Contributions of Historic Preservation

TO THE QUALITY OF LIFE IN FLORIDA
CONTRIBUTIONS OF
HISTORIC PRESERVATION
TO THE QUALITY OF LIFE IN FLORIDA

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INTRODUCTION

CULTURAL AND AESTHETIC VALUES
RELEVANT TO HISTORIC PRESERVATION IN FLORIDA

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Cultural and Aesthetic Values Relevant to Historic Preservation in Florida
Kristin Larsen

Historic preservation contributes to economic and cultural values in the State of Florida. Those cultural values are reflected in the quality of life found in the state’s communities from small towns to large urban areas. The Department of Community Affairs, which oversees the state’s comprehensive plan and the local plans required by state law, also acknowledges the significance of historic preservation – a value that is increasingly being threatened by considerable growth pressures. This introductory paper provides a brief overview of quality of life issues, specifically cultural and aesthetic values, relevant to historic preservation in Florida. In addition, a bibliography of relevant sources is also included.

Quality of life, the good city, and historic preservation

Quality of life is a vague term with multiple meanings. Historic preservation contributes to quality of life due to the sense of place created by the tangible and intangible characteristics of Florida’s historic places. Listokin, Lahr, McLendon, and Klein (2002) assess The Economic Impacts of Historic Preservation in Florida, focusing on the quantitative characteristics of the private goods associated with historic preservation; this companion study emphasizes the public goods, the normative and qualitative aspects, specifically cultural values, embedded in historic preservation.

While a variety of recent articles outline the significance of incorporating theories of good city form in planning practice (Talen & Ellis, 2002; Fainstein, 2000; Hayden, 1994), they do not address the specifics of implementation, or, if they do, they tend to focus on new development, often the traditional design patterns of the new urbanism. Lucy (1994) outlines the connections between healthy people and places and how these are central to successful places, emphasizing the need to “address physical design and environmental sustainability” (p. 306). Historic preservation provides the connections between aesthetics, culture, and effective use of resources from the perspective of the individual home and that of the community. In fact, such characteristics meet Berke and Conroy’s (2000) definition of livable community:

The location, shape, density, mix proportion, and quality of development should enhance fit between people and urban form by creating physical spaces adapted to desired activities of inhabitants; encourage community cohesion by fostering access among land uses; and support a sense of place to ensure protection of any special physical characteristics of urban forms that support community identity and attachment (p. 23, emphasis added).

As Hayden (1995) notes, these values are critical across all communities.

In recent years, the National Register of Historic Places “began to encompass a much broader view of history, a greater range of property types, and a higher proportion of locally significant properties and districts” (Lyon & Brook, 2003, p. 88). Historic vernacular structures, districts, sites, and landscapes are now regularly considered for designation (Upton, 1991; Hayden, 1995). This broadening of the concept of significance is also reflected in local designations. Yet, these more flexible standards, which provide the opportunity for recognizing a more inclusive history, still “require properties to possess integrity sufficient to illustrate significance” (Pickens, 1998, p. 195).
Florida’s elected officials have directly addressed the significance of historic preservation to the quality of life in the State of Florida. “The rich and unique heritage of historic properties in this state, representing more than 10,000 years of human presence, is an important legacy to be valued and conserved for present and future generations. The destruction of these nonrenewable historical resources will engender a significant loss to the state's quality of life, economy, and cultural environment.” (FLA. STAT. § 267.01(1)(A)). Still, Florida’s growth management legislation, which directs local government planning efforts, recognizes that smaller communities have limited resources. Only cities over 50,000 and counties over 75,000 population are required to adopt a historical and scenic preservation element (FLA. STAT. § 163.3177(6)(I)). A 2005-2006 survey found that Florida residents are aware of historic sites (roughly 55% of 1505 respondents had visited a historic site in the past year) and value the role that historic preservation plays in the state of Florida. Specifically, preservation is valued for what it can contribute to future generations (24%), for aesthetic reasons (17%), for educational reasons (14%), and for environmental reasons (13%) (see Russin in this study, at A-6).

The state’s historic structures, sites, and districts span the entire era of human settlement with Indian Mounds, 18th century Spanish colonial, cracker structures of the 19th century, bungalows and chert houses of the early 20th century, the distinctive modern style of the Sarasota School of Architecture, roadside structures and sites such as the early theme parks, and the 1950s ranch houses that are just now becoming eligible for listing in the National Register of Historic Places and many local registers. “Architecture,” and here Upton (1998) uses the term broadly “to stand for the entire cultural landscape”, “is a way of defining relationships – of the self to others, of parts of the community to other people, and of people to their physical and cosmic environments” (p. 14). Inasmuch as this “architecture” reflects the heritage of our past and the productive and respectful use of such historic places in our present, we strengthen the quality of life in our state for the future. Identifying what is distinctive, and common about this heritage is essential to understanding how historic preservation contributes to the quality of life in Florida.

Works Cited in this Paper


Selective Bibliography and Resources

The following bibliography is not meant to be comprehensive. Instead, it outlines the variety of resources available to better understand the distinctive and common characteristics of Florida “architecture.” It begins by listing the examples of publications that address architecture in general, then Florida architecture in general, followed by examples of more focused Florida histories and biographies. The reader should review the bibliographies of these and similar publications for more specific references. Student theses and dissertations are not listed here but comprise another source of significant material. Please note that there are an extensive number of student reports, theses, dissertations, historic site reports, Historic American Building Survey measured drawings, historic preservation elements and other local planning documents, and nominations to the National Register that are not listed here due to space limitations.

Architecture and Historic Preservation, General


Florida Architecture, General


Gaske, F. (2002). *Planning for the past: Preserving Florida’s heritage*. Tallahassee, FL: Florida Department of State, Division of Historical Resources.


Florida Architecture, Specific


Georgia Department of Natural Resources. (1998). *The conservation and preservation of tabby: A symposium on historic building material in the coastal southeast*. Atlanta, GA: Georgia Department of Natural Resources.


Wells, S. (1979). *Portrait: Wooden houses of Key West*. Key West, FL: Historic Key West Preservation Board.


Governmental Resources

Typical Publications:


Typical Resources:

- Historic American Building Survey. Measured drawings and brief histories of historic sites throughout the U.S. (Microfiche copies of many sites are on file in the UF AFA Library.)
- Historic American Engineering Survey. Measured drawings and brief histories of historic engineering structures throughout the U.S.
- Historic Structures Reports (see website for listing).
- Preservation Briefs (see website for listing).


Typical Publications:

**Florida Board of Parks and Historic Memorials. Special Advisory Committee.** (1959). *The St. Augustine restoration plan.*

**Florida. Division of Archives, History, and Records Management.** (1977?). Bethel Baptist Institutional Church [Jacksonville].

**Florida. Division of Archives, History, and Records Management.** (1977?). St. John's Episcopal Church [Tallahassee].

**Florida. Division of Archives, History, and Records Management.** (1977?). St. Mary's Church (Episcopal) [Green Cove Springs, Fla.].

**Florida Division of Historical Resources.** (2000). *The conservation and preservation of coquina: A symposium on historic building material in the coastal southeast.* St. Augustine, Florida: Division of Historical Resources, Florida Department of State.


Typical Resources:

Florida Division of Historical Resources. (Numerous publications including archaeological and historic building sites, and Master Site File of archaeological sites [limited access].)

Florida Division of Historical Resources, National Register Nominations Board. (Copies of all National Register nominations are available.)

State of Florida, Department of State, State Library of Florida, Florida Collection, [http://dlis.dos.state.fl.us/stlib/flcoll.html](http://dlis.dos.state.fl.us/stlib/flcoll.html)

Florida Bureau of Archives and Records Management, State Library and Archives of Florida, [http://dlis.dos.state.fl.us/barm/hsa.html](http://dlis.dos.state.fl.us/barm/hsa.html)
Local Governments:

Typical Publications – A Sampling of Planning Documents and Community Surveys:


**St. Petersburg, Florida, Community Development Department, Planning Division.** (1980). St. Petersburg's architectural and historic resources: summary. City of St. Petersburg, Florida.

**St. Petersburg, Florida, Community Development Department, Planning Division.** (1981). St. Petersburg's architectural and historic resources. City of St. Petersburg, Florida.


Other Websites


Florida Agricultural and Mechanical University, African-American Archives, [http://www.famu.edu/acad/coleman/collections.html#aac](http://www.famu.edu/acad/coleman/collections.html#aac).


Journals

*American Antiquity*

*APT Bulletin*

*Architectural Forum*

*Architectural History*

*Architectural Record*

*Architectural Review*

*Contributions of Historic Preservation to the Quality of Life in Florida*
Caribbean Architecture (Florida AIA)
El Escribano (St. Augustine Historical Society)
Florida Archaeology
Florida Anthropologist
Florida Historical Quarterly
Florida History & the Arts
Florida Preservationist
Historic Preservation
Jacksonville Historical Society
Journal of the American Planning Association
Journal of Decorative and Propaganda Arts
Journal of Planning Education and Research
Journal of Planning History
Journal of Southern History
Pencil Points
Southeastern Archaeology
Urban Affairs Review
Winterthur Portfolio
CHAPTER ONE

INDICATORS FRAMEWORK FOR GAUGING QUALITY OF LIFE IMPACTS OF HISTORIC PRESERVATION IN FLORIDA’S COMMUNITIES

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Contributions of Historic Preservation to the Quality of Life in Florida
Indicators Framework for Gauging Quality of Life Impacts of Historic Preservation in Florida's Communities
Rhonda Phillips

Introduction

Historic preservation provides numerous benefits, including a profound and positive affect on quality of life for citizens and visitors alike. There are numerous mentions of quality of life in historic preservation documents, in all types of literature – popular press, academic, and practitioner related works. Quality of life is assumed to be an intrinsically valuable outcome of historic preservation efforts, yet there are not many evident attempts to express this relationship explicitly. It is this implicit, assumed nature that provides the research opportunity at hand: what is the strength of this relationship, expressed in terms of explicit outcomes such as impacts? This report presents a framework for exploring the relationship between quality of life and historic preservation, using community indicators.

Indicators

What is the appeal of indicators? When used as a system, they hold much promise as an evaluation tool. What makes indicators any different from other measures of aspects of places, such as job growth, per capita income, or housing prices? The key is developing an integrative approach – one that considers the impacts of change not only in economic terms, but also the social/cultural and environmental dimensions. A community indicators system reflects collective values, providing a more powerful evaluative tool than simply considering the “economics” of change and growth. By integrating an indicators system into overall community or regional planning, it will be easier to evaluate the impacts of changes, whether positive, negative or neutral. It is this ability of community indicators systems to be integrated as a system for gauging impacts across a full spectrum of outcomes that makes it beneficial to explore using them. Further, they incorporate both frameworks of performance and process outcomes, which serve to facilitate evaluation. When properly integrated, they hold the potential to go beyond just activity reports, to being utilized in the decision-making process as indicators of impacts and outcomes.

Just what is a community indicator? Essentially, community indicators are bits of information that when combined, provide a picture of what is happening in a local system. They provide insight into the direction of a community: improving or declining, forward or backwards, increasing or decreasing. Combining indicators offers a measuring system to provide clear and honest information about past trends, current realities, and future direction, in order to aid decision-making. Community indicators can also be thought of as a report card of community well being. Bottom line: Community indicators are bits of information that, when combined, generate a picture of what is happening in a

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1 This section is excerpted in part from Community Indicators, Rhonda Phillips, American Planning Association, PAS Report No. 517, 2003.
local or regional system. It is important to note that these systems generate much data and it is the analysis of these data that can be used in the decision-making and policy/program improvement process. There are numerous functions of indicators, including: description, simplification, measurement, trend identification, communication, clarification, and as catalysts for action. 2

There are four common frameworks used for developing and implementing community indicators systems in the U.S.: 1. Quality of Life, 2. Performance Evaluation, 3. Healthy Communities, and 4. Sustainability. The framework presented most closely follows the quality of life format. A brief vignette of a quality of life example follows.

Quality of life is reflective of the values that exist in a community and indicators, therefore, could be used to promote a particular set of values by making clear that residents’ quality of life is of vital importance. The advantage of this type system is that, if agreement can be reached, the system can be a strong motivator for all types of community outcomes, not the least of which is evaluating progress towards common goals. The disadvantage is that measuring quality of life is a political process because what defines “good life” can vastly differ among individuals, groups, and institutions.

The most notable example of this type framework is Jacksonville, Florida’s Community Council Inc. (JCCI) model started in 1974 and very much a part of on-going evaluative and decision-making. About one-third of U.S. community indicator projects are based on this model. JCCI attempts to integrate indicators into overall planning activities with integration and monitoring for consistency with the comprehensive plan and other plans. The system has ten indicator categories, and annual quality of life reports and indexes are released.

Indicator Framework

The following table presents a list of the indicators selected to calibrate the framework. They are divided into four categories: gauging (related to type and amount); protecting (ordinances and regulations); enhancing (partnerships and incentives); and interfacing (uses). After the table, a description of each is provided, followed by a listing of measurements for each indicator.

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<thead>
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<th>Type</th>
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<td>Heritage/cultural interactions</td>
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Defining the Indicators

A. Gauging

These indicators are used to describe the amount and type of historic resources in the community, primarily expressed as physical properties. These include economic indicators, as well as the amount of historic properties.

1. Historic fabric – This is to gauge the amount of historic fabric in a community by dating structures from incorporation to current times – if for example, a town was incorporated in 1850, but no structures earlier than 1920 exist, then it indicates that a significant amount of historic fabric has been lost. Additionally, a community can check the amount of historic structures lost through demolition as an on-going indicator.
2. Districts, structures, and landmarks – To indicate the type of districts (National Register, state and/or locally designated districts), structures (number of contributing structures in the National Register and/or state/local districts), and landmarks designated as significant.
3. Distressed historic neighborhoods – Economically distressed neighborhoods in the community that also have historic properties indicate an opportunity for combining historic preservation and affordable housing strategies to address local needs, preserve local character/sense of place, and avoid displacement of existing residents.
4. Rehabilitation/certified tax credits – How many properties receive certified historic tax credits in the community? Indicates level of activity.
5. Assessed property value trends – Looks at valuation trends, such as per square footage values of renovated properties compared with new construction; total assessed value of all historic properties; and typical historic property appreciation in value during specified time increments.
6. Historic district/property reinvestment – Amounts invested in historic properties over specified time increments. Indicates activity in the community.

B. Protecting

7. Historic preservation element/plan integration – Does the local government have a historic preservation element as part of their comprehensive plan? Is there a stand alone historic preservation plan for the community? Is historic preservation integrated with other relevant planning documents, such as the future land use plan? This is a strong indicator of level of commitment and seriousness about protecting historic resources in a community.
8. Design guidelines – Has the community adopted design guidelines for historic properties, and are these guidelines enforced?
9. Historic preservation commission – Does the commission have regular meetings, and what is the annual budget as a percentage of the total local government budget? Indicates the degree of commitment to historic preservation.
10. Preservation ordinances – What ordinances exist (such as conservation easements, transferable development rights, etc.)? What is the strength of these ordinances? Indicates the seriousness of local government to protect historic resources.

11. Historic preservation survey – The amount and type of survey work, including the date conducted. Indicates the interest by the community in ascertaining the amount and type of historic resources present.

12. Historic preservation staff – Does the local government have staff dedicated to historic preservation and to coordinate with local non-profits? Indicates the degree of interest and commitment in the community to historic preservation.

13. Certificates and enforcement actions – Number of certificates of appropriateness granted or denied, number of enforcement actions, and number of appeals of denials of certificates of appropriateness. Indicates the amount of historic preservation activity, and amount of rehabilitation work and degree of commitment by local officials.

14. Disaster Preparation and Response – In Florida, natural disasters are an imminent threat to historic resources. What is the community doing to protect its resources? Are there plans in place, or interface with state/federal agencies? This is indicative of a long-term commitment and recognition of the value of a community’s historic resources.

C. Enhancing

15. Main Street Program – Does the local government participate in the program; if so, what is the number of jobs/businesses created and sustained over time increments and amount of investment into the district? This program often has a strong emphasis on historic preservation and is a good indicator of a community’s integrating historic preservation into local economic development activity.

16. Certified Local Government – Does the community participate in the National Park Service program? Because it requires requires a sophisticated and reliable historic preservation ordinance, annual accounting and active historic preservation programming, this indicates a community’s high level of commitment to historic preservation.

17. Participation in other state/federal programs – What types of programs does the community participate in that impact historic preservation, such as Florida Front Porch, Waterfront Florida, or similar programs. Indicates incorporation of historic preservation into local economic development activities.

18. Historic preservation non-profits – How many non-profits dedicated to historic preservation exist in the community, and what is their level of activity? Does local government contribute funding to their activities? Indicates the inclusiveness of other sectors in the historic preservation process.

19. Neighborhood participation – Are neighborhood representatives actively included in the historic preservation decision-making process? Are there neighborhoods eligible to be historic districts, but not designated? Indicates the breadth of historic preservation in the community, as well as whether new districts are possible.

20. Civic/museum partnerships – In what ways, when and how often is the museum used by civic groups, working with local government, increasing public awareness about preservation and conservation issues? Indicates the integration of the value of historic preservation into the overall community.
21. Tax exemptions – Does the community have an ad valorem tax exemption (permitted by Florida Constitution since 1992) for restoring historic properties? Indicates that the community is providing real incentives toward restoring and maintaining historic resources.

22. Other incentive programs – Grants-in-aid awarded, from both external and community-based sources as well as other fund-raising efforts. Indicates incorporation of other incentive techniques, as well as integration of historic preservation into sustainable land use practices.

D. Interfacing

23. Housing affordability – Measures such as interface with State Historic Preservation Officer as related to historic housing and affordability issues, or percentage of households living in historic or older homes by income. Indicates the community’s commitment to providing affordable housing while at the same time enhancing its historic resources.

24. Business use – Occupation by category of business for historic/older structures, or type (such as technology intensive, small businesses, minority owned businesses). Indicates the type of use and integration of historic properties into economic development in the community, including any creative uses such as arts-based districts, warehouses used for business incubators, tourism venues, etc.

25. Community draw factors – How does historic preservation serve to draw people, investments, events, etc. to the community? Indicates how much the community has attempted to develop its all important “sense of place” that is vital.

26. Community use factors – Does the community integrate its historic resources into education, outreach, and tourism? Indicates whether or not the community is using its resources to maximize positive outcomes such as enrichment for schools.

27. Heritage/cultural factors – Do the historic resources support the community’s local or regional identity? Indicates the level of integration into larger venues, such as specific historic crafts, agricultural practices, regional architecture, local storytelling, etc.

Implementing the Framework

Monitoring

The key for an indicators framework is not to have so many that it is too difficult to assess and update regularly. Also, they need to be readily understood by the community. Additionally, each community needs to explore the possibility of weighting the various indicators to indicate which are more important for them. While some standard indicators would be necessary to compare across communities, it is important that each community select the indicators they feel can best monitor their progress towards desired outcomes. These indicators imply progress (either backward or forward) and are gauges of the interface with quality of life in the community.
The indicators could be used to “rate” a community’s interface with historic preservation, in terms of weighting the various indicators. The issue of whether or not to weight or to assign priority to indicators can be addressed by each community. For example, there may be a need to assign more weight to an indicator that tracks assessed property value trends. If values are rising rapidly, then it can point to success in historic preservation programs while at the same time indicating a need to look at the outcomes of gentrification on housing affordability. In cases such as this, indicators can be paired—tracking value trends along with supply of housing or housing prices—and this pairing could provide greater insight. A weighting system can also be devised that divides indicators into ranking scales; for example, with the top three highest priority indicators having a higher ranking on the scale. Regardless of the type of weighting assigned, if any at all, the community can recognize those indicators where more attention is needed. This may be reflected in a positive or desirable direction of change (suppose that the integration indicator changes because a new historic preservation element is adopted); a negative or detrimental direction (the baseline indicator for historic properties declines because of an upsurge in demolition permits); or a neutral or static direction (in this case perhaps static is desirable such as with the baseline for historic properties remaining the same indicating no major storms or other disasters).

Often, a non-profit community group will tackle the measurement and monitoring of an indicator system in order to avoid appearances of self-reporting bias. However, some local governments provide the overall monitoring and implementation, with an oversight group of stakeholders. Either way, the community needs to commit to the indicator system and to regular updates, typically annually or semi-annually. Reports of the findings should be clearly written and shared with the community at large. Once the initial year is established, it will be easier for the community to gauge against desired benchmarks. Policies, programs, and efforts can then be adjusted accordingly to respond as needed.

**Measuring**

Establishing consistency in measurement is vital so that the indicators can be compared through time, and ideally, to other communities. The following lists the suggested measurements for each indicator:

1. Gauge the founding or incorporation of the community against the ages of structures. This will establish the baseline of historic properties; for example, it may be found that of historic structures in the community, 20% date from before the time of incorporation; or that 30% of the structures are dated before 1920. The community will have to decide the timeframe, or baseline to use. A periodic review is necessary to see if the community is losing more historic properties by checking against demolition permits. From this list, perhaps an endangered properties list could be generated to watch at-risk historic properties more closely. Also, after any major incidence (storms, fires, etc.), a baseline would need to be re-established for remaining structures.
2. Identify the number of National Register Districts, state heritage districts, or locally designated districts and overlap in any of these. Identify the number of designated structures or landmarks. If not already designated, identify potential projects.

3. Economically distressed neighborhoods (median income lower than the median for the community as a whole) often are areas of historic properties (older than 50 years). These are opportunities for enhancing historic preservation with affordable housing, increasing the quality of life for residents.

4. Rehabilitation/certified tax credits are offered for commercial property rehabilitation in Florida. Determine if there have been any offered in the community, or if possible projects exist.

5. Property value trends are a major economic indicator. This can include average assessed value of properties, increase by time increments, per square footage value of renovated properties compared with new construction, total assessed value of historic properties compared with all other properties. From this, a typical historic property appreciation value rate can be determined.

6. Identify the total amount of monies invested in the district. If also a Main Street district, or a Community Redevelopment Agency district, this will be easier to determine. Otherwise, a check with building permits or a survey of investors can yield the data.

7. The existence of a preservation element in the comprehensive plan is part of the benchmark. Additionally, if a stand alone plan exists, then greater weight can be attached to this indicator. Finally, it should be noted if historic preservation is integrated with other relevant planning documents, such as the future land use plan.

8. The existence of design standards is the benchmark; however, it is only valuable if the standards are enforced.

9. An active historic preservation commission is the benchmark along with a comparison of their budget to the rest of the local government budget. Additionally, activities may be gauged.

10. The strength of ordinances is vital. Greater weight is assigned to those that are enforced and serve to strongly protect historic resources. For example, if variances are typically not granted, then this would indicate a strong level of enforcement.

11. Record the date and type of survey completed. If over a decade old, encourage a new survey.

12. Measure the number of staff assigned to historic preservation.

13. Measure the amount of activity, by type (granted, denied, enforcement actions, appeals).
14. Measure the existence of disaster plans and preparation in place.

15. Measure the existence of a Main Street program and its activities. Also, some communities adhere to the Main Street revitalization guidelines without official designation as a Main Street community.

16. Measure the existence of certification and the program activities.

17. Identify the type and level of involvement with other programs at the state or federal level.

18. Identify the amount and level of involvement with non-profits dedicated to historic preservation in the community.

19. Identify the amount of neighborhood involvement, identification, and organization interfacing with historic preservation.

20. Identify the type of interface activities to integrate historic resources into the community.

21. Identify the number of exemptions granted over specified time periods.

22. Identify the use and type of other incentives over specified time periods.

23. Measure housing costs versus income levels of specified areas.

24. Identify types and uses of business properties, including any creative uses such as incubators, arts districts, etc.

25. Measure numbers of visitors, tourists, or investors in a specified time period, as well as any external publicity about the community’s historic resources.

26. Measure the type and level of integrative activities such as school group education and outreach.

27. Measure activities such as heritage or cultural events. The community will need to determine if they want to measure the total numbers of activities, or differentiate by types or by numbers of participants.
Contributions of Historic Preservation to the Quality of Life in Florida
CHAPTER TWO

HISTORIC PRESERVATION AND ECONOMIC DEVELOPMENT: THE CITY OF FERNANDINA BEACH

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Contributions of Historic Preservation to the Quality of Life in Florida
Historic Preservation and Economic Development: The City of Fernandina Beach

Rhonda Phillips

INTRODUCTION

Values associated with historic preservation encompass a range of contexts, from cultural and social to political. In the last few decades, values have expanded to embrace historic preservation as a major economic resource and development strategy for communities and regions. While it could be argued that the economic value of historic preservation is not as vital as other contexts, it can have economic development impacts that are very tangible. As Donovan Rypkema explained in his 1994 work, *The Economics of Historic Preservation*, approaches such as Main Street and others that are preservation-based are highly effective – “there is no form of economic development of any kind, anywhere, on any level, that is more cost effective and that is better able to leverage scarce public resources....”

Fernandina Beach is located on Amelia Island, a coastal barrier island along the northeastern Florida coast (see map on the following page). It is one of three incorporated areas in Nassau County and contains many of the area’s historic properties. Its rich history includes the distinction of being the last town platted by the Spanish before they ceded Florida to the United States in the early 1800’s. As one of the oldest settlements in Florida, it offers a charming Victorian seaside setting. Fernandina Beach was named "One of a Dozen Distinctive Destinations Worth Discovering" in 2002 by the National Trust for Historic Preservation. Given its expansive historic resources, it provides an excellent case study of how economic development and historic preservation can be compatible and integrated to provide the community desirable outcomes while protecting valuable resources. The next section provides a review of historic preservation activities undertaken by the City of Fernandina Beach followed by a section presenting economic context and effects that have been experienced. The concluding section summarizes the findings.
HISTORIC PRESERVATION ACTIVITY PROFILE

Fernandina Beach has a rich historic fabric that for decades in the early and mid-20th century did not receive development pressures like other Atlantic coastal towns in Florida. This turned out to be very fortuitous for present-day outcomes - because of its relative isolation away from the rapid build-up areas, the city was able to preserve its historic fabric. By the late 1960’s, some began to realize what treasures these historic resources represented and initiated efforts to revitalize and preserve them. They realized that the resources represented a basis on which to build a tourism industry and the basis for desirable economic development outcomes. To clarify, they actually “rebuilt” a tourism industry because in the late 1800’s, Fernandina Beach was a well recognized tourist destination, promoted and renowned by many as the "Newport of the South" (referring to Newport, Rhode Island, a popular seaport and resort town).

There are two historic districts in Fernandina Beach that together contain 336 historic buildings. The districts are:

(1) Downtown Historic District

This district, the Fernandina Beach Historic District, is a result of development of Fernandina in its “new” location to the south of Old Town Fernandina after the mid-19th century. (See the historic district boundary map on page 15 of this report.) According to
the Amelia Island Museum of History, the reason for the new location of the town was the construction of the railroad (it is the head of the rail line) and the subsequent tourist boom during the late 19th century along with its natural harbor on the Amelia River. The economy has been based on shipping, fishing, forestry, and tourism along with manufacturing in the 20th century. This district contains a 55-block historic district which now serves as the major component for a tourist-based economy of “Amelia Island's Victorian seaport village.”

The town contains many of the popular architectural styles of the late 19th and early 20th centuries including the Italianate style Fairbanks House with its large square tower (7th Street); the Palace Saloon built in the Beaux Arts style with a period interior, pressed tin ceilings and murals from 1907 (Atlantic Avenue); the Fernandina Beach Courthouse, one of the finest surviving Victorian courthouses in the state (Atlantic Avenue and 5th Street); and Villas Las Palmas, an eclectic California Mission style residence built in 1910. Other examples are found in the 100 block of N. 6th Street, called the "Silk Stocking District," where many of Fernandina Beach's most prominent citizens built their homes” (per the Amelia Island Museum of History at http://www.ameliaisland.org/atAGlance/history/aiMuseum.php). Below is an example of one of these homes.

Source: http://www.amelia-island.net/scenes.htm
This district also contains Centre Street, the main corridor of quaint shops and historic buildings which serves as the primary commercial and tourist district. It abuts the marina and harbor area and is very scenic. Pictured left is Fernandina Beach's Victorian-era courthouse with clock tower, a symbol of the historic Centre Street in this core downtown area. (Source: http://www.cr.nps.gov/nr/travel/geo-flor/20.htm).

The shops along Centre and adjacent streets are unique, and of individual character, with some of the businesses operating for long periods of times. There are no chain stores in the downtown core, which is unusual for a tourist area and this adds to the charm and quaintness of the shopping district for tourists. The picture below is a scene of Centre Street. There are very few vacancies in the downtown commercial core.

The district is a U.S. National Historic Landmark District, designated in 1973. The area is approximately 1500 acres, bounded by North 9th Street, Broome, Ash, South 5th Street, Date, and South 8th Street. The original district contained 122 historic buildings with an expansion of the area in 1987 to include 970 more acres, bounded by 6th, Broome, North 3rd, and Escambia Streets; 7th and Date Streets, and Ash Street. The expansion added an additional 174 more historic buildings for a total of 296 buildings. The following is the description of the district from the National Register of Historic Places:
Fernandina Beach Historic District
(added 1973 - Nassau County - #73000593)
Also known as See Also: Tabby House; Bailey House; Fairbanks House
Roughly bounded by N. 9th St., Broome, Ash, S. 5th St., Date, and S. 8th St., Fernandina Beach
(1500 acres, 122 buildings)

| Historic Significance: Architecture/Engineering, Event |
| Architect, builder, or engineer: Barber, George W., et al., Schuyler, Robert V. |
| Architectural Style: Italianate, Queen Anne |
| Area of Significance: Architecture, Transportation, Exploration/Settlement, Politics/Government, Commerce |
| Period of Significance: 1850-1874, 1875-1899 |
| Owner: Private |
| Historic Function: Commerce/Trade, Domestic |
| Current Function: Commerce/Trade, Domestic |

Fernandina Beach Historic District (Boundary Increase)
(added 1987 - Nassau County - #87000195)
Also known as Fernandina Beach Historic District; See Also: Merrick--Simmons
Roughly bounded by Sixth, Broome, N. Third, & Escambia Sts.; Seventh & Date Sts., and Ash, Fernandina Beach
(970 acres, 174 buildings)

| Historic Significance: Event, Architecture/Engineering |
| Architect, builder, or engineer: Unknown |
| Architectural Style: Late Victorian |
| Area of Significance: Architecture, Transportation, Politics/Government, Commerce |
| Period of Significance: 1850-1874, 1875-1899, 1900-1924, 1925-1949 |
| Owner: Private |
| Historic Function: Commerce/Trade, Domestic |
| Historic Sub-function: Multiple Dwelling, Single Dwelling |
| Current Function: Commerce/Trade, Domestic |
| Current Sub-function: Single Dwelling |

Source: http://www.nationalregisterofhistoricplaces.com/FL/Nassau/districts.html

(2) Old Town

This district encompasses the original settlement area for Fernandina Beach and abuts the waters of Amelia River. On page 17, at the end of this report, is a copy of the plat map of Old Town dated 1811. The original grid system remains despite many years of deterioration and decline due to depressed economic conditions and lack of any improvements into the area until recent times. According to the Old Town Preservation and Development Guidelines:
“...about forty structures exist in the town, roughly the same number found in records from the century of its founding. Old Town’s geographic and cultural isolation from the rapid development of Amelia Island has largely accounted for its preservation. Bound on the north and west by the salt march of Egan’s Creek and the Amelia River respectively, the town occupies one of the highest points in the area and demonstrates the careful strategic planning of Spanish settlements” (p.6).

Within this district, there is an aura of history, rather than characterized by several distinctive or significant buildings as found in the downtown district. It is a concept of place that includes the climate as well as its history in social, cultural and economic terms. There are currently no commercial activities in this district, only residential.

The description of the district is as below, from the National Register of Historic Places:

**Original Town of Fernandina Historic Site** (added 1990 - Site - #86003685)
Also known as **Old Town**
Roughly bounded by Towngate St., City Cemetery, Nassau, Marine, and Ladies Sts., Fernandina Beach

<table>
<thead>
<tr>
<th>Historic Information Potential, Event, Architecture/Engineering Significance:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Area of Historic - Non-Aboriginal, Exploration/Settlement, Community Planning Significance: And Development</td>
</tr>
<tr>
<td>Cultural Affiliation: Spanish colonial, Spanish colonial, English colonial Period of 1800-1824 Significance:</td>
</tr>
<tr>
<td>Owner: Private , Local Gov't , State Historic Function: Defense, Domestic Historic Sub- Fortification, Village Site function:</td>
</tr>
<tr>
<td>Current Function: Domestic</td>
</tr>
</tbody>
</table>

Source: http://www.nationalregisterofhistoricplaces.com/fl/Nassau/state.html

**Oversight and Activities**

Oversight and protection of the historic properties in both districts resides predominately with the Community Development Department of the City of Fernandina Beach along with its Historic Preservation Committee/Board and historic society (non-profit organization). The Community Development Department is responsible for providing services to the community regarding land use and building regulations, with activities relating to planning, zoning, building inspections, code enforcement and other elements – including application to historic properties.

Several activities by the City have created protection and enhancement of the historic resources. These include designation as a Certified Local Government (CLG) – a program enacted as part of the National Historic Preservation Act Amendments of 1980.
Designation as a certified local government elevates historic preservation to a public policy through passage of a historic preservation ordinance establishing a historic preservation board for development and oversight of historic preservation. Participation in the program is vital as well to the local planning process, as governments in Florida are required to address historic preservation in comprehensive planning decisions. By identifying historic resources in a local government's comprehensive plan, proposed development projects will be reviewed for consistency with preservation goals and strategies. It also enables local governments to apply for various grants that support preservation efforts (source: http://dhr.dos.state.fl.us/preservation/compliance/local/).

The City has plans to update its 1985 property survey as well as recently adding several more properties to the district. They also watch endangered properties to prevent demolition and try to acquire properties if needed. In 2003, the City developed and adopted Guidelines, A Guide to Rehabilitation and New Construction in the Downtown Historic District to help assure new development and rehabilitations would be consistent with the character of the existing structures.

ECONOMIC CONTEXT AND EFFECTS

To better understand the role of historic preservation in economic development, it is important to first consider the context of the economy. Fernandina Beach has always been an active seaport with commercial shrimping and shipping a large part of the economy. In the mid-20th century the paper mills and paper processing industries located on the island. Although shrimping is not as viable now, a bit of activity remains. The Port of Fernandina is the deepest natural water port in the south Atlantic and has been widely used since the 1500’s. The state of Florida operates a commercial port and the U.S. Customs and Border Protection has a presence there. When the railhead was connected in the 1850’s, it opened up the port to the interior and the rail is still an important transportation link for moving goods from the port and manufacturing establishments. While the port and manufacturing are still important components of the economy, the area has transitioned to include more service-based activities associated with tourism, recreation, and retail. This is apparent over the last few decades as more development has catered to those seeking an oceanside location as either primary or secondary homesites, vacationing or investments.

The population of Fernandina Beach has grown over the last two decades. The chart below illustrates this growth:

<table>
<thead>
<tr>
<th></th>
<th>2005</th>
<th>2000</th>
<th>1990</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>11,264</td>
<td>10,549</td>
<td>8,765</td>
</tr>
</tbody>
</table>


This represents a 6.8% change from 2000 to 2005 and a 29% change from 1990 to 2005. The median age in the area is 43 years; the median household income for 2000 is $40,893.
(state average $38,819); and the median house value is $134,500 (state average $105,500). Median family income for the same year is $54,806 compared to the state average of $45,625. Part of this growth is due to the upswing in the economy of Northeast Florida with commuters from Jacksonville electing to live in Fernandina Beach as well as more people moving into the town from further afar as a retirement or second home location.

The economy of Fernandina Beach is changing. A look at the 1997 and 2002 Economic Census data (this census is conducted every five years) shows some of the areas where change is occurring. Four sectors that are readily impacted by historic preservation and preservation-based development are real estate; retail trade; accommodation and food service; and arts, entertainment and recreation.

Selected Economic Census Comparison Data for 1997 and 2002, Fernandina Beach

\[(a = 1997, b = 2002)\]

<table>
<thead>
<tr>
<th>NAICS* Sector</th>
<th># of Establishments</th>
<th>Sales (in 1000's)</th>
<th>Payroll (in 1000's)</th>
<th># of Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail Trade (44-45)</td>
<td>a. 100</td>
<td>$151,012</td>
<td>$14,924</td>
<td>1189</td>
</tr>
<tr>
<td></td>
<td>b. 86</td>
<td>$158,203</td>
<td>$17,274</td>
<td>933</td>
</tr>
<tr>
<td>Real Estate (53)</td>
<td>a. 24</td>
<td>$23,894</td>
<td>$2,080</td>
<td>81</td>
</tr>
<tr>
<td></td>
<td>b. 30</td>
<td>$19,702</td>
<td>$2,807</td>
<td>111</td>
</tr>
<tr>
<td>Arts, Entertainment &amp; Recreation (71)</td>
<td>a. 9</td>
<td>$1,442</td>
<td>$291</td>
<td>27</td>
</tr>
<tr>
<td></td>
<td>b. 12</td>
<td>$4,455</td>
<td>$1,366</td>
<td>122</td>
</tr>
<tr>
<td>Accommodations &amp; Food Service (72)</td>
<td>a. 54</td>
<td>na**</td>
<td>na</td>
<td>na</td>
</tr>
<tr>
<td></td>
<td>b. 55</td>
<td>$35,188</td>
<td>$9,826</td>
<td>874</td>
</tr>
</tbody>
</table>

*North American Industry Classification System used by the U.S. Government. **data were not reported for these categories for 1997.

For the retail trade sector, the number of establishments has decreased – note this is for the entire city of Fernandina Beach, not only the historic district. Several explanations for this may be valid: (1) there is increased retail competition in outlying areas adjacent to the island, particularly along the A1A commercial corridor where intense building is being experienced in Nassau County; and (2) some retail space is lost due to properties taken over for other uses – for example, there have been several property buy-outs to convert to residential uses. Despite the decrease in the number of establishments, it should be noted that the average pay per employee increased from $12,551 in 1997 to $18,513 in 2002.
Within the Centre Street historic commercial district, there are 74 businesses (commercial properties). There is very little vacancy, with an occupancy rate estimated at over 90%. These businesses are unique and are not national chain stores. However, there are threats to their continued success as well including the issue of increasing property taxes.

The Arts, Entertainment & Recreation sector increased both its number of establishments and sales volumes per establishment. The Real Estate sector increased its number of establishments as well, which is expected in an area with escalating property values. A slight increase in the Accommodations & Food Service was experienced, but since no other data were provided for 1997, it makes comparison difficult.

Other sectors to consider impacts include Professional, Scientific & Technical (NAICS major group category 54). Full data were not reported for 2002, but in 1997 there were 44 establishments with 212 employees and a high average payroll (total payroll divided by number of employees) of over $48,000. In 2002, there were 72 establishments – a growth rate of 65% in this industry sector in five years. No data were provided for payroll, sales, or number of employees; however, extrapolating from 1997 data indicates an estimated employment of nearly 350. This category has received much attention nationwide with the concept of creative economies – that by offering a high level of amenities including arts and culture-related elements, more high level, technology/skill intensive jobs will be attracted to the area. Preservation-based development, with its cultural, social and other aspects, can also be part of a creative economy venue and this may in part explain some of the growth in this sector for Fernandina Beach. Additionally, it is interesting to note that the number of Manufacturing (categories 31-33) establishments increased from 15 in 1997 to 17 in 2002. Employment data were not provided.

Two other sectors have changed as well. Educational Services (NAICS major group category 61) increased the number of establishments from 2 to 10 from 1997 to 2002. (No other data were provided for either census year). Also, Healthcare & Social Assistance (NAICS major group category 62) increased from 35 establishments with 433 employees in 1997 to 55 establishments with 1,080 employees in 2002.

Property Values

Fernandina Beach has experienced dramatic increases in its property values over the last several years. Using data from the Nassau County Property Appraiser’s Office, it was found that the historic properties in both districts and along Centre Street have gained much market value. Due to the nature of the data, it is first analyzed by the benchmark years 1996, 2001, and 2005 for 462, 482, and 500 properties respectively (those properties located in either historic district but not necessarily listed). It should be noted that the 74 commercial properties along Centre Street are presented separately for the years 2001 and 2005. All values are just market values as determined by the Nassau County Property Appraiser’s Office.
Property Market Values for Historic Districts

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Value</th>
<th>Average Value per property</th>
<th># of Properties in Database</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td>$34,803,482</td>
<td>$75,332.21</td>
<td>462</td>
</tr>
<tr>
<td>2001</td>
<td>$68,641,060</td>
<td>$142,408.84</td>
<td>483</td>
</tr>
<tr>
<td>2005</td>
<td>$133,960,113</td>
<td>$267,920.23</td>
<td>500</td>
</tr>
</tbody>
</table>

Source: Compiled from Nassau County Property Appraiser’s Office data, 2006.

Note that the average value-per-property figures have increased quite dramatically as total values of the properties have gained. The most dramatic upswing in values is between 2001 and 2005 where average values nearly doubled due to the rapid development and growth taking place on the island.

Increases in Market Values for Properties in Historic Districts

<table>
<thead>
<tr>
<th>Time Period</th>
<th>Percentage Increase in Property Market Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>From 1996 to 2001</td>
<td>89%</td>
</tr>
<tr>
<td>From 2001 to 2005</td>
<td>88%</td>
</tr>
<tr>
<td>From 1996 to 2005</td>
<td>256%</td>
</tr>
</tbody>
</table>

Source: Compiled from Nassau County Property Appraiser’s Office data, 2006.

The increase in market values is extremely high and reflects the rapid development and increase in values from the desirable real estate markets on the island. It is most dramatic over the study period, with an average of 28% increase per year – this is quite above average for most small cities and gives credence to the idea that places and properties with charm and character such as that represented by historic resources are highly valued. Coupled with the desirable waterfront location, Fernandina Beach has garnered tremendous gains in property values, transitioning from an area that was characterized as a slower paced economy to a robust market.

Rapid rises in property values have a variety of effects for property owners, however. It is critical for owners of historic properties to gain value for their restoration and adaptation efforts, yet there is a limit on the amount of increases in tax property taxes for example that can be feasibly carried if incomes do not rise accordingly. Also, displacement can occur if property taxes rise to the point that owners cannot afford to pay them. The character of a community can begin to change with rapid displacement. Additionally, there have been recent discussions among business owners on Centre Street about...
increasing property taxes affecting their businesses’ financial feasibility. This is particularly relevant for new property tax assessments for buyers. Whereas a primary residence property has both a homestead exemption and a 3% per year cap on tax bill increases, commercial properties (as well as second or vacation homes and investment properties) do not have this cap. Thus, for commercial properties, property taxes can go up at a higher rate.

The Centre Street commercial corridor and adjacent commercial properties are the focus of the tourist trade for Fernandina Beach. There are 74 commercial properties on Centre Street – the majority of these properties are historic and represent the “Main Street” of the traditional shopping and downtown area. The market values of these properties have increased dramatically as well. The table below shows growth in per property market value from the comparison point of 2001 to 2005:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Value</th>
<th>Per Property Average Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>$21,267,565</td>
<td>$287,400</td>
</tr>
<tr>
<td>2005</td>
<td>$46,571,770</td>
<td>$629,348</td>
</tr>
</tbody>
</table>

Source: Compiled from Nassau County Property Appraiser’s Office data, 2006.

The change in market values represents a 119% increase, with average value per property more than doubling during the four-year time period.

**SUMMARY**

The City of Fernandina Beach has benefited tremendously from its historic resources and by pursuing preservation-led strategies for economic development. Its downtown district is a major attraction for many tourists each year and offers a unique and quaint experience that is different from many coastal towns where all the same chain stores may exist and newer buildings are the standard. It is indeed a charming Victorian era seaside town and has done a commendable job of preserving its historic resources to date. As seen in the first sections of this report, they have a considerable number of historic properties to work with and as discussed in the subsequent section, they have garnered economic gains that are quite impressive for a small city.

Some issues have emerged that the City of Fernandina Beach and others concerned with protecting their historic resources will need to consider. One of these is that the rapid rise in market values of the properties can have some chilling effects on business activity, if property tax bills rise too high for local businesses to support. It also impacts new property tax assessments for buyers when a property is sold and may indicate that small, unique businesses could not afford to pursue new opportunities. A key to preserving the quality and character of a unique place like Fernandina Beach will be to address this and other issues to maintain balanced and sustainable preservation-based development.
This case study illustrates that economic development and historic preservation are indeed compatible and can serve as a valuable basis on which to build and enhance a local economy. By preserving historic resources and enhancing their use and appeal, development outcomes can be realized that benefit not only the economic aspects but also the social and cultural dimensions with provision of a unique and desirable community.

A view of Amelia Island from the air…

Fernandina Beach Historic District – boundary map
CHAPTER THREE
CARROTS AND STICKS: AN EXAMINATION OF LEGAL TOOLS PROMOTING HISTORIC PRESERVATION AND THEIR EFFECT ON QUALITY OF LIFE

Timothy E. McLendon
Staff Attorney
Center for Governmental Responsibility
University of Florida Levin College of Law
Carrots and Sticks: An Examination of Legal Tools Promoting Historic Preservation and their Effect on Quality of Life
Timothy E. McLendon*

I. Introduction.

Historic preservation in the United States is supported by a legal and policy structure at all levels of government: federal, state and local. Each level plays an important part, though the primary controls are imposed by local governments. Local historic preservation relies upon a variation of the land use laws commonly employed by local governments. They differ from ordinary zoning in that the primary concern of a historic preservation ordinance is not density or usage, but maintaining the appearance of historic structures and the visual integrity of historic districts. In this way they are akin to aesthetic zoning, such as the regulation of signs. Even so, historic preservation ordinances are treated by the courts as a type of zoning or land use ordinance and are governed by many of the same constraints, whether political or legal.

This article provides a context for historic preservation law in Florida, including a survey of the federal and state roles in historic preservation. Local ordinances, however, remain the most important component in preserving historic resources, and a discussion of local land use regulations to protect and incentives to encourage historic preservation occupies the greater portion of this article. The article will also examine how the laws and policies promoting historic preservation fit within the greater context of quality of life in Florida communities.

Quality of Life Defined.

Several related terms are widely used in an attempt to measure “quality of life.” The most common and broadest of these is “sustainability.” Sustainability, or sustainable development, is a concept in which the population and vital functions of a community can be maintained into the indefinite future without degrading the community’s institutions, its means of production, its infrastructure, its resource base or the natural and man-made environments.\(^1\) Sustainability embraces the environment as a mainstream scientific and economic factor in all policy, planning and decision-making processes. Sustainability aims to enable true development in a process of “continual improvement,” while also enhancing the cultural and natural environment, as well as society’s resource base.
The concept of sustainable development arose from increased awareness that global and local failures to sustain economic development and manage natural and man-made environments ultimately threaten to undermine human social structures. Development cannot co-exist with a deteriorating environmental base; the environment cannot be protected where growth fails to take the costs of environmental damage into account. These problems are linked in complex interactions between human cultures and the physical environment.\(^2\)

Sustainability has been applied in a variety of contexts to an increasingly wide range of issues, including urban sprawl, new economic development, inner-city and brownfield redevelopment, local small businesses and micro-economics, environmental justice, ecosystem management, resource recycling, agriculture, biodiversity, lifestyles, green buildings, energy conservation, and pollution prevention. By its very nature, sustainable development is a broad-based concept which means different things to different groups of people depending on their respective social, political and environmental situations. The result is problematic for the implementation of sustainable development initiatives.

Hundreds of communities across the United States have discovered that the previously acceptable piecemeal approaches to resolving community issues are not adequate to solve present-day problems.\(^3\) Many of these communities are seeking to develop new long-term approaches based on the concepts of sustainability. Although true “sustainability,” in terms of comprehensive long-term environmental, social and economic health stability over generations may not yet exist, policy approaches that tend toward sustainability are achievable immediately. As Governor Bill Richardson, former U.S. Ambassador to the United Nations said, “Sustainable development works when the approach is integrated, the participation is broad and the process is initiated and sustained from the bottom up.” Local governments are key players in achieving sustainability on the national or international level, and the decisions taken by local governments have increasing significance in determining whether the United States moves toward a future that is environmentally, economically and socially sustainable.

Increasingly, communities seek to adopt more sustainable practices because they see potential savings in operating costs, as well as opportunities for economic and environmentally sensitive development, and an overall improvement in the quality of life through such practices. There is also an increasing awareness of the costs of unbridled growth, costs that are reflected in sprawl,
clogged highways, loss of green space, and economic inequities. “Quality of life” is an inherent part of any definition of sustainability, and is sometimes used in a manner synonymous with sustainability. If a difference exists between “quality of life” and “sustainability,” it may lie in the greater emphasis placed upon the social and economic components when discussing quality of life.

In Florida, there has been increasing recognition that our state-mandated Growth Management Acts and comprehensive planning processes have been unable to control growth, and have also failed to preserve many things that make Florida so attractive. There is renewed interest in enabling people in cities and towns across Florida to determine the directions their communities should take in the future. These concerns also prompted the Florida Legislature to fund the Sustainable Communities Demonstration Project in five Florida communities.

How does Historic Preservation Fit into Quality of Life?

The question of the role of historic preservation when one speaks of quality of life has two integral components: first, the extent to which the preservation of historic resources fits within the concept of quality of life; and second, the extent to which historic preservation laws and policy programs promote historic preservation. This report addresses the second of these issues.

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6 Thus, for instance, quality of life indexes are usually sustainability indexes. See, e.g., Malcolm Shookner, *The Quality of Life in Ontario, Fall 1999*, available online at: http://www.qli-ont.org/indexe.html (defining “quality of life” as “The product of the interplay among the social, health, economic and environmental conditions which affect human and social development”); *City Within A City: Neighborhood Quality of Life Index* (UNC Charlotte & Urban Institute, 1997). Both of these reports define “quality of life” to include social, economic and environmental aspects.

7 Sustainability may also focus more on the future impact of current policies and lifestyles, while quality of life, and its associated term “livability,” focus more on present issues.

8 Such concerns and interests lie behind the Eastward Ho! initiative which arose from the Governor’s Commission for a Sustainable South Florida and which sought to turn development back to the older portions of South Florida both as a means of Everglades preservation and of inner-city rejuvenation. See, e.g., *EASTWARD HO!: REVITALIZING SOUTH FLORIDA’S URBAN CORE* (South Fla. Regional Planning Council, 1996); *BUILDING ON SUCCESS: A REPORT FROM EASTWARD HO!* (South Fla. Regional Planning Council, 1998).

9 See Fla. Stat. § 163.3244 (repealed by sunset provision in 2002). The communities were Orlando, Boca Raton, Martin County, Tampa/Hillsborough County and Ocala. The Florida Sustainable Communities Network was established for these communities, and for other interested Florida communities, to encourage interest in and inform about efforts related to sustainability. This network is available online at: http://sustainable.state.fl.us.
A preliminary literature search linking quality of life or sustainability and historic preservation does not reveal an overt linkage on the part of those studying sustainability. There is certainly an assumption made that historic preservation is linked to an improved quality of life. The designation of historic districts is viewed as a tool for urban renewal, neighborhood restoration and preservation, and it does not seem to be much of a stretch to equate an increased quality of life in a particular area with the idea of renewal. The evidence is that historic designation fosters improvement of neighborhoods, encouraging private and public investment in the fabric and infrastructure, and contributing to both economic and community development. Yet quality of life standards do not incorporate historic preservation as an indicator, nor do studies directly link the two.

There are, however, studies which examine “the economic impact of preservation on property values.” As total taxable value of real property is a measure of quality of life, increased property value due to historic preservation is related in some manner to improved quality of life. Lynch demonstrates that a premium of $80,000 is associated with restoring historic homes in the Riverside-Avondale and Springfield historic districts of Jacksonville. Haughey and Basolo also note “a positive housing sales price premium” for homes located in designated historic districts in New Orleans. Regression analysis in Texas cities has demonstrated that, in

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12 See Lynch, supra note 10.

13 See 2005 JCCI REPORT, supra note 11.

14 Housing affordability is another common indicator of quality of life which would seem to be contradicted by increases in property value when there is no corresponding increase in median family income, yet another quality of life indicator.

15 See Lynch, supra note 10, at 134.


17 Id. Unlike Lynch, Haughey and Basolo did not look at restored homes within a district, but rather at the premium associated with homes located in historic districts. Haughey and Basolo’s study finds that single family housing sale prices in federal historic preservation districts are 33.1% higher than in neighborhoods without a historic designation. In those districts with both local and federal historic designation single family sale prices are 23.1% higher than neighborhoods lacking a historic designation. Id.
most cases, historic designation is associated with significantly higher property values.\(^\text{18}\)

Although some studies have found no premium associated with historic district designation,\(^\text{19}\) studies have consistently indicated that historic preservation programs do play a role in maintaining property values. Thus, studies in New Jersey,\(^\text{20}\) Georgia,\(^\text{21}\) Texas,\(^\text{22}\) Colorado,\(^\text{23}\) North Carolina,\(^\text{24}\) Maryland,\(^\text{25}\) Florida\(^\text{26}\) and New York,\(^\text{27}\) all suggest some linkage between historic preservation and the maintenance of property values. However, because property values are based upon numerous factors, it is difficult to make generalizations from city to city, or even district to district based on these studies.

Security is also a commonly accepted quality of life indicator.\(^\text{28}\) Although historic preservation does not explicitly address this issue, a successful program may play a role in improving neighborhood security to the extent that decayed houses are rehabilitated and vacant homes are

\[\text{\textsuperscript{18}} \text{ See Leichenko et al., supra note 10, at 1977-84 (examining the results of historic designation in Abilene, Dallas, Fort Worth, Grapevine, Laredo, Lubbock, Nacogdoches, San Antonio and San Marcos); N. Edward Coulson & Robin M. Leichenko, The Internal and External Impact of Historical Designation on Property Values, 23 J. REAL ESTATE FIN. & ECON. 113 (2001) (comparing residential property in Abilene, Texas).}\]


\[\text{\textsuperscript{20}} \text{See Joni Leithe & Patricia Tigue, Profiting from the Past: The Econ. Impact of Historic Preservation in Georgia 8-9 (1999).}\]

\[\text{\textsuperscript{21}} \text{See Center for Urban Policy Research, Economic Impacts of Historic Preservation in Texas (1999).}\]

\[\text{\textsuperscript{22}} \text{See Clarion Assoc., The Econ. Benefits of Historic Preservation in Colorado 20-25 (2002).}\]

\[\text{\textsuperscript{23}} \text{See Donovan D. Rypkema, Profiting from the Past: The Impact of Historic Preservation on the North Carolina Economy (1998).}\]

\[\text{\textsuperscript{24}} \text{See Donovan D. Rypkema, The Value of Historic Preservation in Maryland 3-4 (1999).}\]

\[\text{\textsuperscript{25}} \text{See Center for Governmental Responsibility, Univ. of Florida & Center for Urban Policy, Rutgers Univ., Economic Impacts of Historic Preservation in Florida (2002).}\]

\[\text{\textsuperscript{26}} \text{See New York City Ind. Budget Office, The Impact of Historic Districts on Residential Property Values (N.Y. City Ind. Budget Office Background Paper, 2003).}\]

\[\text{\textsuperscript{27}} \text{Almost every indicator report measuring quality of life addresses the issue of security. For example, one of the major sections of JCCI’s annual report on Jacksonville looks at “Keeping the Community Safe,” and reports such indicators as crime rates, citizen perception of safety, emergency response times, juvenile crime, child abuse and student conduct statistics, domestic violence incidents, motor vehicle accidents, and violent deaths of youth. See 2005 JCCI Report, supra note 11, at 67-74. Tallahassee, likewise, measures nine indicators of public safety. See 2005 Tallahassee Quality of Life Report, supra note 11.}\]

The Springfield Historic District has been the focus of major revitalization efforts beginning in 1998 involving the auction of homes for rehabilitation, appropriate infill development of the numerous vacant lots, and beautification and streetscaping. See, e.g., Charlie Patton, ‘Secret’ renaissance under way in Springfield, FLA. TIMES-UNION, Jul. 5, 2006, available online at: http://www.jacksonville.com/tuonline/stories/070506/met_22261964.shtml. A review of crime statistics released by the Duval County Sheriff’s Office shows that, in the four years since 2002, violent and property-related crimes decreased drastically in the Springfield Historic District (in a four-block radius from the intersection of Main Street and 8th Street):

<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>Assault/Battery</td>
<td>194</td>
<td>28</td>
</tr>
<tr>
<td><strong>Burglary</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Burglary/Other</td>
<td>46</td>
<td>5</td>
</tr>
<tr>
<td>Burglary/Residential</td>
<td>46</td>
<td>7</td>
</tr>
<tr>
<td>Burglary/Vehicle</td>
<td>53</td>
<td>17</td>
</tr>
<tr>
<td>Murder</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Robbery</td>
<td>58</td>
<td>9</td>
</tr>
</tbody>
</table>
In addition to economics, historic preservation and issues such as aesthetics have long been recognized as playing an important role in the self-definition of a community. The Supreme Court noted in its seminal case *Berman v. Parker*, when it upheld aesthetic zoning:

> The concept of the public welfare is broad and inclusive... The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully controlled.31

The contribution of historic preservation to the quality of life of citizens, and especially its role in making cities livable has likewise been recognized. When it adopted the National Historic Preservation Act in 1966, Congress made several findings that tie historic preservation directly to

<table>
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<tr>
<th>Sex Offenses</th>
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<tr>
<td>Lewd/Lascivious/Exposure</td>
<td>1</td>
</tr>
<tr>
<td>Sexual Battery</td>
<td>3</td>
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<tr>
<td>Theft</td>
<td>343</td>
</tr>
<tr>
<td>Theft/Vehicle</td>
<td>48</td>
</tr>
<tr>
<td>Vandalism</td>
<td>136</td>
</tr>
</tbody>
</table>

This is not to maintain that the rehabilitation of historic buildings is the key factor in making Springfield safer, but that the revitalization of the neighborhood -- in which rehabilitation of the historic fabric has played a key role -- has been a factor in making the neighborhood safer for residents both old and new. It is also true that the increased safety in Springfield corresponds to a lower crime in all of Jacksonville in 2005 as compared with 2002, with violent crimes citywide falling from 7,043 incidents in 2002 to 6,600 incidents in 2005; and property crimes falling from 43,978 incidents in 2002 to 43,517 incidents in 2005. 


31 348 U.S. 26, 33 (1954). In *Berman*, the Supreme Court found that local aesthetic controls could be a valid exercise of the police power.
the quality of life of American citizens:

(1) the spirit and direction of the Nation are founded upon and reflected in its historic heritage;

(2) the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people;

(3) historic properties significant to the Nation’s heritage are being lost or substantially altered, often inadvertently, with increasing frequency; [and]

(4) the preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans.32

32 National Historic Preservation Act, 16 U.S.C. § 470(b). Congress, when adopting the National Historic Preservation Act (NHPA), was heavily influenced by a report produced by the U.S. Conference on Mayors. This report, entitled With Heritage So Rich, examined the status of preservation in the U.S. at the time and made several important conclusions:

The pace of urbanization is accelerating and the threat to our environmental heritage is mounting; it will take more than the sounding of periodic alarms to stem the tide.

The United States is a nation and a people on the move. It is in an era of mobility and change. Every year 20 percent of the population moves from its place of residence. The result is a feeling of rootlessness combined with a longing for those landmarks of the past which give us a sense of stability and belonging.

If the preservation movement is to be successful, it must go beyond saving bricks and mortar. It must go beyond saving occasional historic homes and opening museums. It must be more than a cult of antiquarians. It must do more than revere a few precious national shrines. It must attempt to give a sense of orientation to our society, using structures and objects of the past to establish values of time and place.

This means a reorientation of outlook and effort in several ways.

First, the preservation movement must recognize the importance of architecture, design and esthetics as well as historic and cultural values. Those who treasure a building for its pleasing appearance or local sentiment do not find it less important because it lacks “proper” historic credentials.

Second, the new preservation must look beyond the individual building and individual landmark and concern itself with the historic and architecturally valued areas and districts which contain a special meaning for the community. A historic neighborhood, a fine old street of houses, a village green, a colorful marketplace, a courthouse square, an esthetic quality of the townscape - all must fall within the concern of the preservation movement. It makes little sense to fight for the preservation of a historic house set between two service stations, and at the same time to ignore an entire area of special charm or importance in the community which is being nibbled away by...
The Florida Legislature, likewise, announced the state’s policy with regard to historic preservation by making specific findings:

The rich and unique heritage of historic properties in this state, representing more than 10,000 years of human presence, is an important legacy to be valued and conserved for present and future generations. The destruction of these nonrenewable historical resources will engender a significant loss to the state’s quality of life, economy, and cultural environment.33

II. Overview of Federal and State Roles in Historic Preservation.


Matters of historic preservation remain predominantly reserved to state and local governments. This is because of the essentially local nature of all land use decisions. Nevertheless, the federal government plays a limited though important role in historic preservation. The contribution of the federal government lies in two major areas: first, federal statutes, such as the National Historic Preservation Act and others, set forth national policy on historic preservation and regulate the impact of federally funded or permitted projects on historically significant resources; and second, in the role played by certain federal agencies, most notably the National Park Service, as administrators of certain historic resources and coordinators of historic programs. A final and very significant federal contribution involves the use of tax policy to promote historic preservation and rehabilitation through tax credits.

33 Id.

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incompatible uses or slow decay.

Third, if the effort to preserve historic and architecturally significant areas as well as individual buildings is to succeed, intensive thought and study must be given to economic conditions and tax policies which will affect our efforts to preserve such areas as living parts of the community.

In sum, if we wish to have a future with greater meaning, we must concern ourselves not only with the historic highlights, but we must be concerned with the total heritage of the nation and all that is worth preserving from our past as a living part of the present.


33 Fla. Stat. § 267.061(1)(a). Originally enacted in 1967, the Florida Historical Resources Act goes further to announce as state policy: 1) the preservation of Florida’s historic resources; 2) careful stewardship of state-owned historic properties; 3) encouragement of preservation of privately owned historic resources; 4) use of measures such as “financial and technical assistance” to promote “harmonious coexistence of society and state historic resources”; 5) encouragement of preservation and utilization of historic resources; and 6) assistance to local governments in their preservation activities. Id.
1. NATIONAL HISTORIC PRESERVATION ACT.

The National Historic Preservation Act (NHPA), establishes the National Register of Historic Places and authorizes the Secretary of Interior to designate properties as historic landmarks, and to set forth criteria for landmark designation.\textsuperscript{34} The National Register Criteria have been tremendously influential in building consensus on what resources deserve protection in local ordinances. These criteria, modified to suit local conditions and priorities, are included in many local historic preservation ordinances.\textsuperscript{35}

Properties listed in the National Register enjoy certain federal procedural safeguards. The Act requires that any federal agency with direct or indirect control over proposed federal, federally-assisted or federally-authorized projects must consider the effects on any district or site included, or eligible to be included,\textsuperscript{36} in the National Register before approving the expenditure of federal funds or granting any federal license or permit.\textsuperscript{37} This process is known as Section 106 review.

NHPA’s Section 106 has played an important role in preserving communities. Under federally funded urban renewal programs in the 1950’s and 1960’s, neighborhoods in many cities were razed because they were poor. Many historic neighborhoods were lost. Section 106 review has helped prevent recurrence of this largescale urban restructuring.

NHPA also establishes the State Historic Preservation Officer, who is the official within each State “designated by the Governor or a State statute to act as liaison for purposes of

\textsuperscript{34} 16 U.S.C. §§ 470 - 470x-6. According to regulations promulgated by the National Park Service, sites and structures that qualify for the National Register are those:

that are associated with events that have made a significant contribution to the broad patterns of [American] history; that are associated with the lives of persons significant in [that history]; or that embody the distinctive characteristics of a type, period, or method of construction . . . that represent the work of a master . . . that possess high artistic values, that represent a significant and distinguishable entity whose components may lack individual distinction, or that have yielded, or may be likely to yield, information important in prehistory or history.

\textsuperscript{35} 36 C.F.R. § 60.4.

\textsuperscript{36} See, e.g., P.J. Birds, 654 So. 2d at 170 (upholding Dade County’s preservation criteria, which were substantially the same as the National Register criteria). For a general discussion of federal laws and conventions impacting historic preservation, see Marilyn Phelan, A Synopsis of the Laws Protecting Our Cultural Heritage, 28 NEW ENG. L. REV. 63, 66-79 (1993).

\textsuperscript{37} Courts have ruled that eligible property includes any property which meets the National Register Criteria, regardless of whether it has been officially listed in the National Register. See Boyd v. Roland, 789 F.2d 347, 349 (5th Cir. 1986).

\textsuperscript{38} 16 U.S.C. § 470f. The Act is limited in scope in that it only applies to federal agencies, and exempts states from coverage. See Lee v. Thornburgh, 877 F. 2d 1053, 1056 (D.C. Cir. 1989); cf. 16 U.S.C. § 470w(2). The review usually involves identification of properties protected by the Act and consultation with the Advisory Council on Historic Preservation and the local State Historic Preservation Officer on the best means of mitigating harmful effects to listed or eligible properties.

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Contributions of Historic Preservation to the Quality of Life in Florida
administering historic preservation programs within that State.”38 The State Historic Preservation Officer identifies and nominates properties to the National Register of Historic Places.39 NHPA also establishes the State Historic Preservation Programs and provides for the certification of local governments’ preservation programs by the National Park Service. The Certified Local Government Program will be discussed later in this work.

2. **National Environmental Policy Act.**

Two other federal laws significantly impact historic preservation. The National Environmental Policy Act (NEPA),40 although first and foremost a natural environmental protection act, also requires environmental impact statements for federal and federally-assisted projects which “significantly affect the quality of the human environment.”41 NEPA requires the federal government to “use all practicable means . . . to improve and coordinate Federal plans, functions, programs, and resources to the end that the Nation may . . . preserve important historic, cultural and natural aspects of our national heritage.”42

NEPA provides procedural safeguards when major federal projects affect environmental, cultural or historic resources.43 NEPA requires that, when considering a major federal action, the agency must prepare a detailed statement that explains: “(i) the environmental impact of the proposed action; (ii) any adverse environmental effects which cannot be avoided should the proposal be implemented; and (iii) alternatives to the proposed action.”44 As a practical matter, this requires the agency to perform an Environmental Assessment (EA) when considering a major federal action. If the agency, having taken a "hard look" at the issue in a proper EA, finds that no significant impact is likely, that satisfies its obligations.45 However, should the impacts of the

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38 36 C.F.R. § 67.2.
39 36 C.F.R. § 60.6; see Fla. Stat. § 267.061(5) (providing for the State Historic Preservation Officer).
41 42 U.S.C. § 4332(C).
43 Implementing regulations under NEPA are promulgated by the Council on Environmental Quality, which clarifies the procedural requirements under the statute. See 40 C.F.R. § 1500 et seq.
44 42 U.S.C. § 4332(C). The provision also requires consideration of "the relationship between local short-term uses of man’s environment and the maintenance and enhancement of long-term productivity," and "any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented.” Id.
45 For the requirements of an EA under NEPA, see, e.g., Cabinet Mountains Wilderness v. Peterson, 685 F.2d 678, 682 (D.C. Cir. 1982); Protect Key West v. Cheney, 795 F. Supp. 1552, 1559-60 (S.D. Fla. 1992).
agency action on environmental, cultural or historic resources be significant, the agency is required to prepare a full Environmental Impact Statement, which is a complete analysis of the likely impacts, proposed mitigation and alternatives to the federal action, all of which are subject to public comment and agency response.\textsuperscript{46} The mandate of NEPA, like the Section 106 process established by the NHPA, is procedural rather than substantive in nature.\textsuperscript{47}

3. \textbf{DEPARTMENT OF TRANSPORTATION ACT, SECTION 4(f).}

The Department of Transportation Act, Section 4(f),\textsuperscript{48} contains a further federal protection of historic resources. Applicable to federal or federally approved transportation projects, Section 4(f) prevents such projects where they would impact any historic site, public park, recreation area or wildlife refuge unless no feasible alternative exists to the project and unless the project minimizes harm to historic or natural resources. The “no feasible alternative” standard established by Section 4(f) provides a standard that is substantive in nature (i.e. mandating certain results), which distinguishes it from the procedural standards of NHPA and NEPA.

4. \textbf{OTHER FEDERAL PROGRAMS.}

There are other federal programs relevant to historic preservation activities in Florida. The National Park Service and other agencies, including the Department of Defense, are custodians of large amounts of property in Florida. Among these properties are many significant historic properties, including the Castillo de San Marcos in St. Augustine, Fort Jefferson in the Florida Keys, the Kennedy Space Center on Cape Canaveral, and the numerous historic properties at the Pensacola Naval Air Station.

There are other important federal grants programs. Under the National Historic Preservation Act of 1966, funds appropriated to the Historic Preservation Fund are distributed to the states, with ten percent of state funds reserved for Certified Local Governments.\textsuperscript{49} Additional grants programs include the Save America’s Treasures program and Preserve America. The Save America’s Treasures program began in 1998, and is a federal direct grant program to protect

\begin{itemize}
\item \textsuperscript{46} See 40 C.F.R. §§ 1502; 1503.
\item \textsuperscript{47} See Robertson v. Methow Valley Citizens Council, 490 U.S. 332, 350 (1989) (“it is now well settled that NEPA itself does not mandate particular results, but simply prescribes the necessary process”).
\item \textsuperscript{48} 49 U.S.C. § 303.
\item \textsuperscript{49} See 16 U.S.C. § 470. In 2004-05, Florida received some $717,696 from the Historic Preservation Fund, out of a total $34.5 million distribution to the states. See National Park Service, \textit{Historic Preservation Fund Grants Funding}, available online at: \url{http://www.cr.nps.gov/hpf/hpf-fund.htm}.
\end{itemize}
nationally significant historic structures and sites, as well as intellectual and cultural artifacts. These 50:50 matching grants range from $125,000 to $700,000 for historic property projects. Since 1999, thirteen Florida projects have been funded by Save America’s Treasures, including $353,000 for preservation at the Ringling estate of Cá d’Zan in Sarasota, $225,000 to preserve the Richard Norman Silent Film Studios in Jacksonville, $795,000 for preservation work at the Biltmore Hotel in Coral Gables and $450,000 to preserve the Singing Tower at the Bok Sanctuary in Lake Wales.

Another federal program, the Preserve America Initiative, was established by Executive Order in 2003. The Preserve America Initiative has several components: 1) an instruction to federal agencies to coordinate with local entities in using federally owned historic properties to promote preservation; 2) annual awards for exemplary activities in cultural and historic preservation; and 3) a grants program to support heritage tourism and innovative use of historic resources. The Mission San Luis, near Tallahassee, was one of four Preserve America award winners in the heritage tourism category announced in May 2006. Grants awards under Preserve America amount to $5 million, for 50:50 matching grants ranging from $20,000 to $150,000. Preserve America grants are not intended for rehabilitation, but may be used for surveying and planning, education, marketing and training programs. For 2005-06, Congress appropriated $73,250,000 to the Historic Preservation Fund, of which $30 million are to be used for Save America’s Treasures and $5 million to fund Preserve America grants.

Additional resources for historic preservation are available from the U.S. Department of Transportation in the form of transportation and transit enhancements funding. Under the

For more on the Save America’s Treasures program, see National Park Service, Save America’s Treasures, available online at: http://www.cr.nps.gov/hps/treasures/. Save America’s Treasures is jointly administered by the National Park Service, the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services and the President’s Committee on the Arts and the Humanities. Id.

See Save America’s Treasures, Guidelines and Application Instructions.

Florida awards under Save America’s Treasures since 1999 total $4,741,318. See National Park Service, Save America’s Treasures, Funded Projects, available online at: http://grants.cr.nps.gov/treasures/treasures.cfm.


Current authorization for federal transportation funding, including enhancement projects, is provided by the “Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for
Transportation Equity Act for the 21st Century (TEA-21) and its predecessor, the Intermodal Surface Transportation Efficiency Act (ISTEA), some ten percent of federal surface transportation program funds are set aside to fund so-called transportation enhancement projects. As long as the projects are related to surface transportation, projects may include rehabilitation of historic properties or the purchase of easements on historic properties, as well as historic landscaping, archaeological research, and scenic or historic highway programs.\(^5^8\) In Florida, some $1.7 million in ISTEA funding was used to help restore Tampa’s Union Station.\(^5^9\) Similar enhancement projects are available from the Federal Transit Administration for urbanized areas having a population of over 200,000.\(^6^0\) For example, Tampa’s historic street car connecting the downtown to historic Ybor City received enhancement funding from the FTA under ISTEA.

5. **Examples of how federal resources protection laws are applied.**

a. **Bridge of Lions, St. Augustine.**

In many cases, more than one of these federal laws applies to a specific case. The historic Bridge of Lions in St. Augustine was originally built across the Matanzas River in 1927 and added to the National Register in 1982. By the 1990's the bridge had deteriorated due to salt water corrosion of the drawbridge and the many millions of motor vehicles. The span of the bridge was also insufficient to provide a channel wide enough for larger boat traffic. Although these deficiencies would normally call for replacement with a modern bridge, the impact on historic resources was significant. The review process considered the impacts of proposed alternatives on the historic bridge itself and on St. Augustine’s historic downtown, into which the Bridge of Lions discharges traffic.\(^6^1\) Any plan to replace or restore the bridge involved consideration of issues such as hurricane evacuation. After extensive consultation and review, the Florida Department of Transportation decided to rehabilitate and restore the old bridge, a project that should be complete in 2010.

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\(^{58}\) For more generally on the transportation enhancement funding available under ISTEA and TEA-21, see **Dan Costello & Lisa Schamess, Building on the Past, Traveling to the Future: A Preservationist’s Guide to the Federal Transportation Enhancement Provision** (2d ed. 2005). Information on enhancements projects in Florida, including applications for grant funding, is available from the Florida Department of Transportation, at: [http://www.dot.state.fl.us/emo/enhance/enhance.htm](http://www.dot.state.fl.us/emo/enhance/enhance.htm).

\(^{59}\) Information about the Union Station project is available online at: [http://ostpxweb.dot.gov/preserveamerica/stories/florida/index.cfm](http://ostpxweb.dot.gov/preserveamerica/stories/florida/index.cfm).

\(^{60}\) Information about transit enhancements available under TEA-21 is available online from the Federal Transit Administration: [http://www.fhwa.dot.gov/tea21/factsheets/transenh.htm](http://www.fhwa.dot.gov/tea21/factsheets/transenh.htm).

b. Pensacola Naval Air Station Historic District -- Hurricane-Damaged Properties.

When Hurricane Ivan hit West Florida in 2004, the Pensacola area suffered significant damage. Among the properties damaged were many National Historic Landmark and National Register properties on the Pensacola Naval Air Station. The estimated $600 million in damage included a 19th-century shipyard which served as the first permanent naval air station and pilot training center. The Navy’s first inclination was to demolish most of the damaged properties, a move which would have destroyed the National Historic Landmark district.

After consultation with the Florida State Historic Preservation Officer, the Advisory Council for Historic Preservation and others under the Section 106 process, the Navy agreed to make limited changes to its planned demolitions. Under a Memorandum of Agreement between the Navy, the State Historic Preservation Officer and the Advisory Council, the parties agreed to restore some of the most important historic facilities. As a result of the Memorandum, thirty-three historic structures are slated for demolition, while nine more significant structures will be saved. The struggle to save the Pensacola Naval Air Station Historic District illustrates the very real limitations of the Section 106 process, and highlights that its protections are indeed procedural rather than substantive. The State Historic Preservation Officer and the Advisory Council had very limited ability under Section 106 to alter the Navy's demolition plans. Notwithstanding the limited success in preserving certain structures, the result will be unprecedented harm to a district with deep ties to naval history.

c. Tampa -- I-4 widening and its Impact on Ybor City.

In a classic example of the local harm caused by urban renewal, the construction of Interstate 4 in Tampa in the 1960's cut through the heart of the historic Ybor City neighborhood, dividing the historic district, as well as adjacent historic neighborhoods. Proposed widening of I-4 in the 1990's would have involved destruction of many remaining historic resources. After the Section 106 and Section 4(f) consultation processes, the Florida Department of Transportation undertook steps to mitigate the harm caused by the road widening. FDOT provided for the relocation of

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64 See Memorandum of Agreement, supra note 63, at Attachments 3 & 4 (listing structures to be demolished).

historic structures, many of them small “casitas” that housed workers in the former Ybor City cigar factories, threatened by the widening and the rehabilitation of many of these buildings, as well as aesthetic features and noise-reduction walls to further minimize impacts. Some 35 historic buildings have been relocated and placed within vacant lots in the Ybor City Historic District.\footnote{For more information about the I-4 project and the mitigation to protect Ybor City, see, e.g., Christina Slattery & Steve Jacobitz, Taking the High Road, \textit{Public Roads} (Sept./Oct. 2004), available online at: \url{http://www.tfhrc.gov/pubrds/04sep/01.htm}.}

NHPA, NEPA and Section 4(f) of the Department of Transportation Act are vital safeguards because federal funding or permitting is a key component of many major transportation or construction projects. These federal historic resource protection laws are significant in requiring federal projects to mitigate any harm they would cause to historic resources, much as they seek to minimize harm to the natural environment. Nevertheless, many threats to historic resources do not involve federal projects, and for these, local and state protection is required.

B. \textit{The State Role in Historic Preservation.}

The Florida Department of State, Division of Historical Resources is primarily responsible for state policy and programs.\footnote{\textsc{Fla. Stat.} § 267.031.} The Division is responsible for Florida’s preservation policy and for the cooperation and assistance provided to local governments. The Bureau of Historical Resources also works with the National Park Service to run the Certified Local Government (CLG) Program in Florida. The CLG Program was established under the National Historic Preservation Act, and is administered jointly by the National Park Service and state preservation offices. Under the NHPA, local governments that have established historic preservation programs meeting certain federal and state requirements may participate in the CLG program. Benefits of CLG participation include eligibility for special grants, technical assistance and training, and participation in the National Register nomination process for local properties. Every certified local government may apply to the Florida Historical Commission for grants from Florida’s annual apportionment from the federal Historic Preservation Fund. Federal law requires that at least ten percent of the amount transferred annually to the State of Florida under the NHPA be distributed to certified local governments.\footnote{16 U.S.C. § 470c.; \textsc{Fla. Stat.} §§ 267.0612, 267.0617 (2004); \textit{see also} 1A \textsc{Fla. Admin. Code} r. 1A-35.005 (sources of grant funds for historic preservation grants-in-aid).}

Finally, the Division of Historical Resources also administers the Florida Main Street Program in cooperation with the National Trust for Historic Preservation.\footnote{\textsc{Fla. Stat.} § 267.031(5)(g).}
1. **Florida Grants-in-Aid.**

Florida’s historic preservation grants program represents the nation’s largest, sustained state grants program. Two categories of activities are funded by grants-in-aid from the Historic Preservation Trust Fund: 1) Acquisition and Development Activities; and 2) Survey and Planning Activities. The former category includes most matching grants, and also includes such activities as restoration, rehabilitation, salvaging of archeological sites, and the preparation of drawings or photographs of threatened historic sites. The Survey and Planning Category of grants-in-aid includes community education and community relations projects which promote historic and archaeological preservation. In addition, so-called Special Category grants are non-matching grants for projects of exceptional importance.

The Florida Historical Commission awards grants-in-aid of both categories after a review of applications by the Division of Historical Resources and grant review panels. The Historical Commission develops priority lists of proposed grant projects under each category, subject to approval by the Division and appropriation by the Legislature. In 2006, the Florida Legislature appropriated over $16 million to historic grants programs. Florida has had one of the most important and largest grant programs, awarding more than $81 million for 781 projects since 2001. Between 1983, when the grants program began, and 2006, nearly $258.5 million in grant funds has been matched by $421 million in matching funds for over 3200 projects in all Florida counties.

Although the grants-in-aid program remains significant, the Division of Historical Resources has received reduced funding for grants from the Florida Legislature in the years since 2001. In the five-year period from 1997-2001, grants awards totaled nearly $83 million, while in the years 2002-06, grant awards totaled $61.4 million. Appropriations from the Florida Legislature

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70 The process for grants review is established by 1A Fla. Admin. Code r. 1A-35.007.
71 Id.
72 See 2006 Fla. Laws, ch. 2006-25, § 6 (appropriations 3182 and 3186A totalling $16,171,455). In addition, some $1,750,000 was appropriated for historic museum grants. Id.
73 The amount appropriated for 2006 represents a significant increase from 2005, when some $14,889,870 was appropriated for historic grants (an additional $872,000 in designated historic grants were vetoed). See 2005 Fla. Laws, ch. 2005-70, § 6 (appropriations 2945 & 2949A).
74 Id.
75 Id. Amounts appropriated by the Florida Legislature for historic preservation grants-in-aid also decreased in the period 2002-06, compared with 1997-2001, as can be seen from the following table:
demonstrate this relative decrease in amounts available for historic preservation grants. The average appropriation in the years 1997-2001 was approximately $18 million annually, while in the years since 2002, the appropriations for historic grants-in-aid have averaged some $12.7 million. Several factors explain this decrease. First, economic slowdown beginning in 2002 reduced the appropriations to the Department of State significantly. Furthermore, under a constitutional revision to the Cabinet adopted in 1998, but only implemented in 2003, the Secretary of State, under whom the Division of Historical Resources is placed, ceased to be an independently elected position and became instead a gubernatorial appointee. The new appointed Secretary of State lost the advantage of an independent mandate from voters and was also subject to budgetary supervision from the Executive Office of the Governor. It is a

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount appropriated for HP grants-in-aid</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997</td>
<td>$14,861,100</td>
</tr>
<tr>
<td>1998</td>
<td>$16,800,325</td>
</tr>
<tr>
<td>1999</td>
<td>$18,688,144</td>
</tr>
<tr>
<td>2000</td>
<td>$19,845,156</td>
</tr>
<tr>
<td>2001</td>
<td>$19,802,228</td>
</tr>
<tr>
<td>2002</td>
<td>$16,585,870</td>
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<tr>
<td>2003</td>
<td>$3,760,997</td>
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<tr>
<td>2004</td>
<td>$12,010,743</td>
</tr>
<tr>
<td>2005</td>
<td>$14,889,870</td>
</tr>
<tr>
<td>2006</td>
<td>$16,171,455</td>
</tr>
</tbody>
</table>


testimony to the Legislature’s recognition of the worth of historic preservation programs that, in the years since 2003, it has successively raised the funding of the Division’s grants-in-aid programs, returning the program back nearly to its pre-Cabinet reform levels.

2. **Florida Main Street Program.**

The Main Street Program was established by the National Trust for Historic Preservation in 1980 to help revitalize historic downtowns, especially in smaller communities. Since its founding, more than 2000 communities in forty-one states have benefitted from the small grants and technical assistance provided by the Main Street Program which focuses on four key elements of revitalization: 1) Design; 2) Organization and consensus building; 3) Promotion and marketing of the Main Street; and 4) Economic Restructuring.

Florida has had an active Main Street Program since 1985, working in 75 Florida communities. During that period, Florida Main Street has generated approximately $1.37 billion in public and private investment in both rehabilitation and new construction, witnessing the start of over 3,600 new businesses and over 11,000 new jobs. 

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See “Florida Main Street Communities Quarterly Report Data Base,” information supplied by Angela Tomlinson, Florida Main Street Program Assistant, Florida Department of State (June 19, 2006). Further information about Florida Main Street is available online at: [http://www.flheritage.com/preservation/architecture/mainstreet/](http://www.flheritage.com/preservation/architecture/mainstreet/), and information about the National Trust Main Street Center is available at: [http://www.mainstreet.org/](http://www.mainstreet.org/).
3. **Other State Programs.**

State programs, such as the Waterfronts Florida program, managed by the Florida Department of Community Affairs, or the Coastal Partnerships Initiative of the Florida Coastal Management Program, administered by the Florida Department of Environmental Protection, also play a role in promoting historic and cultural preservation. Though they are not overtly focused on historic resources, the Waterfronts Florida Program has begun to build capacity in smaller communities, providing small matching grants together with technical assistance in planning. The program provides for two-year grants to partner communities with additional technical assistance and training to help communities maintain traditional working waterfronts. The preservation of environmental and cultural resources is a key concern of the program, as is the maintenance of traditional economic water-dependent uses. These programs are similar in nature to the Main Street Program, with the difference that the Waterfronts programs focus on harbors and waterfronts of smaller communities rather than downtown for revitalization.

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III. **Local Historic Preservation Programs -- What Can Be Done?**

A. **Basis of Local Government Authority in Florida.**

The police power allows a state to legislate on any matter affecting public health, safety, morals, or welfare so long as the state does not impinge upon rights protected by the federal constitution or usurp a function exclusively federal in nature. States have delegated power to local governments, both counties and cities. The Florida Constitution gives cities broad home rule powers. Cities in Florida may act in any area where they are not forbidden to act by state law.

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79 The Waterfronts Florida Program was regularized by passage of Chapter 2005-157, Fla. Laws, in July 2005 (authorizing the Department of Community Affairs to assist waterfront communities engaged in revitalization activities and allowing these communities additional land use planning authority to preserve commercial and recreational working waterfronts). More information about the Waterfronts Florida Program is available online at: [http://www.dca.state.fl.us/fdep/dcp/waterfronts/index.cfm](http://www.dca.state.fl.us/fdep/dcp/waterfronts/index.cfm).

80 Florida counties are either charter or non-charter counties. Charter counties “have all powers of local self-government not inconsistent with general law, or with special law approved by vote of the electors. The governing body of a county operating under a charter may enact county ordinances not inconsistent with general law.” Fla. Const. art. VIII, § 1(g). Non-charter counties have “such power of self-government as is provided by general or special law.” Fla. Const. art. VIII, § 1(f). The distinction between charter and non-charter counties is for the most part an academic one, for Florida law clearly gives cities and both charter and non-charter counties the power to adopt regulations designating districts and structures as historic and protecting them accordingly. One further distinction between charter and non-charter counties is the status of county ordinances within incorporated municipalities.
Zoning and other land use regulations by local government are a function of the police power. The “police power,” in its broadest sense, includes all legislation and almost every function of civil government. Under the police power, the government may restrict the use of property in the interests of public health, morals, safety and public welfare. Courts have found that zoning regulations are a valid use of the police power if they have some “substantial relationship” to the promotion of public health, safety, morals, or the general welfare of the community. Historic preservation has been explicitly recognized by the United States Supreme Court, and many state courts as a valid use of the police power.


Section 163.3177 of the Florida Statutes lists required and optional elements of comprehensive plans. Historic resources must be addressed in the Future Land Use and Housing Elements, which are mandatory in all comprehensive plans, and the Coastal Management Element, required for coastal cities and counties. Historic preservation is also included as an additional optional element in its own right. This element, if included, should set out “plans and programs for those structures or lands in the area having historical, archaeological, scenic, or similar significance.” Although this is an optional element in a local comprehensive plan, if it is included, it must be based on appropriate data, such as a survey or study of historical resources in the community.
Thus, within Florida’s Comprehensive Planning structure, every local government is required by law to address historic preservation in the comprehensive planning process even if it does not choose to have a separate historic preservation element. The community’s policies and objectives with regard to historic resources are further required to be based upon a survey of those resources. This survey, if expanded to address all aspects of historic resources, is the proper basis for a historic preservation ordinance.

The statutory law requires that historic resources be addressed in the comprehensive planning stage by local governments. Recent case law has shown that courts also view with favor the top-down planning structure imposed by comprehensive plans. A reviewing court will accord great weight to the factor that a particular ordinance or administrative action taken pursuant to an ordinance is consistent with a comprehensive plan. A comprehensive plan provides legitimacy and further standards for an administrative body, such as a preservation commission.

In these circumstances, it is anomalous for historic preservation law in Florida to remain outside the comprehensive planning structure already favored by the courts and the legislature. This is especially so given the tendency of Florida courts to view all forms of land regulation similarly in terms of procedural requirements. A historic preservation element within the local comprehensive plan will not save an otherwise unjustifiable action, but where local governments can show that decisions are consistent within the framework of a properly adopted comprehensive plan, these decisions are less likely to be struck down by a reviewing court.

C. Local Historic Preservation Ordinances.

Because federal historic preservation laws apply only to federal and federally-funded projects, the key to the preservation of most historic resources lies in local historic preservation ordinances. Though significant variations exist within historic preservation ordinances, there are some features common to all. Commentator Richard J. Roddewig identifies ten basic components contained in most ordinances: (1) A statement of purpose for the ordinance; (2) A statement of powers and authorities; (3) Creation of a historic preservation commission; (4) Criteria for designation of landmarks and/or historic districts; (5) Procedures and criteria for nomination and designation of landmarks; (6) Types of actions that are reviewable by the preservation commission and the legal effect of the review; (7) Criteria applied by the commission to the action reviewed; (8) Consideration of the economic effect of designation or review of an action; (9) Procedures for appeals from a preservation commission decision; and (10) Fines and penalties for violation of ordinance provisions. There are reasons for these similarities. General

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88 See, e.g., Board of Cty. Comm’rs v. Snyder, 627 So. 2d 469, 476 (Fla. 1993); Machado v. Musgrove, 519 So. 2d 629, 633 (3d DCA 1987), rev. denied, 529 So. 2d 693 (Fla. 1988).
requirements for certification of local historic preservation programs are contained in 36 C.F.R. § 61.5(c). More explicit criteria are found in Section B of Florida Certified Local Government Guidelines, promulgated by the Bureau of Historic Preservation.90

These guidelines also include some requirements applicable to the historic preservation commissions established by local ordinances. An appointed commission should contain at least five members with skills in architecture, history, architectural history, planning, archaeology, urban planning or other historic preservation-related fields.91 The commissions are responsible for reviewing proposed alterations or demolitions, as well as nominations to the National Register within a set time frame. The commissions should be provided with sufficient staff to enable them to carry out their work, and should survey local resources.

D. Administrative Review Boards.

Article II, Section 3, Florida Constitution, provides for the division of state government into legislative, executive and judicial branches, and further provides that, “No person belonging to one branch shall exercise any powers appertaining to either of the other branches unless expressly provided herein.” Accordingly, courts are vigilant to guard against unlawful delegation of powers by one branch of government to another branch, and likewise against any encroachment by one branch on the powers rightfully exercised by another branch. With historic preservation, as with many local land use regulations, separation of powers issues usually involve possible unlawful delegation of powers by the legislative body or usurpation of powers deemed judicial in nature. As a result, local governments must carefully define the authority given to administrative boards, such as historic preservation boards.

E. Designation of Historic Districts and Individual Landmarks.

1. Predesignation Surveys.

Historic preservation should reflect community priorities in order to be effective. A better understanding of historic resources can be achieved through the sort of survey required for the historic preservation element of a comprehensive plan, and for the future land use, housing and coastal management elements of the comprehensive plan, all of which require local government


Further information about Florida’s CLG program is available online at: http://www.flheritage.com/preservation/compliance/local/index.cfm. The requirements for certified local government preservation ordinances are an additional legal protection for the ordinances by providing both specific criteria and the necessary procedural safeguards. See George B. Abney, Florida’s Local Historic Preservation Ordinances: Maintaining Flexibility While Avoiding Vagueness Claims, 25 Fl.A. St. U. L. Rev. 1017, 1032-38 (1998).

to address historic resources. The survey forms a basis for the designation of individual buildings or particular districts as historic, and it is a useful tool to support designation should this be challenged in court. The survey of historic resources is also required for participation in the Certified Local Government Program.

2. **Standards and Criteria for Designation of Historic Districts or Landmarks.**

Many ordinances rely on the criteria promulgated by the National Park Service for inclusion in the National Register as the basis for historic delegation in their ordinances. These criteria are substantially the same as those included in Dade County’s historic preservation ordinance, recently upheld by the Florida Third District Court of Appeals in *P.J. Birds*. This positive review by a Florida court makes a local adaptation of the National Register criteria, like that used in Dade County, very attractive.

As an interim measure, a historic preservation ordinance should also provide protection for properties pending designation as landmarks or within a likely historic district. This will prevent an owner from preemption of the local protection by seeking a demolition permit. The interim prohibition should set a time period for review during which demolition permits will not be granted.

3. **Historic District Issues.**

Historic districts may be formed either as a traditional zoning district or as a special overlay district. If formed as a zoning district, this district would also regulates the land uses permitted within the historic district, as well as controlling alteration or demolition of structures. An overlay district, by contrast, sits over an existing zoning district. Thus, where land is otherwise zoned residential or commercial, it retains its permitted usage with the additional criteria imposed for the alteration or demolition of structures within the district.

Either of these two forms of historic preservation are acceptable in Florida. Note, however, that where a special zoning district is established, which also controls land usage, the designation of land usage is held to be a legislative function that cannot be delegated to an administrative body, but must be reserved to the local governing body. For this reason, the overlay district, which

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94 654 So. 2d at 170.
95 See Dallas v. Crownrich, 506 S.W.2d 654 (Tex. Civ. App. 1974) (upholding authority of city to impose a moratorium on building permits pending the designation of a historic district).
96 See Josephson v. Autrey, 96 So. 2d 784, 787-88 (Fla. 1957). A prominent example of designation within the zoning code is found in Delray Beach. See *City of Delray Beach Land Dev.*
permits designation and administration by a preservation board, may be preferable.

4. **LANDMARK DESIGNATION.**

In addition to historic districts, courts have upheld the designation of individual structures as historic landmarks. See, e.g., *Penn Central*, 438 U.S. 104 (1978); *St. Bartholomew’s Church v. New York City*, 914 F.2d 348 (2d Cir. 1990), cert. denied, 499 U.S. (1991). Historic preservation ordinances commonly provide for the protection of both historic districts and single structures which may be deemed historically significant.

The risk, in designating a single structure as a landmark, is the appearance of “spot zoning.” Spot zoning involves the arbitrary zoning or rezoning of a single parcel of land in a way that is inconsistent with the comprehensive land use plan and in a way that either uniquely burdens or unfairly benefits the individual landowner whose parcel is rezoned. If, however, the local government can show that the rezoning action with regard to the individual property is in accord with the comprehensive plan and otherwise in the public interest, the rezoning action, including landmark designation, is not an improper spot zoning. Thus, especially in the case of individual landmarks, both a historic preservation element in the comprehensive plan and a thorough survey of local historic resources are important to protect the government action.

5. **AFFIRMATIVE MAINTENANCE REQUIREMENTS.**

Demolition by neglect may occur when a landowner deliberately neglects a protected structure in the hope of obtaining a permit for demolition when the structure finally reaches a state where it jeopardizes public safety. A well-drafted historic preservation ordinance should prohibit owners from allowing protected structures to so deteriorate as to endanger the building or even detrimentally affect the surrounding historic district. Courts have upheld reasonable requirements for landowners to maintain their property. See, e.g., *Maher*, 516 F.2d at 1066-67. The ordinance should empower the preservation board, in the event of a listed property’s being dangerously neglected, to order necessary repairs and charge these to the landowner or charge them as a lien upon the property.

F. **Permit Reviews.**

1. **REGULATION OF NEW CONSTRUCTION, ALTERATION, RELOCATION OR DEMOLITION.**


See, e.g., *Maher*, 516 F.2d at 1066-67.

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modification of listed properties. This permitting should be coordinated with other local authorities so that other permits are only given when the preservation board has issued a “certificate of appropriateness,” signifying its approval of the requested action. A similar procedure should require the preservation board to review requests to demolish listed properties and contributing structures within historic districts. The preservation board should ideally have the power to prevent, not merely delay, demolition of listed properties.

2. **Economic Hardship Provisions.**

Local governments can and should help avoid constitutional takings challenges to the application of their historic preservation ordinances through economic hardship and variance provisions. These provisions authorize officials to examine whether the application of the ordinance will allow the owners of property some “reasonable return” on their investment.

3. **Penalties.**

As with any land use law, a historic preservation ordinance must be enforced if it is to effectively protect local historic resources. Courts have upheld penalties properly imposed for violating historic preservation ordinances, including fines, requirements to restore landmarks altered without permission, and denial of permits to build or rebuild.

Affirmative maintenance requirements, together with the controls on alterations and demolitions, are vital to the functioning of a historic district. Such controls do not exist as a result of National Register designation. Only local historic preservation ordinances impose these requirements on private landowners, and their existence is an important reason that historic preservation helps to maintain local property values.

**IV. Incentives and Alternative Tools to Promote Historic Preservation.**

Landowners in historic districts should be informed that the listing of historic buildings, along with the requirements of maintenance for neighboring buildings, often works to raise the value of land in the district. Accompanying sweeteners, in the form of local ad valorem tax incentives and, where practical, transferrable development rights or small grant programs, will give property owners reasons to accept historic preservation. The possibility of federal tax credits for rehabilitation of income-producing property is another incentive, one which one day may be also

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100 See Nance v. Indiatlantic, 419 So. 2d 1041 (Fla. 1982) (prerequisite for granting a zoning variance is the presence of an exceptional and unique hardship to the individual landowner).

available to homeowners. These benefits conferred by historic designation may be important should the ordinance or its application be challenged either as a confiscatory taking, or under the Florida Property Rights Protection Act. Just as importantly, these incentives build consensus and encourage property owners to rehabilitate older structures thus preserving them for future use.

A. **Tax Relief.**

I. **Federal Tax exemptions for historic preservation.**

A further federal contribution to historic preservation is tax relief for the rehabilitation of historic properties, and for the establishment of conservation easements. Although 1986 tax code revisions considerably lessened the tax benefits, federal tax benefits remain a vital factor in encouraging property owners to preserve and renovate rather than to destroy and rebuild. The two main federal tax contributions to historic preservation are rehabilitation tax credits and a tax deduction for the establishment of conservation easements.

There are two types of federal rehabilitation tax credits: 1) a 20% credit for qualified expenditures on rehabilitating certified historic structures; or 2) a 10% credit for qualified expenditures on rehabilitating non-historic structures placed in service prior to 1936. For both of these tax credits, only income-producing property qualifies for the credit (thus making most residential property ineligible). Although the 1986 tax code revisions substantially lessened the federal tax benefits for rehabilitation, both rehabilitation tax credits continue to be significant incentives and rewards for rehabilitation of mainly non-residential properties. Likewise, the federal tax code allows a federal income, gift or estate tax deduction for “qualified conservation contributions” toward the establishment of conservation easements. The conservation easement deduction is another factor in encouraging property owners to preserve and renovate rather than destroy and rebuild.

To receive the 20% tax credit, rehabilitations require approval by the State Historic Preservation Office and the National Park Service as complying with the Secretary of the Interior’s Standards for Rehabilitation. Since 1986, nearly 450 Florida tax credit projects representing over $556 million in total construction investment have been approved by the National Park Service. Many Florida communities have benefitted from these tax credit projects.

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102 For more generally on the federal rehabilitation tax credit, see Stephen L. Kass et al., Rehabilitating Older & Historic Buildings: Law, Taxation, Strategies (2d ed. 1993); U.S. Dept. of the Interior, Nat’l Park Svc., Cultural Resources, Preservation Tax Incentives for Historic Buildings 17 (2004). The significance of a “tax credit” is that it is a dollar-for-dollar reduction in one’s taxes, as opposed to a tax deduction, which merely reduces taxable income. See J. Martin Burke & Michael K. Friel, Understanding Federal Income Taxation § 1.03[B][7] n.29 (2d ed. 2005).

103 Information supplied by Compliance Review Section, Fla. Dept. of State, Bureau of Historic Preservation (June 2006).
Jacksonville.
For example, Jacksonville has received approximately $72.5 million in investment since 1986 to rehabilitate structures in its historic downtown, as well as in the Springfield and Riverside-Avondale historic districts. These important rehabilitations include nearly $20 million since 2003 to rehabilitate the old Lynch Building, originally built in 1926 as one of the first skyscrapers in Jacksonville. Added to the National Register in 2003, the building is being rehabilitated as apartments. A further $26 million has been invested in restoring the old Carling Hotel, originally constructed in 1926 and on the National Register since 1991. The Carling will likewise be used as apartments.\textsuperscript{104}

St. Augustine.
America’s oldest city has received over $15 million in tax credit-related investment since 1986. Among the important projects is the restoration of the old Cordova Hotel, one of the three Flagler-era hotels in the city. Dating from 1888, the Cordova closed in 1932, and was used for many years as the St. Johns County Courthouse. It was rehabilitated in 1997-99 and now serves again as the Casa Monica Hotel. The hotel rehabilitation represents the single largest tax credit project in St. Augustine, with project costs of nearly $11 million.\textsuperscript{105}

\textsuperscript{104} Information supplied by Compliance Review Section, Fla. Dept. of State, Bureau of Hist. Preservation (June 2006). For information about these historic structures rehabilitated using federal rehabilitation tax credits, see WAYNE W. WOOD, JACKSONVILLE’S ARCHITECTURAL HERITAGE: LANDMARKS FOR THE FUTURE 33, 59 (1989).

\textsuperscript{105} Information supplied by Compliance Review Section, Fla. Dept. of State, Bureau of Historic Preservation (June 2006).

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Miami Beach.
With over $212 million in tax credit investment since 1986, no city in Florida has benefitted as much as Miami Beach. Tax credit projects, together with successful local historic districts, represent the foundation of the redevelopment and renewal of this city, especially the famous Art Deco district. Miami Beach redevelopment was fostered by the Miami Beach Community Development Corporation and the Miami Design Preservation League, a non-profit organization devoted to historic preservation. The Miami Beach Community Development Corporation played an important role in attracting private developers to invest in and to restore the city’s many art deco hotels.

2. LOCAL AD VALOREM TAX EXEMPTIONS FOR HISTORIC PRESERVATION.

An amendment to the Florida Constitution, approved by Florida voters in November 1992, allowed counties or municipalities to enact ordinances allowing ad valorem tax exemptions “to owners of historic properties.” A requirement that the owners be actively engaged in renovation in order to receive the tax exemption was removed by an amendment to Article VII, Section 3(e), adopted by the voters in November 1998, and effective January 1, 1999. Legislation enacted since 1992 provides for local governments to adopt these tax exemptions.

There are three types of local tax exemptions for historic preservation. Section 196.1961, Florida Statutes, authorizes local governments to enact an ordinance providing exemptions from property taxes for up to 50% of the assessed value of property that is: 1) used for commercial purposes or by a non-profit organization; 2) listed in the National Register, designated as a local landmark or part of a National Register or local historic district; and 3) regularly open to the public.

Section 196.1997, Florida Statutes, is the main law governing these tax exemptions. The statute is not self-executing, but requires counties or municipalities to enact a specific ordinance...
allowing the tax exemption.\textsuperscript{112} Exemptions apply to improvements to the property resulting from "restoration, renovation, or rehabilitation" of the property.\textsuperscript{113} These "improvements" must be carried out in accordance with the \textit{Secretary of the Interior's Standards for Rehabilitation of Historic Properties}, and be so certified by the local preservation board.\textsuperscript{114} The exemption may apply only to improvements made on or after the day on which the tax exemption ordinance is adopted.\textsuperscript{115}

The ordinance must state the type and location of properties which qualify for the exemption.\textsuperscript{116} Property which may qualify includes National Register property, contributing property within a National Register district, or property designated historic or contributing under a local preservation ordinance.\textsuperscript{117} The ordinance may limit the application of the exemption only to particular locations within the county or municipality.\textsuperscript{118}

The exemption applies only to those ad valorem taxes imposed by the governmental unit which actually enacts the ordinance.\textsuperscript{119} Thus, where the county, but not the city, enacts such an exemption, a property owner would receive the exemption with regard to county taxes, but not property taxes levied by the city or school board. The exemption lasts for up to ten years, and the property must retain its historic character and the improvements for this ten-year period.\textsuperscript{120}

The local preservation board (or the State Division of Historic Resources depending on the terms of the ordinance) must review applications for the exemptions and recommend granting or denying the application, and must provide reasons for the recommendation.\textsuperscript{121} The preservation board reports to the local government, which must enact the specific exemption in the form of a resolution or ordinance by majority vote.\textsuperscript{122} Applicants for the exemption must covenant with the local government for the term of the exemption to maintain the historic character of the property and the qualifying improvements.\textsuperscript{123} An owner who subsequently violates this covenant will be

\begin{footnotes}
\footnotetext[112]{Id. § 196.1997(1).}
\footnotetext[113]{Id. § 196.1997(2).}
\footnotetext[114]{Id. § 196.1997(12).}
\footnotetext[115]{Id. § 196.1997(3).}
\footnotetext[116]{Id.; see Fla. Stat. § 196.1997(11) (the local preservation board or the state Div. of Hist. Resources must certify that the property satisfies these requirements).}
\footnotetext[117]{Id. § 196.1997(3).}
\footnotetext[118]{Id. § 196.1997(4).}
\footnotetext[119]{Id. § 196.1997(5). Communities have discretion to provide for a lesser period, though this diminishes the worth of the exemption. St. Augustine, for example, allows only a five-year period for the historic tax exemption adopted under this statute. See City of St. Augustine Code ch. 2, art. VII, §§ 2-385. St. Johns County, likewise, allows for only a five-year exemption. See St. Johns County, Fla., Ordinance 1997-61 (Oct. 21, 1997).}
\footnotetext[120]{Fla. Stat. § 196.1997(6).}
\footnotetext[121]{Id.; see Fla. Stat. § 196.1997(10).}
\footnotetext[122]{Id. § 196.1997(7).}
\end{footnotes}
liable for the amount of the exemption for each of the previous years in which it was in effect plus interest.\textsuperscript{124}

Applications for an exemption must be filed with the local government in the year for which it is desired.\textsuperscript{125} The application has two parts, a Preconstruction Application,\textsuperscript{126} and a Request for Review of Completed Work.\textsuperscript{127} The purpose of the Request for Completed Work is to allow the local historic preservation board to ensure that the improvements comply with the requirements of the act.\textsuperscript{128} Only after completing the post-construction review will the preservation board recommend for or against the exemption to the local government.\textsuperscript{129}

Upon receipt of an application for a tax exemption, the local government must submit a copy of the application to the local property appraiser.\textsuperscript{130} For each year in which the exemption is in effect, the property appraiser is required to report to the local government on the total taxable value of the property for that fiscal year, and the value of the historic preservation tax exemption for that fiscal year on the property.\textsuperscript{131}

If the local government votes to approve an ad valorem tax exemption, it takes effect on January 1 of the following year.\textsuperscript{132} The resolution approving the tax exemption must include the name of the owner, the location of the property, the duration and expiration date of the exemption, and a finding that the property qualifies for the exemption under the statute.\textsuperscript{133}

Section 196.1998, Florida Statutes, provides additional tax exemptions for historic properties that are open to the public. The property must qualify for the exemption under Section 196.1997.

\begin{verbatim}
\textsuperscript{124} Id. This covenant is also binding on future owners of the property. \textit{Id.}
\textsuperscript{125} Id. § 196.1997(8).
\textsuperscript{126} For the Preconstruction Application, the statute requires the applicant to supply the following information:
1. the name of the owner;
2. the location of the property;
3. a description of the improvements for which the exemption is sought;
4. the date construction of these improvements will begin;
5. proof that the property is a qualifying historic property; and
6. proof that the proposed rehabilitations will be in accordance with the Secretary of the Interior's Standards for Rehabilitation of Historic Properties and any Florida guidelines.
\textit{Id.}
\textsuperscript{127} 1 Fl. Admin. Code r. 1A-38.003(1).
\textsuperscript{128} 1 Fl. Admin. Code r. 1A-38.003(7).
\textsuperscript{129} 1 Fl. Admin. Code r. 1A-38.003(8).
\textsuperscript{130} Fla. Stat. § 196.1997(9).
\textsuperscript{131} Id.
\textsuperscript{132} Id. § 196.1997(9).
\textsuperscript{133} Id.
\end{verbatim}
There are additional requirements: (1) the property must be used for non-profit or governmental purposes; \(^{134}\) (2) the property must be "regularly and frequently open for the public's visitation, use, and benefit"; \(^{135}\) and (3) the improvements to the property must be made by or for the use of the current owner of the property. \(^{136}\) If these additional requirements are met, and if the assessed value of the improvements to the property as a result of rehabilitation or restoration equals fifty percent of the total assessed value of the property, the local government may authorize an exemption equal to 100% of the property's improved, total assessed value. \(^{137}\)

Of the 52 Certified Local Governments in Florida, at least thirty have provided for tax exemptions for historic preservation under one or more of these statutes, and six counties where CLG’s are located have likewise provided for historic tax exemptions. \(^{138}\) In 2005, over $137 million worth of property was exempt from ad valorem taxes due to these three types of tax

\(^{134}\) "[A] property is being used for government or nonprofit purposes if the occupant or user of at least 65 percent of the useable space of a historic building or of the upland component of an archaeological site is an agency of the federal, state, or local government, or a [registered] nonprofit corporation." 1 Fla. Admin. Code r. 1A-38.004(4).

\(^{135}\) Regularly open for public use is defined by the regulations as being available for public access for at least 52 days in the year. Owners are allowed to charge an entrance fee. 1 Fla. Admin. Code r. 1A-38.004(5).


\(^{137}\) Id. As with the regular historic property tax exemption, this additional exemption applies only to improvements made on or after the day on which the exemption is granted. Id.

\(^{138}\) See, e.g., Broward County Code art. VI, §§ 31½-101 - 31½-110; City of Coral Gables Code § 31-6; City of Delray Beach Land Dev. Regs. § 4.5.1(M); City of Eustis Code ch. 86, art. II, § 91-103; City of Fernandina Beach Code § 114-9; City of Fort Myers Code ch. 114, art. IV, §§ 121-149; City of Fort Pierce Code ch. 23, art. VII; City of Gainesville Code ch. 25, art. IV, §§ 25-61 - 25-66; Hillsborough County Code ch. 36, art. VI, §§ 81-100; City of Homestead Code § 14-8; City of Jacksonville Code §§ 780-303 & 782-104; City of Jupiter Code ch. 27, art. X, div. 35, § 1675.10.2; City of Lake Park Code § 66-17; City of Lake Worth Code § 23.27.08.00; City of Miami Beach Code ch. 118, art. X, div. 5; Miami-Dade County Code §§ 16-18 & 16A-19; Monroe County Code §§ 9.5-462 & 9.5-464; New Smyrna Beach Code ch. 50, art. II, §§ 31-41; City of Orlando Code § 65.802; City of Palm Beach Code ch. 54, art. V; Palm Beach County Code ch. 13.5, art. II; City of Pensacola Code §§ 3-4-91 & 3-4-100; City of Plant City Code §§ 38-193 & 38-194; City of Pompano Beach Code § 159.21; Sarasota County Code art. V, § 66-153; City of St. Augustine Code ch. 2, art. VII, §§ 2-381 - 2-395; City of St. Pete Beach Code ch. 78, art. V, §§ 78-111 - 78-118; City of St. Petersburg Code § 16-536; City of Tallahassee Code ch. 18, art. VI, §§ 18-221 & 18-222; City of West Palm Beach Code §§ 82-92 - 82-96 & 94-51. In addition to these certified local governments, the following counties, in which certain CLG’s are located, also offer historic preservation tax exemptions: Alachua County (Alachua County Code ch. 39.7); Escambia County (Escambia County Code div. 3, §§ 90-171 - 90.180.2); Leon County (Leon County Code art. XIV, § 11-376); Martin County (Martin County Land Dev. Code div. 13, § 4.594); Pinellas County (Pinellas County Code art. IV, §§ 118-161 - 118-173); St. Johns County (St. Johns County, Fla., Ordinance 1997-61 (Oct. 21, 1997)) and Volusia County (Volusia County Code art. VI, §§ 62-176 - 62-184).
exemptions. The most common type of exemption is the Section 196.1997 exemption, provided for in Alachua County, Broward, Hillsborough, Miami-Dade, Monroe, Palm Beach, Pinellas and Sarasota counties, and the cities of Coral Gables, Delray Beach, Eustis, Fort Myers, Fort Pierce, Gainesville, Jacksonville, Jupiter, Lake Park, Lake Worth, Leon County, Miami Beach, New Smyrna Beach, Orlando, Palm Beach, Pensacola, Pinellas County, Plant City, Pompano Beach, St. Augustine, St. Johns County, St. Pete Beach, St. Petersburg, Volusia County and West Palm Beach. The Section 196.1998 exemption was offered by Broward, Hillsborough and Monroe counties, and the cities of Delray Beach, Fort Pierce, Gainesville, Pensacola, Pompano Beach, St. Augustine, St. Pete Beach, St. Petersburg, and West Palm Beach. The Section 196.1961 exemption was offered in Leon County, and in the cities of Fernandina Beach and Tallahassee.

Although it is not directly related to historic preservation, another important feature of Florida law operates to mitigate increases in property taxes that might otherwise be caused when improved property raises property values. This feature is often raised to criticize historic preservation and other redevelopment programs for displacing the poor from newly refurbished neighborhoods. Although the problem is very real, the Save Our Homes Amendment to the Florida Constitution helps mitigate ever increasing property taxes. Adopted in 1993, the Save Our Homes Amendment sets a three percent maximum limit on the annual increase in homestead property for tax purposes. In 2002, an estimated $80 billion in value statewide was protected from taxation by the Save Our Homes Amendment. This constitutional protection lessens the burden on property owners from rapidly increased taxes after the rehabilitation or revitalization of a historic neighborhood.

B. Conservation Easements.

Conservation easements have become another useful tool in promoting historic preservation. Although easements developed under common law, conservation easements for environmental and historic preservation purposes are statutory creations. The interest created is not a

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139 See 2005 Florida Dept. of Revenue, Florida Property Valuations & Tax Data Table 44 (May 2006). Certain counties, including Dade and Broward Counties had not reported exemption data by the time of publication. Miami-Dade County and cities such as Coral Gables and Miami Beach have long had successful tax exemption programs. Broward County has only recently adopted an ordinance authorizing all three statutory tax exemptions. Currently, some eighteen properties are in the pipeline to receive this exemption. Telephone interview with Kenneth Gibbs, GIS Supervisor, Office of the Broward County Property Appraiser (July 31, 2006).

140 Fla. Const. art. VII, § 4(c).


142 See Fla. Stat. § 704.06 (providing for the creation, acquisition and enforcement of conservation easements). This section was adopted to allow Florida citizens to benefit from the tax
possessory or usage right, but rather the right of the easement holder to require the owner to maintain the historic character of the property.

According to Section 706.06(1), Florida Statutes, a conservation easement means:

a right or interest in real property which is appropriate to . . . retaining the structural integrity or physical appearance of sites or properties of historical, architectural, archaeological, or cultural significance; or maintaining existing land uses and which prohibits or limits any of the following:

. . . .
(h) Acts or uses detrimental to the preservation of the structural integrity or physical appearance of [historic sites].

The interest created is not a possessory or usage right, but rather the right of the easement holder to require the owner to maintain the historic character of the property. The statute provides that the conservation easements run with the land, which means they are retained in the event the land is sold. Conservation easements may be "created or stated in the form of a restriction, easement, covenant, or condition in any deed, will or other instrument . . . or in any order of taking," but because they are real property interests they must be recorded in the county records office to give notice of the restrictions. The owner of the easement, which may be the local government or a charitable organization, can enforce the easement in court. The statute also provides for third-party enforcement, which would allow for the private enforcement of easements by interested groups held by local government.

As a minimum, a conservation easement should ensure that the exterior is maintained and allow the holder of the easement to review and approve changes. It may also provide for the preservation of a historic interior. The easement should provide for compatible usage and control further development. By way of an incentive, Florida law allows dedicated properties to

benefits allowed by the Internal Revenue Code. See infra text accompanying note 153.

143 Id. § 704.06(4). The easement holder has the right to enter and inspect the subject property at reasonable times to ensure that the terms of the easement are complied with. Id.

144 Id. § 704.06(4).

145 Id. § 704.06(2). The easements may likewise be transferred or acquired like other property interests. Id.

146 Id. § 704.06(2) & (7). This is very important as it ensures that subsequent purchasers of the property have notice of the easement, and are thus bound by it. See John K. McPherson, Public and Private Land Use Controls, in E.L. ROY HUNT ET AL., HISTORIC PRESERVATION IN FLORIDA 38 (1988).

147 Id. § 704.06(3).

148 Id. § 704.06(8) & (9). The deed of easement must provide for third party enforcement, however. Id.

149 See Thomas A. Coughlin, Easements and Other Legal Techniques to Protect Historic Property in Private Ownership, 6 PRES. L. REP. 2031 (1987-88); McPherson, supra note 144, at 51.
benefit by assessing them at a lower rate for tax purposes. This reduces the property taxes due for these subject properties. According to the Florida Department of Revenue, properties in Florida received lower assessment benefits of over $56 million in 2005 because of these conservation easements. Historic property owners in Miami-Dade County enjoyed a reduction in tax assessments of over $37 million due to these easements.

Additional valuable incentives for the use of conservation easements are provided by the federal government in the form of income tax deductions. Donors of conservation easements may be eligible to take a charitable contribution deduction on federal income, estate or gift taxes for the value of easements donated to a tax-exempt charitable organization for “conservation purposes.”

C. Transferrable Development Rights.

Transferrable development rights (TDR’s) are an increasingly popular means of mitigating the effects of land use regulations upon single owners. The purpose of TDR’s is to lessen “wipeouts” caused by government regulations. A wipeout is “any decrease in the value of real estate other than one caused by the owner or by general deflation.” A TDR program seeks to shift a community’s development from areas of the community sensitive to development pressures to other receiving areas. The property in the sending area may be part of a historic district. In return for leaving the historic property intact, an owner receives rights to develop land within the receiving area more intensely, or alternatively, to transfer these rights to more intense development to landowners within the receiving area.

In Penn Central, the Supreme Court noted the existence of a TDR program in New York City as useful in mitigating the application of the landmarks ordinance. The owners of Grand Central Station were not permitted to build the desired office block over the station, but the local

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150. FLA. STAT. § 193.501, 193.505.
152. Id.
154. See FLA. STAT. § 163.3202(3) (specifically encouraging communities to make use of “innovative land development regulations” such as TDRs).
156. See id.; see also Richard J. Roddewig & Cheryl A. Inghram, Transferable Development Rights Programs: TDRs and the Real Estate Market, APA P.A.S. REPORT NO. 401 (Chicago: ASPO, 1986); KASS, supra note 102, at § 5.3.
ordinance allowed them to transfer the rights to building to other nearby properties with the same owner.\footnote{157}{\textit{Penn Central}, 438 U.S. at 120-22.} The existence of a viable TDR program was a factor in the Court’s decision that the application of New York’s landmark preservation law to the station was not a confiscatory taking, with the Court noting: “While these rights may well not have constituted ‘just compensation’ if a ‘taking’ had occurred, the rights nevertheless undoubtedly mitigate whatever financial burdens the law has imposed on appellants and, for that reason, are to be taken into account in considering the impact of regulation.”\footnote{158}{Id. at 137 (citation omitted).}

The imprimatur of the Supreme Court in \textit{Penn Central} legitimized TDR’s, and since then they have been incorporated into many land use programs, both for historic preservation and environmental purposes.\footnote{159}{See Juergensmeyer \& Roberts, supra note 155, at § 9.9; Roddewig \& Inghram, supra note 156, at 5, 13 (including a discussion of the use of TDRs in Collier County, Florida). \textit{But see} Suitum \textit{v. Tahoe Reg. Planning Ag’y}, 520 U.S. 725, 747-50 (1997) (Scalia, J., concurring) (suggesting that TDR’s should more properly be considered not in the context of whether a taking occurred but rather as a possible payment); \textit{see also} Julian Conrad Juergensmeyer \textit{et al., Transferrable Development Rights and Alternatives After Suitum}, 30 Urb. Law. 441, 462-64 (1998) (discussing implications of the \textit{Suitum} decision).} The use of a TDR program was approved by a Florida court in \textit{Hollywood v. Hollywood, Inc.}\footnote{160}{432 So. 2d 1332 (4th DCA), \textit{rev. denied}, 441 So. 2d 632 (Fla. 1983).} In \textit{Hollywood}, when the seaside portion of property was downzoned to single-family status, the owner was allowed in return to transfer the extra development to inland property, and develop this at a higher density.\footnote{161}{Id. at 1333.} The owner could trade the right to build 79 single family homes for development rights to 368 additional multi-family units on the receiving property.\footnote{162}{Id. at 1338.} The result was the preservation of open space on the beach and prevention of high-rise construction, and was upheld as a valid exercise of the police power.\footnote{163}{Id. at 1337-38.}

Section 193.505(1)(a), Florida Statutes, provides that if the owner transfers the development rights to this land to the local government, the property will only be assessed at the value of its actual usage for property tax purposes. By reducing the property tax bill for landowners who transfer development rights, this law provides an additional incentive for the use of TDR’s.

The effective use of TDR’s presupposes that there is an area in which to transfer the development rights. Regulations should clearly determine which properties are eligible for TDR’s, designate a receiving area for the development rights, determine how much may be transferred, and procedures for the transfers.\footnote{164}{See Kass, supra note 102, at §§ 5.3. \& 5.3.1 (describing TDR programs in New York City, Dallas, San Francisco and Seattle).} Because the success of a TDR program presupposes that it is
economically feasible, there must also be some means of demonstrating a calculable monetary value for the rights. Although TDR’s alone will not save an otherwise confiscatory regulation, by helping to reduce the economic impact of regulation, they can prevent valid regulation from rising to the level of a taking. Florida’s new property rights laws also mention TDR’s specifically as a means of settlement and mitigation which may prevent a government regulation from “inordinately burdening” private property. By preventing wipeout of economic value through regulation, TDR’s can be an effective additional support to a historic preservation program.

TDR programs have found limited use in Florida, most noticeably in attempts to prevent sprawl and protect sensitive natural resources. Collier County has adopted one of the most ambitious TDR programs, designating specific attractive areas of the county as receiving areas. The intent of the program is to protect undeveloped rural lands. Dade County, likewise, has long had a TDR program covering sensitive land in the East Everglades.

In certain urban areas, TDR’s have been used to promote historic preservation purposes. For example, in Coral Gables, owners of historic properties have used the city’s TDR provision to transfer rights to undeveloped building heights to other eligible properties. The receiving areas identified by the city have proven sufficiently attractive to make the TDR program feasible in several instances.

St. Petersburg, likewise, has used TDR’s to allow owners to sell undeveloped rights to the percentage of lot coverage within the downtown. St. Petersburg allows floor to lot area ratio to expand from 35% to 50% with a TDR, making them more attractive. Similar TDR’s are allowed to expand densities in other areas.

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165 See Penn Central, 438 U.S. at 137; Hollywood, 432 So. 2d at 1338.
166 NEPA establishes the Council on Environmental Quality (CEQ) to review government programs in light of the policies announced in NEPA. The CEQ has published guidelines for the preparation of Environmental Impact Statements in C.F.R. Part 1500.
167 See Collier County Land Dev. Code §§ 2.03.07 & 2.03.08.
169 See City of Coral Gables Code § 31-5-2; Information on the use of TDR’s in Coral Gables was provided in a telephone discussion with Simone Chen, Historic Preservation Planner, City of Coral Gables, July 26, 2006.
170 See City of St. Petersburg Code § 29-596 (General Office District).
171 See City of St. Petersburg Code § 29-5551 (expanding densities with TDR’s from 12 units to 15 units per acre within Residential Office Districts).
D. Other Incentive Programs.

Several additional incentives are used by Florida local governments to encourage historic preservation or to promote the use of historic buildings. These other possible incentive programs include special exemptions from impact or license fees for occupants of buildings in historic districts. Tallahassee has long offered a waiver of occupational license fees to promote businesses within its Park Avenue and other historic districts.

Revolving loan programs and grants are other incentives used by local governments. The City of Tampa has used funds provided by the I-4 expansion to create a loan program to restore the historic exteriors of properties in historic Ybor City, as well as in the West Tampa and Tampa Heights Historic Districts. The trust fund was created from sales of properties impacted by the Interstate widening. The trust fund offers loans of up to $200,000 with two annual grant cycles subject to City Council approval.

In Miami-Dade County, a $2.9 billion countywide infrastructure bond package was approved by voters in November 2004. Included in the Building Better Communities general obligation bond program are some 300 neighborhood projects to be funded over 15 years. Over one hundred of these projects involve the restoration or renovation of historic facilities and support for museums and libraries throughout the county. Included among the planned culture and education projects are a $50 million restoration of the house and gardens at historic Vizcaya, $2 million to renovate the old Miami Beach City Hall, $15 million to restore the Coconut Grove Playhouse, and $4.7 million to restore the historic Hampton House Hotel as a local community center. A further $10 million will be placed in a historic preservation fund which will be used for annual historic preservation grants and loans.\textsuperscript{172}

In Jacksonville, a series of small loans and grants was offered by the city to incentivize redevelopment of the Springfield Historic District. Beginning with a mayoral initiative in 1998, the city has sought to foster home ownership and infill development of the Springfield neighborhood, dividing the district into quadrants to manage the targeting of resources.\textsuperscript{173}

Such grants and loans are not restricted to larger communities. In Kissimmee, the Community Redevelopment Agency (CRA) and Main Street Program use the tax increment financing from the CRA to fund grants to improve historic façades and restore historic structures within the CRA.\textsuperscript{174} Kissimmee’s CRA has awarded over $570,000 in matching grants to businesses and

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\textsuperscript{172} Information about the Building Better Communities Bond Program is available online at: \url{http://www.miamidade.gov/Build/projects_cultureedu.asp}.


\textsuperscript{174} Tax increment financing (TIF) makes use of increases in property tax revenues in designated geographic areas to fund certain activities. When a tax increment district is established, this is the base year in which the aggregate tax value of the district is set. As property tax revenues increase over the established aggregate value, the amount of excess is the tax increment. A CRA or other entity
homeowners within the district since 1998.  

Finally, some communities offer waivers or reductions in certain fees and taxes as an incentive to owners of historic properties. For example, the City of Tallahassee offers an exemption from the occupational license business tax for properties within historic preservation overlay districts. Leon County, likewise, offers an exemption from business registration certificate requirements for businesses within the historic districts. Lake Wales and Ocala both offer owners of properties within historic districts an exemption from certain impact fees. These incentives can also make restoration and occupancy of historic properties attractive.

V. Conclusion.

Florida has some of the nation’s oldest historic and archaeological resources, and their protection at some level has always been a necessity if a connection with our heritage is to be maintained. However, historic preservation in Florida goes far beyond nationally significant landmarks to encompass older neighborhoods in many Florida towns, as well as the downtown features of a similar number of cities large and small. With over five percent of Florida’s housing built before 1950, historic buildings are a part of Florida life, and housing needs alone justify maintenance and rehabilitation, where possible, of this older housing stock.

The legal framework for preservation reflects the decisions that preservation of historic resources is a worthy goal of society. At all levels — local, state and federal — our laws and regulations implement this goal of preserving historically and aesthetically significant resources. They do so in a variety of ways, imposing both regulatory controls and incentives. First, federal regulatory laws operated mainly by restricting the impacts of federally funded and licensed projects on

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historic resources. At a local level, ordinances impose controls on the alteration or demolition of local historic properties. There are two main types of incentives: tax relief and grants. Tax relief is offered at the federal level in the form of rehabilitation tax credits, and at the local level in the form of property tax exemptions. Grants are offered by the federal government for the most significant resources. Although some local governments offer grants, the state is the most important source of grant funds.

In combination, this package of regulations and incentives works to preserve Florida’s heritage for future generations by restricting harmful alterations to historic resources and promoting the rehabilitation and adaptive reuse of these resources.
CHAPTER FOUR

FLORIDA’S TOURIST-RELATED TAX EXPENDITURE FOR HISTORIC PRESERVATION AS AN INDICATOR OF QUALITY HERITAGE TOURISM

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Contributions of Historic Preservation to the Quality of Life in Florida
Florida’s Tourist-Related Tax Expenditure for Historic Preservation as an Indicator of Quality Heritage Tourism
Catherine Culver, Lori Pennington-Gray and John Confer

Introduction

Florida’s economy is highly dependent upon tourism. In fact, tourism is the state’s number one industry. According to VISIT FLORIDA, in 2004, 79.7 million tourists visited Florida (VISIT FLORIDA, 2006). In fiscal year 2003-2004, the annual revenue generated by tourism accounted for more than $3 billion in state tax revenues. The 53 Florida counties levying local option tourist development taxes accounted for more than $399 million for the same period. In 2003, 874,700 persons were directly employed in tourism and travel-related industries in Florida. In 2004, 912,700 persons were directly employed in tourism, (Florida House of Representatives, 2005).

In order to maintain and sustain a tourism-dependent economy, in 1967 the state of Florida authorized tourist-related taxes, sometimes referred to as the bed tax or lodging tax. Lodging taxes are taxes imposed on lodging, primarily, for revenue generation. The generated revenue is used to promote tourism, essentially to bring in more overnight guests, thus regenerating the tourist-related tax. Over the life of the lodging tax, it has been amended 92 times, mostly to redefine authorized uses of the revenue. Although the Florida Statutes provide authorized uses of the lodging tax, it is up to each county to interpret the statute for its individual use. Currently, the law reads that a maximum of 4% tax on transient rentals and a 2% tax on food and beverage is allowed, and that these revenues may be used for “tourism promotion, activities, capital construction and maintenance of convention and cultural facilities, and for ad
valorem tax relief for property tax dollars used for these purposes” (Florida House of Representatives).

Heritage Tourism and Historic Preservation

Heritage tourism, as defined by the National Trust for Historic Preservation, is “traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. This includes cultural, historic and natural resources (National Trust for Historic Preservation, 2006).

Visiting cultural and heritage sites is one of the top activities engaged in while on vacation (TIA, 2005). Heritage tourism’s popularity may in part be a reflection of the similarities of heritage tourist typology, which is a little older, better educated, and more affluent than other tourists (Hargrove, 2002) and of the large population of retiring baby boomers. Heritage tourism provides the vehicle to educate the public about the importance of preserving the past through institutions and programs, which showcase the wealth of structures and objects, tangibles and intangibles, indicative of a rich heritage worthy of preservation and protection for the enjoyment and education of future generations. Heritage tourism, according to the first director of the National Trust’s Heritage Tourism Program, Cheryl Hargrove, (2002), “affords a solid foundation that sustains the resource as well as offering a social and economic impact.” Studies have consistently shown that heritage tourism travelers stay longer and spend more money than other types of tourists. When managed properly, heritage tourism benefits both the visitor and the host community (Garrod & Fyall, 2000, Hargrove, McKercher. & du Cros 2002).
On the supply side, historic preservation provides the foundation for heritage tourism. The buildings, archaeology, engineering, art, culture, and ideologies become the basis for heritage tourism. The human connection to a historically preserved area, a historical attraction or a historical/cultural event forms the basis of interaction between the tourist and the destination. Without the human element, the human connectedness, or the human attachment to the tangible, only the preservation of the building would exist. Heritage tourism provides an opportunity for visitors to participate in the destinations, history and culture. Thus, one could argue that heritage tourism and historic preservation sustain each other. For example: an old military fort remains simply a historic property unless the human story, or heritage, is attached.

The purpose of this study was to examine the amount of lodging tax used to support historic preservation in Florida counties. In order to do this it was necessary to establish a working definition of historic preservation. Currently, there isn’t a universally accepted single definition of the concept of historic preservation in the context of heritage tourism. The boundaries under consideration in the concept of historic preservation have evolved, particularly over this last century. The original interpretation of historic preservation which focused on only the actual historic structure has emerged to include a broader philosophy of historic preservation. Now, the new definition of historic preservation includes archaeology, culture, engineering, history, and architecture. The definition has expanded beyond simply tangible objects and structures to the broad-reaching definition that includes the intangible – culture and heritage.

For this study, the definition of “historic” that has been used comes from the National Register Criteria for Evaluation:

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:
A. That are associated with events that have made a significant contribution to the broad patterns of our history; or

B. That are associated with the lives of significant persons in or past; or

C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. That has yielded or may be likely to yield, information important in history or prehistory. (National Park Service, 1993).

The definition of “preservation” used is the one defined below by Miriam-Webster (Miriam-Webster Online Dictionary, 2005-2006):

1 : to keep safe from injury, harm, or destruction : PROTECT
2 a : to keep alive, intact, or free from decay b : MAINTAIN
3 a : to keep or save from decomposition b : to can, pickle, or similarly prepare for future use
4 : to keep up and reserve for personal or special use

The National Park Service’s National Register of Historic Places website defines “preservation” by giving the following 1992 U.S. Congress explanation for enacting preservation programs:

A. The spirit and direction of the Nation are founded upon and reflected in its historic heritage.

B. The historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people.

C. Historic properties significant to the Nation’s heritage are being lost or substantially altered, often inadvertently, with increasing frequency.

D. The preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans. (Savage & Harper, 1993)
It is in consideration of these definitions of “historic” and “preservation” that a working definition of historic preservation has been posited. For this research, therefore, historic preservation has been defined as,

The keeping safe from injury, harm, destruction, or decay, and the keeping alive and intact the irreplaceable architectural, archaeological, artistic, cultural, educational, engineering, and inspirational districts, events, ideologies, objects, and sites representing the heritage and cultural foundations evoking association, direction, feeling, inspiration, and endemic in location, material, and setting that provide a sense of orientation to the American people and the nation’s vital legacy for future generations.

The New Definition of Historic Preservation

Many areas have historic structures that would qualify as historically significant to the architecturally-oriented preservationist, but it is the events that take place in and around these structures, the traditions associated with the area and the structures, the perpetuation of arts and crafts that reflect a threatened way of life endemic of the area, the festivals celebrating the history of the people and the area that distinguish the historic preservation of the county. It is then accepted that, the importance of the multiple cultural aspects of historic preservation will be included.

Purpose of Study

The purpose of this study was to examine the allocation of lodging tax by county/area which is used to support historic preservation-related activities. It is maintained that the greater the amount of money used to support historic preservation-related activities, the greater overall preservation within the community. Preserving the community is one vehicle for enhancing the local residents’ quality of life. The preservation of important artifacts which represent the
community, preservation of events which showcase the community, and the preservation of historic buildings which facilitate culture are all instrumental to preserving the community. Thus, the allocation of taxes generated by visitors to critical elements of culture and history are instrumental in maintaining and supporting a higher quality of life for locals.

**Figure 1. Relationship between tourism, lodging taxes, historic preservation and quality of life**

Methods

The 2005 Florida Tourism Committee publication, *2005 Report on Florida’s Tourist-Related Taxes* (Florida House of Representatives, Council for State Infrastructure, Tourism Committee, 2005), was used as a reference tool to complete the research study. After reviewing all counties in the report, it was determined that the 2003-2004 fiscal year would be used for data comparison, given that it was the most comprehensive fiscal year of revenue reporting. The
2005 report also contained 2004-2005 fiscal year data for some counties, but due to the report’s ending date of November 2004, data gathered for fiscal year 2004-2005 was incomplete.

The 2005 Report on Florida’s Tourist-Related Taxes, lists 67 counties in the state of Florida, of which, as of November 30, 2004, 53 levied a local option tourist development tax or short-term lodging tax. This comprehensive report from the Florida House of Representatives, Council for State Infrastructure, Committee on Tourism, includes the breakdown by county for each county that collects a lodging tax, the specific revenue categories and the corresponding percentage of the total revenue available, and a detailed five-year history of tourist-related tax usage by each county. The use of revenue by category and the corresponding specific project uses were also reported by each county to the Committee on Tourism for recording purposes and are part of this report.

The second phase of the research was qualitative and involved opened-ended interviews from only those Florida counties reporting collection of tourist-related in 2003-2004 in the 2005 Report on Florida’s Tourist-Related Taxes. The participants in the survey were the individual county tourism representatives in the counties which reported collecting tourist-related tax in fiscal year 2003-2004. To obtain a list of the corresponding contacts for each county, the director of FACVB (Florida Association of Convention and Visitors Bureaus), Robert Skrob, was contacted by telephone. Each county director was subsequently sent an e-mail with the survey instrument attached to allow each individual the opportunity to view the survey prior to telephone contact. The e-mail explained that each individual would be contacted by telephone at a later date.

Only those counties listed as collecting tourist-related tax for the year 2003-2004 were contacted for the survey. During fiscal year 2003-2004, fourteen Florida counties did not report
collection of tourist-related lodging tax. This reduced the total numbers of counties to be contacted from 67 to 53 (n=53). Some of the contact names provided by the Florida Association of Convention and Visitors Bureaus had changed. The referred participant was noted and telephoned.

Prior to the actual telephone survey, the written survey document was presented and approved by Center for Tourism Research and Development Associate and Department of Tourism, Recreation, and Sports Management Associate Professor and Advisor, Dr. Lori Pennington-Gray, and Center for Tourism Research and Development Associate and Department of Tourism, Recreation, and Sports Management Chair, Dr. Stephen Holland. Subsequent approval was sought and granted by the University of Florida Institutional Review Board.

At the start of each telephone interview, the county representative was asked to confirm the percentage of tourist-related tax levied, the equivalent dollars, and the distribution of that revenue by category as reported in the 2005 Report on Florida's Tourist-Related Taxes. Additionally, each county representative was asked if the current tourist-related tax percentage was the same as 2003-2004 fiscal year, which is the fiscal year being compared in this study. The following questions were asked of each survey participant:

1. What is the current percentage of tax collected by your county on short-term lodging?
2. What does that equal in dollars?
3. How does your county spend that money?
4. Who determines how the money is spent?
5. What are the criteria for determining how the money is spent?
6. How much of the bed tax money is spent on historic preservation?

Following are examples of a follow-up question posed for those participants responding that there was no revenue spent for historic preservation. “If my museum wanted money to bring a traveling show of a historic preservation-theme to the county, would there be a way to fund the show? Who would I go to ask for money?” “My organization would like to have a festival of a historic theme. Can we get funding from your county to promote it? If so, could we use the profits from the festival for historic preservation?” “The county historic museum has water damage due to a roof leak. Can your county use short-term lodging tax revenue for repairs?”

The answers to the questions were coded and loaded into an Excel spread sheet for analysis.

Study Findings

Following are the top ten Florida counties listed in descending order by the percentage of tourism-related tax revenue allocated to support historic preservation based on the working definition of historic preservation and the data obtained from the 2005 Report on Florida’s Tourist-Related Taxes (Table 1).

Suwannee County, with a 2% bed tax, or $77,161, listed 60%, or $46,297, of its short-term lodging revenue allocated to tourism development. Projects within this allocation included preservation of a historic museum, renaissance festivals, Cinco de Mayo festivals, and other community cultural events. In all, a total of 90% of Suwannee County’s 2003-2004 tourism-related tax revenue went to historic preservation-related activities.
Monroe County, in southern Florida, had a 4% bed tax in 2003-2004, or $13,840,916. The county allocated 31.70%, or $4,387,570 towards historic preservation based upon “Bricks and Mortar,” whereby monies were specifically earmarked for museum preservation and maintenance. The percentage allocated to this category ranged from 7% to 31.8% in recent years.

In 2003-2004 Alachua County levied a 3% short-term bed tax, which generated $1,605,746. Of that revenue, 28.33%, or $454,908 is used for destination enhancement, of which several projects were defined as arts, history and heritage enhancement projects.

In Santa Rosa County, for two consecutive years, 2002-2003 and 2003-2004, 25% of the tourism-related tax revenue has been allocated to the category of historic improvements. Of the 2003-2004 tourism-related tax collected ($255,170), $66,294 was allocated to a historic preservation project connecting Historic Bagdad and Historic Milton.

Palm Beach County levied a 4% tourism-related tax in 2003-2004, or $19,361,835. Of that revenue, 17.6%, or $3,407,683 was revenue earmarked for culture and other community events. The exact percentage of money allocated directly to culture was undetermined. Palm Beach County has had the same revenue categories since 1995. This allocation has fluctuated from 16.9% to 24.9%.

In Sarasota County, in 2003-2004 a 3% short-term lodging tax was levied, accounting for $6,606,686. Of this levy, the county allocated one-fourth to cultural tourism. The specific projects included culture, entertainment, festivals, and other community events. Sarasota County has set aside the same amount for promotion of tourism through cultural and fine arts entertainment, festivals, programs, and activities since 1995.
In 2003-2004, Martin County recorded annual short-term lodging tax of 2%, or $579,129. Tourism development activities received 15%, or $86,869. This revenue was used to fund a variety of specific projects, including heritage tourism, cultural tourism, fine arts and other arts, entertainment and festivals. Martin County only began collecting tourism-related tax in 2002-2003.

St. Johns County allocated 15% of its 2003-2004 tourism-related tax, or $4,415,735, for arts and cultural events, or $662,360. For three consecutive years funds were allocated to support the National African-American Museum and Archives.

Indian River County set aside 12% of its total tourism-related tax revenues, $1,497,028, for arts and culture ($179,643). Each year there has been a specific project allocation for arts and culture.

In 2003-2004, Putnam County reported collecting $108,835 generated from a 2% short-term lodging tax. Of that total, 10% was reported as allocated for cultural events (a category under the broad definition of historic preservation).
Phase II: Personal Interviews

As determined by the telephone interviews, Table 1, below, lists the ten counties that responded to allocating the highest percentage of tourism-related tax revenue to support historic preservation-related activities. These ten counties are slightly different than the top ten counties according to the *2005 Report on Florida’s Tourist-Related Taxes*.

<table>
<thead>
<tr>
<th>County</th>
<th>HP%*</th>
<th>County</th>
<th>HP%*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Suwannee</td>
<td>60.00</td>
<td>Suwannee</td>
<td>60.00</td>
</tr>
<tr>
<td>Monroe</td>
<td>31.70</td>
<td>Monroe</td>
<td>31.70</td>
</tr>
<tr>
<td>Alachua</td>
<td>28.33</td>
<td>Hendry</td>
<td>30.00</td>
</tr>
<tr>
<td>Santa Rosa</td>
<td>25.00</td>
<td>Highlands</td>
<td>29.00</td>
</tr>
<tr>
<td>Palm Beach</td>
<td>17.60</td>
<td>vs</td>
<td>Alachua</td>
</tr>
<tr>
<td>Palm Beach</td>
<td>17.00</td>
<td>Indian River</td>
<td>26.00</td>
</tr>
<tr>
<td>Martin</td>
<td>15.00</td>
<td>Taylor</td>
<td>24.00</td>
</tr>
<tr>
<td>St. Johns</td>
<td>15.00</td>
<td>Martin</td>
<td>15.00</td>
</tr>
<tr>
<td>Indian River</td>
<td>12.00</td>
<td>Putnam</td>
<td>10.00</td>
</tr>
<tr>
<td>Putnam</td>
<td>10.00</td>
<td>Washington</td>
<td>8.60</td>
</tr>
</tbody>
</table>

*HP = Percent of annual lodging tax revenue which supports historic preservation-related activities

Suwannee County, located in the north central region of Florida, had a tourism-related tax of 2%, or $87,318. The Suwannee County Board of County Commissioners makes the final budget determination of tourism-related tax allocations based upon the information presented by the Tourist Development Council. Recognizing that Suwannee’s assets are natural and historic, this county chose to dedicate a large portion of their available resources to historic preservation. Thirty percent of the bed tax was allocated to tourism development, of that a majority was used to support historic preservation. In the telephone survey, Greg D’Angio, Suwannee County
Tourist Development Council Marketing Director, tourism-related tax revenue is used to financially support the county historic museum. D’Angio said that for Suwannee County, the “historic-oriented events” have shown to put heads in beds so the Tourist Development Council is more willing to give more grants and sponsorships.

Monroe County, in south Florida, had a tourism-related tax of 4% or $13,398,941. According to Harold Wheeler, Marketing Developer for Monroe County Tourist Development Council, much of the bed tax money, 31.7% was spent on historic preservation-related activities. Wheeler noted that every year Monroe County has a museum preservation and maintenance project funded by tourism-related tax dollars. The revenue for these capital projects can be through direct allocations or on a request-for-proposal basis and may be used for historic preservation or cultural projects. According to Wheeler, cultural projects can include architecture, archaeology, arts, and the natural environment.

Hendry County, in southwest Florida, had a 2% short-term lodging tax, or $97,000. The revenue categories included 30% to tourism development. In this county, the Tourist Development Council is given the responsibility to present a budget to the Board of County Commissioners for approval after the Tourist Development Council has reviewed and made its recommendations. Hendry County Tourist Executive Director, Jeff Barwick stated that museums are a big part of the county’s marketing revenue allocation, equaling as much as 30% of the annual tourism-related tax revenue expenditure. To further explain, Barwick suggested that $20,000 was provided to the Clewiston Museum to refurbish a 1928 building for use as a museum. He stated that over several years, the county has allocated over $60,000.00 of short-term bed tax revenue to the Clewiston Museum. In many cases, Hendry County matches grants from the Florida Humanities Council. It should be noted, though, that the Clewiston Museum
and the Chamber of Commerce are housed in the same historic building and share staff. Additionally, this building is used as a visitors’ bureau for the county. The Florida Statutes list the spending of tourism-related tax revenue on museums and convention and visitors bureaus as a permitted use of funds collected from the bed and lodging tax.

The ongoing dedication to historic preservation by Hendry County through funding of historic museums is further demonstrated by the Barwick’s statement that Hendry County was working on getting a new building to house the LaBelle Museum, another historical museum in Hendry County. Further, Barwick believes these museums have done excellent jobs at presenting history, but the Tourist Development Council needs to supplement their efforts in obtaining collections so that each museum will end up with a richer, more cohesive historical collection. This again demonstrates Hendry County’s dedication to historic preservation using their county’s tourism-related tax revenues.

Highlands County, in central region of Florida, collected $276,102, or a 2% short-term lodging tax. Of the total revenue 17% is dedicated to arts and culture and 12% to local events. According to Jim Brantley, Executive Director of the Convention and Visitors Bureau of Highlands County, the bed tax is used only to “promote and advertise local events which have as one of their main purposes to attract tourists.” Highlands County established a Cultural Alliance as the advisory board for grant expenditures to support arts shows, festivals, heritage and promotion of the downtown’s historic murals.

In Alachua County, in north central Florida, the city of Gainesville manages the allocation of tourism-related tax revenue spending. The City prepares an annual budget which is supported by guidelines established by the Tourist Development Council and Board of County Commissioners. Unlike most of other Florida counties, Alachua County, has mandated a five-
year contract between the county and the City of Gainesville to manage the cultural aspect of tourism development. The county has removed itself from the day-to-day process of managing destination enhancement. The distribution of the revenue allows 28.33% for historic preservation-related activities in the form of bricks and mortar projects as well as cultural events.

Indian River Chamber of Commerce Tourism Division, in central east Florida region, reported a 4% short-term lodging tax, which equaled $1,443,271. A total of 12% is allocated to support arts and culture. According to Tourism Director Lori Burns, the Tourism Division is dedicated to specific cultural and historic events and functions as a separate entity within the Chamber of Commerce. Burns states that their funding method allows the county to be strongly supportive of cultural and historic preservation through grants and sponsorship at a more local level. Burns states that Indian River predominantly spends tourism-related tax revenue on promotion of historic events and places, not on the actual preservation of historic structures. Burns points to the successful Historic Markers program as an example of a successful Indian River specially-funded program promoting historic preservation using this tourism-related tax revenue.

Taylor County, in the north central region of Florida, collected 2% short-term lodging revenue of $113,910. The Director of the Taylor County Tourist Development Council, Dawn Taylor, annually prepares a budget based upon the previous year’s budget. Included in the budget are requests for grants for historic events, festivals, and other cultural events, which equal around 24% of the total budget. Taylor states that historic preservation is a large portion of the budget and that promotion of historic preservation through events as well as buildings is critical. Taylor added that this county funds a school program to promote historic preservation through heritage tourism and festivals.
Martin County collected 2% short-term lodging tax, or $608,907. Located in the central east region of Florida, this county budgeted 15% to tourist development programs. The 15% dedicated to tourist development may be allocated for heritage and cultural tourism, provided that it promotes overnight tourism. For smaller communities like Martin County, Cheryl Bass, of the Martin County Tourist Development Council, thinks culture and heritage are an important basis for tourism in these communities.

Putnam County is in the northeast region of Florida. The Putnam County Chamber of Commerce had a 2% short-term lodging tax, or $106,354 for fiscal year 2003-2004. In Putnam County, the Arts Council and other cultural groups make requests to the Tourist Development Council for funding. The approved requests become part of the recommended budget presented to the Board of County Commissioners based upon the guidelines in the Florida Statutes.

In the northwest region of Florida, Ted Everett is the chairman of Washington County Tourist Development Council which collected a 2% short-term lodging tax equaling $34,777 in 2004. According to Everett, he is seeking grants to create a pioneer village in Washington County. In Everett’s opinion, rural counties without a destination have to utilize agro-, eco-, and heritage tourism for success. The support of historic buildings and events is vital to promoting the destination and providing a great place to live for locals.

Discussion

The Florida counties reporting the highest allocation of tourism-related tax revenues to historic preservation-related activities were Suwannee, Monroe, Putnam, Highlands, Hendry, Taylor, and Washington. These seven counties are considered rural counties by the State of Florida (Florida’s Rural Counties, 2005). Capitalizing on their
assets, rural counties may allocate more money to historic preservation knowing that this is one of the main attractions to the county.

Comparing both the 2005 Tourism Report and the results of interviews by project staff of top counties in revenue allocation to historic preservation-related activities, six counties appear on both lists (see Table 3 on page 14). Geographically, these six counties represent different areas of Florida: Suwannee and Alachua Counties are in North Florida, Monroe is in South Florida, Martin and Indian River Counties are in east central Florida, and Putnam County is in northeastern Florida. Under this indicator, historic preservation is not centered in or limited to one particular area of the State. Of these six top counties, three: Suwannee, Monroe, and Putnam, are considered rural by the State (Florida’s Rural Counties, 2005).

While conducting the interviews, it was evident that many counties indirectly spend bed tax revenues on historic preservation-related activities. For instance, Lee County allocates tourism-related tax revenue funds to the marketing of the Edison-Ford Estates. Profits realized from the efforts of the tourism-related tax can be used for historic restoration of the Edison-Ford Estates.

Another example of tourism-related tax revenues being used indirectly for historic preservation was in Hillsborough County. In Hillsborough County a historic building is used as the welcome center. The Florida Statutes explicitly allow allocation of lodging tax revenue for welcome centers. So, although Hillsborough County was not directly earmarking revenue for historic preservation, historic preservation was inherent by the fact that the property being maintained was, in fact, a historic property.

Indirectly funding historic preservation through tourism-related tax revenues allocations was found in 23 of the 53 Florida counties surveyed, or over 43% of the counties that levied...
lodging taxes in 2003-2004. The average percent of annual tourism-related tax revenue allocated for historic preservation-related activities by the 23 counties was 12.25%. There were twelve counties that only indirectly allocated revenue to historic preservation.

Eleven counties allocated both direct and indirect lodging tax revenues for historic preservation-related activities, or 14.7% of the 53 Florida counties. Of these eleven counties, the median allocation was $27,338. One county, Columbia County, stated that historic preservation was viewed as sustainable tourism. Monroe County annually supported a museum preservation project. Taylor County allocated 24% indirect promotion of historic preservation and heritage tourism.

A smaller group of counties, Charlotte, Collier, Leon, Miami-Dade, and Orange, reported only direct with no indirect allocation of tourism-related tax revenue to historic preservation. During the telephone survey, Charlotte County’s representative said they did not allocate any direct spending of lodging tax revenue to historic preservation-related activities. However, according to the 2005 Report on Florida’s Tourist-Related Taxes, this county had allocated minor funds to move buildings for the creation of the Port Charlotte History Park.

Leon County granted funds to those historic properties directly involved in tourism, and provided the example of Mission San Luis. In Miami-Dade County, lodging tax revenue was directly allocated from the Bricks and Mortar revenue category for those historic properties that could prove a positive effect on tourism, either through increased lodging revenue or through food and beverage revenue.
Table 2
Distribution of Counties by Direct, Indirect, Both Direct and Indirect Allocations to support Historic Preservation-related Activities

<table>
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<th>Average HP$</th>
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<tr>
<td>Direct Only</td>
<td>5</td>
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<tr>
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<td>12</td>
<td>9.8</td>
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<tr>
<td>Direct and Indirect</td>
<td>11</td>
<td>14.7</td>
<td>$27,338</td>
<td>$490,690</td>
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</table>

Note. Average HP% = Average percent of total funds allocated to support historic preservation-related activities; Median HP$ = Median funding allocated to support historic preservation-related activities; Average HP$ = Average funding allocated to support historic preservation-related activities.

Conclusion:

One of the most striking findings of this study was the use of many definitions of historic preservation. In the course of preparing for and conducting the study-related survey, it became obvious that there are many working definitions and meanings of historic preservation to those who make decisions about tourism. It would have been of significant value to explore the survey participants’ perception of historic preservation in the course of the survey. Perhaps many who said they did not allocate any revenue to historic preservation were using a definition of historic preservation which only applied to architecture, archaeology, or engineering, as present in districts, sites, buildings, structures, and objects. This might explain why almost 84% of the interview respondents answered that their county did not spend any money on historic preservation-related activities. Additionally, this may explain why respondents said they made no allocations for historic preservation, yet often volunteered examples of indirectly supporting historic preservation-related activities.

The intent of this study was to examine the amount of tourism-related tax revenue allocated to historic preservation. Historic preservation is the basis for heritage tourism.
Historic preservation provides the setting, the history, the persona, and the traditions for heritage tourism; heritage tourism provides the opportunity to educate, enjoy, and appreciate historic preservation.
APPENDIX A

Florida Counties

<table>
<thead>
<tr>
<th>County</th>
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<td>Hardee</td>
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<td>Hendry</td>
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<tr>
<td>Hernando</td>
<td>Polk</td>
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</tr>
<tr>
<td>Highlands</td>
<td>Putnam</td>
<td></td>
</tr>
</tbody>
</table>
APPENDIX B
FLORIDA RURAL COUNTIES

BAKER - BRADFORD - CALHOUN – COLUMBIA - DESOTO - DIXIE
FRANKLIN – GADSDEN - GILCHRIST - GLADES - GULF - HAMILTON
HARDEE - HENDRY - HIGHLANDS - HOLMES - JACKSON - JEFFERSON
LAFAYETTE - LEVY - LIBERTY - MADISON – MONROE - NASSAU
OKEECHOBEE – PUTNAM - SUMTER - SUWANNEE - TAYLOR - UNION
WAKULLA - WALTON - WASHINGTON

DEFINITION OF RURAL
381.0406 F.S.
RURAL MEANS AN AREA WITH A POPULATION DENSITY OF
LESS THAN 100 INDIVIDUALS PER SQUARE MILE OR AN
AREA DEFINED BY THE MOST RECENT UNITED STATES
CENSUS AS RURAL.

March 15, 2005

Florida’s Rural Counties (March 15, 2005).
APPENDIX C
Survey Questionnaire

University of Florida, Center for Tourism Research and Development, College of Health and Human Performance

Hello, my name is Catherine Culver. I am a graduate student at the University of Florida. The purpose of this study is to gather tourism tax data from all of Florida’s Convention and Visitors Bureaus as part of a Florida Department of State Grants-in-Aid project titled, Contributions of Historic Preservation to the Quality of Life of Floridians. This study involves answering a short questionnaire. The interview questionnaire will take approximately 10 to 15 minutes to complete. The questionnaire is voluntary, but your cooperation is extremely important to make the study results comprehensive, inclusive, accurate, and timely.

You may experience some minimal discomfort at reporting your data in answer to this questionnaire. Benefits from participating in this study include the opportunity to have input into a study for improving the quality of life of Floridians. There is no compensation for participation, but your participation is important. This study will report and analyze data by county. Your participation in the study is completely voluntary and you have the right not to answer any specific questions. There is no penalty for not participating.

Will you participate in this study?
If yes: Thank you and continue questionnaire.
If no: Won’t you please reconsider? It is important that all of the Florida counties participate so that the analysis is representative of all of Florida. Your answers are important to us.
If no again: Thank you for your time. Should you later decide you would like to participate, please contact the University of Florida, Center for Tourism Research and Development.

Florida CVB Name:
__________________________________________________________________________
__________________________________________________________________________

Name of Director/President: _________________________________________________

Date/Time of Telephone Interview: __________________________________________

1. What is the current percentage of tax your county collects on short-term lodging?
____________________________________________________________________

2. What does that equal in dollars? ________________________________________
3. How does your county spend that money?

_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________

4. Who determines how the money is spent?

_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________

5. What are the criteria for determining how the money is spent?

_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________

6. How much of the bed tax money is spent on historic preservation?

_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________

7. Comments

_____________________________________________________________________
_____________________________________________________________________

IV-26 Contributions of Historic Preservation to the Quality of Life in Florida
If you have any questions concerning this study:
Professors Lori Pennington-Gray and John J. Confer, Jr.
The University of Florida
College of Health and Human Performance
Center for Tourism Research and Development
330 Florida Gym
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Gainesville, FL  32611-8209
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Fax: (352) 392-7588
Email: penngray@hhp.ufl.edu or jconfer@hhp.ufl.edu

Whom to contact about your rights as a research participant in this study:
UFIRB Office
Box 112250
University of Florida
Gainesville, FL 32611-2250
Phone: (352) 392-0433
References


CHAPTER FIVE

REPORT ON HISTORY MUSEUMS AND THE RELEVANT INDICATORS TO ASSESS THEIR IMPACT ON THE QUALITY OF LIFE OF THEIR COMMUNITIES

Glenn Willumson, Ph.D.

Associate Professor of Art History
Director of the Graduate Program in Museum Studies
University of Florida
Contributions of Historic Preservation to the Quality of Life in Florida
Introduction

It has been assumed by scholars and the general public that museums positively affect the quality of life in their communities, but there has not been a sustained effort to identify indicators of this effect.¹ Some studies have traced the economic impact that museums have on attracting new investment from companies and their employees.² Recent studies have suggested that this economic effect is even greater in a knowledge or information economy than it was in an industrial economy.³ In this new economic model, museums act as sources of new facts and as prods to new ways of thinking for workers whose production includes innovation and information. Social scientists have pointed to museums as an important resource for an aging population that will be looking for stimulating experiences in their retirement years. This study presents a set of indicators with which history museums can measure their engagement in the quality of life of their communities.

Arguably the central mission of history museums is to preserve the past for local audiences. In exhibitions, museums make their presentations with a particular audience, usually the local community, in mind. Recent research has pointed out the ways in which museums not only reflect the past but interact with the present, and some scholars have even suggested that museum exhibitions—through selection of objects, exhibition design, and label text—have as much to say about the present as they do about the past. Other studies have found that the museum reinforces a sense of place and identity. In brief, history museums’ collections and exhibitions function as repositories of local memory and places where experience is transformed into meaning, and, as communities change,

¹ The American Association of Museums offers a short statement about the effects of museums on “quality of life,” see www.aam-us.org/aboutmuseums/publicinterest.cfm.

² See, for example, Economic Impacts of Historic Preservation in Florida, (Tallahassee: Florida Department of State, 2002).

history museums become the location of the preservation of a community’s historic sense of itself.⁴

Despite these general contributions to a community’s quality of life, there has been little attention to the definition “quality of life” in terms of the museum community, or how one might suggest indicators that would allow museums to examine their effects in the community.⁵ This report will define these issues in the specific context of history museums and will provide case studies of three institutions engaging their communities and improving the quality of life for Florida citizens.

Quality of Life

In many cities quality of life is defined in economic terms: average per capita income, availability of jobs and social services, a reasonable cost of living, and the availability of goods and services.⁶ More sophisticated measurements might include: education, public safety, health, social environment, natural environment, government/politics, recreation/culture, and mobility.⁷ While there is some overlap with their missions, a museum’s greatest effect on quality of life is the way in which it allows us to reach our potential as human beings.⁸ Museums are places where special objects and knowledge surpass any single individual understanding. Museums reflect their communities, but they also challenge beliefs and open communities to a broader world.

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⁴ For a treatment of the social impact of museums see Lois Silverman, “The Therapeutic Potential of Museums as Pathways to Inclusion.”


⁶ See, for example, “Enhancing Our Quality of Life: Using Growth Management to Promote Economic Development,” www.martin.fl.us/GOVT/depts/gmd/sustain/article5.html.


view. In this aspect, museums fit within the definition of quality of life that includes the interplay among the social, economic, and environmental conditions that affect human and social development. For the purposes of this report, history museums’ outreach in three areas will be assessed: Education, Community, Economy.

**Indicators Framework**

Indicators are sets of statistics that serve as proxies for phenomena that are not directly measurable. This is particularly important for museums where studies have shown that the impact of visitation may not be measurable until weeks or months later—during a conversation, while watching a television program, or reading a newspaper or magazine. Indicators are important because they hold out the promise of offering ways of assessing the role of museums on the quality of life in the communities they serve. This activity is significantly different for a museum than it is for other cultural activities such as historic preservation efforts. In contrast to museums, indicators for historic preservation look first at the community and seek ways to gauge and evaluate the public’s interest in and support for preservation. Indicators for museums, on the other hand, begin with the museum as institution and look outward at their impact on the community and the community’s response to those efforts. Consequently, indicators for museums assess what specific activities museums are supporting in order to enhance the quality of life in their communities.

Because the definition of “quality of life” is subjective and variable, any indicator framework will need to be refined, expanded, and calculated for the specific circumstances in which the museum finds itself. It is hoped that the following table of indicators of **Education**, **Community**, and **Economic** interaction with the community will offer a starting point for that conversation.

**Education Indicators** measure the interaction between history museums and teachers and students in their communities. The report attempts to look beyond the number of school visits to the museum. It also acknowledges the number of times that museums

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take collections to the classroom, that museum staff make personal presentations, or that
museums provide local teachers with special materials or training. It is particularly
interested in the efforts museums make to help schools meet the mandated state education
standards. Furthermore, the age of the students museums serve is important and too often
overlooked. This preliminary survey of history museums in Florida, for example,
suggests that the interaction between the museum and students diminishes in the higher
grades. Lastly, the survey looks at museums and communities to consider the ways in
which museums serve as a resource for the lifelong learning of individuals who are not in
the K-12 school groups.

1) **Support for elementary education (K-6)**
   a. Percentage of visitors that are elementary school groups
   b. Preparation of teacher packets by museum (percentage of school groups
      using packets before visit)
   c. Other forms of partnering with local schools
   d. Formal or scheduled meetings with teachers in local schools
   e. Museum travel to schools (e.g., “travel trunk,” etc.)
   f. Programming for home-schooled students (percentage or number in area)
   g. Specific programming to meet state education standards
   h. Number of fourth grade students served
   i. After school programs (directly sponsored by the school)

2) **Support for middle school education (6-8)**
   a. Percentage of visitors that are middle school groups
   b. Preparation of teacher packets by museum (percentage of school groups
      using packets before visit)
   c. Other forms of partnering with local schools
   d. Formal or scheduled meetings with teachers in local schools
   e. Museum travel to schools (e.g., “travel trunk,” etc.)
   f. Programming for home-schooled students (percentage or number in area)
   g. Specific programming to meet state education standards
   h. After school programs (directly sponsored by the school)
   i. Volunteer opportunities for students in the museum

3) **Support for secondary education (9-12)**
   a. Percentage of visitors that are secondary school groups
   b. Preparation of teacher packets by museum (percentage of school groups
      using packets before visit)
   c. Other forms of partnering with local schools
   d. Formal or scheduled meetings with teachers in local schools
   e. Museum travel to schools (e.g., “travel trunk,” etc.)
   f. Programming for home-schooled students (percentage or number in area)
   g. Specific programming to meet state education standards
h. After school programs (directly sponsored by the school)
i. Volunteer opportunities for students in the museum

4) Support for lifelong learning
   a. Programming for pre-K children
   b. Programming for senior groups
   c. Programming for “at-risk” youth
   d. Partnerships with local adult education centers (junior colleges, etc.)
   e. Museum object/staff travel to specific group
   f. Special needs programming

Community Indicators are those aspects of the museum-community relationship that have direct bearing on individual citizens of the region. The museum’s interaction with and participation in local government and governmental functions is one area of this relationship. Its civic responsibility includes outreach to the local community and making the museum and its collections available to the local and regional public in a variety of ways. This section also examines the ways in which museums support local and regional uniqueness and maintain crafts and traditions that are otherwise lost with the passage of time. This would include both tangible (i.e. physical objects) and intangible (e.g., stories, songs, traditions, etc.) cultural heritage.

5) Civic-Museum partnerships
   a. In what ways, when and how often is the museum used by civic groups
   b. Working with government agencies on historical preservation, etc.
   c. Increasing public awareness about issues relevant to the mission of the museum (e.g., preservation, conservation, etc.)
   d. Tax credits
   e. Government business (polling stations, etc.)

6) General outreach to local community
   a. Memberships (local region)
   b. Placement of advertisements of museum activities
   c. Organization of cultural events and festivals
   d. Family events
   e. Special hours (e.g., night openings for working adults)
   f. Number of volunteers and hours donated
   g. Donations to the museum (number and value)
   h. Use of the museum resources for local or regional research
   i. Affordability of museum, events, and membership
   j. Composition of the museum board (governing, trustees, advisory)
   k. Website development for local community (e.g., games, etc.)
   l. Community involvement in planning and development of museum
m. Café, garden area, gift shop (selling local arts and crafts)
n. Size and participation of seasonal community

7) **Support for local or regional identity**
   a. Highlights specific historic crafts (must be locally historic)
   b. Highlights traditional agricultural practices
   c. Highlights regional architecture
   d. Highlights local storytelling
   e. Highlights local industry

8) **Support for diversity of thought**
   a. Panel of diverse community members to engage in and to address publicly exhibitions
   b. Advertising in a variety of venues and media targeting a diverse audience
   c. Offering multiple interpretations in their exhibition practice

**Economic Indicators** look at the ways in which the museum supports, and is supported by, local businesses and economic interests. Among the criteria are the ways in which museums attract outside visitors who patronize community resources. The first set of indicators seeks to capture the ways in which the museum embeds itself in the business and economic life of the region. We are thinking here about the support that the business community shows to the museum and the way in which the museum might act as an attraction to bring economic benefits to the region in the form of tourism.

9) **Business-Museum partnerships**
   a. In what ways, when and how often, is the museum used by business groups
   b. Facilities, businesses (restaurants, historic district, etc.) in or near the museum
   c. Partnerships with local businesses (e.g., discounts/package pricing, etc.)
   d. Special events to appeal to particular business sponsors
   e. Business-sponsored museum memberships (giving at corporate level)
   f. Business sponsorship of specific museum events, exhibitions, etc.
   g. Interaction with Better Business Bureau, Chamber of Commerce, etc. (tourist tax use, etc.)

10) **General outreach to tourist community**
    a. Memberships (outside region)
    b. Organization of cultural events and festivals for tourist audience
    c. Advertisement of museum: location, etc.
    d. Donations to the museum (number and value, if possible)
    e. Use of the museum resources for research
    f. Website development: directions, information for tourists
g. Amount spent on local vs. regional and national advertising

In order to demonstrate the efficacy of these indicators, this report provides three examples of history museums in the state. They have been chosen to represent a broad cross section of museum activity. These include a large history museum in an urban setting (St. Augustine Lighthouse and Museum), a small history museum in a rural area (Fort Christmas Historical Park) in Orange County, and a small history museum that specializes in a particular topic (Riley House Museum) in Tallahassee. In this way, it is hoped that community practices by museums throughout the state, regardless of size or location, will be represented in this report.

**St. Augustine Lighthouse and Museum**

St. Augustine Lighthouse and Museum is a private, non-profit organization located in an urban area well known for its tourist sites. It consists of three main buildings: a historic lighthouse, a keeper’s house that is used for exhibitions and children’s programming, and a visitor’s center/gift shop that provides entry to the museum grounds. It has a staff of twenty-nine divided among administration and development (5), education (8), archaeology (2), conservation and collections (2), operations (3), and retail services and site interpreters (9). The lighthouse and museum benefit from being located in a city that is one of the major tourist destinations in Florida. Although the museum is supported by tourists and is a member of the Florida Attractions Association, they devote a significant amount of time to programming and outreach to the local community.

**Education Indicators**

The museum offers several general programs for school groups and has formed partnerships with specific schools whose students are offered special programming. Their most comprehensive opportunities are targeted for elementary-aged school children. Over 30,000 fourth grade students visit the museum for programs targeted to meet Florida Comprehensive Assessment Test (FCAT) standards. For children in grades
2-4, there is the “You can Dig It” (an archaeology program that teaches students about archaeology and invites them into a prepared “dig site”), “Tides of The Time” (a history program about the life of Victorian age children), and “Adventures of the Sea.” For students in grades 3-6, the museum offers the “Weather Watcher” science program. For students in grades 4-6, there is the “First Light” (a science program that teaches students about the properties of light). There are also special programs for home-schooled students.

Twice in the fall and twice in the spring, St. Augustine Lighthouse and Museum offers “Home School Days.” On these occasions the museum accommodates approximately 500 students who visit 6 stations around the museum and grounds (4 educational and 2 craft). At the end of the day, parents are given additional materials for enhancing their child’s learning. These activities are designed to satisfy state social studies standards.

The museum has established several school partnerships with local elementary and secondary schools. R.B. Hunt Elementary school, located adjacent to the museum grounds, enjoys a special relationship with its neighbor. The museum pilots new educational programs with its teachers and students to the benefit of both the museum and the school. The museum’s summer camp program partners with Whitney Labs at Marine World and is available for children in grades one to six. The St. Augustine Lighthouse and Museum has a special relationship with the Florida School for the Deaf and Blind that allows its students to experience the tactile nature of the lighthouse and museum.

At the secondary school level, the museum partners with Pedro Menendez High School to present a program for gifted students who learn underwater archaeology. To better share and maximize resources, the St. Augustine Lighthouse and Museum has partnered with the Girl Scouts and with Flagler College. At risk students from St. John’s Technical School participated in the museum’s Maritime Memory Project. As part of the project, the students met with members of the Junior Service League, who restored the buildings and grounds in the 1980’s, and interviewed them about the history of the St. Augustine Lighthouse and Museum.
Although there is no special programming for students in grades 7-12 or for college students, the museum is an active participant in the Florida Public Archaeological Centers Network and through that organization works with college-aged students. For adult audiences, the museum gives lectures and participates in approximately 10 “Elderhostel” group tours consisting of 30-50 participants each. The museum also offers a “Guest Keeper Program” that allows adults to learn how to operate a lighthouse.

**Social Indicators**

The Board of the St. Augustine Lighthouse and Museum consists of 15 people, 10 of whom are from the local community. Other civic organizations that interact with the St. Augustine Lighthouse and Museum include the Girl Scouts who have yearly overnight programs on site where they learn about the history of the lighthouse and earn their camping badge. The museum’s meeting room is offered free of charge to the neighborhood association, and the Citizens for the Preservation of St. Augustine. The museum also works with the local United States Coast Guard to promote private control of lighthouses in order to transform them into museums.

The St. Augustine Lighthouse and Museum has longstanding ties to the local community. The Junior Service League raised money locally for the restoration of the lighthouse and the keeper’s house and they continue to act as the owners of the buildings. Membership in the St. Augustine Lighthouse and Museum consists of about 370 people, of which about sixty percent are local. In addition, they have a mailing list of 1,500 local residents. Although the lighthouse and museum charges a fee for admittance ($7.50 for adults to $5.50 for children), it provides a discount for residents and offers free admission to St. John’s County residents during the month of October. The museum store includes lighthouse imagery by local artists who place their works in the museum on a consignment basis.

The museum sponsors several cultural events and festivals including Luminary Night, Veterans’ Day, Lighthouse Festival, and Family Adventure Day. Family Adventure Days, for example, are designed to give children a greater understanding on specific maritime topics and to entertain and engage them and their parents, through hands-on activities. The topics covered support the mission of the St. Augustine
Lighthouse and Museum—“to preserve, present and keep alive the story of our nation’s oldest port, as symbolized by our working St. Augustine Lighthouse.” It is normally held the day after a national holiday, such as the Friday after Thanksgiving. The museum staff said this event is particularly successful because more than 54,000 children visit them each year, almost 40,000 of whom tour the museum with their families.

The museum maintains a sophisticated website which includes material, such as a children’s activity page, that is targeted to the local community. The community demonstrates its support through volunteering in the museum. In addition to an active docent program, the St. Augustine Lighthouse and Museum is supported by over 120 volunteers. Almost all volunteers are local. The volunteer program also includes 24 high school students and 10 students who are between the ages of 12 and 14. These volunteers assist with a wide variety of museum activities including special programming, a newsletter, the museum gardens, collections, and maritime activities.

The St. Augustine Lighthouse and Museum is committed to preserving the history of the port of St. Augustine. They do this through exhibitions that examine the ethical dimensions of underwater archaeology and salvage, through wall panels and object displays in the keeper’s house, and through their collecting efforts. The museum has a department of underwater archaeology that investigates sites of shipwrecks, but recovers artifacts only when they are endangered and in immediate need of conservation, or if they are needed for diagnostic purposes. They do not proactively add found items to their collections. The distinction between this behavior and that of a salvager is made evident in an exhibition in the basement of the keeper’s house. On the first floor of the house one can find an exhibition that examines the role of the Coast Guard in St. Augustine during World War II. The St. Augustine Lighthouse and Museum also pursues avenues of collecting artifacts about the maritime history of St. Augustine that are often overlooked by other institutions. For example, currently the museum is in the process of gathering materials for an exhibition about St. Augustine’s shrimp industry in the 1930’s.

The museum maintains a library of books, papers, microfilm, photographs, maps, and recordings that trace St. Augustine’s past as the nation’s oldest port. Their research library of 476 books, pamphlets, and ephemera that supports the museum’s mission and chronicles the maritime history of the St. Augustine area, maritime history, and the Coast
Guard. These materials are open to the public. These valuable resources of local history are being augmented by an oral history project done in conjunction with the National Archives in Washington, D.C. “The Maritime History Project” works with at-risk youth and teaches them interview techniques. Equipped with tape recorders, these young men and women interview the elders of the community and capture a history that is rapidly disappearing. The recordings are available in the library and copies are sent to the National Archives to be included in their nationwide effort. Ideally, the museum would like to transcribe these interviews and convert them to PDF format so that they can be searched and read electronically.

Lastly, the St. Augustine Lighthouse and Museum demonstrates their interest in supporting a diversity of thought and expanding accessibility by including in their most recent exhibition an information booklet that was also published in Braille. This booklet signaled not only the museum’s relationship with the Florida School of the Deaf and Blind but also offered a reminder to museum visitors of this often overlooked segment of their community.

**Economic Indicators**

The St. Augustine Lighthouse and Museum is a member of several community organizations including Florida Attractions Association, St. Augustine Attractions Association, and the St. Augustine Chamber of Commerce. Special events are supported by in-kind donations from restaurants, San Sebastian Winery, Ace Hardware, and Walmart. The museum acknowledges this support with advertising and signage at the event. In addition to these partnerships, the St. Augustine Lighthouse and Museum works with local businesses to offer discount packages.

One example of museum-business collaboration is Northrop Grumman’s sponsorship of the yearly Veterans’ Day event. Because the lighthouse’s connections to our armed forces dates back to World War II and because of the large number of veterans living in the region, Veterans’ Day is an important holiday at the St. Augustine Lighthouse and Museum. The day before Veterans’ Day school children from St. Johns County come to the lighthouse and visit various stations around the site that give them insight to the holiday. On the Veterans’ Day holiday, there is an evening event for the
general public. This program includes speakers who discuss the importance of this holiday, a ceremony honoring different individuals from the community, and an observance performed by the Florida Air National Guard.

The museum has a strong appeal to tourists and should be considered one of the factors bringing tourist dollars into the community. Almost forty percent of museum memberships, for example, are held by people outside the region. Some of these regional visitors also volunteer in the museum.

For the most part, advertising funds are spent on local advertisements. The museum relies on its membership associations for advertising to the tourist market. It does, however, provide a great deal of information about location, history, directions, etc. on its website.

**Fort Christmas Historical Park**

Fort Christmas Historical Park is a county park under the auspices of the Orange County Parks and Recreation Department. It is located in Christmas, a small rural town, in Orange County, east of Orlando. The historic park consists of several buildings of historical interest and is located on five acres of open land. The landscape had been used by local residents for picnics as early as the 1910’s and it was named a county park in 1931. In 1977, the Orange County Parks and Recreation Department and the U.S. Army Corps of Engineers constructed a replica of an early Florida fort first completed on Christmas Day 1837. The fort houses museum exhibitions that detail the history of the area and its various populations—Native American, early European settlers, and U.S. Army soldiers. Outside the fort, at the back of the property, seven historical buildings have been moved and serve as examples of the development of the community from the late 19th to the mid-20th century. The structures were salvaged and, where necessary, restored in order to maintain a history of the region. The interiors are furnished through donation and purchase. Other features of the Historical Park include a sugar cane mill, a citrus grove, a sugar cane field, a turpentine exhibit, a hunting and trapping exhibit, and an exhibition about early cattle ranching in the Fort Christmas area. The park also has facilities for picnicking, a basketball court, a tennis court, a playground, and a gift shop.
The museum complex has a staff of seven whose primary roles are oversight of museum collections, educational programs, general tours, special events, volunteers and genealogy programs, and park maintenance. Despite its rural location, the park attracted over 160,000 visitors last year. While the park facilities are used by residents and tourists for picnics and outings, it is the ways in which the Historical Park engages its community in the historic past that is of greatest interest in this report.

**Education Indicators**

Fort Christmas Historical Park makes a special effort to attract school-age elementary and secondary students to its facility. It is listed in the Seminole County school directory for teachers, and a brochure promoting the site is sent to all fourth grade teachers. Before a class visits the site, the education coordinator sends additional preparation materials to the teachers. These efforts have been rewarded with a full calendar of school visits primarily from local county schools (Orange, Brevard, and Seminole counties), but also from schools throughout the state. Last year, the museum received 5,000 students from public, private and home schools.

Students are given tours of the fort, museum, and homesteads. Museum staff and volunteers make an effort to tie their interpretations with historic Florida literature that the older students are reading, such as *A Land Remembered* and *Strawberry Girl*. Some schools visiting Fort Christmas Historical Park also hire demonstrators from the Native American community to set up camps and share information with students. In addition to these activities, the site has partnered with the nearby Orlando Wetlands Park (an environmental center) in an effort to give visiting students a range of experience. For college-age visitors, the museum has also hosted classes from the University of Central Florida and serves as a resource for those college students wishing to do special projects.

Fort Christmas Historical Park has recently introduced a new set of educational programs. These include Homesteading in the Wilderness; Cow Camps -- Ranching at Fort Christmas; Pioneer Farming; Pioneer Children and Chores; and Hunting, Fishing and Trapping on the St. Johns River. These programs typically last 60-90 minutes in duration and can accommodate approximately 50 students. A charge of $3.00 per student helps offset the costs of the programs. In addition, a new Pioneer Experience Program offers
students the opportunity to spend five hours at the site learning about and practicing pioneer activities including quilting, butter churning, candle making, and crosscut sawing.

Last year Fort Christmas Historical Park offered a one-day “walk back in time” for fourth-grade students entitled the Florida Living History Festival. Over 1,000 students from 13 different schools signed up to attend this program. At the history festival, students talked to living history interpreters in nine different locations each of which was devoted to a different time period from pre-contact to early settlement after the Second Seminole Indian War.

Community Indicators

The area has an established interest in regional history and formed a historical society group in the 1890’s. Although this group lasted only a few years, Fort Christmas Historical Park is embedded within this tradition and the community it serves. The staff and volunteers offer tours by appointment and serve local youth groups like the 4-H, Future Farmers of America, and the Boy Scouts and Girl Scouts. The scout groups hold banquets, workshops and other functions at the site and also do small volunteer projects for the historical park. Fort Christmas Historical Park maintains a small library of books, maps, photographs and voice recordings that relate to the history of the area, and it makes these materials available to high school students, college students, and adults. Community members volunteer often at the museum and assist with maintenance of the buildings and grounds and support special events. They also are called upon to act as interpreters of the historic houses and, whenever possible, do this by relating personal stories of their families and of their experiences in the region. The museum also supports volunteer efforts of local high school students seeking to fulfill the volunteer requirements for the Bright Futures Scholarship Program.

Recently, the staff began a new outreach activity that preserves regional history and that has been popular and successful. Entitled “Palmettos and Switch Grass” community members are invited to a pot-luck dinner at the Fort Christmas Historical Park. After dinner the staff facilitates a discussion about a pre-arranged topic (e.g., St. Johns River, Cattle Industry, Old Homesteads, Remedies, etc.). The attendees’ stories
about the historical character of the area are recorded on tape and added to the park’s library. In addition to providing a service to the community and preserving the region’s history, these bi-monthly events have proven very popular with the 25-50 people usually in attendance.

The museum and its local supporters also sponsor six special events on the grounds. These include Cowboy Reunion, Fort Christmas Bluegrass Festival, spring and fall Militia Encampments, Old Timer’s Day, Fort Christmas Homecoming, and Cracker Christmas. At the Cracker Christmas event, local volunteers share stories about their families, local ranching traditions, and “Cracker Stories.” They are joined by demonstrators from all over Florida, and some from out of state, who demonstrate pioneer arts historic crafts. Visitors can watch people make “boondoggles” (a special technique of weaving Palmetto fronds), sharpen rocks into projectile points, make candles, and churn butter. These special events are very labor intensive, requiring over 1,000 hours of work from a team of volunteers, supported by the historical park staff. Community support for these and other historic park activities is remarkable. Out of a community of about 4,500 people, 70-80 are members of the Fort Christmas Historical Society and over 1,500 are included in museum mailings. The historical society, made up entirely of local residents, acts as a support group for the Fort Christmas Historic Park politically, financially, and through volunteer efforts at the site.

**Economic Indicators**

The Fort Christmas Historic Park does not appear to have a major impact on the economy of the region. For the most part, support for the historic park comes from individuals rather than business interests. However, businesses do support and contribute to the success of several of the park’s Special Events. These supporters are both local (the Town of Christmas) and regional (Orlando and surrounding communities). In addition, the Parks Advisory Board meets at Fort Christmas once a year as does the Orange County Parks and Recreation Department. The Fort Christmas Historic Park special events are consistently filled to capacity by a largely local audience. Consequently, special events are not widely advertised to a regional or statewide audience.
The Orange County Parks and Recreation Department maintains the website for the Fort Christmas Historical Park.

**The Riley House Museum**

The Riley House Museum was founded in 1995 and is dedicated to African-American history and culture. It is a private, non-profit museum supported by two 501(c)3 corporations: the Riley House Museum and the Riley House Foundation. The Riley House Museum produces and presents programming. The Foundation is responsible for fund-raising activities. The Riley House Museum has a small staff: a director, bookkeeper, educator, and student intern.

John H. Riley was principal of Lincoln High School, a freedom school built after the civil war to provide secondary education to former slaves. His commitment to education is continued by the museum, and it drives many of the programs developed and implemented by the Riley House Museum.

The Riley House, in the heart of downtown Tallahassee, is a reminder of the thriving African-American neighborhood that once existed in this section of Tallahassee. The mission of the foundation and museum is to preserve the historic John G. Riley House and the cultural and educational history of African-Americans in Tallahassee and the State of Florida. The museum supports research, organizes exhibits, presents educational programming, and gathers oral histories about the African-American experience from the Reconstruction Era through the Civil Rights movement.

**Education Indicators**

Deriving its mission from the commitment of John Riley, the Riley House Museum offers educational programming ranging from school visitations, to camps and internships. The Riley House calendar is a busy one. It schedules an average of three to four school visits a week. These visits begin with a visitation to the school by the museum educator who visits each classroom to discuss ideas, themes, and lessons that relate to the experience that the students will have in the museum. Through these personalized encounters, lasting relationships are developed between the museum and the schools, educational goals are met, and the information found in museum exhibitions is
reinforced through instruction in the classroom and visitation to the museum. All programs are offered free of charge. The Riley House Museum also provides one paid and several volunteer internships for senior doctoral students who work in the museum. These interns perform a variety of jobs in support of the museum’s mission. The following is a list of several of the programs offered by the Riley House.

**Riley’s Kids**

The Riley’s Kids program is an after-school literacy program for 3rd and 4th grade students who scored in the lowest one percent on the FCAT exam at Riley Elementary School. The focus of the program is on reading but the Riley House Museum educator teaches the students using African-American history and art as a basic curriculum. Children earn tickets for doing well on lessons and use those tickets to participate in the field trips. One such trip takes students to Marianna, Florida, where they learn about rural life. In Marianna, the children make soap and ride old bikes, wagons and horses. Although of recent origin, this program holds great promise. Of the approximately 20-25 students who participated, all recorded significant increases in their FCAT scores.

**Blended Lives**

The blended lives educational program is in its sixth year. For this program, the Riley House Museum partners with the Goodwood Museum and Gardens near Tallahassee and Tallahassee Community College. The goal of the blended lives program is to convey the history that is shared by African-American and Anglo-American Floridians. It is this sense of shared history that makes a partnership between an old plantation house and a house that was built and owned by African-Americans most appropriate.

The Blended Lives program is a four-day event for selected 11th grade students and for all local school children in the 4th grade. To enhance the goals of the program, the people asked to participate are drawn from different racial segments of the population. Each year the program focuses on a theme such as “Antebellum,” “Reconstruction,” or “Civil Rights.” Next year’s theme is “the Roaring Twenties -- Cultural Breakthroughs” and will focus on the Harlem Renaissance. Elementary teachers in Tallahassee schools individually develop curricula involving the theme.
On the first day of the event, twenty 11th-grade students from all seven of the Tallahassee area high schools (a total of 140 students) attend lectures and a reception at Tallahassee Community College. The next three days 4th-grade students from Tallahassee schools are bussed to the Goodwood Museum and Gardens and to the Riley House. At each of these locations, the children attend several 20-minute interactive activities and demonstrations that have been developed around the year’s chosen theme. Over 2,000 4th graders attend the Blended Lives event each year.

**Emancipation Day Celebration**

For the Emancipation Day celebration, the Riley House Museum partners with the Knott House Museum in Tallahassee to reenact the events of history with one class from a Tallahassee elementary school. The class first visits a local cemetery, reinforcing a personal connection to history. Then the class visits the Knott House where a man in period costume reads the Emancipation Proclamation in celebration of the first reading of the document in Florida on May 20, 1865.

**Power Up**

The “Power Up” summer camp program is available to selected students and provides free instruction in the use of computers and other technology. It is located at the Old Lincoln School and is a volunteer program. This year 55-60 children will attend.

**Civic Indicators**

Community members support the Riley House Museum through museum membership, participation in fundraising events, and by serving on the Riley House Foundation Board of Directors. The Riley House Museum has 280 members, eighty percent are local and twenty percent are regional. Memberships range from $20 for students and seniors to $2,500 for corporate memberships. The nineteen members of the Riley House Foundation Board are prominent figures in the community and include the deputy chief of police, a circuit judge, and the vice-president of Tallahassee Community College. These supporters participate in a variety of fund-raising activities. The museum also has an active volunteer group. All events are run by volunteer committees and engage approximately 100 volunteers a year.
Although the Riley House Museum has no marketing office, the publicity that the events at the Riley House Museum receive is one measure of the city’s relationship with the museum. The unique events that the museum hosts such as Blended Lives and Rock-a-Thon [see discussion below] receive media attention, including interviews and special interest articles. This publicity has brought local attention to the Riley House Museum and has resulted in approximately 500 donations a year, ranging from $1-$4,000.

**Rock-a-Thon “Culture to Culture” Holiday Celebration**

The Rock-a-Thon event is an endowment campaign fundraiser for the Riley House Museum and at the same time a unique way to involve a wide cross-section of the community. Civic groups make a pledge to sponsor one of thirty rocking chairs for $100. They then select the people who will rock in the chairs on the porch of the Riley House during the “rock-a-thon.” These people solicit pledges for the number of minutes that they can rock in the rocking chair. This allows several people to share the same rocking chair and support the museum with the donated pledge money.

The event is scheduled for the first week of December in conjunction with other holiday events in Tallahassee. Entertainment, food, artisans, vendors, and children’s activities happen in the house and the parking lot beside the Riley House Museum. Just as in the Blended Lives Program, the museum strives to have a racially diverse group participate in the rock-a-thon. Not only are participants supporting the endowment campaign for the Riley House Museum, but they, along with members of the community, also are enjoying a day of activity, entertainment, and conversation. To encourage community involvement and pledges, the civic group that raises the most money has the opportunity to display their group’s history in the Riley House Museum space. The event has been a great success, with approximately $10,000 raised each year.

**Archives**

The Riley House Museum actively collects papers and archives that relate to its mission. At the present time the museum archives include over 600 boxes containing approximately 720 linear feet of archive materials and over 500 books. The archives’ focus is on “local” history, which includes Leon, Gadsden, and Jefferson counties. One example of local history is Ft. Wachuka, a local World War II army training camp for African-American soldiers or the papers of local journalists or civil rights leaders.

*Contributions of Historic Preservation to the Quality of Life in Florida*
Although primarily focused on local history, the archives make connections to national perspectives with collections such as the Black Abolitionists Papers. Materials drawn from the archives serve for a large part of the museum’s exhibitions.

Because of the importance and size of the collection, in 2003 the Riley House Museum archives were moved to Tallahassee Community College (TCC) where they are housed in the library’s special collections. Here the archives are open to the community, and are used by students and community members. Every year work-study students from Florida State University, Florida A&M University, and TCC keep the archives organized and available to interested visitors.

The archives have been used by a variety of groups and individuals. For example, the Trust for Public Land turned to the Riley House Museum archives for information about a local cemetery. Because of the relationship that developed, the Trust for Public Land became a sponsor the African-American Heritage Preservation Conference that the museum organizes.

**Senior Groups**

About ten times a year, the director of education at the Riley House Museum works with seniors in the community, visiting retirement homes and assisted living facilities, talking about the history of the area, and recording the seniors’ reminiscences. These recordings about Tallahassee’s past are deposited in the Riley House archives in order to contribute to future generations’ understanding of Florida history.

**Economic Indicators**

The Riley House Museum is dedicated to its educational role and to working with the Tallahassee community. Consequently, the economic impact of the museum is minimal. It produces the *Florida Black Heritage Trail* and sponsors the African American Heritage Preservation Conference every two years. The director of the Riley House Museum also has participated on the Tourist Development Council for the City of Tallahassee.

*Florida Black Heritage Trail*

This booklet identifies various Florida sites, buildings and other points of interest in black history that should be preserved and promoted as tourist attractions. The Riley
House Museum produced the second edition of the booklet and is producing the third edition in conjunction with the Florida African-American Heritage Network. The new, 34-page *Florida Black Heritage Trail* contains descriptions of more than 200 places important to the history of Florida, profiles noteworthy African-Americans, and provides a guide to festivals throughout the state. It also includes four self-guided driving tours and features vivid color photographs. These locations are also found on the museum’s website. The surrounding businesses benefit from this advertisement of the location and by visitors who make the walking tour.

**Florida African-American Heritage Network**

This is a separate nonprofit organization that was created in 1997 by the director of the Riley House Museum, Althemese Barnes. The purpose of this network is to support African-American museums and to assist them in professionalizing their procedures. The network hosts the African-American Heritage Preservation Conference every two years. The purpose of this conference is to inform small non-profits about how to apply for operational grants from the state and to help with specific problem areas. The network uses sponsorship, such as the one from the Trust for Public Land, to keep the cost of the event affordable for participants. Each conference is held in a different location around the state such as Jacksonville, Tallahassee, Ft. Lauderdale, and St. Petersburg. Participants come from museums throughout the southeast.
Statistical Survey of Florida Museums

There is little published, specific and comprehensive information about museum interaction within their communities. This addendum brings together data collected by graduate students from the museum studies program at the University of Florida. The students contacted history museums from each of the twelve tourism areas of the state. Students were asked to balance urban and rural and to survey both large and small museums in their areas. They were not, however, able to contact all of the museums in each of their counties, nor were all the museums willing offer assistance during the limited time period of the project. As a result, the forty-nine museums (out of 217) that participated were randomly selected based primarily on student interest and the museum’s willingness to engage in the conversation sometimes over a several-day period. The questions each student asked varied from one individual to another and according to the abilities of each museum. Nonetheless, the discussion was structured to ascertain the ways in which history museums provide programming and support services to positively affect the quality of life in their communities. With few exceptions, the information provided in this document is self-reported.

For this report, there are three main categories of indicators that measure a museum’s impact on the community. These are **education**, **the local economy**, and **social interaction**. Following is the list of questions that students used as a guide to community-museum interaction in each of these contexts. We were particularly interested in any statistics that the museum kept about these topics and sought hard data where available. In many cases, it was not available. We acknowledge that not all museums participate in their communities in the same way and, therefore, not all indicators apply to all museums. It is our hope, however, that this preliminary mapping provides a snapshot of how history museums in Florida move proactively to affect the quality of life in their communities. Recognizing that this list is far from complete, we hope that it will serve as a stimulus to begin a conversation within the museum community about the ways in which indicators, such as these, might be used to assess a museum’s impact on the quality of life of their communities.
Education Indicators
11) What are some of the ways that the museum supports elementary education (K-5)?
12) What are some of the ways that the museum supports middle school education (6-8)?
13) What are some of the ways that the museum supports secondary education (9-12)?
   • Specific programming to meet state education standards (e.g., FCAT)
   • Formal or scheduled meetings with teachers in local schools
   • Museum travel to schools (e.g., “travel trunk,” etc.)
   • Volunteer opportunities for students in the museum
   • Number (and percentage of visitors) from schools
   • After school programs

14) In what specific ways does the museum support lifelong learning?
   • Programming for pre-K children
   • Programming for senior groups
   • Programming for “at-risk” youth
   • Special needs programming
   • Partnerships with local adult education centers (junior colleges, etc.)

Economic Indicators
15) In what ways does the museum support business-museum partnerships?
   • Partnerships with local businesses (e.g., discounts/package pricing, etc.)
   • Special events to appeal to particular business sponsors
   • Business-sponsored museum memberships (giving at corporate level)
   • Business sponsorship of specific museum events, exhibitions, etc.
   • In what ways, when and how often is the museum used by business groups

16) In what ways does the museum reach out to the tourist community?
   • Organization of cultural events and festivals for tourist audience
   • Use of the museum resources for research
   • Website development: directions, information for tourists
   • Amount of local vs. regional and national advertising

Social Indicators
17) What are some of the ways that the museum supports civic-museum partnerships?
   • In what ways, when and how often is the museum used by civic groups
   • Work with government agencies on historical preservation, etc.
   • Increasing public awareness about issues relevant to the mission of the museum (e.g., preservation, conservation, etc.)
   • Tax credits
   • Government business (polling stations, etc.)

18) In what specific ways does the museum reach out to the local community?
   • Memberships (local, regional, national)
   • Organization of family events
• Special hours (e.g., night openings for working adults)
• Number of volunteers and hours donated
• Donations to the museum
• Use of the museum resources for local or regional research
• Affordability of museum, events, and membership
• Composition of the museum board (governing, trustees, advisory)
• Community involvement in planning and development

19) In what specific ways does the museum support local or regional identity?
• Highlights specific historic crafts
• Highlights traditional agricultural practices
• Highlights regional architecture
• Highlights local story telling
• Highlights local industry

20) Are there specific ways in which the museum supports diversity of thought?
• Use of community members to publicly address exhibitions
• Advertising in a variety of venues and media targeting a diverse audience

Results of the Survey:

**Education:** (This information represents the largest statistical components of the surveys in their individual areas)

**FCAT/4th grade programming**
Florida history is taught in fourth grade, and history is a subject that falls within the writing section of the FCAT. A component of the museum’s education program is created specifically to address the curriculum of fourth grade students in Florida (Sunshine State Standards) or the component of the museum’s education program directly addresses FCAT benchmarks.

21 of 49 = 42.86%

1. Baker Block Museum (Baker, FL)
2. Boca Raton Historical Society Museum (Boca Raton, FL)
3. Charlotte County Historical Center (Port Charlotte, FL)
4. Constitution Convention State Museum (Port St. Joe, FL)
5. Destin Fishing Museum (Destin, FL)
6. Eustis Historical Museum (Eustis, FL)
7. Florida Air Museum at Sun ’n Fun (Lakeland, FL)
8. Florida Holocaust Museum (St. Petersburg, FL)
9. Indian River Citrus Museum and Heritage Center (Vero Beach, FL)
10. Indian Temple Mound Museum (Fort Walton Beach, FL)
11. Jewish Museum of Florida (Miami Beach, FL)
12. Museum of Florida History (Tallahassee, FL)
13. Museum of Seminole County History (Sanford, FL)
14. Old Dillard Museum (Ft. Lauderdale, FL)
15. Old Fort Lauderdale Village and Museum (Ft. Lauderdale, FL)
16. The Oldest House Museum Complex (St. Augustine, FL)
17. Osceola County Historical Museum and Pioneer Enrichment Center (Kissimmee, FL)
18. Pensacola Historical Museum (Pensacola, FL)
19. Silver River Museum and Environmental Education Center (Ocala, FL)
20. South Florida Museum (Bradenton, FL)
21. Ybor City State Museum (Tampa, FL)

The majority of students who visit the museum are in the 4th grade even though the museum does not specifically address Sunshine State Standards or FCAT within museum educational programming.

5 of 49 = 10.20%
1. Cracker Trail Museum (Zolfo Springs, FL)
2. John Gorrie State Museum (Apalachicola, FL)
3. Historic Smallwood Store (Chokoloskee, FL)
4. Lake Placid Historical Museum (Lake Placid, FL)
5. Morikami Museum and Japanese Gardens (Delray Beach, FL)

**Traveling museum to classroom**
The museum has teaching materials that are sent to schools. These materials can be used in lieu of a museum visit or in conjunction with a museum visit.

10 of 49 = 20.4 %
1. Baker Block Museum (Baker, FL)
2. Boca Raton Historical Society Museum (Boca Raton, FL)
3. Charlotte County Historical Center (Port Charlotte, FL) (lessons in a suitcase)
4. Florida Holocaust Museum (St. Petersburg, FL) (teaching trunks)
5. Holocaust Memorial Resource and Education Center (Maitland, FL) (teaching trunk)
6. Lake Wales Museum & Cultural Center (Lake Wales, FL)
7. Mel Fisher Maritime Museum (Key West, FL)
8. Museum of Florida History (Tallahassee, FL) (traveling exhibit-not teacher trunk)
9. South Florida Museum (Bradenton, FL) (teaching trunk)
10. St. Lucie County Historical Museum (Fort Pierce, FL) (history on tour)

**Teacher packets/lesson plans available on-line**
For each exhibit with an educational component, the museum makes education packets and teacher lesson plans available for free download from the museum’s website.

7 of 49 = 14.29 %
1. Boca Raton Historical Society Museum (Boca Raton, FL)
2. Holocaust Memorial Resource and Education Center (Maitland, FL)
3. Museum of Florida History (Tallahassee, FL)
4. Museum of Seminole County History (Sanford, FL)
5. National Museum of Naval Aviation (Pensacola, FL)
6. The Oldest House Museum Complex (St. Augustine, FL)
7. Ybor City State Museum (Tampa, FL)

**Social Interaction:** (specific programming is noted when known)

**Informs public about conservation and preservation**

The museum actively teaches the importance of conservation and the benefits of historic preservation. These issues are directly addressed in museum programming.

12 of 49 = 24.49%

1. **Austin Carriage Museum** (Weirsdale, FL) -- The museum incorporates information about carriage preservation in its exhibitions and tours.
2. **Baker Block Museum** (Baker, FL) -- The museum works with government agencies on historic preservation efforts and informs the community of relevant preservation and conservation issues.
3. **Boca Raton Historical Society Museum** (Boca Raton, FL) -- Website says, “We believe that historic preservation can and does define, enhance, and maintain the character of our community as well as its livability.” The website has general information about historic preservation that includes what historic preservation is, the potential historic preservation can have for a community, and the legal issues associated with it. There are also resources given to aid individuals with the designation of properties and trees as historic.
4. **Cedar Key Historical Museum** (Cedar Key, FL)
5. **Destin Fishing Museum** (Destin, FL) -- Currently working with the City of Destin to move a historic building onto the museum grounds for preservation.
6. **Eustis Historical Museum** (Eustis, FL) -- The museum is a historical house. Conservation and preservation issues are addressed in the exhibition displays.
7. **Jacksonville Maritime Museum** (Jacksonville, FL) -- The museum sponsors a monthly meeting in which increasing public awareness about historic preservation is a priority.
8. **Lake Placid Historical Museum** (Lake Placid, FL) -- The museum works with the Highlands County Historical Preservation Society to address the issues of historic preservation in Lake Placid and Highlands County.
9. **Middleburg Historical Museum** (Middleburg, FL) -- The museum provides information and documentation relevant to preservation efforts. In the past the museum has been involved with letter writing efforts to save historic property.
10. **Museum of Florida History** (Tallahassee, FL) -- The museum interacts with government agencies such as the Tallahassee Trust for Historic Preservation and the Florida Park Service to preserve historic structures that are a part of the museum’s collection. The museum developed workshops and seminars on preservation for the general public. The museum also consults about preservation issues.
11. Museum of Seminole County History (Sanford, FL) -- The Seminole County Historical Commission has installed forty-three historical markers that identify significant buildings, sites where significant events occurred, and significant cultural resources around the county. The Museum of Seminole County History Center publishes a booklet called *Touring Seminole County: A Sightseeing Tour of Seminole County’s Historical Sites*. The booklet maps out the historical markers and offers supplemental information, so that interested visitors may tour the county at their leisure.

12. National Museum of Naval Aviation (Pensacola, FL) -- The museum conserves aircraft that have been discovered underwater. The museum increases community awareness of these projects through newspaper coverage, website posting, and special tours.

13. St. Augustine Lighthouse & Museum (St. Augustine, FL)

**Local history events**
The museum hosts a public event that directly relates to the history of the museum or immediate surrounding area. The local history event can be a festival highlighting area’s industry, pioneer history, or historical events.

23 of 49 = 46.9 %

1. Ah-Tah-Thi-Ki Museum (Clewiston, FL)
2. Austin Carriage Museum (Weirsdale, FL) -- The museum hosts an annual Carriage and Horse Festival. This three-day event includes carriage demonstrations and displays, equine exhibitions, crafts, arts, and music.
3. Boca Raton Historical Society Museum (Boca Raton, FL) -- “Family Days” is an annual event held in January to engage Boca Raton and the surrounding communities in their local history. Local businesses, state agencies, and other non-profit organizations often participate in, and provide educational and interactive presentations for children and their parents. There is also a town tour given by trolley.
4. Camp Blanding Museum (Starke, FL)
5. Eustis Historical Museum (Eustis, FL) -- The primary family event is the Miss Lottie Contest. Miss Lottie was the daughter of Mr. Clifford, original owner of the Clifford House. The museum is located in the Clifford’s historic home. The contest is a pageant for girls age 8-11. The website states that it is a pageant without frills, glitter, formals, or fees.
6. Fort Christmas Museum (Christmas, FL)
7. Haitian Heritage Museum (Miami, FL) -- A film festival will be hosted by the museum in the future to highlight the achievements of Haitian film makers.
8. Historic Smallwood Store (Chokoloskee, FL) -- Hosts the annual town reenactment of the shooting of Ed Watson. Half of the town’s population participates in this event.
9. Holocaust Memorial Resource and Education Center (Maitland, FL)
10. Indian Temple Mound Museum (Fort Walton Beach, FL) -- Each year in March for Florida Archaeology Month, the museum hosts “Archaeology Day
Open House.” The event is free for the public. Previous attractions have been the Walton Guard Civil War Reenactors, the Florida Anthropology Society, the Florida Tribe of Eastern Creek Indians, and the Archaeology Institute.

11. **Jewish Museum of Florida** (Miami Beach, FL) -- The Museum hosts a biennial Purim celebration that includes food, music and traditional dancing.

12. **Lake Wales Museum & Cultural Center** (Lake Wales, FL) -- The museum sponsors the annual “Pioneer Days,” an event that celebrates the history of Lake Wales. The event includes crafters, artisans, food, entertainment, historical reenactments, and an antique car show.

13. **Mel Fisher Maritime Museum** (Key West, FL) -- Mel Fisher Day highlights the history and culture of the Key West community.

14. **Morikami Museum and Japanese Gardens** (Delray Beach, FL)

15. **Navy UDT-SEAL Museum** (Fort Pierce, FL) -- The museum hosts the annual “Muster Event.” This event includes a beach memorial service, 5k run, bar-b-que fundraiser and book signings.

16. **Old Dillard Museum** (Ft. Lauderdale, FL) -- The museum incorporates the culture of an exhibition with the community. For example, for a Haitian art exhibit the museum hosted an event that included Haitian traditional crafts people and storytellers who performed for the community.

17. **Old Fort Lauderdale Village and Museum** (Ft. Lauderdale, FL) -- The museum hosts monthly family events and annual events such as a Fourth of July celebration.

18. **Olde Mill Gallery and Printing Museum** (Old Homosassa, FL)

19. **Pensacola Historical Museum** (Pensacola, FL)

20. **Riley House Museum** (Tallahassee, FL)

21. **Silver River Museum and Environmental Education Center** (Ocala, FL) -- The museum hosts an event called “Cali Days.” This two day event celebrates local historic crafts and Cracker living.

22. **St. Augustine Lighthouse & Museum** (St. Augustine, FL)

23. **Ybor City State Museum** (Tampa, FL) -- The museum hosts the Cigar Heritage Festival which celebrates Ybor’s previous title of cigar capital of the world.

**Oral history projects**
The museum actively interviews and records the memories of its retired community.

5 of 49 = 10.2 %

1. Destin Fishing Museum (Destin, FL)
2. Ybor City State Museum (Tampa, FL)
3. Indian River Citrus Museum and Heritage Center (Vero Beach, FL)
4. Riley House Museum (Tallahassee, FL)
5. Fort Christmas Museum (Christmas, FL)

**Community service opportunities**
The museum offers work for those who need to fulfill community service hours, either court ordered or for high school requirements.

4 of 49 = 8.16%
1. Baker Block Museum (Baker, FL)
2. Lake Wales Museum & Cultural Center (Lake Wales, FL)
3. Navy UDT-SEAL Museum (Fort Pierce, FL)
4. Pensacola Historical Museum (Pensacola, FL)

**Free Programs**
The Museum’s programming is free to the public. This includes both special events and general admission.

12 of 49 = 24.49%
1. Boca Raton Historical Society Museum (Boca Raton, FL)
2. Camp Blanding Museum (Starke, FL)
3. Charlotte County Historical Center (Port Charlotte, FL)
4. Destin Fishing Museum (Destin, FL)
5. Historic Smallwood Store (Chokoloskee, FL)
6. Holocaust Memorial Resource and Education Center (Maitland, FL)
7. LaBelle Heritage Museum, (LaBelle, FL)
8. Lake Placid Historical Museum (Lake Placid, FL)
9. Lake Wales Museum & Cultural Center (Lake Wales, FL)
10. Museum of Florida History (Tallahassee, FL)
11. Riley House Museum (Tallahassee, FL)
12. South Florida Museum (Bradenton, FL)

**Volunteer programs**
The Museum currently has an active group of volunteers.

35 of 49 = 71.42%
1. Baker Block Museum (Baker, FL)
2. Camp Blanding Museum (Starke, FL)
3. Cedar Key Historical Museum (Cedar Key, FL)
4. Charlotte County Historical Center (Port Charlotte, FL)
5. Cracker Trail Museum (Zolfo Springs, FL)
6. Destin Fishing Museum (Destin, FL)
7. Eustis Historical Museum (Eustis, FL)
8. Florida Air Museum at Sun ‘n Fun (Lakeland, FL)
9. Florida Holocaust Museum (St. Petersburg, FL)
10. Fort Christmas Museum (Christmas, FL)
11. Historic Smallwood Store (Chokoloskee, FL)
12. Holocaust Memorial Resource & Education Center (Maitland, FL)
13. Jacksonville Maritime Museum (Jacksonville, FL)
14. Jewish Museum of Florida (Miami Beach, FL)
15. LaBelle Heritage Museum (LaBelle, FL)
16. Lake Wales Museum & Cultural Center (Lake Wales, FL)
17. Middleburg Historical Museum (Middleburg, FL)
18. Morikami Museum and Japanese Gardens (Delray Beach, FL)
19. Museum of Florida History (Tallahassee, FL)
20. Museum of Seminole County History (Sanford, FL)
22. Navy UDT-SEAL Museum (Fort Pierce, FL)
23. Old Fort Lauderdale Village and Museum (Ft. Lauderdale, FL)
24. The Oldest House Museum Complex (St. Augustine, FL)
25. Osceola County Historical Museum and Pioneer Enrichment Center
   (Kissimmee, FL)
26. Pensacola Historical Museum (Pensacola, FL)
27. Pioneer Florida Museum (Dade City, FL)
28. Silver River Museum and Environmental Education Center (Ocala, FL)
29. South Florida Museum (Bradenton, FL)
30. St. Augustine Lighthouse & Museum (St. Augustine, FL)
31. St. Lucie County Historical Museum (Fort Pierce, FL)
32. St. Petersburg Museum of History (St. Petersburg, FL)
33. Water Ski Hall of Fame (Polk City, FL)
34. Williams Academy Black History Museum (Fort Meyers, FL)
35. Ybor City State Museum (Tampa, FL)

**Underrepresented**
Museum serves underrepresented constituencies through museum programming. This identification is provided by museums themselves.
7 out of 49 = 14%
1. Camp Blanding Museum (Starke, FL)
2. Florida Air Museum at Sun ’n Fun (Lakeland, FL)
3. Haitian Heritage Museum (Miami, FL)
4. Morikami Museum and Japanese Gardens (Delray Beach, FL)
5. Museum of Florida History (Tallahassee, FL)
6. Old Dillard Museum (Ft. Lauderdale, FL)
7. Riley House Museum (Tallahassee, FL)

In an effort to provide examples of the type of activities in which history museums in the state are engaged, this report compiles brief descriptions of selected museums and their community outreach.

**Education:**

**Ah-Tah-Thi-Ki Museum** (Clewiston, FL) -- The Museum has K-2 programming that includes a museum tour and a film entitled “We Seminoles.” The tour addresses topics such as food, daily chores, and transportation. Students are able to participate in what they learn, by a hands-on activity pounding corn.

**Charlotte County Historical Center** (Port Charlotte, FL) -- The museum offers a traveling “suitcase” of history materials that goes to schools. After the area was damaged by several hurricanes, the traveling suitcase took on added value when it became a symbol of shared history and stability at a time when many students were still displaced from their homes.
Eustis Historical Museum (Eustis, FL) -- The Museum hosts an annual essay contest for area elementary schools. The museum educator gives a verbal history lesson and transports photographs and objects to fourth grade classrooms in preparation for the essay contest each year. There is an award ceremony at each school that has a student winner. This museum program is targeted to support school curriculum, especially the writing portion of the FCAT.

Florida Holocaust Museum (St. Petersburg, FL) -- The museum offers teacher training on the subject of the Holocaust. The museum also houses the most extensive Holocaust Library in the Southeastern United States.

Indian River Citrus Museum and Heritage Center (Vero Beach, FL) -- The museum has plans for a program in which high school students will conduct oral history interviews with the families that founded the citrus industry in Indian River County.

Indian Temple Mound Museum (Fort Walton Beach, FL) -- School credit is sometimes given for volunteer time spent at the museum. Volunteer time can be spent “shadowing” a museum professional, doing a museum project, or training to become a docent.

Morikami Museum and Japanese Gardens (Delray Beach, FL) -- The museum hosts an “at-risk” program called “More Opportunity to Reach Youth.”

Olde Mill House Gallery and Printing Museum (Old Homosassa, FL) -- When students visit the museum, they are given the opportunity to print using the antique printing press at the museum.

Pensacola Historical Museum (Pensacola, FL) -- The museum participates in the National History Fair in Escambia County by providing research help and suggestions about appropriate topics for teachers and students who enter the National History Fair.

Ybor City State Museum (Tampa, FL) -- The museum produced a trilingual coloring book.

Social:

Baker Block Museum (Baker, FL) -- The museum puts items from the museum collections into the community through a traveling exhibit program. The exhibits are sent to daycare centers, nursing homes, and adult education centers.

Boca Raton Historical Society Museum (Boca Raton, FL) -- The museum is used as a voting center.

Florida Holocaust Museum (St. Petersburg, FL) -- Every visiting class gets a tile to design after their visit to the museum. The tile is decorated with the class’s experience and returned to the museum where it is placed on the third floor wall. The tiles become a permanent part of the museum affecting the experience of others who visit the museum.

LaBelle Heritage Museum (LaBelle, FL) – Produced a cookbook “The Storm Gourmet” through a business partnership. The Storm Gourmet contains recipes requiring no heat or cooking. The museum has a display case in the LaBelle courthouse. Exhibits are changed every 2-3 months.

Morikami Museum and Japanese Gardens (Delray Beach, FL) -- Taishi, Young Ambassadors is a support auxiliary composed of young professionals, aged 20's to 40's, who are committed to the mission of the Morikami and to expanding the museum’s memberships. Taishi members have the opportunity to chair or join a committee, become...
involved with Taishi events, as well as network among other members and the community. The museum also hosts a youth advisory discussion panel, where young members get together to talk about Japanese pop culture.

**Museum of Seminole County History** (Sanford, FL) -- A part of the West Central Florida Memory Project, digitalizing documentary resources for education and public use.

**Economics:**

**Eustis Historical Museum** (Eustis, FL) -- Businesses with museum memberships can place coupons in the museum’s newsletter instead of paying for advertisements in the local newspaper. The museum’s high rate of 19% business memberships is partially the result of this partnership.

**Historic Smallwood Store** (Chokoloskee, FL) -- The museum partners with the Naples Trolley by advertising in their brochure, and with the Florida Everglades tour as a part of the airboat package. The museum is also a part of the Florida Heritage Trail program on Tamiami Trail Scenic Highway.
CHAPTER SIX

TOOLS FOR PROVIDING AFFORDABLE HOUSING IN FLORIDA’S HISTORIC RESIDENTIAL NEIGHBORHOODS

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Contributions of Historic Preservation to the Quality of Life in Florida
Florida’s historic residential neighborhoods offer a range of housing types, configurations, and features to accommodate the state’s diverse populations based on income, stage of life, and household size. Further, as sustainable development becomes an increasingly significant strategy to address growth pressures, the proximity of historic neighborhoods to the central business district and other amenities conveys additional benefits such as reduced commute times. Such housing may also be among the last units affordable to lower- and moderate-income working families, especially in the hot housing markets of Florida, where the gap between median income and median home value is rapidly increasing. Traditional tools, such as tax credits, and innovative ones, such as community land trusts, are offering creative solutions in an era of continuing federal devolution. After demonstrating the benefits that historic structures offer, this paper reviews a variety of means to safeguard their affordability, to accommodate the state’s increasingly diverse population, and to realize sustainability goals.

Historic and affordable housing

Among the benefits associated with preserving older and historic neighborhoods are the higher percentage of affordable units as compared to new developments and the proximity to work, school, shopping, and public transit (Rypkema, 2002). Yet historic preservation in older working class neighborhoods can be a sign of gentrification, a process resulting in increased property values and the displacement of lower income households with ones of much higher income. With a livable community as a central goal, historic preservation can safeguard these features while addressing affordable housing needs and meeting sustainability objectives. These objectives foster “a sense of place to ensure protection of any special physical characteristics of urban forms that support community identity and attachment” (Berke & Conroy, 2000, p. 23).

This study examines previous research relating to historic neighborhoods and affordable housing, and, given the affordability crisis in Florida and the resources such neighborhoods may offer, assesses the standard and innovative tools available to use historic resources to address this crisis. After briefly reviewing the context at the national level, the connections between affordable housing and historic preservation, including challenges and opportunities, are examined at the state level. Specifically, these include current housing issues and the legislative framework already in place to encourage rehabilitation of lower income units. An overview of tools and their application in Florida follows with recommendations for policy changes concluding the paper.

As used in this report, the term “historic” refers to districts and structures designated at the federal, state, or local level, those determined to be eligible for designation, and those 50 years old and older. Thus, historic structures and neighborhoods now include those developed prior to 1956 – well into the post World War II suburban boom. While the Secretary of the Interior lists four types of treatments for designated and eligible structures: preservation,
rehabilitation, restoration, and reconstruction, the most common is rehabilitation, and it will be the focus of this study.

There are approximately 120 million units of housing nationwide, and new construction adds only 1.2 million units annually (Joint Center for Housing Studies of Harvard University, 2005, p. 2). The American Housing Survey (U.S. Census Bureau, 2004) documents that a sizable percentage of persons in poverty already live in older and historic homes.Various affordable housing studies support rehabilitation as an essential strategy to address critical housing needs (Joint Center for Housing Studies of Harvard University, 2004; Cisneros, Kemp, et al., 2004; Millennial Housing Commission, 2002; U. S. Conference of Mayors, 2002). They also explicitly note the lack of support for such strategies.

The current system forces preservation under an umbrella of affordable housing programs that are geared toward new production. Entities dedicated to preserving currently affordable units and acquiring then preserving conventionally financed properties must be expressly recognized in U.S. housing policy and programs. The Commission recommends that such “preservation entities” be provided with the tools and resources they need to carry out their unique mission (Millennial Housing Commission, 2002, p. 33).

While the U.S. Department of Housing and Urban Development (HUD) funds rehabilitation through its Community Development Block Grant (CDBG) and HOME programs – nearly one-quarter and one-half of these respective programs’ funds are dedicated to this activity – the need is estimated as being more than eleven times greater than HUD’s entire budget. Historic preservation is clearly a resource, but it also can present a barrier to affordability and can be part of a process that results in gentrification (U.S. Department of HUD, 2005; Listokin & Listokin, 2001a; Kennedy & Leonard, 2001; Listokin, Listokin, & Lahr, 1998; Downs, 1991).

Clearly, decent affordable units are not the only condition that needs to be in place – the neighborhood’s social and economic conditions also need to be addressed to ensure such places contribute to the quality of life for lower income residents and for the city overall. Recently, the U.S. Census Bureau (2004) found that almost 80% of those sampled living in central cities rated their neighborhoods as 6 or better on a scale from 1 to 10 where 1 represented the worst conditions. While not all of these units were historic, overall, central city neighborhoods contain a higher percentage of historic structures as compared to the overall metropolitan area.

Further, very few pre-1950 residential units have physical problems (3% have severe and another 8% have moderate problems) while approximately 60% of the buildings in historic districts are located in census tracts with significant poverty levels (20% or more). Listokin and Listokin (2001a) found slightly higher numbers based on the 1995 American Housing Survey – substantial rehabilitation needs stand at 4.2% of occupied housing stock with moderate

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1 According to Table 2-1 of the American Housing Survey, of the persons surveyed below the poverty level, over 30% live in housing units built in 1949 or earlier; almost 41% live in units built in 1959 or earlier.

2 Listokin and Listokin, 2001. At the time of the study, this amounted to approximately 175,000 to 200,000 units rehabilitated annually with CDBG and another 30,000 with HOME (p. 1). With significant cuts in HUD funding, these numbers have certainly fallen. Compare the overall amount of federal funding for housing of $34.3 billion in 2002 dollars as outlined by Dolbeare and Crowley (2002) with the rehabilitation needs for affordable housing that Listokin and Listokin (2001) approximate as $396 billion in 2001 dollars.

rehabilitation at 11.7%. A total of $116.7 billion (or 62.7% of total estimated rehabilitation investment) is needed for affordable units (Listokin & Listokin, 2001a, pp. 42, 43). In the South, these percentages are somewhat higher. Still, replacement of homes for those in poverty would cost significantly more (Joint Center for Housing Studies of Harvard University, 2004; Rypkema, 2002).

Downs (1991) and Listokin and Listokin (2001a) agree that historic preservation is not used intentionally to raise housing costs; the primary goal of historic preservation is the recognition, protection, and maintenance of eligible and designated historic structures, not the creation and safeguarding of affordable housing. Yet, redevelopment of older, distressed central city neighborhoods “should build on existing assets, such as historic buildings” (Fox, Treuhaft, & Douglass, 2006, p. 17). Given the number of historic housing units that already provide shelter for lower income persons, affordable housing should be a central consideration in historic preservation policies and programs.

To address these concerns, the Advisory Council on Historic Preservation, an independent federal agency created by the National Historic Preservation Act of 1966 in part to review federally assisted projects that impact historic properties, issued a policy statement on “Affordable Housing and Historic Preservation.” One of the ten principles acknowledges the significance of an integrated approach, “Historic preservation issues should be related to social and economic development, housing, safety, and programmatic issues integral to community viability” (Advisory Council on Historic Preservation, 2002, p. 3). Further, the Council recognizes funding constraints and allows “alternative design guidelines tailored to the district or neighborhood to preserve historic materials and spaces” (Advisory Council on Historic Preservation, 2002, p. 3).

**Current Conditions in Florida**

Among those Florida households earning 80% or less of area median income, the 2005-2010 statewide Consolidated Plan projects that almost 1.5 million are cost-burdened and that the majority (60.1%) of extremely low-income households – those earning 30% or less of area median income – are in need of rental housing. The 2004 hurricanes significantly exacerbated these conditions with 708,631 primary residences (roughly 10% of the non-seasonal housing stock) in the state sustaining some kind of damage (Florida Hurricane Housing Work Group, 2005, pp. 9, 32). Almost 36% of these households had incomes of $20,000 or less (Florida Hurricane Housing Work Group, 2005, p. 9) with 57% at incomes of $30,000 or less (p. 12).

In addition, assisted rental units continue to be lost as owners choose to convert them to market rate housing when their affordability periods expire. Over 17% of Florida’s assisted rental units will be lost in the next 15 years (Florida Affordable Housing Study Commission, 2005). The situation is not much better even for those earning up to 120% of median income. These households are finding it difficult to locate adequate and affordable housing as recent

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4 Florida Department of Community Affairs, 2004, p. 23. These numbers are based solely on cost burden and do not reflect overcrowded or poor conditions that also typically signal housing need. The specific numbers are as follows: 769,977 renter and 711,048 owner households earning 80% or less of median income are cost burdened.
Florida’s State Plan (FLA. STAT. § 187.201) specifically identifies historic preservation as a significant revitalization tool. It “encourage(s) the rehabilitation and sensitive, adaptive use of historic properties through technical assistance and economic incentive programs” (FLA. STAT. § 187.201(18)(B)(5)). Further, the state pledges to increase the supply of affordable housing in part by “recycling older houses and redeveloping residential neighborhoods” (FLA. STAT. § 187.201(4)(B)(3)). The State Plan also promotes the revitalization of urban centers, which include residential areas, specifically supporting their “preservation and enhancement” (FLA. STAT. § 187.201(16)(B)(1)).

Florida’s growth management legislation, which directs local government planning efforts, also supports historic preservation, requiring that all cities over 50,000 and counties over 75,000 in population adopt a historical and scenic preservation element (FLA. STAT. § 163.3177(6)(I)). In fact, the section addressing the required housing element notes the importance of identifying and preserving historic resources, though it unfortunately includes replacement as a strategy: “identification of historically significant and other housing for purposes of conservation, rehabilitation, and replacement” (FLA. STAT. § 163.3177(6)(F)(1.e.)). Among the standards and principles explicitly listed for inclusion in the housing element are those that acknowledge how preserving housing can result in economic integration and sustainability – “The creation or preservation of affordable housing to minimize the need for additional local services and avoid the concentration of affordable housing units only in specific areas of the jurisdiction” (FLA. STAT. § 163.3177(6)(F)(1.g.)). Thus, Florida’s lower income households have a demonstrated housing need and the state’s growth management legislation outlines how local governments can integrate historic preservation and affordable housing goals.

Tools that Create Incentives for Rehabilitating Historic Structures for Affordable Housing

Rehabilitation of older and historic homes represents a significant approach that can meet affordable housing and historic preservation goals and thus contribute to quality of life. The available strategies are divergent and range from resolving title issues and broadening eminent domain powers to mitigating lead-based paint to alleviating property tax pressures. This paper focuses on specific planning strategies and incentives that attract the private sector to undertake such rehabilitation projects. Among them are building codes that accommodate rehabilitation, neighborhood conservation districts to complement local historic districts, community land trusts, expansion of existing revitalization programs such as Front Porch Florida, the historic rehabilitation tax credit combined with the low-income housing tax credit, preservation easements, revolving loan funds, property tax relief to address increased property values due to

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5 DeKaser and Charamonde (2005) of the National City Corporation conducted the study that named several of Florida’s metropolitan statistical areas among the most price inflated in the country, including Naples (#3), Port St. Lucie (#7), Miami (#21), West Palm Beach (#22), Sarasota (#26), and Fort Lauderdale (#28).

6 Listokin and Listokin (2001a and 2001b) provide a detailed overview of the Barriers to Rehabilitation of Affordable Housing in a two-volume study of the same name. The first volume identifies and analyzes the barriers and the second outlines models of effectively addressing these barriers.
Adopt building codes that accommodate rehabilitation: Rehabilitation is particularly daunting for lower income households and for rental projects (Listokin & Listokin, 2001a). “Despite a growing need for housing rehabilitation, many cities continue to use building codes that emphasize criteria more suitable for new construction to the detriment of rehabilitation activities” (U.S. Department of HUD, 2005, p. 9). Traditional problems with building codes involve requiring the entire building be brought up to current code if the percentage of investment in the rehabilitation relative to the overall value of the building exceeds a certain amount or if changes in occupancy and/or use occur (Listokin & Listokin, 2001a).

While the State of Florida required all local governments to adopt a minimum building code during the 1970s, Hurricane Andrew in 1992 led to a reevaluation of these codes and the recommendation to mandate conformance throughout the state with a unified code. In 2001, the Florida Building Code became effective, and in 2002, it superseded all local codes in the state.

The Florida Building Code includes an existing building code. Concerns about “unintended impacts on the rehabilitation of homes for low-income families,” among other issues, motivated the Florida Legislature to direct the Florida Building Commission to study the codes governing rehabilitation and issue recommendations for changes (Florida Department of Community Affairs, 2002, p. 1). Among the recommendations were adoption of a rehabilitation code for one- and two-family dwellings “in order to preserve and enhance homestead properties” and investigation of “rehabilitation thresholds” (Florida Department of Community Affairs, 2002, p. 10).

In 2004, the Florida Building Code was updated; the new Florida Existing Building Code now includes performance-based standards and more flexible guidelines for historic buildings. Buildings in high velocity hurricane zones have to meet more stringent standards.

Compliance with the standards for new construction was triggered when alterations and repairs to non-qualified historic buildings exceeded certain percentages of the existing value of the building (see Section 407 of the 2002 Florida Building Code). Some flexibility was built in for structural repairs and alterations that did not exceed 25% of the value of the building and non-structural repairs and alterations that did not exceed 50% of the value (see Section 407.1). Still in economically distressed neighborhoods, where existing buildings were likely to be undervalued, compliance could be triggered at relatively low dollar values. A complaint citing this issue, posted in 2003 on the Regulatory Barriers Clearinghouse maintained by HUD, can be found at http://www.huduser.org/rbc/search/rbcdetails.asp?DocId=749.

No special rehabilitation code for one- and two-family dwellings has been adopted to date. All existing buildings, including one- and two-family dwellings, must comply with the 2004 Florida Existing Building Code (2004 Florida Residential Building Code, R101.2).

Buildings in high velocity hurricane zones have to meet more stringent standards.

Contributions of Historic Preservation to the Quality of Life in Florida VI-7
These guidelines can be fairly extensive, and older existing buildings that do not qualify may still need to meet current code requirements depending on how extensive the proposed repair or alteration is.

As safety concerns continue in the face of recent active hurricane seasons, issues remain regarding affordability. States such as New Jersey and Maryland offer models of rehabilitation codes. Here predictability and proportionality are integrated into the rehabilitation code (Listokin & Hattis, 2004). The Florida Building Commission should continue to work on establishing a rehabilitation code and, as an initial step, focus on adopting such a code for one- and two-family dwellings as the subcommittee recommended (Florida Department of Community Affairs, 2002, p. 10). “Triggering compliance requirements through change in the hazard ranking of the occupancy, not change of occupancy alone” and ensuring adequate training of building officials following code adoption will create a situation more responsive to historic preservation needs (Alderson & Kaplan, 2006, p. 1).

Neighborhood conservation districts as local regulatory tools: When local historic districts are created, typically a conventional zoning or an overlay district is adopted to establish specific regulations associated with the historic designation. Overlay districts function in concert with the underlying zoning. Requirements and incentives can be tailored to address distinctive land uses and development characteristics – such as historic urban fabric. Typically historic overlay districts require conformance with design guidelines and can alter the underlying setback, height, and use requirements, not just for additions to existing structures but also for infill development.

Neighborhoods might contain historic homes that are not eligible for historic designation due to lack of integrity or significance, or they may lack a sufficient concentration of these homes. Other neighborhoods may have homes nearing the 50-year mark that do not yet qualify for historic designation. Neighborhood conservation districts (NCD) assist in safeguarding neighborhood character, particularly in areas proximate to high growth centers. Residents and local officials are turning to this regulatory tool to complement historic overlay districts. “Conservation districts also seek to preserve an area’s cultural, architectural, and aesthetic ambience. . . . Neighborhood character is maintained in spite of allowing some alterations that would not normally be allowed in traditional historical districts” (Dennison, 1992, p. 1). NCD requirements tend to be less extensive, focusing more on character and less on detailed design guidelines to protect historic fabric (Miller, 2004). Like historic overlay districts, NCD’s can be tailored to address the unique characteristics of the community (see Table 1). As this approach becomes increasingly popular, questions arise concerning how NCDs really differ from local historic districts and, more critically, whether it is appropriate to “designate a residential neighborhood as a conservation district when it meets the criteria for designation as a historic district” (Miller, 2004, p. 6).

In Florida, NCD’s are a relatively new regulatory tool. The cities of Miami Beach, Tampa, and Sarasota are all currently using this approach and Fort Lauderdale has considered adopting one. In Tampa, the Old Seminole Heights Neighborhood Association advocated passage of an NCD to complement the two historic districts – the Seminole Heights Historic

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11 2004 Existing Building Code, Section 1003.2.6.
District and the Hampton Terrace Historic District – by ensuring compatible residential design consistent with the “historic character” in these adjacent neighborhoods. Initially adopted in 2001, the Seminole Heights Residential Overlay District Development Standards apply only to residential properties. Infill development and additions must be “compatible in building and structural orientation, height, lot dimensional requirements and other site spatial relationships to the precedent within the established neighborhood.”

Similarly, the City of Sarasota recently adopted conservation districts to complement its historic districts. As defined in the Historic Preservation Chapter of the city plan, 50% of the structures must be 40 years old or older. Further, the area is qualified to be a conservation district when it has “a distinctive cultural, historic, architectural or archaeological identity, but does not have the cultural, historic, architectural or archaeological significance and/or integrity to meet the criteria for designation as a Historic District according to the comprehensive survey of historic resources undertaken by the Historic Preservation Board. A Conservation District may contain within it structures, properties, objects, sites and areas designated as Landmarks or even a Historic District.” Thus, while a relatively new tool in Florida, conservation districts offer a means for local governments to flexibly address historic fabric more broadly to encourage protection, rehabilitation, and revitalization that is sensitive to a neighborhood’s distinctive culture and character.

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12 The Old Seminole Heights Neighborhood Association Land Use Committee has posted information about the “conservation district” – specifically the Seminole Heights Residential Overlay District – at http://www.oldseminoleheights.com/overlay.htm, accessed on February 19, 2006. In determining the overlay district boundaries, the cut-off year is 1945 – according to guidelines for establishing such a district, at least half of the homes within the area need to be this old or older.
**Table 1 – Comparison of Characteristics**

**National Register Historic District, Local Historic District, and Conservation District**

<table>
<thead>
<tr>
<th>Purpose</th>
<th>National Register Historic District</th>
<th>Local Historic District</th>
<th>Conservation District</th>
</tr>
</thead>
<tbody>
<tr>
<td>To preserve districts, sites, buildings, structures and objects of national significance in American history, architecture, archaeology, engineering and culture. This designation is a privilege and carries no regulations unless financial incentives are requested or federal funds are used.</td>
<td>To preserve a building’s or area’s significant historic character and fabric through architectural criteria and special zoning provisions; to protect structures that contribute to the architectural and cultural heritage of a municipality; to ensure that new construction, additions or alterations are appropriate with the scale, character and architecture of the built environment.</td>
<td>To preserve the distinctive atmosphere, character and/or features of a neighborhood. Depending on the intent, regulations may address the preservation of scale, volumetric relationships, additions that clearly characterize building type, historic architecture or other aspects.</td>
<td></td>
</tr>
<tr>
<td>Benefits</td>
<td>Property value enhancement, neighborhood revitalization, pride of ownership, preservation of unique character; follows Secretary of Interior’s Standards for compatible new and infill construction; opportunities for federal and state incentives.</td>
<td>Property value enhancement, neighborhood revitalization, pride of ownership, preservation of unique character, design review, avoidance of demolition of significant historic architecture, guidance for compatible new and infill construction, opportunity for federal, state and local incentives.</td>
<td>Property value enhancement, neighborhood revitalization, pride of ownership, design review, avoidance of demolition of significant historic architecture, neighborhood-based design guidelines, preservation of unique character, guidance for compatible new and infill construction, opportunity for local incentives.</td>
</tr>
<tr>
<td>Design Review Authority</td>
<td>State Historic Preservation Office (SHPO) and National Park Service when financial incentives are requested or federal or state funds are used.</td>
<td>Local historic preservation board; possibly staff for minor projects.</td>
<td>Staff or local design review board.</td>
</tr>
<tr>
<td>Regulated Activity</td>
<td>None, except when financial incentives are requested or federal or state funds are used.</td>
<td>Demolition, rehabilitation, restoration, alteration of exterior and interior public areas and new construction.</td>
<td>Alteration of exterior and new construction; possibly demolition depending on intent of district. Tailored to the needs of the particular neighborhood.</td>
</tr>
<tr>
<td>Table 1 – Comparison of Characteristics (cont.)</td>
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<td>-----------------------------------------------</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>National Register Historic District</td>
<td>Local Historic District</td>
<td>Conservation District</td>
<td></td>
</tr>
<tr>
<td>Demolition of Historically Significant Buildings &amp; Features</td>
<td>Protected only when financial incentives requested or federal or state funds used.</td>
<td>May be prohibited if appropriate.</td>
<td>Total or partial demolition may be prohibited depending on intent of district.</td>
</tr>
<tr>
<td>Design Guidelines</td>
<td>Secretary of the Interior’s Standards for Rehabilitation mandatory when financial incentives requested or federal or state funds are used.</td>
<td>Local guidelines may be adopted and Secretary of the Interior’s Standards for Rehabilitation as applicable.</td>
<td>Local guidelines are adopted. Tailored to the needs of the particular neighborhood.</td>
</tr>
<tr>
<td>Stringency of Design Guidelines</td>
<td>Mandatory and most stringent.</td>
<td>Less stringent but thorough.</td>
<td>More lenient depending on intent of district.</td>
</tr>
<tr>
<td>20% Federal Income Tax Credit</td>
<td>Yes, if criteria are met.</td>
<td>No, unless federally registered and certified.</td>
<td>No.</td>
</tr>
<tr>
<td>10% Federal Income Tax Credit</td>
<td>Yes, if criteria are met.</td>
<td>Yes, if criteria are met.</td>
<td>Yes, if criteria are met.</td>
</tr>
<tr>
<td>Federal Income Tax Charitable Deduction for Façade Easement Donation</td>
<td>Yes, if criteria are met.</td>
<td>No, unless federally registered and certified.</td>
<td>No.</td>
</tr>
<tr>
<td>Zoning Incentives</td>
<td>Not applicable.</td>
<td>Possible, depending on the specific district.</td>
<td>Yes, depending on intent.</td>
</tr>
<tr>
<td>Florida Building Code Interpretations</td>
<td>Consideration of alternative materials and methods by the Building Official in accordance with the Secretary of Interior’s Guidelines to achieve equivalency with requirements.</td>
<td>Consideration of alternative materials and methods by the Building Official in accordance with the Secretary of Interior’s Guidelines to achieve equivalency with requirements.</td>
<td>No.</td>
</tr>
<tr>
<td>Life Safety Code Interpretations</td>
<td>Same as above.</td>
<td>Same as above.</td>
<td>No.</td>
</tr>
</tbody>
</table>

Community land trusts: Community land trusts offer a means for non-profits to create opportunities for longer-term affordability, particularly in lower valued areas when housing prices begin to increase. This long term affordability is secured by the non-profit’s ownership of the land in trust with the household purchasing the home with certain constraints on its resale value. Originally begun in the Northeast – Burlington, Vermont, has one of the largest inventories of such properties – this strategy to ensure long-term affordability has just recently been adopted in Florida. In addition to maintaining housing affordability, community land trusts can also safeguard historic structures by retaining them in the housing inventory and assisting in their rehabilitation. The Bahama Conch Community Land Trust, the first such non-profit in Florida, is the only community land trust in the state that specifically addresses the twin goals of affordability and historic preservation. It was established in 1995 in Key West as “an essential strategy in the Bahama Village Preservation Plan.” In addition to addressing gentrification, a key goal in forming the non-profit was the preservation of the historic African-American community. As such, the community land trust offers a means to maintain the cultural and historical qualities that contribute to Florida neighborhoods while also meeting affordable housing goals.

Revitalization programs such as Front Porch Florida: Established in 1999 by newly elected Governor Jeb Bush as a program to foster grassroots revitalization efforts in distressed communities, Front Porch Florida currently provides technical assistance and small grants to twenty targeted neighborhoods located throughout the state. Many of these are historic African-American neighborhoods such as Duval Heights in Gainesville, Holden Heights in Orlando, Goldsboro in Sanford, Frenchtown in Tallahassee, and the Dorsey-Riverbend community in Fort Lauderdale. The program supports collaborative planning, public-private partnerships, technical assistance, and identification of resources to support community-led revitalization initiatives.

While cultural and historic preservation goals are not specifically mentioned, a central mission is “identifying and strengthening . . . existing community assets.” Further, as part of the revitalization effort, “(t)he overall community will experience social and physical changes. As changes are being made to improve the look and feel of the community, community pride gradually is restored.” While Front Porch communities receive priority in being considered for

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16 See Bergeron in this report for a more detailed discussion of the community land trust and its application to housing affordability and historic preservation.
18 For instance, prior to its incorporation into the City of Sanford during the late 19th century, Goldsboro was an incorporated community founded by freed slaves during Reconstruction. The other communities are as follows: West Bartow in Bartow, Bradenton Front Porch, Central City of Daytona Beach, Gifford Front Porch in Vero Beach, South Immokalee Front Porch, Sherwood Forest Front Porch in Jacksonville, Miami-Riverside Community of Little Havana, West Ocala, Opa-Locka/North Dade Front Porch, Greater Pensacola Front Porch, Newton Front Porch in Sarasota, Greater St. Petersburg Community, Sylvania Heights in Ft. Walton Beach, East Tampa Front Porch, and West Palm Beach Front Porch.
20 Florida Department of Community Affairs, n.d.
state funding, these non-profits are reminded that this is no guarantee as they also must comply with all grant requirements.\textsuperscript{21}

Because no plans currently exist to expand the number of Front Porch communities and because direct financial assistance is minimal, this program does not offer a significant means to connect housing affordability and historic preservation on a widespread basis. Still, the program has potential to do so for the targeted communities. For instance, revitalization efforts in Frenchtown and a partnership with a regional housing non-profit to address rehabilitation in the wake of Hurricane Ivan in Pensacola do offer models of Front Porch initiatives making this connection. The program should more clearly integrate historic preservation into revitalization efforts and assist the twenty community non-profits with identifying strategies to ensure affordable rehabilitation for historic homes. Given that state funding is minimal, capacity building initiatives should also be further enhanced to increase the number of successful grant applications and ensure more effective use of scarce resources.

\textit{The low-income housing tax credit and the historic rehabilitation tax credit:} The Low Income Housing Tax Credit (LIHTC) was established through the Tax Reform Act of 1986 to create a tax incentive for the construction or rehabilitation of affordable housing. Specifically, developers can offer tax credits through syndicators based on 30\% of the eligible basis of the project for acquisition or 70\% of the eligible basis of the project for new construction or for substantial rehabilitation.\textsuperscript{22} In addition, 20\% of the units must be affordable to persons earning 50\% or less of area median income or 40\% of the units must be affordable to persons earning 60\% or less of area median income.\textsuperscript{23} The units must target these income groups for a minimum of 15 years. Currently the strongest assistance program for affordable housing with $1.25 made available on a per capita basis to each state, the program generates approximately $2.1 billion annually (Listokin & Listokin, 2001a).\textsuperscript{24} While highly competitive, the LIHTC allocation criteria, a mixture of federal and state mandated priorities outlined in a Qualified Allocation Plan, favor new construction rather than rehabilitation.\textsuperscript{25} In fact, a recent study found that

\begin{itemize}
\item \textsuperscript{21}Front Porch Florida is not a major funding program. In fiscal year 2005-2006, a total of $3 million is available to be divided among the 20 communities (Florida Department of Community Affairs, 2006, p. 45).
\item \textsuperscript{22}These credits are taken over a 10-year period, so these percentages reflect the total present value of the credit. The amount of the credit can be increased if the project is in a Qualified Census Tract or Difficult Development Area. Substantial rehabilitation is defined as, “if, during any 24-month period, the rehabilitation expenditures exceed 10\% of the adjusted basis as of the beginning of the measuring period. However, the minimum expenditure must be $3,000 or more per low-income unit” (Delvac et al., 1995, p. 14). The amount of the credit is decreased to 30\% if the expenditures are federally subsidized.
\item \textsuperscript{23}Often 100\% of the units are set aside for these income groups. To be affordable, rent must not exceed 30\% of the median income for these income groups adjusted for family size. This rule though applies to the set-aside unit, not the actual income of the household occupying the unit. Thus, if the unit is set aside for a household earning 60\% of the median income and the household occupying the unit is actually earning 45\% of median income, that household will be paying monthly rent that is greater than 30\% of that household’s median income.
\item \textsuperscript{24}Recently, LIHTC projects have annually comprised as much as 40\% to 50\% of multi-family construction activity (Green & Malpezzi, 2003).
\item \textsuperscript{25}Listokin and Listokin, 2001a, p. 74. The authors found that of 11 criteria, typically only four directly or indirectly address or encourage rehabilitation — some states specifically target rehabilitation or historic rehabilitation; some also provide points for smaller projects, which are more likely to involve rehabilitation. Federal criteria that award points for locating in difficult development areas (DDA) and qualified census tracts may also favor rehab projects, though clearly new infill can also be developed in these areas. Further, the remaining criteria may not only favor new construction but may also do this to the detriment of rehabilitation projects.
\end{itemize}
perceptions of risk were higher for rehabilitation projects and projects involving nonprofits (Cummings & DiPasquale, 1999). Additional criticisms of the LIHTC concern whether scarce resources should target the lower income households versus the developer, the narrow income group that benefits from the program, the criteria that reward the location of tax credit projects in areas that may already have concentrated poverty, and compliance with monitoring requirements (Green & Malpezzi, 2003; Cummings & DiPasquale, 1999; Larsen, 1990).

The Historic Rehabilitation Tax Credit (HRTC) provides a 20% tax credit for eligible rehabilitation costs undertaken for income-producing, certified historic structures. The project must be undertaken and completed consistent with the Secretary of the Interior’s Standards for Rehabilitation.

The LIHTC and the HRTC can be combined, provided that the eligible basis for the LIHTC is reduced by the amount of the HRTC. Using both credits is an attractive option; almost one-third of all residential rehabilitation projects that used the HRTC also used the LIHTC (Delvac et al., 1995, p. 7). Still, layering these programs results in the need to conform to more requirements. In addition, it is difficult for small property owners, many of whom own older, small-scale multi-family housing, to have the capacity needed to utilize these programs (Larsen, 1990).

Listokin and Listokin (2001c) maintain that one way to make the HRTC program more accessible to developers without contradicting the intent of the program is to tailor the rehabilitation guidelines more closely to the historic qualities of the unit, essentially creating a tiered system with less stringent requirements for less significant properties. They also advocate the federal government increasing the HRTC for low income housing, the federal government adopting a tax credit for owner occupied homes, and state agencies adding points to the competitive LIHTC application to favor historic properties. As currently structured, the Florida Housing Finance Agency’s application process favors new construction.

**Historic preservation easements:** Historic preservation easements also offer a means to maintain affordability by allowing a property owner to donate all or a portion of a certified historic structure – typically the front façade – in return for income tax deductions equal to the value of the donation and the potential for reduced estate and local taxes. The property must be listed individually in the National Register of Historic Places or be a contributing structure in a National Register historic district. In order to take advantage of the federal benefit, the owner must grant the easement in perpetuity, though he or she can continue to live in the home. The donation must be made to a qualified organization, typically a local government or non-profit

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26 While tax incentives for the rehabilitation of historic structures were introduced in the 1976 tax act, the earliest version of the tax credit for older buildings was established in 1978, expanded in 1981, and revised in 1986. The current program is essentially the same as that established with the Tax Reform Act of 1986. “Certified historic structures” are structures that are either listed individually in the National Register of Historic Places or are deemed as contributing structures in National Register districts. Locally designated structures can qualify “if the designation law is certified as conforming to the National Register criteria” (Delvac et al., 1995, p. 7). The eligible rehabilitation costs must be substantial; they “must exceed the adjusted basis of the building within a 24-month measuring period” (Delvac et al., 1995, p. 10). The rehabilitation credit is taken only in one year – typically the year the building is placed in service.

27 See McLendon in this report for a more detailed discussion of the historic preservation easement.
active in historic preservation. This organization usually requires a certain level of maintenance and restricts changes, improvements, and/or new construction.\textsuperscript{28}

*Local revolving loan funds:* Revolving loan funds represent another local incentive that might be available to help defray the cost of rehabilitating qualified historic structures.\textsuperscript{29} Because these are adopted locally, the city or county can determine the parameters of the program, including qualifications for eligibility, approved activities, the maximum amount of the loan, repayment options, and any other restrictions.

*Property tax abatement for improvements to historic structures:* In Florida, local governments can choose to provide a property tax abatement for improvements worth 50\% or more of the building’s assessed value for up to ten years.\textsuperscript{30} The structure must be listed in the National Register, be locally designated, or be a contributing structure in a National Register or local historic district. The tax abatement is available to qualifying commercial structures and owner occupied homes. School taxes are not eligible for the abatement. As of fall 2005, 51 Certified Local Governments in the state have adopted variations of this incentive.\textsuperscript{31} While this incentive does not specifically target affordable housing, it certainly lessens the costs associated with rehabilitation and can be layered with other assistance programs targeting affordable housing. More local governments in Florida should be encouraged to take full advantage of this incentive.

*Florida’s growth management system as a means to establish a more coordinated approach to historic preservation challenges and opportunities:* Fox, Treuhaft, and Douglass (2006) maintain that neighborhood planning initiatives should relate to broader regional analysis. In fact, Florida’s growth management legislation creates the opportunity for more integrated planning efforts – integrated not just geographically but also among related planning activities including school facilities, housing, transportation, land use, and historic preservation. While each part can work independently, their coordination results in much more efficient use of limited public resources and the potential to attract private sector partners.

Neighborhood revitalization through safeguarding and enhancing existing historic and cultural resources is a central goal of many local historic preservation programs. In addition, aesthetics, culture, and history are often essential factors in creating an economic development strategy (Beauregard, 2003; Frieden & Sagalyn, 1992; Gratz & Mintz, 1998). Yet, realizing economic prosperity while maintaining social equity for the existing population is often considered difficult to achieve (Mallach, 2001; Buki, 2001). Exactly because of this difficulty, social equity should be an overt and central goal of historic preservation efforts.

Understanding the leading indicators of gentrification and instituting proactive strategies when gentrification occurs are critical steps in the revitalization process. Kennedy and Leonard (2001) note that “a high rate of renters, ease of access to job centers, high and increasing levels of metropolitan congestion, high architectural value, and comparatively low housing values” are

\begin{itemize}
  \item \textsuperscript{28} For more on historic preservation easements, see Schofield, 2003.
  \item \textsuperscript{29} See McLendon in this report for a more detailed discussion of the local revolving loan fund.
  \item \textsuperscript{30} See McLendon in this report for a more detailed discussion of the property tax abatement.
  \item \textsuperscript{31} Beaumont et al., 2005.
\end{itemize}
all indicators that gentrification is likely to occur (p. 8). If the city drafts “a unified vision and plan” based on an understanding of the context, controls property to better direct redevelopment, and communicates with and empowers the residents and property owners to ensure social equity, it will be better able to address any resulting gentrification so that all members of the community benefit from revitalization (Kennedy & Leonard, 2001). Addressing the potential for gentrification through an indicator system that assists in determining when gentrification might occur and having a strategic plan in place that outlines appropriate interventions is more likely if the local growth management plan reflects an integrated approach to affordable housing, land use, and historic preservation.

Policy and Program Directions

Thus, affordability and historic preservation can reinforce each other, contributing to the quality of life in Florida. Clearly Florida’s growth management legislation with the embedded commitment to consistency and concurrency creates a structure for coordinated comprehensive planning. In addition, tools such as conservation districts, community land trusts, coordinated tax credit projects, and the Front Porch program offer a means to creatively engage the private sector while safeguarding significant resources and expanding affordability options.

Understanding community indicators and their application here is critical. As discussed above, certain affordability goals can conflict with historic preservation and neighborhood revitalization goals. Those goals need to be clear in order to properly use community indicators as an evaluative planning tool. Indicators that assess historic preservation in combination with affordable housing include:

- Distressed historic neighborhoods: the presence of such neighborhoods signal a potential resource that, given the appropriate public sector programs, can contribute to historic preservation opportunities that increase the supply of decent, affordable housing. Listokin and Listokin’s (2001c) tiered approach to defining such places offers one way to accommodate more affordable rehabilitation. In addition, conservation districts offer a means for local governments to introduce some controls to protect such areas without requiring the age, integrity, or concentration of significant structures requisite for a locally or nationally recognized district.

- Rehabilitation/certified tax credits: combining the HRTC with the LIHTC is a popular approach to rehabilitating income-producing residential properties. Using the LIHTC’s competitive application process to privilege, rather than punish, developers who do so ensures that these projects are more likely to be financially viable. Further, adjusting the rehabilitation guidelines to more flexibly respond to the significance of the historic structure can accommodate greater responsiveness to affordability concerns without compromising historic fabric.

- Assessed property value trends: evaluating this data offers a means to gauge whether a neighborhood is distressed and thus a candidate for the interventions outlined above.
Historic district/property reinvestment: community reinvestment decisions that integrate historic preservation and affordability goals through coordinated efforts, such as layering relevant programs, are preferable to those that simply support historic preservation reinvestment.

- Historic preservation element/plan integration: as discussed above, an integrated approach results in better allocation of scarce resources to realize interrelated goals. Further, design guidelines, preservation ordinances, and disaster preparation and response that implement such plans will reflect a greater sensitivity to lower income households while maintaining historic preservation goals. Such an approach is especially significant given the 2004 hurricane season’s significant impact on this income group.

- Participation in other state/federal programs and other incentive programs: participation in programs such as Front Porch or community land trusts offers opportunities to integrate historic preservation in tandem with affordable housing strategies and represents positive indicators for evaluating approaches that enhance the quality of life in Florida.

- Historic preservation non-profits: non-profits such as the aforementioned CLT’s demonstrate a commitment to both goals, and thus should be weighted as a stronger quality of life indicator.

- Neighborhood participation: neighborhood participation in recognizing and fostering distinctive cultural and historical characteristics is particularly difficult in lower income communities where such goals are considered secondary to more pressing economic needs. Hayden (1995) outlines the necessity and benefits of an integrated strategy of revitalizing and sustaining such places.

- Tax exemptions: tax exemptions are available to all owners of eligible historic properties in Florida communities that have officially adopted this strategy. They contribute to housing affordability by making the tax on improvements a relatively less expensive proposition for as long as ten years.

- Housing affordability: if the indicators listed above are actively employed, then this indicator will reflect “the community’s commitment to providing affordable housing while at the same time enhancing its historic resources” (Phillips, 2006, p. 6).

Employing these indicators as a means to establish, monitor, and adjust integrated plans and strategies will result in a greater connection between historic resources and the availability of housing for lower income persons (Rypkema, 2002). As population pressures continue to mount and housing prices continue to escalate, realizing these dual goals will ensure an enhanced quality of life in the state.
Bibliography


CHAPTER SEVEN

COMMUNITY LAND TRUSTS:
USING HISTORIC PRESERVATION FOR AFFORDABLE HOUSING IN THE FLORIDA KEYS

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Community Land Trusts: Using Historic Preservation For Affordable Housing In The Florida Keys

Emily Bergeron

Charles Kuralt (1995) said of Key West, "It is a speck of rock in a pastel sea. Palms whisper. Songbirds sing. The place has never known a frost. People spend their days at rest in wicker chairs on gingerbread verandas. Flowers bloom all year and love is free. Without a hint of irony, everybody calls it Paradise" (36). This diminutive island has survived devastating hurricanes, political turmoil, and economic hardships; however, the turmoil over housing conditions has plagued Key West for decades. Hemingway recognized the harsh realities of poverty and housing on the island in To Have and Have Not, the former islander’s only novel set in the United States:

What they are trying to do is starve you Conchs out of here so they can burn down the shacks and put up apartments and make this a tourist town. That’s what I hear. I hear they’re buying up lots, and then after the poor people are starved out and gone somewhere else to starve some more they’re going to come in and make it into a beauty spot for tourists (Hemmingway in Williams, 2003:179).

Though shacks are not burning, affluent newcomers are systematically displacing island natives, workers, and other middle-to-low-income residents. One Indiana columnist noted the overwhelming influence of the island’s upper class, joking that “Street talk has it that the billionaires are now buying out the millionaires” (Degler, 2006, np).

Citizens of this increasingly expensive tourist town, aware of the crisis, rank housing cost issues as the city’s top priority in its strategic plan; managing homelessness ranks second (City of Key West, 2005). Many fourth and fifth generation natives left for the mainland in the 1970s after selling their “Conch” houses as chic vacation homes for the well-to-do. Partly due to the island’s appeal, part lack of expansion capacity, Key Westers have been hit with uncommonly high assessed property values (Hettinger, 2005). The most recent available statistics on housing costs in Key West place the average property sale at $557,000 in 2003 (Dolan-Heitinger, 2004). Even a family earning $57,200 per year, the area median income, would need close to 60% of their income to afford a typical twenty percent down payment. With such high costs associated with homeownership, it is not surprising that 54% of the population rent, with at least 35% of those renters paying 35% or more of their income to cover the cost of housing (U.S. Census Bureau, 2000). The city’s response, a revised housing ordinance and the construction of some affordable units, has proven insufficient; less than 500 affordable housing units exist in the city today, with an estimated deficit of 4,556 units by 2010 (Dolan-Heitinger, 2004).

Fueled by the island’s dire housing situation and determined to hold onto their neighborhood, five concerned residents of Bahama Village, an historic African-American neighborhood on the island, responded to the housing crisis by organizing and incorporating the Bahama Conch Community Land Trust of Key West, FL Inc. (BCCLT) (Sawyer-Atanda, 2005). Since its inception, BCCLT has fostered a sense of community
for its low-to-moderate-income residents by establishing a cultural history museum, establishing community education programs, and participating in city-wide events.

Communities throughout the United States and Canada use this versatile community land trust model to address a variety of issues. Portland, Oregon’s CLT has used the model to complement the city’s smart growth initiatives, mitigating problems arising from gentrification and skyrocketing housing costs (Institute for Community Economics, 2002). Community land trusts such as the Central Vermont CLT also address the rural context, preserving family farms by ensuring affordable access to land and housing for low-income farm workers (Peck, 1993). Boston’s Dudley Street Initiative has used a land trust to help redevelop the residential and commercial core of an economically distressed neighborhood. In Rochester, Minnesota, the Mayo Clinic committed over $7 million towards workforce housing in a community where its employees were systematically being priced out of the housing market. Finally, land trusts like the BCCLT can provide successful models of environmental and historic preservation. Today, over 160 models of community land trusts exist in 38 states and the District of Columbia (Greenstein, 2005).

**Evolution of the CLT Concept**

Although the details of community land trusts have been tested and modified over time, the concept of preserving affordability has generally remained the same. It began as part of an initiative known as the Boodan or the Land Gift movement in 1960s India (Benello, 1997:23). Organizers walked from village to village in rural India gathering people and asking those with more land than they needed to donate a portion to the poor (Oommen, 1967). Many of the new landowners, unable to afford the necessary tools and seeds to plant their new plots, became discouraged with land that was useless to them; they were then forced to sell their property back to large landowners and return to the cities. Upon seeing that this program was unsuccessful, the organizers altered it to a Gramdan or Village Gift system where all the donated land was held by the village and then leased to those able to work it; if the land went unused, it reverted back to the village.

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1 The Rochester Area Foundation's First Homes (Rochester First) initiative, launched in 1999, was created to alleviate a severe housing shortage. Rochester First is in the process of completing 600 single-family homes and 275 rental town homes over a five-year span. With pledges of $1 million from the Rochester Area Foundation and $4 million from Mayo Clinic and more than $14 million from community residents, businesses and organizations, First Homes is well on it way toward its goal of 875 new residences. Of the 420 single-family homes constructed, more than four-dozen are community land trust properties sold to homebuyers having an annual income that is below 80 percent of the state median income (First Homes, 2006).

2 Although the BCCLT is the only existing trust in Florida to use historic preservation, other communities in the state have adopted the community land trust model, including the Middle Keys Community Land Trust, the Escambia County Community Land Trust, the Delray Beach Community Land Trust, the Community Housing Trust of Sarasota County, and the Winter Park – Canton Community Land Trust.
The Gramdan movement anticipated the establishment of community land trusts in the United States (Witt and Swann, 1995:4). The first U.S. trust, also established in the 1960s, provided African-American farmers in the South access to farmland. The protocol for this initial trust was based on a program used in Israel, a country with an established history of leasing land to individuals, cooperatives, and intentional communities such as *kibbutzim*. With the assistance of Martin Luther King, Jr., New Communities in Albany, Georgia, purchased a 5,000-acre farm, developed a plan for the land, and leased it to a group of African-American farmers.

Community land trusts today operate as 501(c)(3) organizations created with the goal of rehabilitating existing housing or building new units (Finkel, 2005: 24). Under this model, trusts retain ownership of the land where the homes are built, thereby decreasing the overall cost to the homeowner. Trust agreements also often contain resale restrictions that help to maintain the affordability of the property. When the properties are sold, the separate market values of the land and the improvements to the property are appraised. The sale price is then determined by a previously agreed upon formula, with the value of the improvements going to the homeowner. This separation of title and reversionary interest is not unique to the CLT model as commercial property transactions use similar lease terms (Singer, 1997); however, in the context of a CLT, properties are sold only to income-qualified buyers and the land remains with the trust in perpetuity.

Community land trusts are often formed as a grassroots response to some local need ranging from affordable housing to environmental issues (Peterson, 1996). These non-profit organizations often bring together diverse groups in the community to collaborate in the decision-making process (Finkel, 2005). Community land trusts are governed by a board of directors that oversee the operations of the organization (Peck, 1993). Membership on the board is open to land trust residents, homeowners from the surrounding community, and area stakeholders such as foundation members or local government officials (Hovde and John, 1997). In this way, CLT’s contribute to sense of community.

The relationship between the organization and the residents, as well as the degree of control allowed the residents, is beneficial to the community. “Making resident control real requires that training and organizing help develop the skills and knowledge residents need to make informed decisions about their housing and overall organization” (Hovde and John, 1997:2). Thus at the initial stages, these organizations often provide pre- and post-purchase counseling, helping buyers to acquire mortgages and ensuring their ability to make payments and maintain their homes. Further, trust boards are structured to include homeowners in the surrounding communities, stakeholders such as government and foundation officials, and most importantly land trust residents, thus providing a venue that “allows concerns to be aired and creates a lasting community bond” (Finkel, 2005:24). Finally, community land trusts provide a method of supplying affordable housing to people in the community with special needs, including, but not limited to housing for the elderly, the homeless and the mentally ill (Engle, 2002:3).
Funding a Community Land Trust

Funding for community land trust start-up costs and property acquisition costs usually come from sources similar to those used by other affordable housing programs (PolicyLink, 2005). These sources may include grants from government programs or national non-profits or direct donations of property from public and private sources (Peck, 1993). Strong local support for low income housing often results in a greater potential for local allocation of resources to community land trusts. Finally, trusts mitigate start-up costs with contributions of time and money by local supporters, many of whom are low income themselves.

At the federal level, the 1992 Housing and Community Development Act makes specific provisions for CLT funding under the federal HOME program, which provides block grants to municipalities and states to be used for affordable housing programs in their jurisdictions (Housing and Community Development Act, 1992). The Act defines CLTs as community housing development organizations. It provides for support and assistance for the education of low-income homeowners and tenants, the promotion of maintenance, rehabilitation and construction of housing for low-income and moderate-income families, operational expenses, and expenses associated with the training, technical, legal, engineering and other assistance to the board of directors, staff, and members of the organization (Housing and Community Development Act, 1992).

In addition, the federal Community Development Block Grant (CDBG) can also provide significant assistance (Peck, 1993). The CDBG program directly funds entitlement cities and counties and competitively funds small communities. CDBG funds can be used for the purchase of land, infrastructure development costs, rehabilitation costs, and other housing development costs benefiting low-income households.

Support for rural-based land trusts at the federal level is provided by the Rural Housing Service (RHS), a program formerly administered by the Farmers Home Administration through the U.S. Department of Agriculture (Peck, 1993). RHS offers Section 515 rural rental housing assistance, which provides very-low, low and moderate income families mortgage loans for a period up to 30 years at an effective 1% interest rate amortized over 50 years (U.S. Department of Housing and Urban Development, 2002). Through this program, tenants pay either basic rent or 30% of their adjusted income, whichever is higher, for affordable, multi-family rental housing. Further funding for rural land trusts is available through RHS Section 502 housing loans that provide lower-income people living in rural areas with funding to acquire, build, rehabilitate, improve, or relocate dwellings in rural areas (Direct Single Family Loans and Housing Grants, 1999). The interest rate on these loans can be subsidized at rates as low as 1 percent for 33 to 38 years.

Federal tax credits are another available source of CLT funding. Pursuant to Section 42 of the Internal Revenue Code, tax credits can be received for income-producing, low-income housing projects. In the context of a CLT, because the land

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beneath the home continues to be leased to the homeowners, the credit still applies to the 
trust property. The Low Income Housing Tax Credit (LIHTC) requires an extended 
period of affordability, including an initial fifteen year compliance period where the 
taxpayer must own the low-income housing project followed by an extended fifteen year 
low-income use period during which low-income unit rents cannot be raised beyond 
maximum levels unless the relevant state or local housing agency fails to obtain a 
purchaser at a minimum statutory price. Land trusts retaining and rehabilitating historic 
structures may also take advantage of the Historic Rehabilitation Tax Credit (HRTC) in 
addition to the LIHTC.

State and local governments, pleased with the community land trust model’s 
perpetual affordability also have adopted special methods and mechanisms for supporting 
this type of third sector housing (Davis and Demetrowitz, 2003). These strategies may 
include prioritizing funding for the construction and rehabilitation of CLT properties, 
providing assistance for daily operations, establishing regulatory incentives, assigning 
powers usually reserved for public entities (i.e. eminent domain) to these organizations, 
and providing a legal framework for such operations. Other government-based funding 
may include dollars from the Federal Home Loan Bank, state housing finance agencies, 
housing trust funds, tax increment financing, municipally mandated “donations” by 
private developers, and local development fees (Institute for Community Economics, 
2002).

When the BCCLT first organized, several options for financing the organization’s 
start up costs were considered. Part of the BCCLT’s start-up costs were locally provided; 
the organization received a $2.5 million bond from the City of Key West for the initial 
acquisition of properties for resale. The Athens Community Land Trust in Georgia, in 
operation since 1994, represents another example of combining resources to implement 
program goals. It has completed the rehabilitation of three historic homes and is in the 
process of working on four more. On two of the organization’s current projects, the Trust 
is applying for a tax freeze with the State Historic Preservation Office and as part of that 
process they are nominating the neighborhood as a district to the National Register of 
Historic Places.

Because sufficient government funding for affordable housing is not available, 
private funding is also an important resource for the non-profits that manage land trusts. 
For example, the Land Cooperative of Cincinnati, Ohio (Coop), receives no federal, state,
or local funding for its operations. Instead, the Coop runs on funds donated entirely by local religious organizations (Hastings, 2006). The Institute for Community Economics (ICE) (2001) also provides much needed financial and technical support to developing community land trusts. A key contributor to developing the concept in the 1960s, this organization has supported the growth of trusts in urban, suburban, and rural communities across the country. Since the ICE developed its Revolving Loan Fund in 1979, it has provided more than $34 million to community organizations in 30 states for the financing of land acquisition and improvement, construction, and housing rehabilitation. The Florida Community Land Trust Institute is a similar organization at the state level that provides start-up trusts with assistance in understanding the terms of the ground lease, options for resale provisions, capacity building, homebuyer counseling, internal operations and marketing, legal questions, and tax and financing issues (Ross, 2004).

Other sources of private funding for CLT operations include, but are not limited to private financial institutions, pension funds, private foundations, and private land donations (Institute for Community Economics, 2002). It may also be the case that the CLT’s daily expenses are paid for by the actions of the trust itself. Monies from rental income, lease fees, and transfer fees can be collected for current expenses or future acquisitions (Institute for Community Economics, 2002). Finally, trusts typically find another source of operational funding through grassroots fundraising.

The Ground Lease

The central tenet of the community land trust model is the ground lease, which gives the lessee/homeowner the right to use the land (Institute for Community Economics, 2002). The lease attempts to balance the rights and responsibilities of the homeowner with the trust. The primary purpose of the agreement is to provide the legal basis for the trust’s maintaining title to the land, while granting homeowners a leasehold interest for the property beneath their home. A typical ground lease grants the property to the lessor for a period of 99 years in exchange for a nominal fee, thus providing long-term security and access to the property for the homeowner (Harmon, 2003). The fee generally covers the trust’s administrative, pass-through, and land use costs; surpluses may be used for community improvement projects (Peck, 1993). Community land trust

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5 The Florida Community Land Trust Institute is a result of collaboration between two statewide 501(c) (3) organizations, 1000 Friends of Florida and the Florida Housing Coalition.

6 Administrative charges cover the cost of employing a staff to conduct the daily operations of the trust including the maintenance of records, collecting lease fees, paying the trust’s expenses, monitoring the property for prohibited uses or other lease violations, and maintaining communication with lease holders to assist households that may have financial troubles. Pass-through costs are the expenses associated with directly running the trust, including property taxes, other assessments and insurance fees. Finally, there is the option to pass the cost of acquiring the properties on to the homeowners, which also helps a CLT build up a reserve of funds for future purchases or to provide a buffer for residents with future financial troubles (Peck, 1993).
ground leases are renewable by the lessee or his heirs for an additional 99-year term, allowing the family to hold on to the home at an affordable price in perpetuity.

A typical ground lease may also contain a provision for the responsible use of the property (Institute for Community Economics, 2002). This may include such requirements as using the property solely for residential purposes, repercussions for negligence, avoiding the creation of nuisances, and generally complying with applicable laws. Owner occupancy is also required in order to prevent properties from becoming vacant for extended periods of time. Although the trust does not own the home located on their land, some ground leases contain inspection clauses, which reserve the right to inspect the premises or the improvements with adequate prior notice. However, there may also be a requirement for quiet enjoyment providing that the CLT’s role should be limited so as not to interfere with the lessee’s enjoyment of their property. These restrictions are intended to contribute to a lessee’s sense of pride in home ownership and sense of belonging to a community.

The ground lease may also include a lease fee, typically a modest amount, in exchange for access to and use of the underlying leased premises. In situations of hardship, the trust may reserve the option to reduce, delay, or waive the ground lease fee. Fees for trust properties are periodically reevaluated to ensure a fair and affordable value based on changes in the market or what is affordable to the lessee. Taxes and assessments on the property may be paid by the homeowner and escrowed by the land trust or just paid by the land trust with the costs passed through to the owner of the improvements via the ground lease fee. Finally, the ground lease should contain a provision approving the lessee’s mortgage agreement as an addendum.

Once an income-approved homeowner is selected, it is necessary to secure mortgage financing. The CLT’s fee simple interest in the land is not mortgaged, but the lender can have a claim on the borrower’s house and leasehold interest (Institute for Community Economics, 2001). In cases of loan default, the community land trust will often request that the lender provide a thirty-day advance notice to give the trust ample time to cover missed payments.

When land trusts first appeared, banks were hesitant to provide loans to home purchasers for properties that did not also include land. Today, however, CLTs help members better negotiate mortgage agreements that address the concerns of lenders while allowing the CLT to prevent foreclosure and the sale of the property on the open market (PolicyLink, 2005). In recent years, FHA has insured those leasehold mortgages and Fannie Mae, state housing finance agencies, and banks have purchased them (Institute for Community Economics, 2001). Community land trusts also allow banks to meet their community lending and investment goals under the Community Reinvestment Act because they operate in low and moderate income areas and provide for affordable housing (Engle, 2002).

In instances where historic buildings are being used, historic preservation restrictions, such as a conservation easement in the ground lease or a deed restriction, can
be included. Easements are voluntary legal agreements commonly used to protect significant historic, archaeological, and cultural resources. When an easement is recorded, it becomes part of the property's chain of title and "runs with the land" in perpetuity, thus providing assurance to property owners that the intrinsic values of the historic property will be preserved by subsequent owners. Owners that donate preservation easements to charitable or governmental organizations may claim a charitable deduction on the value of the easement, equaling up to thirty-percent of the taxpayer's adjusted gross income, from Federal taxes, and the excess value may be carried forward up to five years.

**Selling a Community Land Trust Home**

In order to preserve the affordability of land trust homes, the ground lease also contains resale restrictions such as restrictions requiring transfers to income-qualified people, with any other transfer considered null and void. Further, lessees of community land trust properties must notify the trust of their intent to sell and inform the trust of their preference for a buyer, if any, for resale. Despite preferences on the part of the homeowner, ultimately the trust holds the right of preemption or first refusal, which creates a specifically enforceable right for the CLT to purchase the property whenever the owner desires to sell it (Singer, 1997). This provision allows the CLT to find a new buyer who meets the CLT’s qualifications if the homeowner’s choice is not appropriate and removes the property from the speculative market to keep it affordable in the future (Peck, 1993).

Resale restrictions also include price limitations that require owners to sell their home at an equity price arrived at based on a predetermined formula (Abromowitz, 2000). Resale formulas seek to maintain affordability while still allowing the owner a fair return on investment. Secondary goals include encouraging long term occupancy, avoiding incentives for quick resale, promoting mobility, providing incentives for maintenance and useful improvements, avoiding future disputes, and accommodating easy implementation of the CLT’s goals (Peck, 1993).

There are three potential resale formulas: the itemized formula, the appraisal-based formula, and the indexed formula (Peck, 1993). The itemized formula adjusts the original purchase price by adding or subtracting the amounts associated with the increase or decrease in value of the improvements due to factors including, but not limited to deduction for depreciation, penalties for unusual damage to the property, and inflation. This formula provides the homeowner equity for his personal investment over time. With the appraisal-based method, homeowners may recover the difference between the market appraisal at the time of purchase and the market appraisal at the time of sale; in this formula, appraisals are done for the building alone, not the combined value of the building and the land (Harmon, 2003). The indexed formula adjusts the price based on

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7 In this context, the term “improvements” is defined as the addition of any permanent structure on real property, or any work on the property (such as planting trees) which increases its value, not maintenance or repairs to the structure.
factors such as household income; however, it does not account for many factors affecting affordability, such as current interest rates (Abromowitz, 1991).

**Enforcing Ground Lease Provisions**

The elements of the ground lease are not self-enforcing; rather, land trust administrators should be in a position to monitor adherence to any agreed upon terms (Abromowitz, 2000). When a homeowner breaches the lease agreement, the CLT must seek to have a judgment of default declared against the lessee. This allows the homeowner the opportunity to remedy the problem; however, if he fails to meet the terms of the agreement, the trust may seek a number of available remedies. For example, because the ground lessee’s right to occupy the land hinges on compliance with lease provisions, failure to meet these obligations may result in their eviction from the land. At its most extreme, default of the lease agreement can result in the forfeiture of title of the improvements back to the CLT and a merger of the estates. The CLT will often buy back the building at the formula-determined resale price at the time of the termination of the lease. In instances where the homeowner’s actions are not as egregious, lessor remedies for failure to meet the requirements of the lease agreement may include damages or injunctive relief.

Although many community land trusts are too new for an assessment of enforcement provisions, by the end of 2002 the Burlington Community Land Trust had overseen the resale of 97 of its properties (Davis and Demetrowitz, 2003). Established in the early 1980s, the Burlington Community Land Trust (BT) is one of the first and certainly one of the largest community land trusts. Its large portfolio of resale-restricted housing allowed a large enough sample to assess the success of the BT in delivering and balancing individual and community benefits. A study found that the trust had been successful in providing affordable housing (Davis and Demetrowitz, 2003:4). In fact, when the homes were first built, they were sold to individuals who earned 62 percent of the area median income; however, on resale, the homes were affordable to those earning 57 percent of the median income (Davis and Demetrowitz, 2003:16). Public subsidies that were initially invested in these properties stayed with the community at the time of resale except in two cases where the subsidies were lost. Often, these subsidies increased. At the initial time of sale, the subsidies amounted to $1,525,148; on resale, the retained subsidies amounted to $2,099,590 (Davis and Demetrowitz, 2003:11). The goal of residential stability was also achieved as land bought by the trust was rarely removed from its portfolio with 95 percent remaining with the trust (Davis and Demetrowitz, 2003:13). Here, residents’ quality of life was improved by the appreciation of property values.

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8 Under the common-law, a “merger of estates” is the absorption of one estate into another, where a greater estate and a lesser coincide, meeting in one and the same person or entity without any intermediate estate; the lesser is then immediately merged or absorbed in the greater (Whiteside v. Sherman, 1960).
The Community Land Trust Model – Affordable Housing and Historic Preservation

A question often arises as to whether it is fair to restrict resale prices for low-to-moderate-income CLT homeowners when conventional homeowners can sell their homes for market-rate prices, further segregating the two classes. The idea that this brand of third sector housing is “second rate” because of this limitation is usually refuted by the claim that most CLT homebuyers would otherwise be unable to buy decent housing through conventional channels (Kenn, 1995:84). The Burlington Community Land Trust supports this claim. Not only did it contribute to the larger community, but also to the individuals that bought homes on trust property (Davis and Demetrowitz, 2003). All of the householders served by the trust earned less than the median income. Further, when reselling their homes, most of the homeowners made a profit. Although the equity gains were modest, around $6,184, this is still a return on investment that is not realized by renters. Finally, mobility is also realized at a rate similar to that by those owning market rate housing. Seventy-four percent of the sellers went on to purchase market rate homes within six months of selling their limited-equity houses and condominiums (Davis and Demetrowitz, 2003:18).

The Burlington Community Land Trust also has benefited from historic preservation efforts in its work at the Sarah Cole House located in Burlington's "Hill" section (Policy Link, 2005). This part of the city is home to a number of large 19th century mansions built by lumber barons and merchants for their families when Burlington was an important port town (Peterson, 1996). In the last thirty years, this historic area changed dramatically as the homes have been converted to college offices, dorms, fraternity houses, apartments, and rooming houses, bringing the problems of noise, traffic, overflow parking, and poor maintenance. BCLT responded to the decay of one home by developing and managing a single-room occupancy project that would serve homeless, low income, single women. Initially, neighbors saw it as an assault on the character of their neighborhood; however, this concern was addressed through an appropriate site plan, staffing plan, and house rules.

The Cincinnati Land Cooperative (Coop), run by executive director David Hastings, was founded in 1980 in response to the threat of additional families’ being displaced as a result of historic preservation efforts in a Cincinnati neighborhood. It sought to preserve both available housing for the poor and the historic houses themselves. The neighborhood was composed of the lowest wage earners in the city. Over a period of 80 years, what had historically been a residential neighborhood was transformed into an industrial area with an interstate running through it. Two large public housing projects were constructed in the area. The Coop acquired 35 separate properties consisting of 42 units. All of these wood frame homes are over 100 years old.

The Coop managed to secure financing without any funding from the federal government or from historic preservation tax credits. Grants from local religious organizations, corporations and private sources have provided the Coop’s sole financial support. Although the neighborhood includes some moderate-income families, most
residents earn from 50-80% of median income. Between 95% and 98% of residents are African-American.

Hastings (2006) cited skepticism and mistrust about change as major obstacles the neighborhood must overcome. Residents perceive wealthy newcomers who are increasing in number, as people who do not care about their community. They partially blame preservation efforts for this. They see class issues and race issues arising because they believe people interested in historic preservation do not want low-income people in these newly rehabilitated neighborhoods. Nevertheless, Hastings foresees more historic rehabilitation in the future and says that whereas guidelines for preservation were seen as obstacles in the past, people are beginning to appreciate the character, quality and financial appreciation that historic development has brought to the community (2006).

The Bahama Conch Community Land Trust

Norma Jean Sawyer-Atanda (2006), executive director for the Bahama Conch Community Land Trust (BCCLT), echoed David Hastings’s concerns. The Bahama Conch Community Land Trust was incorporated in 1995 as a way to utilize land that had been released to the community from the Naval Air Station at Key West. Fearful that redevelopment would wipe out the existing community, the land trust sought to provide affordable housing and to revitalize historic property in the area. Located near the docks, the area dates back to the days of slave trading. Some of the properties in Bahama Village are part of an African-American community established around 1919 and were not associated with the naval base. After spending several years planning, the trust began to acquire properties in the historic Bahama Village in 2001. Funding was provided by the Overlook Foundation, the Trust for Public Land Investigation and the city. As in Cincinnati, BCCLT did not initially rely on federal funding or historic tax credits.

The directors of the Coop and BCCLT recognize the historic attributes of their respective neighborhoods but their comments suggest a good deal of difference in the nature of the community land trusts. In Cincinnati, residents had been driven out of their neighborhoods by the influx of industry into what once had been a primarily residential neighborhood. David Hastings, director of the Cincinnati Coop, clearly identified the fears that tenants expressed about how the incursion of affluent white preservationists capitalizing on opportunities for property appreciation connected with the acquisition of historic property in this African-American neighborhood would deprive them of their homes. They appeared to be experiencing what Glynn (1981) identified as the loss of sense of belonging associated with the erosion of their community. Thus, the establishment of the Cincinnati land trust was in response to threats posed by historic preservation instead of attempts to use preservation to bring the community together.

The Key West neighborhood, on the other hand, had a rich heritage of African-American settlement in the area around the port. As a result, when encroaching gentrification, fueled by the island’s dire housing situation, threatened their neighborhood, five Bahama Village residents responded by organizing and incorporating
the Bahama Conch Community Land Trust of Key West, FL Inc. (Sawyer-Atanda, 2005). In fact, Norma Jean Sawyer-Atanda, Key West director, indicated that many residents of BCCLT homes in Bahama Village have become more actively involved in the local community, the housing community, the African American cultural community, the environmental community and the historic preservation community.

Over objections from residents who believed that newcomers to their neighborhood did not care about the area or did not want low-income people living there, Hastings has had to persuade residents and members of the Coop of historic preservation’s benefits. Slowly, the Coop trust leadership is starting to realize that preservation adds a tremendous amount of character to the community. As Hastings (2006) notes, “They don’t make [houses] like they used to.” He remains concerned, however, over the lack of social cohesion in the neighborhood.

In Key West, the majority of residents in the BCCLT are African-Americans – many of them locals with deep ties in the community going back three or more generations (Sawyer-Atanda, 2006). Since adopting the community land trust model in 1995, the BCCLT has successfully rehabilitated seven homes. The BCCLT has also worked with the Community Redevelopment Authority, and is seeking to secure development rights for the adjacent property that affects trust land. The city itself has become intricately involved in plans that would blend new development with that in the historic Bahama Village community. Existing cultural events and classes that help young residents with homework and research projects as well as encouraging the study of African-American authors and crafts seem to suggest a sense of social and cultural cohesion that is absent in Cincinnati.

The BCCLT seeks to prevent the gradual loss of the neighborhood to gentrification and the physical deterioration of the housing stock by purchasing historic properties, renovating and rehabilitating them as needed, and then selling or leasing the homes to income-qualified individuals with the idea of “helping the community become the beneficiary of change, rather than the victim” (Sawyer-Atanda, 2005). To date, the BCCLT has managed to preserve seven historic homes for single-family use and two additional multi-family buildings, located in the Key West Old Town Historic District. These homes, all constructed prior to 1950, house 31 low to moderate-income residents, combining the sometimes competing goals of historic preservation and affordable housing.

Clients earn very low-to-moderate incomes, with the majority earning just 30% of area median income and must be income-qualified. The land trust is open to assisting financially struggling clients; 50% of tenants were homeless at one time and currently three are receiving some kind of financial assistance from the trust. BCCLT also assists potential buyers in securing financing for properties.

The organization has been able to foster a sense of community by becoming deeply involved in local activities and affordable housing efforts, the African-American cultural community, the environmental community and the historic preservation
community. The BCCLT is represented in the Homeless Assistance League, Last Stand (an environmental organization), the National Trust for Historic Preservation, the Florida Trust for Historic Preservation, the African American Preservation Alliance, the Florida Voters League Association, and the Old Key West Preservation Foundation (Sawyer-Atanda, 2006).

Sawyer-Atanda’s (2006) comments reflect the sense of pride she shares with tenants in BCCLT homes. She notes that historic preservation was and remains a goal of BCCLT, and that the organization continues to seek out historic properties to purchase and restore, though financing for such endeavors is tight. The area is rich in African-American culture and tradition. Community organizations such as the African-American Preservation Alliance and the Florida Voters’ League Association work to keep members aware of the area’s rich history as does the Old Key West Preservation Foundation, which, among other activities, provides tours of the African-American cemetery there.

Despite the many advantages of preservation and the best efforts of federal and state agencies, local governments, housing providers, and the preservation community in general, balancing neighborhood revitalization without risking the displacement of low-income families poses a challenge. Striking a balance between preservation and affordability, however, BCCLT has been able to save the historic buildings of the Bahama Village, preserving community, historic resources, and affordable housing.

Success of the Community Land Trust Model

Whether initiated due to smart-growth to anti-gentrification measures, community land trusts have been instrumental in providing low-to-moderate-income residents with opportunities for homeownership. Trusts have also been integral in preserving affordability, retaining community wealth, enhancing residential stability, helping low income families make the transition from renting often sub-standard housing to owning a home, creating individual wealth, promoting community involvement, and enabling residential mobility (Harmon, 2003).

Further, land trusts have a substantial impact on resident quality of life and sense of community. Land trusts serve to help communities organize and strengthen neighborhoods by providing a source of community control in disinvested areas (Finkel, 2005). Often, when neighborhood homeownership declines, absentee investors may acquire older buildings and allow them to deteriorate while charging higher rents. Forced to move to a more affordable location, residents then leave the community, taking money from local stores and other resources used to improve housing and the community. Land trusts have been able to prevent this by filling empty homes and by establishing standards of maintenance. When residents organize to improve their neighborhood, the absentee owners also benefit from increased property values.

Community land trusts across the country from Burlington, Vermont, to Seattle, Washington, have demonstrated that historic structures and affordability innovations can
be used to further the cause of permanently affordable housing. Unfortunately, the nature of preservation as a tool for community revitalization often leads it into older, often run-down neighborhoods where low-income people and businesses can afford to live and operate (Werwath, 2001). Although neighborhood gentrification is detrimental to the affordable housing stock, oftentimes the success of an historic preservation project requires the removal of existing residents and businesses and replacing them with households and companies with deeper pockets. If this fails to occur, early investors may lose their investment due to a lack of demand in the area. Land trusts like BCCLT have been able to counter this problem successfully; however, fears of gentrification can be seen in comparing the administrator impressions in two similar organizations, the BCCLT and the Cincinnati Community Land Cooperative. Although low-to-moderate income individuals have fewer choices as to residential location, in the context of a community land trust, the existing housing stock, in particular the historic housing stock, can offer quality affordable housing and a sense of community that is lacking in many newer neighborhoods.
LIST OF REFERENCES


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APPENDIX

DISCUSSION OF SURVEY FINDINGS

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College of Design, Construction and Planning
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ABSTRACT THE STUDY

The data used in this study come from a monthly Consumer Confidence survey conducted by the Bureau of Economic and Business Research (BEBR) at the University of Florida. The surveys are administered through phone interviews of randomly generated households done on a monthly basis. Project investigators commissioned BEBR to join its regular survey, in which respondents were given the option to participate in an additional questionnaire on historic preservation. The purpose of the historic preservation survey data collection is to determine the perceived contributions of historic preservation to the quality of life in Florida. The survey was conducted during the months of November and December of 2005, and January of 2006. The total number of respondents for the three combined months is 1505. This report discusses the statistical analysis of the survey data.

CHARACTERISTICS OF THE SAMPLE

Information about the socio-demographic composition of the sample can help enlighten the statistical analysis and inferences. Where applicable, the sample analysis is compared to Florida’s population averages as compiled and reported in the 2000 U.S. Census while recognizing that there is a five-year difference between the sample data in this study and the census data. Frequency calculations show that the sample consists of 822 females, or 55 percent, and 683 males, or 45 percent. Thus there are actually a greater percentage of women represented in the sample than in the population, as the state is composed of 51 percent females and 49 percent males. This may create a slight bias in the survey results because women in general may have different views and preferences on historic preservation than men. Other basic figures illustrate that of the 1505 participants, 59 percent are now married, 10 percent now widowed, 14 percent never married, and 16 percent are divorced or separated at the time of the survey. The political party affiliation of respondents is almost evenly split with 34 percent claiming Republican, 32 percent Democrat and 34 percent other, including Independent. Roughly one of every five respondents was born in Florida. Figure 1 depicts the income level earned in 2004 of each respondent as reported to the survey recorder. With the exception of the lowest and highest income households, representation is divided fairly evenly among these groups.

An important consideration in analyzing the sample data concerns the race and ethnicity with which each respondent identifies – 81 percent are white-Caucasian; 9 percent are African-American, and the remaining 10 percent represent all other races. Because the Census now allows respondents to choose more than one category of race if they consider themselves to be bi- or multi-racial, direct comparisons with this report are somewhat problematic. According to the 2000 Census, Florida’s racial composition was 80 percent white, 16 percent black, and 8 percent choosing all other races. Thus a basic comparison shows that the sample data and census report on racial composition of Florida are similar. In relation to ethnicity, 13 percent of the survey respondents are Hispanic. This figure is slightly lower than the information reported in the Census with 17 percent of the population being of Hispanic ethnicity. Further, since the 2000
Census, the percentage of Floridians of Hispanic ethnicity has likely grown, so this disparity is probably even larger.

Other characteristics of survey participants may influence their responses to specific historic preservation questions. Among the respondents, 36 percent live in urban, 45 percent in suburban, and 19 percent in rural areas. The majority, 60 percent, live in single family detached homes. The remaining respondents live in apartments (13 percent), mobile homes (11 percent), single family attached homes (9 percent), and other types of housing (7 percent). Four of five respondents (80 percent) own their housing units while the remaining rent. The Census Bureau reported a slightly lower ownership rate in the state for 2000 with only 70 percent of Floridians homeowners, while the remaining 30 percent rent.

Additional location related factors may have an influence. For instance, whether a respondent lives in an area that includes a historic district could correlate to opinions regarding preservation of older structures and sites due to proximity to these places. To assess proximity to historic districts, additional variables were created from zip code data reported by the survey participants. Researchers categorized respondents as living in a zip code which contains an historic district in the National Register of Historic Places. Frequency results show that 18 percent do live in a zip code containing an historic district, while 82 percent do not. Region, another location variable, was added. The State of Florida is divided into 11 regions, and in each, a regional planning council has jurisdiction. Except for transportation issues, these councils function in an advisory capacity to the state and to the local governments in their jurisdiction. Figure 2 shows the distribution of respondents based on the region where they live.

![Figure 1 – 2004 Income levels as reported by respondents](image-url)
OVERVIEW

The survey data produced a variety of informative results that are further discussed in this section. The results are reported in terms of each question’s individual pertinence and then trends found in the data are examined. Frequency analysis results are included as part of the discussion when deemed appropriate. Additionally, crosstab results are listed for each question and corresponding variable below. The crosstab results offer an indication of what variables may have relationships, thereby enabling a more directed approach to regression analysis.

INDIVIDUAL QUESTIONS ON HISTORIC PRESERVATION

QUESTION 1 – WHICH HISTORIC RESOURCES IN FLORIDA ARE THE MOST THREATENED?

From the frequency analysis of the first multiple response question it can be concluded that the three leading resources respondents believe to be most threatened are, in order, historic and scenic landscapes, old homes and neighborhoods, and old downtowns (see Figure 3, p. A-7). These results may assist in determining what historic preservation activities will be most widely supported by the Florida public. It also indicates what types of historic buildings are considered least threatened from the public’s standpoint – for instance, old industrial sites garnered only 3 percent of respondents’ votes as most threatened.

Table 1 shows the number of significant relationships found between the first multiple response question and the 16 socio-demographic variables used in the analysis. Relationships between independent (socio-demographic characteristics) and dependent (responses to Question 1)
variables are considered to be significant at the 90 percent confidence level. The respondents were given nine possible answers to the question and were told to provide the three choices that they felt best answered the question. Each variable therefore had the possibility of having nine significant relationships for question one, although none had more than six. Three variables had the highest counts of statistically significant relationships: race, age, and marital status. Although this does not establish a cause and effect relationship, the crosstabular analysis provides insight into which socio-demographic characteristics contribute the most to understanding the responses to this question.

**QUESTION 2 – WHAT ARE THE MOST IMPORTANT REASONS TO PRESERVE FLORIDA’S HISTORIC RESOURCES?**

Regarding the most important reasons to preserve Florida’s historic resources (Question 2), the three most frequently selected answers are, in order, for future generations, scenic reasons, and education (see Figure 4, p. A-7). This implies that the public places higher value on preserving historic resources for social reasons than for economic ones as reflected in the low percentage for economic redevelopment. Thus, to garner political or community support, proponents may want to tailor preservation initiatives to appeal to these more popular motivations. In addition, environmental reasons were chosen just slightly less frequently than education, suggesting that it too is considered an important reason to preserve historic resources in Florida.

Three variables had the highest counts of statistically significant relationships: gender, age and income level (see Table 2).

<table>
<thead>
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<th>Number of Significant Relationships</th>
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<td>Sex</td>
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<tr>
<td>Age</td>
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<tr>
<td>HistZip</td>
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<td>Bldtyp</td>
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<td>Bldro</td>
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<tr>
<td>Region</td>
<td>1</td>
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<tr>
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<tr>
<td>LiveFL</td>
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<td>Race</td>
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<td>Edu</td>
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<td>3</td>
</tr>
<tr>
<td>Hrswrk</td>
<td>3</td>
</tr>
<tr>
<td>Income</td>
<td>2</td>
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</table>

1 Due to lack of sufficient responses for viable analysis, crosstabs with expected cell counts of less than five were not included in the summary of statistically significant relationships among independent variables and question responses. This applies to all analysis.

2 The independent variables listed are as follows: Gender (sex), Age (age), Zip Code (zipcod), Historic Zip Code (histzip), House Hold Size (pcount), Building Type (bldtyp), Building Tenure (bldro), County (county), Regional Planning Council (region), Area Type (areatyp), Native to FL (liveFL), Place Lived Before FL (bforFL), Reason for Move (reamove), Marital Status (marry), Hispanic Ethnicity (hispan), Race (race), Educational Attainment (edu), Political Affiliation (PID), Employment Status (employ), Hours Worked each week (hrswrk), and Income Level in 2004 (income).

3 The 90 percent level was used in the multiple response analysis so that potentially important variables would not be overlooked due to a small percentage p-value deviation among questions that are interrelated.

4 For information on which question responses were found statistically significant for each variable, see the Tables of Crosstabular Results at pages A-18-20.
Most Threatened Historic Resources

- (i) Old downtowns among most threatened: 17%
- (ii) Public buildings among most threatened: 8%
- (iii) Old homes and neighborhoods among most threatened: 21%
- (iv) Old schools among most threatened: 7%
- (v) Historic & scenic landscapes among most threatened: 21%
- (vi) Old industrial sites among most threatened: 3%
- (vii) Archaeological sites among most threatened: 12%
- (viii) Other: 8%
- (ix) Don't Know: 3%

![Figure 3 - Most Threatened Historic Resources](image)

Most Important Reasons to Preserve Florida’s Resources

- (i) Scenic: 17%
- (ii) Affordable Housing: 4%
- (iii) Economic Redevelopment: 10%
- (iv) Education: 14%
- (v) For Future Generations: 9%
- (vi) Environmental: 13%
- (vii) Sense of Place: 24%
- (viii) Promote Tourism: 6%
- (ix) Other: 2%
- (x) Don't know: 1%

![Figure 4 – Most Important Reasons to Preserve Florida’s Resources](image)
are considered to be significant at the 90 percent confidence level. However, this analysis does not determine the nature of this relationship.\footnote{Similar to Table 1, this table represents the number of significant relationships found between the second multiple response question and the 16 socio-demographic variables used in the analysis. Future researchers may wish to run regression analysis to determine the nature of this relationship.}

**QUESTIONS 3 and 4 – HAVE YOU VISITED A HISTORIC SITE OR HISTORIC MUSEUM IN FLORIDA WITHIN THE PAST YEAR? VISITED A SITE OR MUSEUM WITHIN YOUR HOMETOWN?**

Approximately 55 percent of the respondents said that they had visited an historic site or museum. This response demonstrates that a majority of the population has shown an interest in historic sites and museums. Of those who did visit a site or museum, only one-third did so within his or her hometown. This low response presents an opportunity for cities with these resources to increase patronage and support for such sites by targeting marketing efforts toward local residents.

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</tr>
<tr>
<td>Income</td>
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<td>0.00</td>
</tr>
</tbody>
</table>

Additionally, crosstab analysis shows that several socio-demographic (independent) variables are related to a subject’s response to the questions about visiting such sites (dependent variable). Table 3 displays the p-values for each two-way crosstab combination of an independent and dependent variable – only those that are .10 or lower are considered significant (a 90 percent significance level). While these scores do not indicate a causal association, the variables that have a statistically significant p-value reflect that a relationship does exist between the response and the relevant significant socio-demographic variable.

For the primary question – have you visited an historic site or historic museum in Florida within the past year? – the answers provided by the respondents are related to many socio-demographic factors. The respondent’s age, type of residence, tenure, region, marital status, ethnicity, race, political affiliation, employment status, and income level all have a statistically significant relationship with his or her response at a high level of statistical significance of 95 percent (see Table 3). In addition, both average hours worked per week and gender are significant at the 90 percent confidence level and should be taken into consideration when possible. Planners and city promoters may consider using this information to attract a particular group of people to visit an historic site or museum through targeted marketing plans that focus on people with the significant socio-demographic characteristics. In regard to this question, living in a historic district, the household size, area type (urban, suburban, rural), and whether a person is native to Florida do not relate to the respondent’s likelihood of visiting a historic site or museum.
To further understand the dynamic between the statistically significant socio-demographic factors and the response to Question 3, a logistic regression analysis was performed. The dichotomous dependent variable is Question 3, with zero representing a yes response and one representing a no response. The independent variables used in the regression were chosen based on the crosstabular results of variables showing a statistical significance of at least 90 percent. For Question 3, the independent variables age, building type, building tenure, regional planning council affiliation, and employment status were used.

At least one of the predictor variables proved significant at the 99 percent confidence level in the initial phase of the logistic regression based on finding that the model including only the constant was not statistically significant. Consequently the residual chi-square results showed that most of the building type variables, the building tenure variables, and half of the region variables to be statistically significant. Therefore, all three types of explanatory variables may have contributed to the model’s predictability strength.

In the first stage of the logistic regression, the log likelihood statistic was fairly high (1811.168), indicating the model lacks incorporation of unexplained observations. However, the second stage test showed that the log likelihood statistic decreased, albeit only slightly. It proved to be statistically significant in the chi-square model analysis. Therefore some of the predictor variables have helped to explain the model.

The specific independent variables building tenure, employment and a selection of region affiliation are statistically significant; therefore, they affect the probability of a respondent choosing yes versus no to Question 3. The constant is also significant. For building tenure, if the respondent owns his or her home, then the likelihood of that same respondent claiming yes to visiting a site or museum within the past year increases. Additionally if the respondent is currently employed than he or she has a higher probability of answering yes to Question 3.

The regional planning council affiliation results in the logistic regression show that the different councils have varying degrees of influence over a respondent’s likelihood to visit a museum within the past year. Only respondents residing in Regional Planning Councils of Southwestern Florida and North Central Florida show a statistically significant response effect. The residents that live in those specific areas are more likely to say they visited an historic site or museum within the past year. There are many possible explanations for this, such as a potentially higher number of museums in these geographic areas than anywhere else in the state.

While the logistic regression certainly identifies some important factors affecting responses to Question 3, this knowledge is limited in scope. The overall model is a relatively weak fit to the data. This can be inferred from the classification plot which shows a normal distribution and the high log likelihood value. Therefore, an organization or government hoping to improve historic

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6 The number of independent variables tested in all logistic regressions in this study was limited to five. This limitation reflects the theory of increasing multicollinearity resulting from inclusion of too many independent variables. Multicollinearity occurs when two explanatory variables have a definite but immeasurable effect due to an intrinsic relationship with one another. Further, each question was tested with every statistically significant independent variable and in all cases the model’s fit and significance decreased. For more information, see the discussion of methods at the end of this paper.
site patronage through changing home ownership rates, employment levels, or influence of the
residing regional planning council should beware that the effects may be limited, or that there are
other unknown variables that may have a greater effect but were not included in the model.

The follow-up question – have you visited a site or museum within your hometown? – has far
closer relationships with the independent variables. In order to target historic landmark visitors to
locations within the visitor’s hometown, statistical analysis suggests that the most important
characteristics to take into consideration are whether a person lives in an historic district, their
income, and the building type and tenure of their home. The relationships between the question
and the variables of historic district and income level are logical because they represent the
ability of a person to visit a site in terms of proximity and budget. The other two variables may
actually be somewhat related to the first two because a person’s location may effect options for
building types and income may influence housing tenure.

Question 4 also underwent logistic regression analysis in order to best determine which factors
effect the likelihood of a respondent’s claiming to have visited an historic site or museum within
his or her hometown. The independent variables tested in this model are regional planning
affiliation, building type, income level for 2004, and if the respondent lives in an historic zip
code. The model created has a better fit than that for Question 3, although the log likelihood
value is still high (1495.30) meaning that the model is not predicting the outcome variable as
accurately as optimally desired.

The second part of the logistic regression analysis resulted in a better fitting model that is
statistically significant at the 99 percent level. Nine independent variables are significant. First, if
the respondent is located within an historical district, then the probability increases that he or she
will have visited a hometown historic site. While the local historic site visited might not
necessarily be in the zip code where the respondent lives, the respondent may be more inclined
to visit historic sites due to their proximity to such sites. Second, all of the respondents who
claimed an income level of up to $59,999 annually, with the exception of the wage bracket
$40,000 to $49,999, show a decreased likelihood to visit a hometown historic site. This finding is
somewhat surprising because those in lower wage brackets should be more likely to afford to
visit a hometown site. This can be very useful for understanding the characteristics of visitors to
hometown sites. Because those with higher incomes had a greater likelihood to visit hometown
historic sites, these groups may also be lured to sites from further distances in order to increase
patronage.

Last, one of the eleven regional planning council affiliations and one of the building type
designations are statistically significant. For respondents living within the boundaries of the
Treasure Coast or living in a one family detached home, they are more likely to have claimed to
visit a hometown historic site. The Treasure Coast Regional Planning Council should be
examined to see if the agency is doing anything specific to attract visitors. It is somewhat more
difficult to explain why single family detached housing residents visit sites within their
hometown.
The same precautions outlined for Question 3 should be noted for Question 4. The model is statistically significant, but there are likely many unexplained factors of residents’ behavior in the context of historical preservation.

**QUESTION 5 – WHAT IS THE MAIN REASON YOU CHOSE YOUR COMMUNITY / NEIGHBORHOOD TO LIVE IN?**

Interestingly the majority of respondents chose community environment as the main reason for living in their particular community, while almost as many gave other as their reasoning (see Figure 5). The variable community environment was created due to the need to consolidate answer choices to ensure sufficient data for statistical accuracy. The new variable represents a number of options a participant had for this question: good schools, cultural activities, family, recreational activities, historic character of community, good environment, and low crime. Obviously this is a broad category, but, for the reasons stated above, could not be broken down further. The popular option of other suggests that the answers provided to the respondents generally did not represent their actual reasoning for living in their particular community. Thus, the question should be viewed with caution.

<table>
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<td>Hrswrk</td>
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<tr>
<td>Income</td>
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</table>

Question 5 had a large number of statistically significant relationships with explanatory variables (see Table 4). The respondent’s age, area type, Florida residency, marital status, employment status, and income level all proved significant at the 95 percent confidence level. Additionally the historic district classification, race, and political party affiliation variables proved to be significant at the 90 percent level. The diversity of relationships among variables as well as variety of responses suggests a specific but measurable rationality behind why a Floridian would choose a particular community over another.

**QUESTION 6 – WHY WOULD YOU NORMALLY GO DOWNTOWN IN YOUR COMMUNITY?**

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7 P-values marked with a * have expected cell counts of less than five and should not be considered valid.
Here again multiple response frequency analysis gives the results of the three most often chosen selections by the respondents. The top three answers are, in order, *to shop, for restaurants, and for entertainment purposes* (see Figure 6). One of the fewest selections as a reason to go downtown is *to visit a historic site or monument*, with only 5 percent of the respondents making this choice. This may indicate a lack of historic landmarks in the respondent’s downtown area, disinterest in visiting an historic landmark repeatedly, or a lower priority for visiting an historic area versus the other reasons.

Of note, crosstab analysis shows that there is a relationship between the region in which the respondent lives and their particular choice for an answer (see Table 5). There are a large number of relationships between a socio-demographic variable (region) and reasons given for going downtown, although the nature of the relationship between the independent and dependent variables is unknown. Also the variables of age, gender, area type, and employment status have statistically significant relationships with some of the answer choices. While this test does not measure specific cause and effect dynamics, clearly there is the possibility that some may exist. For instance, area type

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8 Future researchers may wish to run regression analysis to determine the nature of this relationship.
QUESTIONS 7, 8, and 9 – WHEN YOU BOUGHT YOUR HOME, DID YOU CONSIDER BUYING AN OLDER HOME IN AN OLDER NEIGHBORHOOD? WHY? WHY NOT?

Roughly one-third of respondents answered yes to considering buying an older home in an older neighborhood. This response implies that the majority of home buyers are either unaware of or uninterested in the historic housing market. Stakeholders in the historic preservation field may want to consider ways to overcome this bias and/or to educate potential homeowners.

The primary question – did you consider buying an older home in an older neighborhood? – proved to have several statistically significant relationships with independent variables at the 95 percent confidence interval. Age, location in a zip code with a historic district or districts, building type, area type, marital status, and employment all demonstrate a relationship with the question. The most popular choice for respondents who claimed to have considered a historic home for their next home purchase did so for reasons not offered in the survey (see Figure 7). However, of definitive choices, respondents noted that less expensive was the greatest motivation to consider a historic home. This response reflects the fact that historic homes can also be an affordable housing resource.

To better understand which independent variables affect the respondent’s answer, the researcher conducted regression analysis of Question 7. The resulting model proved to be the best of all logistic regression models created in this study, with the lowest log likelihood value and the greatest number of independent variables statistically significant. The variables tested as explanatory in the model were building type, age of respondent, area type in which respondent lives, and marital status. These variables are all statistically significant in chi-square testing and have the most direct connection.

The age of the respondent shows a surprising effect on the probability that he or she considered buying a home in an older neighborhood. As the respondent’s age increases, the likelihood of considering an older neighborhood decreased. This may be due to the buying power of an
individual which generally increases with age and/or lack of interest in undertaking the rehabilitation work that might be necessary. If a person can afford more, it is possible that he or she would build a new home rather than consider an existing home in an older neighborhood. This information could be used by real estate agents and developers to focus on younger people when selling a home in an older neighborhood as the younger age groups are more willing to consider such a home according to this model.

The independent variable historic zip code produced predictable results in that respondents living in an historic zip code are more likely to agree to look at a home in an older neighborhood. The respondent may already live in such an area, so he or she may be more willing to continue to live or try to live in an older neighborhood.

The marital status of the respondent is considered statistically significant for every possible choice. Respondents who claimed to be currently married, currently widowed, or never married were less likely to consider a home in an older neighborhood. Divorced or separated respondents, on the other hand, would consider such a location. While further questions would be necessary to better determine why this is so, family status should be considered a factor in the decision whether or not to live in an older house in an older neighborhood.

The last independent variable is the building type in which the respondent lives. Respondents living in single family attached or detached homes are more likely to consider a home in an older neighborhood. The conclusions drawn from this portion of the model are not as potent as the others, but still helpful for understanding market conditions of older neighborhoods.

The majority of respondents who did not consider a historic home chose the other category. Of definitive choices though, the most often selected explanation was that the historic homes were not the right type of home in terms of size or other features (see Figure 8). Although this explanation is difficult to address because it may imply a perception of obsolescence that is difficult to overcome, it shows that stakeholders should consider other elements to attract buyers such as low cost or historic character of the home.

![Figure 8 – Respondents’ Reasons for Not Considering an Older Home](image-url)
QUESTIONS 10, 11, and 12 – RATE HOW IMPORTANT HISTORIC PRESERVATION RANKS IN IMPROVING THE QUALITY OF LIFE IN YOUR COMMUNITY. RATE HOW EXTENSIVE DEVELOPMENT RANKS AS A THREAT TO THE QUALITY OF LIFE IN YOUR COMMUNITY. RATE HOW THE DEMOLITION OR NEGLECT OF OLDER BUILDINGS RANKS AS A THREAT TO THE QUALITY OF LIFE IN YOUR COMMUNITY.

The next three questions asked the respondents to rank their beliefs in regards to their quality of life being affected by a given factor. First they were asked to rate how important historic preservation ranks in improving the quality of life in your community, given the instruction that historic preservation could include old neighborhoods, scenic downtowns or historic museums. An overwhelming majority of nearly 90 percent rated the threat as at least somewhat important. The majority of socio-demographic variables showed to have a statistically significant relationship with this question. Specifically, the characteristics of age, building type, area type, marital status, ethnicity, race, and income level are important factors in determining a respondent’s perception of quality of life and historic preservation (see Table 6, p. A-16).

Figure 9 - Responses to Question 11 expressed as a percentage
Next respondents were asked to rate how extensive development ranks as a threat to the quality of life in your community. Approximately two-thirds of respondents remarked that extensive development was at least somewhat of a threat to their community’s quality of life (see Figure 9). Only 15 percent claimed that they believed development is no threat at all to their quality of life. In such a rapidly growing state, the pressures that new development brings to quality of life clearly are widely recognized, and, given the response to this question, protection and/or reuse of historic structures may also be widely understood. This question also had several significant relationships with independent variables. Gender, age, building type, area type, marital status, and income level all proved significant at the 95 percent confidence level.

In the final question respondents were asked to rate how the demolition or neglect of older buildings ranks as a threat to the quality of life in your community. Just over half claimed that demolition or neglect of older buildings was a minor or nonexistent threat to the quality of life in their communities. There are a couple of possible explanations for the high response rate of low or no threat. The respondent may not have any or may have very few older buildings in his or her community, thereby making it a non-issue for him or her. It is also possible that the respondent prefers new development to historic structures and sites. Whatever the reason may be, clearly many of the survey participants do not perceive preservation of older structures in their communities as particularly important, which presents a hurdle for historic preservation advocates. Again, this question too has many statistically significant relationships with variables such as age, location in a zip code with a historic district or districts, building type, area type, marital status, and employment status. The three questions had common relationships worth noting with the explanatory variables. All were statistically significant with the variables of age, building type, area type, and marital status. As with the other significant relationships discussed here, regression analysis will provide more information about the nature of the relationship between these independent variables and the survey responses (dependent variable). The nature of these relationships should be taken into consideration when considering the implications of the results.

**CONCLUSIONS**

Based on this survey, public opinion on historic preservation and its role in Florida is mixed though many respondents recognize the importance of protecting Florida’s historic resources. Some variables, such as age and area location (urban, suburban, rural), have a more consistently significant explanatory relationship to the questions in this study. In order to gain further knowledge on how public opinion regarding historic preservation as a quality of life issue is affected by various factors, continued analysis is necessary. Perhaps a full calendar year of

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9 P-Values marked with * have expected cell counts of less than five and should not be considered valid.
surveys would accommodate a more comprehensive analysis and enable time series evaluation. The inclusion of additional questions and adjustment of answer options, to address the issues cited in this study with the choice of “other”, would also yield more information that hopefully would clarify the issues raised here. Even so, the analysis from this study should be used judiciously to help stakeholders better understand how Floridians perceive historic preservation contributing to their quality of life.
TABLES OF CROSSTABULAR RESULTS

Crosstab results are listed for each question and corresponding variable below. The crosstab results offer a means to determine which variables may have a relationship that indicates the need for more statistical analysis using regression analysis. Results that are statistically significant at the 95 percent level are marked with an apostrophe (‘), while those significant at the 90 percent level are marked with a quotation ("'). Variable combinations (p-values) that resulted in cell counts of less than five are noted with the symbol * and should not be considered valid. Variables marked with the symbol ^ indicate that most crosstabs involving that variable resulted as being unusable because more than multiple cells had an expected count of less than five.

Table 1: Crosstab p-value results for all possible answers to Question 1 - Which historic resources in Florida are most threatened?

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10 (i) Old downtowns among most threatened; (ii) Public buildings among most threatened; (iii) Old homes and neighborhoods among most threatened; (iv) Old schools among most threatened; (v) Historic & scenic landscapes among most threatened; (vi) Old industrial sites among most threatened; (vii) Archaeological sites among most threatened; (viii) Other; (ix) Don’t Know
Table 2: Crosstab p-value results for all possible answers to Question 2 - *What are the most important reasons to preserve Florida's historic resource?*

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Table 3: Crosstab p-value results for Questions 3 to 5, 7, and 9 to 12

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<td>0.00'</td>
<td>0.12</td>
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<td></td>
</tr>
<tr>
<td>Age</td>
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<td>0.58</td>
<td>0.00'</td>
<td>0.00'</td>
<td>0.01**</td>
<td>0.00'</td>
<td>0.04'</td>
<td>0.00'</td>
<td></td>
</tr>
<tr>
<td>HistZip</td>
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<td>0.09''</td>
<td>0.01'</td>
<td>0.03*</td>
<td>0.70</td>
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<td></td>
</tr>
<tr>
<td>Pcount</td>
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<td>0.02''</td>
<td>0.01**</td>
<td>0.01'</td>
<td>0.03''</td>
<td>0.07''</td>
<td>0.01''</td>
<td></td>
</tr>
<tr>
<td>Bldtyp</td>
<td>0.01'</td>
<td>0.00'</td>
<td>0.28</td>
<td>0.00'</td>
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</tr>
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<td>0.10''</td>
<td>0.16*</td>
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<td>0.38*</td>
<td>0.04**</td>
<td>0.15</td>
<td>0.49</td>
<td></td>
</tr>
<tr>
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<td>0.00'</td>
<td>0.01''</td>
<td>0.00'</td>
<td>0.00'</td>
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<td></td>
</tr>
<tr>
<td>LiveFL</td>
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<td>0.26''</td>
<td>0.56</td>
<td>0.14</td>
<td>0.66</td>
<td></td>
</tr>
<tr>
<td>Marry</td>
<td>0.00'</td>
<td>0.41</td>
<td>0.01'</td>
<td>0.01'</td>
<td>0.02''</td>
<td>0.00'</td>
<td>0.00'</td>
<td>0.01'</td>
<td></td>
</tr>
<tr>
<td>Hispan</td>
<td>0.00'</td>
<td>0.52</td>
<td>0.11</td>
<td>0.56</td>
<td>0.01''</td>
<td>0.00'</td>
<td>0.71</td>
<td>0.56</td>
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</tr>
<tr>
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<td>0.07''</td>
<td>0.52</td>
<td>0.04''</td>
<td>0.03'</td>
<td>0.25</td>
<td>0.52</td>
<td></td>
</tr>
<tr>
<td>Edu</td>
<td>0.00'</td>
<td>0.00'</td>
<td>0.29''</td>
<td>0.14*</td>
<td>0.13''</td>
<td>0.00''</td>
<td>0.20''</td>
<td>0.14''</td>
<td></td>
</tr>
<tr>
<td>PII</td>
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<td>0.10''</td>
<td>0.08''</td>
<td>0.03'</td>
<td>0.69</td>
<td>0.81</td>
<td>0.08''</td>
<td></td>
</tr>
<tr>
<td>Employ</td>
<td>0.00'</td>
<td>0.97</td>
<td>0.00'</td>
<td>0.00'</td>
<td>0.02'</td>
<td>0.14</td>
<td>0.08''</td>
<td>0.00'</td>
<td></td>
</tr>
<tr>
<td>Hrswrk</td>
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<td>0.43</td>
<td>0.24</td>
<td>0.76</td>
<td></td>
</tr>
<tr>
<td>Income</td>
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<td>0.00'</td>
<td>0.05'</td>
<td>0.64</td>
<td>0.17''</td>
<td>0.01'</td>
<td>0.01'</td>
<td>0.64</td>
<td></td>
</tr>
</tbody>
</table>

11 (i) Scenic; (ii) Affordable Housing; (iii) Economic Redevelopment; (iv) Education; (v) For Future Generations; (vi) Environmental; (vii) Sense of Place; (viii) Promote Tourism; (ix) Other; (x) Don't know

Contributions of Historic Preservation to the Quality of Life in Florida
Table 4: Crosstab p-value results for all possible answers to Question 6 - *Why would you normally go downtown in your community?*

<table>
<thead>
<tr>
<th>Variable</th>
<th>(i)</th>
<th>(ii)</th>
<th>(iii)</th>
<th>(iv)</th>
<th>(v)</th>
<th>(vi)</th>
<th>(vii)</th>
<th>(viii)</th>
<th>(ix)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sex</td>
<td>0.10*</td>
<td>0.73</td>
<td>0.07*</td>
<td>0.04'</td>
<td>0.00'</td>
<td>0.94</td>
<td>0.25</td>
<td>0.47</td>
<td>0.25*</td>
</tr>
<tr>
<td>Age</td>
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<td>0.00'</td>
<td>0.02'</td>
<td>0.00'</td>
<td>0.12</td>
<td>0.79*</td>
<td>0.06'</td>
<td>0.15</td>
<td>0.35*</td>
</tr>
<tr>
<td>HistZip</td>
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<td>0.26</td>
<td>0.88</td>
<td>0.76</td>
<td>0.99</td>
<td>0.00'</td>
<td>0.287</td>
<td>0.30</td>
<td>0.19*</td>
</tr>
<tr>
<td>Pcount</td>
<td>0.07*</td>
<td>0.00'</td>
<td>0.00'</td>
<td>0.34</td>
<td>0.73*</td>
<td>0.05*</td>
<td>0.08'</td>
<td>0.49</td>
<td>0.01**</td>
</tr>
<tr>
<td>Bldtyp</td>
<td>0.00'</td>
<td>0.17</td>
<td>0.38</td>
<td>0.00'</td>
<td>0.53</td>
<td>0.39*</td>
<td>0.25</td>
<td>0.17</td>
<td>0.03**</td>
</tr>
<tr>
<td>Bldro</td>
<td>0.29</td>
<td>0.58</td>
<td>0.03'</td>
<td>0.45</td>
<td>0.72</td>
<td>0.01'</td>
<td>0.36</td>
<td>0.87</td>
<td>0.28*</td>
</tr>
<tr>
<td>Region</td>
<td>0.00'</td>
<td>0.03'</td>
<td>0.00'</td>
<td>0.04'</td>
<td>0.09**</td>
<td>0.19*</td>
<td>0.05'</td>
<td>0.07''</td>
<td>0.65*</td>
</tr>
<tr>
<td>Areatyp</td>
<td>0.01'</td>
<td>0.17</td>
<td>0.01'</td>
<td>0.00'</td>
<td>0.50</td>
<td>0.00'</td>
<td>0.66</td>
<td>0.91</td>
<td>0.72*</td>
</tr>
<tr>
<td>LiveFL</td>
<td>0.06*</td>
<td>0.00'</td>
<td>0.02'</td>
<td>0.55</td>
<td>0.41</td>
<td>0.97</td>
<td>0.40</td>
<td>0.46</td>
<td>0.03**</td>
</tr>
<tr>
<td>Marry</td>
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<td>0.00'</td>
<td>0.20</td>
<td>0.00'</td>
<td>0.90*</td>
<td>0.33</td>
<td>0.04'</td>
<td>0.31</td>
<td>0.81*</td>
</tr>
<tr>
<td>Hispan</td>
<td>0.31</td>
<td>0.08*</td>
<td>0.00'</td>
<td>0.98</td>
<td>0.37</td>
<td>0.00**</td>
<td>0.82</td>
<td>0.43</td>
<td>0.00**</td>
</tr>
<tr>
<td>Race</td>
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<td>0.00'</td>
<td>0.00'</td>
<td>0.82</td>
<td>0.82</td>
<td>0.77*</td>
<td>0.69</td>
<td>0.05'</td>
<td>0.55*</td>
</tr>
<tr>
<td>Edu</td>
<td>0.29</td>
<td>0.03**</td>
<td>0.00'</td>
<td>0.00*</td>
<td>0.01'</td>
<td>0.00**</td>
<td>0.01*</td>
<td>0.99*</td>
<td>0.00**</td>
</tr>
<tr>
<td>PID</td>
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<td>0.20</td>
<td>0.26</td>
<td>0.41</td>
<td>0.59</td>
<td>0.44</td>
<td>0.37</td>
<td>0.54</td>
<td>1.00*</td>
</tr>
<tr>
<td>Employ</td>
<td>0.00'</td>
<td>0.00'</td>
<td>0.52</td>
<td>0.00'</td>
<td>0.81</td>
<td>0.01'</td>
<td>0.38</td>
<td>0.37</td>
<td>0.27</td>
</tr>
<tr>
<td>Hrswrk</td>
<td>0.77</td>
<td>0.71*</td>
<td>0.81</td>
<td>0.77</td>
<td>0.01'</td>
<td>0.04'</td>
<td>0.93</td>
<td>0.89</td>
<td>1.00</td>
</tr>
<tr>
<td>Income</td>
<td>0.56</td>
<td>0.19</td>
<td>0.00'</td>
<td>0.00'</td>
<td>0.58</td>
<td>0.84*</td>
<td>0.10</td>
<td>0.51</td>
<td>0.37*</td>
</tr>
</tbody>
</table>

12 (i) To shop; (ii) For government business; (iii) For restaurants; (iv) For entertainment; (v) To visit a historic site/monument; (vi) I live downtown; (vii) I don't go downtown; (viii) Other; (ix) Don't know
RESEARCH METHODOLOGY

The first approach to analysis began with adjusting the data. The three months of November, December, and January were combined into a merged data set after the months were each tested for data consistency and validity. Each month presented a set of difficulties for compiling into a single group. The November data had the problem of the SPSS program falsely reading the variables as numeric when they were in fact string. To fix this, each variable was converted to numeric, and then back to string. This required reentering the missing values and reentering the labels for each value. Additionally, the data had been summed at the end of each variable which had to be erased because it was being falsely recognized as a value to be used in analysis. The December data were correct, except for the missing values that had to be added in so that the analysis would not include missing or refusal responses. It is important to note that string variables had to have a blank space entered as a discrete missing value because SPSS does not automatically recognize blanks as missing values. The January data were incorrectly entered with two unnecessary decimal places. The program refused to adjust this without recoding each variable, exactly as the November data had to be recoded. Each month’s data was comprehensively reviewed to ensure that every variable was coded and labeled exactly the same so that there would be no unpaired variables when merged together. Additionally, each month’s frequency statistics were calculated. This enabled the researcher to check for any discrepancies among valid and missing data counts, and to start to formulate ideas on the information that the survey generated by looking for any patterns in the data or outliers. Finally, two charts were created depicting frequency percentages for each variable of each month, one including missing data and one excluding missing data counts.

Once all sets were in sync and an identifier variable was added to each set that represented the month it came from, they were merged into a master data set. The identifier was termed month, with 1 representing November, 2 for December and 3 for January. The master data set was then trimmed down so that data management would be easier by excluding variables that were not pertinent to the study. It was decided through group discussion of project investigators and study analysts that the variables of interest should be gender, age, zip code, historic zip code, household size, building type, building tenure, county, regional planning council, area type, native to FL, place lived before FL, reason for move, marital status, Hispanic ethnicity, race, educational attainment, political affiliation, employment status, hours worked each week, and income level in 2004. This data set was saved as MasterMerged07.06 and used for the bulk of the analysis. The merged set was then tested for data consistency and validity again, to ensure correct compilation of the three months. Frequency tables and charts provided the researcher a basic overview of the data to again look for correct data and missing data variable counts as well as generate basic information on the survey results in the form of summations, mean values, and frequency percentages.

The actual names used in the analysis for the variables are given in parentheses. Gender (sex), Age (age), Zip Code (zipcod), Historic Zip Code (histzip), House Hold Size (pcount), Building Type (bldtyp), Building Tenure (bldro), County (county), Regional Planning Council (region), Area Type (areatyp), Native to FL (liveFL), Place Lived Before FL (bforFL), Reason for Move (reamove), Marital Status (marry), Hispanic Ethnicity (hispan), Race (race), Educational Attainment (edu), Political Affiliation (PID), Employment Status (employ), Hours Worked each week (hrswk), and Income Level in 2004 (incom2).
Next, frequencies were used in order to determine which question choices were most popular. This analysis was conducted by month and as a merged data set. The frequencies included the number count of responses, the percentage that each response represented of total possible choices, and a pie chart depicting the results. Bar charts were used for certain variables with a large number of optional responses in order to better portray the results in a user friendly format. In order to find the frequencies for the multiple response data, the command syntax had to be used. However the data first had to be recoded\textsuperscript{14} from its string variable form to the numeric form by way of the \textit{recode into different variables function}. The resulting variables were then considered dummy variables with 0 equal to a no response and 1 equal to a positive response. In the syntax window, the following equation was entered:

\begin{verbatim}
MULT RESPONSE GROUPS=A1 'A1 Yes Responses' (A1_1 TO A1_9 (1))
/FREQUENCIES=A1.
MULT RESPONSE GROUPS=A2 'A2 Yes Responses' (A2_1 TO A2_10 (1))
/FREQUENCIES=A2.
MULT RESPONSE GROUPS=A6 'A6 Yes Responses' (A6_1 TO A6_9 (1))
/FREQUENCIES=A6.
\end{verbatim}

By using the command syntax, the researcher was able to sum the respondents’ answers to the multiple response questions and then create graphs depicting to what degree each option was chosen. This is valuable because the respondents were permitted to choose up to three responses for three of the survey questions.

Following frequency analysis, cross tabulation procedures were conducted comparing each historic preservation question to specific socio-demographic data in order to determine the likelihood of an existing relationship between the variables. This was done using the \textit{crosstab} command found in the \textit{descriptive statistics} category of analysis of SPSS. The group of variables mentioned above was decreased further to the following: Gender, Age, Historic Zip Code, House Hold Size, Building Type, Building Tenure, Regional Planning Council, Area Type, Native to FL, Marital Status, Hispanic Ethnicity, Race, Educational Attainment, Political Affiliation, Employment Status, Hours Worked each week, and Income Level in 2004. The crosstabs provided summation of survey options chosen by the sample and chi-square analysis including the Pearson Chi-Square value and the symmetric measures of Phi and Cramer’s V. The chi-square tests were very useful because they informed the researcher on the existence of statistically significant relationships between various variables. The p-values for every test were compiled into tables for each question of each variable tested so that identification of statistically significant results was easy to identify.

Additionally, the Chi-Square analysis provided a minimum expected cell count for each variable. This is important because any cell with an expected count of less than five cannot be used in further statistical analysis. Cell counts of less than five jeopardize the statistical validity of analysis because the sample is too small to ensure representation of the population. Any chi-square results with less than five cell counts were used to indicate which variables needed to be

\textsuperscript{14} The actual names used in the analysis for the variables are given in parentheses. Gender (sex), Age (age), Historic Zip Code (histzip), House Hold Size (pcount), Building Type (bldtyp), Building Tenure (bldro), Regional Planning Council (region), Area Type (areatyp), Native to FL (liveFL), Marital Status (marry), Hispanic Ethnicity (hispan), Race (race), Educational Attainment (edu), Political Affiliation (PID), Employment Status (employ), Hours Worked each week (hrswk), and Income Level in 2004 (incom2).
recoded so that the counts would increase. The Master data set crosstab results showed several problem variables that needed to be recoded. Age, pcount, race, and edu all produced expected cell counts of less than five for every variable combination and PID had nearly all combinations with the same problem. Also, the questions main reason you chose community, why, and why not had a majority of crosstabs with less than five cell count. A few other variables were problematic because the cell count was a problem in only one or a few cases; such as the crosstab of the variable region and question how important is historic preservation to QOL. In order to efficiently recode the data, the variables had to be converted to numeric form if they were not already. Under the transform menu, recode into different variables was selected. A new name and label was created for each variable, and new values that consolidated the variable options were created. These values are listed below. The resulting variables were all numeric.

The following lists describe the new values for each variable that had to be changed in order to increase the average cell count to at least five.

For age, the new values are:

<table>
<thead>
<tr>
<th>New Value</th>
<th>Old Value or Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>18-25</td>
</tr>
<tr>
<td>2</td>
<td>26-35</td>
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<tr>
<td>3</td>
<td>36-45</td>
</tr>
<tr>
<td>4</td>
<td>46-55</td>
</tr>
<tr>
<td>5</td>
<td>56-65</td>
</tr>
<tr>
<td>6</td>
<td>66-99</td>
</tr>
<tr>
<td>Missing</td>
<td>-8,-9, or blank</td>
</tr>
</tbody>
</table>

For PCOUNT, all values stayed the same except any respondents who had more than six people in household size were grouped into one category with the new value of seven representing all households greater than six. Even after changing the coding, however, a few of the crosstabs indicated a less than five cell count. This was noted, but could not be improved because of the lack of low cell counts made it too difficult to correct for in a meaningful way. Therefore, PCOUNT analysis was only used as guidance as to which variables may be useful for understanding survey results but was not the focus of crosstab analysis.

For RACE, the new values are:

<table>
<thead>
<tr>
<th>New Value</th>
<th>Old Value or Range</th>
<th>New Label</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1</td>
<td>White (Caucasian)</td>
</tr>
<tr>
<td>2</td>
<td>2</td>
<td>Black (African-American)</td>
</tr>
<tr>
<td>3</td>
<td>3-6</td>
<td>All other</td>
</tr>
<tr>
<td>Missing</td>
<td>-8,-9, or blank</td>
<td>System missing value</td>
</tr>
</tbody>
</table>
For EDU, the new values are:

<table>
<thead>
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<th>New Value</th>
<th>Old Value or Range</th>
<th>New Label</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>0-5</td>
<td>Elementary or less</td>
</tr>
<tr>
<td>2</td>
<td>6-8</td>
<td>Middle school or less</td>
</tr>
<tr>
<td>3</td>
<td>9-12</td>
<td>High school or less</td>
</tr>
<tr>
<td>4</td>
<td>13-14</td>
<td>2 year college or less</td>
</tr>
<tr>
<td>5</td>
<td>15-16</td>
<td>4 year college or less</td>
</tr>
<tr>
<td>6</td>
<td>17-18</td>
<td>Post bac or less</td>
</tr>
<tr>
<td>Missing</td>
<td>-8,-9, or blank</td>
<td>System missing value</td>
</tr>
</tbody>
</table>

For PID, the new values are:

<table>
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<th>New Value</th>
<th>Old Value or Range</th>
<th>New Label</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1</td>
<td>Republican</td>
</tr>
<tr>
<td>2</td>
<td>2</td>
<td>Democrat</td>
</tr>
<tr>
<td>3</td>
<td>3-5</td>
<td>All Other</td>
</tr>
<tr>
<td>Missing</td>
<td>-8,-9, or blank</td>
<td>System missing value</td>
</tr>
</tbody>
</table>

For the survey question main reason you chose community, the new values are:

<table>
<thead>
<tr>
<th>New Value</th>
<th>Old Value or Range</th>
<th>New Label</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1</td>
<td>Job</td>
</tr>
<tr>
<td>2</td>
<td>2-8</td>
<td>Community Environment</td>
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<tr>
<td>3</td>
<td>9</td>
<td>Lived here all my life</td>
</tr>
<tr>
<td>4</td>
<td>10</td>
<td>Other</td>
</tr>
<tr>
<td>Missing</td>
<td>-8,-9, or blank</td>
<td>System missing value</td>
</tr>
</tbody>
</table>

For the survey question of *why*, it was not feasible to reduce the categories because the survey options were not related to each other. Therefore, any crosstabs with the question of *why* that had less than five for the cell count could not be used in this study. For the question of *why not*, the below listed changes were made but not all crosstabs had enough cell counts even with the changes. Thus the question of *why not* was not used extensively in the statistical analysis.

For the survey question *why not*, the new values are:

<table>
<thead>
<tr>
<th>New Value</th>
<th>Old Value or Range</th>
<th>New Label</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1</td>
<td>No homes available</td>
</tr>
<tr>
<td>2</td>
<td>2</td>
<td>No homes in good repair</td>
</tr>
<tr>
<td>3</td>
<td>3</td>
<td>Lack of good schools nearby</td>
</tr>
<tr>
<td>4</td>
<td>5</td>
<td>Not right type of home (size, features)</td>
</tr>
<tr>
<td>5</td>
<td>4 or 6</td>
<td>Other including lack of other services</td>
</tr>
<tr>
<td>Missing</td>
<td>-8,-9, or blank</td>
<td>System including lack of other services</td>
</tr>
</tbody>
</table>

The next step of analysis was to determine any type of causal relationship among the variables. In order to do this, logistic regression was used because of the nature of the data. Logistic regression is best for data in which the dependent variable is dichotomous and the independent
variables are categorical or continuous. Regressions were conducted using the *binary logistic* command under the *regression* option of *analyze*. In this analysis, the survey questions were generally dichotomous or easily transformed into such form. The multiple response questions all provided respondents the choice of yes or no; therefore, the results of the logistic regressions provide a value that tells whether a respondent would be more likely to choose yes or no given certain demographic or socio-economic characteristics. Additionally, questions on whether or not the respondent has visited an historic site or museum within the past year, if that visit was located in the respondent’s hometown, and if the respondent would consider living in an older neighborhood are appropriate for logistic regression. The form of contrast selected for the treatment of variables was indicator so that categorical variables would be automatically recoded with standard dummy variable format. Also, the method of regression data analysis was forward stepwise because this study is being used in a study field without extensive previous analysis on which to base decisions for entering the data. Residuals were also reported in order to test the appropriateness of the model on fitting the data.

By combining information gathered through frequency analysis, crosstabulations and chi-squares, and finally logistic regressions, the researchers were able to determine significant relationships among characteristics of survey respondents and their respective answer choices. This information can further be used to explore the motivation behind public opinion of historic preservation and preservation efforts.