some of the funding for maintenance?

Recommendation #3: Develop an interpretive plan.

An interpretive plan should be developed that will outline the methods for sharing the many stories of Miami's heritage and culture with visitors. The plan should include a section for each of Miami's ethnic communities – including Hispanic, Haitian, African-American, Jewish, and Asian – and highlight important historical events in each.

The establishment of Legacy Centers will be a significant step toward addressing the challenge of providing places where tourists can learn about and experience Miami's heritage and culture. Other interpretive tools should be considered as part of the overall interpretive plan. Among these may be:

Historic Sites and Museums –

Some excellent historic sites, such as Vizcaya and Deering Estate, are already key attractions for visitors. Are there other historic sites that could be developed? A few that require special attention for development and interpretation include:

- **The Miami Circle –** Described in the Cultural Guide as a prehistoric setting for a council house or temple for the Tequesta Indians, this historically significant site is in a high-traffic location that could easily attract the attention of visitors. Development of the Miami Circle as an interpretive site could

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include a small museum, tours, programs, and the opportunity for visitors to watch archaeologists as they excavate and talk with them about their discoveries.

- **Hampton House** – This nondescript hotel, which opened in 1954, was a social center for notable African American celebrities and political figures ranging from Sidney Poitier to Martin Luther King, Jr., who stayed there during segregation and in the years following until it closed in 1974. Although current plans call for restoration of the building as a retail, office, and meeting space, consideration should be given instead to using the site as a museum to tell the story of the struggle for civil rights and the events that occurred in Miami. An example that could be investigated is the National Civil Rights Museum in Memphis, Tennessee. The museum opened in 1991 at the Lorraine Motel where Martin Luther King, Jr., was assassinated. The hotel and adjacent museum are managed by the Lorraine Civil Rights Foundation and include exhibits, programs, and special events focusing on the civil rights story. Information can be found at www.civilrightsmuseum.org.
- **Cemeteries** – A number of cemeteries, including the City Cemetery, the Bahamian Cemetery on Charles Avenue, Evergreen Park Cemetery, Woodlawn Cemetery, and others, can provide an

unusual opportunity for visitors to learn about early Miami residents, their contributions to the city's development, and burial customs of various cultures. Interpretive signs could be placed at the cemeteries to provide information on people who are buried there, on the customs reflected in different types of graves and tombstones, and the establishment of the cemetery. Living history cemetery tours – where actors in costume assume the character of those buried at the cemetery and talk about their lives – are currently very popular with residents and visitors in many cities.

- **Freedom Tower** – Plans for this imposing building call for its restoration and for creation of a museum to tell the story of Cuban refugees. The building lends itself to serving as a Legacy Center, and the development of a museum with exhibits, programming, and events will greatly enhance the ability to tell this important story in Miami's history.

Interpretive signs, wayside exhibits, and kiosks – The Orange Blossom Trail, currently being developed by the city of Miami, will place more than two dozen historical markers around the city telling of important historical sites ranging from the Brickell Trading Posts to the first Miami High School building. These signs offer a tremendous step forward in interpreting Miami's history. In addition to these signs, consideration should be given for further development of this interpretive route to include wayside exhibits and kiosks throughout the city. Interpretive

signs could include photographs of people and buildings, and images of letters, diaries, and other documents. Wayside exhibits and kiosks, if placed in protected locations, could also include audio interpretation through recordings of oral histories, music, speeches, etc., that are retrieved by pushing a button. An accompanying map should be made available to visitors to find their way along the interpretive route.

Citywide Audio tour – The Miami Beach Community Development Corporation has drafted an outstanding publication, *Miami Architecture: A Guide to the Metropolitan Area*, which provides architectural and historical information on noteworthy buildings throughout Miami. When completed, the publication will serve as a resource for residents and visitors to learn more about the city. This publication could also serve as the foundation for developing an audio tour of Miami's architecture and history. The audio tour – available as both a cassette and CD – could be purchased by visitors at any of the Legacy Centers. Visitors can then use the audio tour in their cars to guide them around the city. The audio tour should be a lively piece that entertains and educates travelers and encourages them to continue their journey. The services of a historian and/or folklorist as well as a scriptwriter will be needed for this project. Contents should include:

- **Music** – Locally performed and recorded music can be included throughout the tape/CD as background sound. Songs can also be played in part or in their entirety at specific portions along the tour route.
- **Narrative** – A narrator can guide visitors from one stop to the next, providing a historical narrative, telling visitors what they

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are seeing and why it is significant to Miami's culture and history.

Securing the services of a celebrity as narrator will enhance the appeal of the tapes.

- First-person experiences – Interviews with locals discussing their particular culture – crafts, music, customs – or their memories of coming to Miami or significant events in the area's history should be included throughout the tape or CD.

Neighborhood Tours – Cultural heritage travelers seek to explore and learn about what is “real” in the cities where they visit, and neighborhood tours offer a way to achieve the experiences they desire. Readying the neighborhoods for visitors – in particular addressing visitor services and hospitality issues – will be critical to the success of any tours that are developed. Urban Tour Host, a local Miami company, has already made an excellent start in bringing small groups to Little Haiti, Little Havana, and other neighborhoods for a behind-the-scenes look at these cultures. As interest grows among visitors, neighborhood tours can be an excellent way to impact the local economies and encourage preservation of the culture. Tours may include:

- Ethnic history – Anecdotes and historical documentation can be woven together into an entertaining and educational presentation about the settlement of the ethnic group in a particular neighborhood – why they came to America, why they came to Miami, stories of individuals and families and their struggles, contributions to the city's economic

development, traditions that are maintained, etc.

- Demonstrations – A local artist who practices the art that is traditional to his/her culture, a choir that sings hymns from its country of origin, a housewife who prepares traditional ethnic foods, could add a highlight to a tour and provide real insight into the ethnic group's culture and heritage.
- Restaurants and shops – Neighborhood “hangouts” can provide a memorable stop for an ethnic meal or to purchase a souvenir that represents the neighborhood and ethnic group.

Several cities in the United States have developed successful neighborhood tours including Chicago, Washington, D.C., Houston, and New York City. Information on Chicago's tours can be found in the addendum to this report. Additional information can be found at the following web sites: www.chgocitytours.com; www.culturaltourismdc.org; www.houston-spacecity.com; and www.nycwalk.com.

Programs and events – The success of special events such as Cultural Fridays in Little Havana and the Miami Architecture lecture series produced by the Miami CDC point to the interest among both visitors and residents in learning about the city's history and experiencing the culture. A full slate of programs, events, and activities allows for the packaging of tours that include visiting sites, taking an audiotour or guided neighborhood tour, or attending a special event or a behind-the-scenes lecture. As the Legacy Centers are developed, they will provide a venue for promoting as well as hosting special events and programs.

Recommendation #3: Compile historical documentation – To ensure authenticity, a historian and a folklorist should be engaged to assist with the following:

- Complete historical research and document information that will be needed in creating the interpretive plan
- Locate primary documents such as letters, deeds, official records, photographs, diaries, and other materials that can be utilized in exhibits or copied for use in interpretive signs
- Conduct oral histories with residents who lived through or remember hearing about significant events in Miami's history
- Document unique customs, traditions, and folkways of Miami's ethnic groups
- Check for accuracy of information currently being conveyed to visitors through museums and tours
- Assist in the development of interpretive text, tour guide scripts, collateral materials (brochures, maps, etc.), and marketing pieces.

Recommendation #4: Create authenticity guidelines and certify legacy sites, events, tours, etc.

There is an old saying that “truth is stranger than fiction.” In reference to cultural and heritage sites, perhaps it would be better expressed as “truth is more *interesting* than fiction.” Visitors have a right to expect that they are being told the truth when they travel to an area that promotes its heritage. The Miami Legacy Project should insist on quality in every area of interpretation to

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ensure an authentic experience for visitors.

Logo development – In order to identify Legacy Centers, as well as sites, events, tours, and programs that meet the criteria for designation, a logo representing The Miami Legacy Project should be created. For those who meet the criteria, the logo can be used on brochures, banners, advertising, and signs to identify the site, event, tour, or program as a place to learn about Miami's heritage and culture. The logo can also be used as part of the branding and marketing campaign that is discussed in Phase Three.

Authenticity and quality: A Matter of Ethics – The American Association of Museums (AAM) created a Code of Ethics to promote integrity within the museum community and to provide the public with guidelines about what to expect from museums. These guidelines can be applied to every area of interpretation for the Legacy Project:

- Programs support its mission and public trust responsibilities
- Programs are founded on scholarship and marked by intellectual integrity
- Programs are accessible and encourage participation of the widest possible audience consistent with its mission and resources
- Programs respect pluralistic values, traditions, and concerns
- Revenue-producing activities and activities that involve relationships with external entities are compatible with the museum's mission and support its public trust responsibilities

- Programs promote the public good rather than individual financial gain

Example: Lancaster, Pennsylvania authenticity guides

A program similar to one established in Lancaster, Pennsylvania, could be developed to address authenticity issues and offer the best cultural heritage experience for the visitor. Recognition of authentic sites through special designation and marketing efforts could encourage those that are not currently providing authentic interpretation – or those are that under development – to focus their interpretation on authenticity.

Lancaster was one of the first cities in the United States to create authenticity guidelines to qualify heritage sites and attractions. Organizers defined an *authentic resource* as a site, service, or event that reflects a community's cultural heritage. A resource shows evidence of authenticity through the survival of features that existed during its period of significance and through its association with historic events, persons, architectural or engineering design, or technology. Different criteria were developed for each type of authentic resource:

A Heritage Site is a landscape, streetscape, building, object or collection of objects that meet the Authenticity Guidelines established by Lancaster County Heritage. In order to be eligible for designation, a resource must also be open to the general public with regular established hours and must directly interpret some aspect of Lancaster County's heritage. Evidence of authenticity is strengthened by listing in, or eligibility for listing in, the National

Register of Historic Places. For an object or collection of objects, evidence of authenticity is strengthened by interpretation that meets professional curatorial standards.

A Heritage Service is a research facility, tour, lodging facility, or dining facility that meets the Authenticity Guidelines. In order to be eligible, a resource must also be open to the general public with regular established hours and must directly interpret some aspect of Lancaster County's heritage. Authentic interpretation conveys information about a community's cultural heritage through an accurate, objective portrayal of people, sites, places, or events. This information must be made available to visitors through signs, printed materials or other media, exhibits or tours.

A Heritage Event is an activity that meets the Authenticity Guidelines. In order to be eligible, an activity must be open to the public, must be scheduled on a regular basis at least once annually, and must directly interpret some aspect of Lancaster County's heritage. A Heritage Event is classified as one of two types:

A Traditional Heritage Event is a commonplace activity that is rooted in local culture. This activity must demonstrate a clear relationship to the cultural tradition being expressed and must be promoted accordingly.

An Interpretive Heritage Event is a staged activity reflecting cultural tradition and designated to be educational. This activity must clearly indicate the historic time period, season of the year, and location being interpreted and must be promoted accordingly.

Lancaster organizers next designed a logo to identify a site, service, or event representing Lancaster's heritage in an authentic manner. Those receiving

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authenticity designation may use the logo in banners, brochures, signs, advertisements, or in other ways to identify their site, service, or event as authentic. County tourism promoters highlight these sites in their promotions and inform visitors to look for the logo as a sign of authenticity. (Authenticity Guidelines: Lancaster County Planning Commission, Lancaster, Pennsylvania. For more information see www.lancastercountyheritage.com)

Recommendation #5: Address visitor services needs.

Safety, appearance, accessibility, way-finding, hospitality, and amenities are essential to accommodate visitors and create the level of comfort they require.

According to the famed Maslow's Hierarchy of Needs, all people have a hierarchy of needs ranging from basic (food, water, and shelter) to safety, social (love and friendship), esteem (external and internal) and self-actualization. A slightly adapted version of this ranking reveals a Traveler's Hierarchy of Needs:

- Physiological – restrooms, food, accommodations
- Safety and security – knowing where you're going and feeling safe in your new environment
- Social – a warm welcome from locals
- Esteem – experiencing and enjoying the place while touring, shopping, sightseeing
- Self-Actualization – making a meaningful connection to the place, understanding its history, getting to know the locals, an experience that has lasting impact

As made clear in this ranking, a visitor's basic needs – visitor services – must be met before he

or she can become engaged with the location and have a memorable experience. In order to develop a plan to meet these needs in previously unvisited areas of Miami, an evaluation of each community should be undertaken. Evaluation forms can gather information on the current state of basic services, hospitality, accessibility and amenities. From these evaluation forms, the plan can be developed to address these needs. Action steps may include such activities as:

- Increasing security presence by having security guards or "hospitality ambassadors" stroll the community's streets to answer questions or give directions to visitors
- Removing bars from windows and unlocking doors of businesses
- Hosting clean-up days to remove litter from streets and parking lots
- Placing garbage cans to collect litter
- Developing green spaces in communities that currently have only paved streets and sidewalks.
- Implementing ADA recommendations to provide accessibility for wheelchairs, interpretation for the visually impaired, etc.
- Placing directional signs throughout neighborhoods to make it easy for visitors to find their way around
- Placing ATM machines, newspaper racks, other public amenities in highly trafficked areas
- Creating a hospitality training program to let locals know what cultural heritage travelers are looking for and how to interact with the traveling public

For product development/visitor services assistance consider sending representatives from Miami to workshops conducted by the National Trust's Heritage Tourism and Main Street programs entitled, "The Business of Tourism." Workshop topics include tourist-related customer service, the importance of souvenirs and products, how to encourage local product development, identifying business strengths and weaknesses, and development of an action plan.

Phase Three: Branding and Marketing

Miami is fortunate to have a progressive, professional convention and visitors bureau that not only promotes what is already developed, but supports development of new products that will enable them to enhance the city's image even more and to attract new visitors.

The CVB's marketing focus conveys the image of Miami as an upscale, sophisticated destination with lots to see and do – ranging from enjoying the nightlife to relaxing on the beaches to experiencing the city's many different cultures. The CVB also conducts research that provides a clear picture of the current audience as well as travel trends that enables them to target the appropriate audience and respond to changing travel trends quickly.

The CVB is also to be commended for the recognition of the need for a cultural tourism director who coordinates activities and attractions throughout the city and maintains visibility for Miami's heritage and culture in all planning and promotions.

Currently, the CVB has two major initiatives underway that make a

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significant contribution to cultural heritage tourism:

- *Miami Heritage and Culture Guide* – When completed, this 80-page, 4-color publication will be the definitive resource for visitors to learn about the city’s heritage and culture. The guide is intended to both fulfill inquiries from prospective visitors and to entice visitors to Miami.
- Tourguide training – This innovative program requires all of Miami’s tourguides to take a training class to learn about the city’s history and pass a rigorous test to ensure that all tours are accurate. The program sets a laudable standard of authenticity.

The Miami Legacy Project can incorporate these two initiatives, and as the infrastructure is further developed, the CVB can incorporate the project itself into all marketing and promotional efforts. This can be accomplished through:

Branding – The CVB is in the unique position to brand The Miami Legacy Project – and all accompanying Legacy Centers, Legacy Sites, and Legacy Events – to the travel trade industry and directly to visitors.

- Logo - By incorporating the logo into advertising and collateral pieces, “Legacy” can become a familiar symbol to travel planners as well as visitors.
- Message – The CVB is also the appropriate entity to refine the message and determine what will be communicated to visitors and the travel trade to create recognition and understanding of the Legacy symbol.

- Audience – Utilizing current research, both in Miami and nationally, the CVB will be able to target the audiences that will be most likely to respond to the Legacy message.
- Tracking – The CVB can incorporate visitor research in response to the Legacy message into its existing research program to create baseline data and to track cultural heritage travel increases in response to the new product and message.

Collateral materials and advertising – The “Legacy” brand can be incorporated into advertising in both leisure and travel trade markets. In addition, it can be included in collateral materials. For example, in future printings of the *Heritage and Culture Guide*, those sites meeting the criteria for Legacy designation can be identified by the logo placed next to the name of the site, event, or activity.

Media relations – The CVB media relations department has already noted a large number of inquiries from travel writers about Miami’s history. “Legacy” announcements offer a tremendous opportunity to reach these writers through press releases, familiarization trips, and sales missions with new “product” for them to cover.

Tourism sales – As with the media, new “product” has a welcome appeal to tour operators and meeting planners who are looking for new sites and opportunities for their clients.

Convention sales – In addition to new heritage and culture tours offering special activities for convention delegates, convention recruiters can also target a new audience of allied associations (such as heritage associations

planning conventions) to meet in Miami.

Funding Sources for Culture Heritage Tourism Development

The success of the Miami Legacy Project will depend upon identification of appropriate funding sources at the federal, state, and local levels. A funding mix of appropriations, grants, corporate sponsorships, and revenue-generating activities will provide a solid foundation for the project’s sustainability. Following are some federal sources that may serve as funding resources.

Institute of Museum and Library Services

– The IMLS supports museums’ education missions through grant programs that encourage outstanding museum management and comprehensive collections care practices. A new grant initiative, Museums for America, provides funding for ongoing museum activities, infrastructure improvements, planning, new program development, equipment purchases, and other areas.
www.imls.gov

National Endowment for the Arts

– The NEA awards grants in many areas: creativity, organizational capacity, access, arts learning, and heritage/preservation. A new initiative, Challenge America, offers grants for Community Arts Development for projects that have the potential for development of cultural tourism or cultural districts.
www.arts.endow.gov

National Endowment for the Humanities

– NEH supports research, education, and public programs in the humanities. The Division of Preservation Access supports documentation and cataloguing activities and

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stabilization of material culture collections. The Division of Public Programs supports historic site interpretation, museum and library exhibitions, printed materials, multimedia projects, radio and television programs, reading and discussion groups, and other public programs. The Office of Challenge Grants assists nonprofit institutions in developing new sources of long-term support for the humanities through grants for institutional endowments, construction, renovation, and other activities. www.neh.gov

Save America's Treasures –

Save America's Treasures began in 1998 as a partnership project between the White House Millennium Council and the National Trust for Historic Preservation. The mission is to protect America's threatened cultural treasures including historic structures, art, and collections that document U.S. history and culture. Grants, ranging from \$50,000 to \$1 million, are available for preservation projects.

www.saveameericastreasures.org

Economic Development Administration, Department of Commerce –

EDA offers a number of grants to address issues related to economic development ranging from strategic planning to infrastructure development and business recruitment. Grant categories include Public Works, Economic Adjustment, Planning, and Technical Assistance.

<http://12.39.209.165/xp/EDAPublic/Home/EDAHomePage.xml>

investment will be a remarkable transformation of Miami's image into a vacation destination that not only offers wonderful beaches and a resort atmosphere, but a desirable destination to experience the unique heritage and culture of the city. The Preservation Development Initiative team strongly advocates the adoption of the recommendations in this report and looks forward to assisting in the creation of The Miami Legacy Project.

Summary

The Miami Legacy Project is a challenging initiative that will require cooperation, collaboration, planning, funding and long-term commitment. The return on this

Miami's Neighborhood Improvement Fund

The Preservation Development Initiatives assessment team was asked to make recommendations on the use of \$5 million from the City of Miami's Neighborhood Improvement Fund.

The team thinks that the best use of the funds would be leveraged with the funds available from Miami-Dade County for a historic resources inventory and funds available from the Knight Foundation's National Trust Preservation Development Initiative fund.

Other uses for such a fund might include:

- 1) **Establish an emergency fund.** The emergency be used to buy property immediately in danger of demolition. An emergency fund might provide time for the City of DHT to find a new buyer who will save and renovate the building.
- 2) **Provide seed money for a revolving loan fund.** The loan fund should also include funds from banks and other non-profits. Revolving funds have been successfully used around the country as a preservation tool. Properties that might have otherwise been demolished are saved, renovated and resold. Initially, DHT or the City may have to collaborate to create a few demonstration projects to initially garner interest. One example may be the fire station in Wynwood on the 1923 Belvedere Bungalow in Little Havana.
- 3) **Develop city-wide design guidelines.** Rather than develop separate design

guidelines for each historic district, develop one set of design guidelines based on architectural style and type. Miami-Dade County has already developed several good books including *From Wilderness to Metropolis* and a publication on rehabilitation. These classics should be the basis for developing a more comprehensive guideline that should be distributed widely and used as the official guidelines of the Historic and Environmental Preservation Board. An easy-to-use brochure should be developed as a general introduction and guideline.

Other Potential Uses of the Fund

- 1) Match for the Preservation Development Initiatives grant: \$57,500 minimum.
- 2) City-wide historic resources survey & preparation of designation reports: \$1,000,000 spread over 5 years. The survey is the basis for all preservation activity and preservation =-based development(City staff estimates that there are 55,000 pre-1960 parcels in the City of Miami; 55,000 parcels @\$50 per survey=\$2.75 million. \$1,000,000=20,000 survey forms plus update of existing forms).
- 3) Rehabilitation of City-owned historic sites: \$2,000,000.
 - High School Bungalow
 - Gusman Theater
 - Former Black Police Precinct

- City Hall
 - Fire Station No. 2
- 4) Enhancement program for historic districts & sites (including street signs & historic markers)
 - 5) Small loan program for owners of properties in historic districts or sites. The City may want to target the loan program to particular neighborhoods. The team recommends targeting Little Havana initially to support the East Little Havana Homeownership Trust program

Conclusion

The initial, and greatest, barrier to preservation-based community economic development in Miami is the lack of a general preservation ethic. That deficit is found in the zoning code, development practices and community development organizations. Miami's fragile historic sites and neighborhoods will be lost if not protected through actions supported at the highest levels. The basis for the change should be in the comprehensive plan.

Although some preservation ethic can be found in certain neighborhoods, there is still no widespread understanding of the economic, cultural and social value of a preservation/conservation orientation to development. Short-sighted development at the expense of longer-lasting, stable, viable and *affordable* historic neighborhoods does not serve the best interests of Miami. The observations and recommendations contained in the assessment report is intended to reorient the City of Miami, private developers and funders and community development organizations to the greater economic opportunities that historic preservation and a conservation approach can provide.

Partnerships

Clearly, the breadth and volume of recommendations in this assessment report are too much for the preservation office of the City of Miami or of any one community organization. As noted in the report, the City's historic preservation office is under funded

and under staffed for the tasks it already has mandated. A successful preservation development strategy needs the cooperation and active participation of all sectors of the development community – public, for-profit and non-profit. Even those recommendations that seem solely the responsibility of the City of Miami will require the support and advocacy of the private and non-profit partners to become reality.

Timing

We should base community and economic development decisions on John Ruskin's quote, "When we build, let us think that we build forever." For preservation development to be successful, all partners must take a long-view. While implementation should begin as soon as possible, systemic economic and community development change occurs over decades, not months or years. Too often, the long-term implications of development project approvals or inaction to save historic resources are not considered. Miami's planning office is beginning to address problems created by the zoning code. Design studies by nationally-recognized planning firms have been prepared. With sufficient private and public policy support, Miami's economic engine could create a new, stronger way of developing and protecting neighborhoods.

Next Steps

This assessment project is the beginning of the Preservation Development Initiative in Miami. Once these observations and recommendations have been reviewed and discussed, the City of Miami and its partners should identify projects and adding responsibility for leadership.

The Preservation Development Initiatives office at the National Trust for Historic Preservation will work closely with the City to determine which projects or programs should receive technical assistance associated with the PDI grant. We will also work together to identify National Trust assistance opportunities beyond the scope of the grant and in partnership with other organizations.

Miami has the opportunity to celebrate its diverse cultures through its neighborhoods, historic sites and downtown. The new and the old can both contribute to the city in the Twenty-first Century. Through a balance of preservation, conservation and well-designed new development, Miami can become the city of choice for residents, visitors, and investors.

Appendix A: Transfer of Development Rights

Transfer of Development Rights (TDR) is a tool to used to preserve sensitive areas, such as historic districts and productive farmland, by redirecting development potential to more suitable areas. In the 1970s and 1980s, several communities on the east and west coasts began putting these theories into practice.

What is TDR?

TDR is an incentive based tool used by some communities to help achieve land use goals – generally at little or no public expense. Such goals may include historic preservation, farmland preservation, environmental protection, scenic vista preservation, and/or growth management. To achieve these goals, TDR is used in concert with other land use tools such as zoning, subdivision regulation, and government or non-profit land purchase.

Although it is used to achieve community objectives, the concept of TDR is fundamentally linked to private property rights. All owners of private property in the United States hold with it an interest in a 'bundle of rights'. Elements in the bundle may include the right to maintain the land use, the right to mine or excavate, and the right to build or subdivide. These rights may be limited through laws enacted by government, like zoning and environmental regulations. TDR suggests that the right to develop property can be transferred from one property owner's bundle to another owner's bundle to achieve community land use goals.

Sending Areas: TDR programs allow the transfer of future development potential from properties in *sending areas*. Sending areas are designated where the community desires preservation or development limitations, such as productive farmland, environmentally sensitive areas, scenic areas, open spaces or historic buildings and districts. Land owners in sending areas are restricted from making maximum economic use of their properties through zoning or other regulations.

After a sending area land owner sells development rights, development of that property (or sale for development purposes) is prevented through a deed restrictions or conservation easement. All other rights remain in the sending area property. For example, an owner of an historic property who transfers development rights retains title to the land and may continue to live in, lease or use the property. TDR allows sending area owners to achieve, through the sale of development rights, some to all of the economic gain which could otherwise be realized through development.

Receiving Areas: Receiving area landowners may purchase development rights from sending area land owners. *Receiving areas* are designated as mapped over lands identified in land use plans as appropriate for new or additional concentrated development. They are usually in areas well served by transportation networks and public sewer and water systems. However, the mapping of receiving areas in rural development areas or larger areas up to nearly an entire town is also possible.

One difficulty with the concept of creating TDR in Miami is the difficulty in identifying appropriate receiving areas. The over-zoning common in most of the core areas of Miami weakens the incentive to receive development rights.

What are TDR Banks?

The most common TDR program allows the landowner to sell the development rights to a developer who then uses those development rights to increase the density in a new development or receive certain variances. A variation of that type of a TDR would be a situation in which the developer transfers the development rights from one property to another property the developer owns. The higher density that developers are able to realize is the incentive for them to buy development rights.

A second method allows a local government to establish a *TDR Bank* to transfer development rights. In this method, developers, who wish to develop at a higher density than current zoning allows, would purchase development rights from the local government. Again, the higher density is the incentive for the developer to purchase development rights of properties in areas that it wants to protect from urban development. The receiving area could not increase in density higher than some maximum set within the comprehensive land-use plan. The difference between the density with or without the TDR credits would be permitted "bonus" that the developer could realize.

There are several benefits to implementing a TDR bank including: (1) a guaranteed market, purchases and price can resolve speculative land values and timing problems; (2) a bank would capitalize on the land acquisition know-how of existing community

Appendix A: Transfer of Development Rights

development organizations and foundations; (3) a TDR program and bank can set development standards and create examples of successful TDR transactions to promote their use; (4) a bank can act as a central clearinghouse and maintain a single register of TDR credits.

How Are TDRs Managed?

There are four main elements of a TDR that must exist in all successful programs: (1) a designated preservation zone (the sending area); (2) a designated growth area (the receiving zone); (3) a pool of development rights that are legally severable from the land; and (4) a procedure by which development rights are transferred from one property owner to another.

Without these components, landowners will have trouble finding a buyer for their development rights. The lack of a market for landowners who are mandated to sell their development rights to realize the economic development value of their property could be grounds for legal action, especially in Florida with the Bert J. Harris, Jr. Private Property Rights Act. Under a voluntary TDR program, the lack of a receiving area would result in development occurring in the sending area just as before and with little land being protected.

It is essential that developers have an incentive to purchase development rights (i.e., a density bonus). As part of the comprehensive plan, a TDR program must provide incentive for the government to increase the building capacity within the receiving zones when TDRs are used. This extra capacity is approved only after the developer transfers the development rights

he or she may own, or purchases those rights from landowners in the sending areas, or from the TDR bank. It is recommended that receiving areas should provide for sufficient additional density more than the transferable rights would allow to provide an incentive. This creates a competitive market among landowners wishing to sell development rights, and among developers needing to purchase those rights. It is important to note that receiving areas do not have to be contiguous to the sending areas nor do they have to be in one large mass. However, wherever the receiving/sending areas are, the use of TDRs should be consistent with a community's comprehensive plan, future land-use map, and capital improvement program.

To be effective, a TDR program should be simple and easy for landowners and the public to understand. There must be a strong commitment to the TDR program by the political leadership of the community. A TDR program takes time to work and must be mandatory, rather than voluntary, for landowners in the sending area and for the higher density building in the receiving areas. Smart developers usually can gain extra density through variances or other means and will have little incentive to purchase development rights unless the zoning process is relatively inflexible and incorruptible. Political pressure to change back to old ways, before the program has had a chance to work, may be very strong.

Land owners need adequate incentives to sell their development rights just as developers need adequate incentives to purchase the development rights. Also, the density bonus in the receiving areas must be attractive enough for developers to want to purchase the development rights. The value of the development rights should

be predictable and should adequately reflect the true value of the development rights in order to encourage owners to participate. The establishment of a TDR bank can help keep a program active during slow economic times and provide a floor for TDR prices. In addition, developers may find it easier to purchase development rights from a governmental entity, rather than from individual landowners. Finally, a well-trained planning staff must carefully manage the program.

Appendix C: National Trust for Historic Preservation & Miami's Assessment Team

The National Trust for Historic Preservation is a private, nonprofit organization chartered by Congress in 1949. It provides leadership, education and advocacy to save America's diverse historic places and to revitalize communities. For more than 50 years, the National Trust has been helping people protect the irreplaceable. With more than a quarter million members, the National Trust is the leader of the vigorous preservation movement that is saving the best of our past for the future.

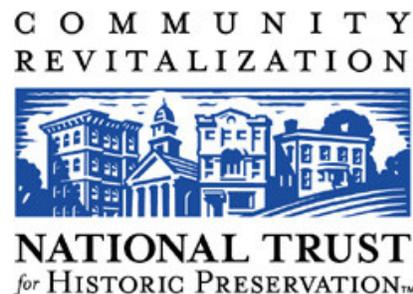
The National Trust supports preservation through a wide range of programs and activities. It

- Operates a nationwide collection of National Trust Historic Sites.
- Provides technical and financial assistance to state and local organizations;
- Promotes travel to historic destinations;
- Works on Capitol Hill and in state legislatures and city halls to encourage the adoption of laws and policies that support preservation;
- Goes to court to ensure that preservation laws are upheld;
- Teaches people about the benefits of preservation through workshops and other educational programs; and
- Demonstrates how preservation can revitalize communities through programs such as the

Preservation Development Initiative, National Main Street Center, and National Trust Community Partners.

National Trust Community Revitalization Department

The National Trust's Community Revitalization Department develops programs and initiatives to revitalize America's historic communities – downtowns, neighborhood commercial districts and residential area. Leading the preservation movement's efforts to use historic preservation to rebuild communities and encourage economic development, the community revitalization programs of the National Trust develop innovative and fresh approaches to community building.



Preservation Development Initiatives

The National Trust's Office of Preservation Development Initiatives (PDI), offers a comprehensive approach to preservation-based economic revitalization. Initially funded by a grant from the John S. and James L. Knight Foundation, PDI helps targeted city governments assess, develop and realize the full economic development potential of their historic sites, landmarks and districts. The breadth of historic preservation resources and opportunities is first identified through a comprehensive assessment. Cities then set

priorities for follow up program assistance from full range of National Trust technical assistance. To support economic and community development through historic preservation, the PDI office:

- Designs 'packages' of comprehensive technical and financial services for client communities;
- Uses the broad array of National Trust expertise in interdisciplinary teams & programs
- Builds strategic partnerships

National Trust Community Partners

Community Partners offers a range of financial and technical assistance to preservation organizations, community development corporations, local governments and developers engaged in historic rehabilitation projects that promote economic and community development. Its National Trust Loan Funds (NTLF) has a 32-year track record of lending to projects in low-income historic districts and to specific endangered historic resources nationwide.

NTLF consists of two preservation revolving funds, the *Inner-City Ventures Fund* and the *National Preservation Loan Fund*. Since 1980, these funds have closed on 171 loans for an aggregate dollar amount of \$16.5 million and currently possess combined assets of approximately \$10 million. The Funds have played a role in the rehabilitation of over 600 historic properties resulting in the production of 2,500 housing units and 1.7 million square feet of commercial space and community facilities. Types of loans have varied from acquisition, construction, mini-permanent, predevelopment and equity bridge

Appendix C: National Trust for Historic Preservation & Miami's Assessment Team

loans, guaranties and working capital lines of credit.

Community Partners has also performed private placements of \$33.7 million in historic tax credit equity with corporate investors through the services of its *Heritage Property Services* group. Its \$25 million *Banc of America Historic Tax Credit Fund* has become an industry leader in the syndication of small-scale rehabilitation tax credit projects, having directly invested or committed nearly \$14 million nationwide.

National Main Street Center

Established in 1980, The National Main Street Center is the nation's largest full-service commercial district revitalization organization with a network of over 2,000 active commercial district revitalization programs. Cumulatively, the commercial districts taking part in the Main Street program have generated more than \$16.1 billion in new investment, with a net gain of more than 226,900 new jobs and 56,300 new businesses.

The Main Street program is one of the most successful economic development strategies in the United States. Applying its trademarked Main Street Four-Point Approach, the Center assists communities interested in revitalizing their traditional commercial districts. Understanding that a community cannot achieve success through a single project alone, the Center emphasizes a multifaceted approach to establishing a revitalization effort based on the four points: organization, design, promotion, economic restructuring. This comprehensive model helps communities develop a solid framework for returning their commercial district to a vibrant and bustling neighborhood with thriving

local businesses that can compete in today's marketplace.

The Center serves as a clearinghouse of information specific to community redevelopment, offers technical consulting, provides reports on revitalization and preservation issues, sponsors conferences and workshops, conducts research, and offers advocacy and general assistance on critical revitalization issues in both rural and urban communities.

Southern Office

The National Trust has established a system of six regional offices and two field offices to provide aid to state and local preservation efforts. The Southern Office, located in Charleston, South Carolina, provides support and services to grassroots preservationists, organizations, commissions and individuals throughout nine states including Florida and two territories – Puerto Rico and the US Virgin Islands. The Southern Office also coordinates efforts to preserve Rosenwald Schools.

The Southern Office provides field and technical assistance services, partnerships with state and local organizations and works to expand the presence of the National Trust in its region. The Regional Offices also maintain a system of two advisors in each state to assist with the identification and response to critical preservation issues.

National Trust Headquarters



Alan Karchmer

Heritage Tourism Program

The National Trust defines cultural heritage tourism as "traveling to experience the places and activities that authentically represent the stories and people of the past and present." Cultural heritage tourism includes historic, cultural and natural resources.

The National Trust's Heritage Tourism program provides technical assistance helping cultural and heritage attractions develop successful and sustainable programs that will enhance communities for residents and visitors alike. Consulting services are available in strategic planning, preservation, tourism development, interpretation and marketing. The program's work includes a series of "how-to" materials to help individuals and organizations developing cultural and heritage tourism programs, and the program serves as a national advocate for cultural heritage tourism issues.

The Heritage Tourism program is an active participant in Partners in Tourism, a coalition of cultural and heritage tourism practitioners and *Share Your Heritage*, a coalition of national cultural organizations and

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agencies that has been funded by American Express and the National Endowment for the Arts.

Assessment Team

Stanley A. Lowe

Vice President, Community Revitalization – National Trust for Historic Preservation

Mr. Lowe joined the National Trust for Historic Preservation in 2001 as Vice President for Community Revitalization, after serving on the National Trust Board of Trustees for more than eight years (1992-2001), and previously, on the Board of Advisors (1984-1993). He currently serves as Vice President of Preservation Programs of the Pittsburgh History & Landmarks Foundation, where he formerly held the position of Director, Preservation Loan Fund. Prior to his appointment to the National Trust, he was Executive Director of Pittsburgh's Housing Authority (1994-2001).

Mr. Lowe's previous employment positions include: Director of Neighborhoods and Planning Policy, City of Pittsburgh; Director of Business Development for Cranston Development Company; Product Design Coordinator for Pennsylvania Blue Shield; Chief Executive Officer for the Manchester Citizens Corporation; and Founder and Representative to the Pittsburgh Community Reinvestment Group. He has served as guest lecturer at Columbia University, Rutgers University, Carnegie Mellon University, and the University of Pittsburgh.

In addition to his board service with the National Trust, volunteer leadership activities include past board memberships on the Pennsylvania Bureau of Historic

Preservation, the City of Pittsburgh Board of Code, and past president of the Northside Leadership Conference.

Mr. Lowe has received city, state, and national honor awards for his many contributions to the revitalization of Pittsburgh's neighborhoods, including awards from the Pennsylvania General Assembly, the National Building Museum, and the National Trust for Historic Preservation.

He is a graduate of the National Development Training Institute, Baltimore, Maryland (1992) and holds a B.A. in History/Economics from Shaw University, Raleigh, North Carolina (1972).

R. Anthony Goldman

Goldman Properties Company & Member of Board of Trustees, National Trust for Historic Preservation

For over thirty, Tony Goldman, chairman and CEO of The Goldman Properties Company, has been recognizing the value in depressed, undervalued urban areas, and restructuring them – transforming declining historical districts into popular, thriving global destinations. Mr. Goldman was a driving force behind the transformations of the Upper West Side, the Wall Street Financial District and Soho in New York City, South Beach in Miami Beach and now in Center City Philadelphia.

Mr. Goldman's uncanny instinct for recognizing urban trends goes hand in hand with a creative approach to revitalizing down and out neighborhoods. The synergy of his multifaceted approach has become his hallmark. He translates the pioneer's excitement of discovery into financial investment, while respecting historic architecture and embracing preservation efforts. All the while, Mr. Goldman works to establish

politically savvy community organizations and special services or business improvement districts to make sure local residents and merchants are empowered participants in the transformation and revitalization of their neighborhoods.

Mr. Goldman's many professional associations include serving as founder and chairman of the Ocean Drive Association. He is a member of the Board of Trustees of the National Trust for Historic Preservation, and in 2001, took his place as Chairman of the Greater Miami Convention and Visitors Bureau. He is also on the Board of Trustees of the Historic Hotels of America, the Downtown Alliance, and is a Trustee for the Lower east Side Tenement Museum.

Manuel T. Ochoa

Special Assistant to the Assistant Secretary for Community Planning and Development – US Dept. of Housing & Urban Development

Manuel T. Ochoa, AICP is Special Assistant in the Office of the Assistant Secretary for Community Planning Development for the U.S. Department of Housing and Urban Development. Appointed as Special Assistant to the Assistant Secretary and the General Deputy Assistant Secretary (GDAS) for Community Planning and Development (CPD), Mr. Ochoa is assists the office in making policy decisions. CPD manages HUD's economic development, homeless assistance, housing, and community development programs. CPD includes HUD's flagship grant programs: Community Development Block Grant program (CDBG) and HOME Investment Partnerships program. As special assistant, Mr. Ochoa duties primarily include representing the GDAS at meetings, assisting in the general operation of the office, and

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researching and advising on policy matters.

Mr. Ochoa has a background in urban and regional planning having worked previously as a local planner in Arlington County, Virginia; the National Capital Planning Commission, the Federal government's planning agency in Washington, DC; Carrboro, North Carolina; and Miami, Florida. Mr. Ochoa also specializes in historic preservation and commercial revitalization having previously worked as a program associate for the National Main Street Center of the National Trust for Historic Preservation. Mr. Ochoa is also a member of the American Institute of Certified Planners.

Carolyn Brackett

Senior Program Associate, Heritage Tourism Program – National Trust for Historic Preservation

Carolyn Brackett is Senior Program Associate for the Heritage Tourism Program of the National Trust for Historic Preservation. She has devoted her career to the field of history and heritage tourism working at the local, state and national level. In her position with the National Trust, she provides heritage tourism consulting services to clients across the country.

Ms. Brackett serves on the President's Advisory Council on Historic Preservation and is working with the Council to coordinate and enhance heritage tourism programs at the federal level. Her involvement in the tourism industry began in 1988 when she joined the Tennessee Department of Tourist Development as Assistant Director of Information. In this position, she worked extensively with travel writers and developed special promotions. Additionally, she

developed a partnership with the Tennessee Historical Commission, Tennessee Main Street Program and Tennessee Arts Commission to create and conduct a series of workshops titled "Promoting Your Cultural Resources" which the team presented to communities across the state.

From 1990-1992, Ms. Brackett served as the department's State Coordinator for the National Trust for Historic Preservation's Heritage Tourism Initiative. Through this program, Ms. Brackett worked with four multi-county areas to develop tourism programs based on the regions' culture and heritage.

Ms. Brackett has served as executive director of Historic Nashville Inc., Nashville's nonprofit preservation organization, director of statewide projects for Tennessee 200, Inc., the state's bicentennial project, and director of Marketing for The Hermitage, Home of President Andrew Jackson.

Ms. Brackett has a Bachelor of Science degree in historic preservation from Middle Tennessee State University in Murfreesboro, Tennessee.

Mary Ruffin Hanbury

Program Officer, Southern Office – National Trust for Historic Preservation
Mary Ruffin Hanbury is responsible for advisory and field services throughout the fifteen states in the southern region, and in particular Florida, Kentucky, Louisiana, Puerto Rico and the U.S. Virgin Islands. She is the regional coordinator of the National Trust's Historic Neighborhood Schools Initiative. Through the Community Organization Effectiveness Program (COEP), she provides extensive facilitation and organizational development services to governmental and non profit organizations in the region.

Additionally she provides technical assistance on regionally important preservation issues.

Ms. Hanbury joined the Trust in the spring of 2001. Prior to joining the National Trust she was the regional architectural historian in the Tidewater region for the Virginia Department of Historic Resources (SHPO). Additionally she has worked for a Community Development Corporation which provided affordable housing and holistic community development in Portsmouth, Virginia. She has also worked as a preservation planner in the private sector where she worked extensively on master planning for historic family quarters on U.S. Army installations. She has also worked in the financial sector and was a trust and investments officer for what is now Bank of America.

Ms. Hanbury received her B. A. in Art History from Yale University and M.U.P. in Urban and Environmental Planning from the School of Architecture at the University of Virginia.

Denise L. Johnson

Deputy Director, Community Partners – National Trust for Historic Preservation
Denise L. Johnson has 20 years of nonprofit and for profit experience in affordable housing development, real estate syndication, commercial real estate and asset management. She has specialized in redevelopment of commercial real estate projects to significantly increase value through the use of historic preservation and renovation to reposition under-performing properties.

Ms. Johnson has worked with real estate development companies and investment firms, including Manna, Inc., Washington, DC, Bronson & Hutensky, Hartford, Connecticut, and Cigna Capital Advisors, Bloomfield, Conn. She

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has held her current position for six years. As Deputy Director of Community Partners, Ms. Johnson is responsible for managing all administrative aspects of Community Partners \$1.1 million program budget. She has additional responsibility for originating and underwriting loans made through the National Trust Loan Funds and for providing technical assistance to developers of historic properties, including organizational development, financial structuring, and other preservation-related issues.

Most recently, Ms. Johnson has headed the DC Initiative that includes a \$1 million rehabilitation fund for the Mount Vernon Square neighborhood in Washington, DC to mitigate the impact of the new DC Convention Center.

Ms. Johnson holds a BA in Economics from the University of Pennsylvania with advanced study in mathematics from McGill University in Montreal.

Rhoda J. Stauffer

*Community Investment Manager,
Community Partners – National Trust
for Historic Preservation*

Rhoda Stauffer has spent most of her 20-year career in the field of housing and community development. Prior to joining the National Trust, she spent 14 years directing technical assistance and lending programs for the McCauley Institute. Ms. Stauffer's background is in training and technical assistance; nonprofit organizational development and management; financing and developing affordable housing; and grassroots leadership development. Her background also includes business and administrative management, and building bridges between resource-rich entities and resource-poor communities. She has played a key role in founding a number of

nonprofit housing development and advocacy groups and has provided assistance to a variety of grassroots organizations in the Washington D.C. metro area.

Ms. Stauffer currently serves on the board of a number of nonprofits, including: Dance Place and Miriam's House. She also is a member of the Advisory Council for the Northwest Church Family Network, a housing program for low-income families. She holds an undergraduate degree in Social Work and Biblical Studies from Fresno Pacific University.

R. McDuffie Nichols

*Director, Preservation Development
Initiatives – National Trust for Historic
Preservation*

Mr. Nichols develops and manages new initiatives and strategic technical assistance services.

Mr. Nichols served on the Governor of Maryland's Smart Codes Steering Committee to design a rehabilitation building code and Smart Growth development guidelines and assisted in the development of urban neighborhood Main Street programs in Boston, Baltimore, Washington, DC and Detroit. Mr. Nichols also served on the International Franchise Association Emerging Markets Committee for increasing minority and women-owned franchise businesses and as a member of the board of the Responsible Hospitality Institute. He also serves on the community board of directors and the architectural review board for Montgomery Village, Maryland.

Prior to his current position, Mr. Nichols managed and coordinated the Main Street Center's technical assistance to community and state Main Street programs. He has also served as director for a downtown

revitalization organization in South Carolina and marketing director of a commodity brokerage firm in North Carolina.

Mr. Nichols holds a BA from the University of Alabama in History and Political Science with graduate study in marketing and business administration.

Joshua Bloom

*Senior Program Associate, National
Main Street Center – National Trust for
Historic Preservation*

Joshua Bloom is a senior program associate with the NMSC. He provides training and guidance to both urban and town Main Street programs in the Northeast and scattered other places. Among the urban programs he assists are twenty-one neighborhood commercial districts in the city of Boston, the Forest Park Southeast neighborhood of St. Louis, and designated communities of the National Main Street Initiative, a partnership between the NMSC and the Local Initiatives Support Corporation to establish Main Street programs in community development corporations nationwide. He also provides technical services to New Jersey and New Hampshire Main Street towns. Josh specializes in developing market analyses for traditional business districts. He received his B.A. from Columbia University and a master's in historic preservation from the University of Pennsylvania. Before joining the staff of the Main Street Center in 1995, Josh served as executive director of Main Street South Orange in South Orange, New Jersey, his home town.