

**UNIVERSITY
OF MIAMI**

**OFFICE of CIVIC &
COMMUNITY ENGAGEMENT**



Housing and Historic Preservation in Overtown

Prepared by:

UM Office of Civic and Community Engagement

UM School of Architecture

During the Spring 2015 semester, the University of Miami's (UM) Office of Civic and Community Engagement partnered with the Center for Urban and Community Design (CUCD) and the Masters in Real Estate Development and Urbanism (MRED + U) program in the UM School of Architecture to prepare a comprehensive report, "Housing and Historic Preservation in Overtown." Students consulted with community-based groups and institutional partners to survey potential adaptive reuse strategies for historic buildings in the Overtown section of Miami.

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Housing and Historic Preservation in Overtown

A report on projects conducted during the Spring 2015 semester

University of Miami
Office of Civic and Community Engagement
School of Architecture



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I INTRODUCTION

Overtown is Miami's most important historic neighborhood. It is one of the city's oldest historically black neighborhoods and for decades the center of black commercial and cultural life. Recognized in its heyday as the "Harlem of the South" it welcomed the most prominent black entertainers and thinkers of the 1930s through the 1950s. Yet Overtown's historic fabric has been decimated by nearly half a century of urban renewal planning, highway construction, and finally neglect and disinvestment. While efforts have been made to preserve many of the remaining historic buildings, there are many others that do not have any protection and are in danger of being demolished due to neglect or redevelopment. The threat goes beyond individual buildings however, as the character of the neighborhood is in danger of being overwhelmed by development encroaching from the building boom in downtown Miami.

Efforts to preserve the character of the neighborhood face a fundamental challenge: how to preserve existing structures and uses that meet the needs of long-time neighborhood residents while encouraging development activity that re-invigorates the neighborhood. While historic urban neighborhoods are increasingly being recognized as having cultural value that can translate into economic value, in many cases there remains a gap between a preservation vision and development realities. This report takes on that difficult question by examining ways that historic buildings can be adaptively re-used for purposes that are congruent with the needs of the neighborhood and are financially feasible. The research work and case studies present several typical scenarios for residential and commercial buildings including concepts, drawings and pro-formas, as well as original findings on the current state of Overtown's historic fabric and promising strategies for future preservation efforts.

This report is the result of work conducted in the spring of 2015 by the Office of Civic and Community Engagement and the School of Architecture, representing a cross-disciplinary effort of faculty members, staff and students in historic preservation, real estate development and urbanism, and law.

We consulted with neighborhood stakeholders and community partners at the City of Miami Historic Preservation Office, the Southeast Overtown Park West Community Redevelopment Agency, City Commission District 5, Urban Philanthropies, St. John's Community Development Corporation and the Overtown Children and Youth Coalition. We are grateful for the engagement of all who contributed to this project and sincerely hope this work contributes to the efforts of those working to protect Overtown's past as well as its future.

II HISTORIC OVERTOWN MAP - MAPPING A PHYSICAL HISTORY

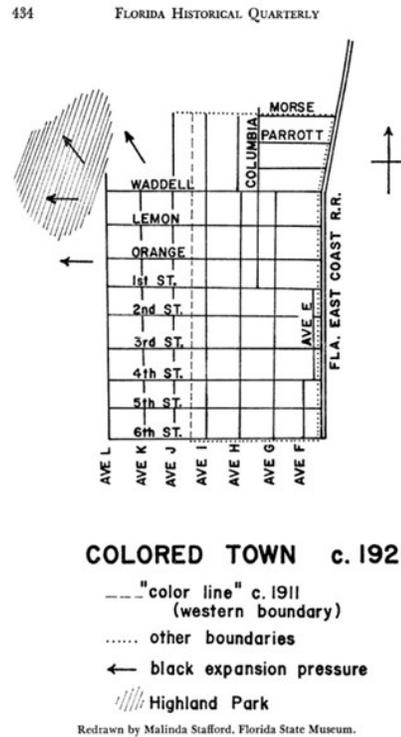
DEFINING THE EDGES

Mapping historic Overtown enables us to specify boundaries for a neighborhood that have been described simply just north of downtown Miami's central business district and "west of the tracks." The desire for this project to draw its major urban features to a specific scale necessitated a more accurate definition of its edges.

Early renditions of the neighborhood formerly known as "Colored Town" depict its southern edge to be NE 5th Street and the eastern edge to be the Florida East Coast (FEC) railroad tracks. There is also an indication of a development pattern that pushed towards the northwest, which was a desirable suburb for Miami businessmen. It was here that Dr. James M. Jackson's founded Miami City Hospital, a historic building that still stands in the heart of the medical district and served as the foundation for today's Jackson Health System. That puts the western edge at about NW 10th Avenue, and the north fork of the Miami River provides a natural boundary to the southwest. Historical texts refer to a northern boundary at NW 20th Street, which is corroborated by the extra wide right-of-way, which to this day has a long stretch of a planted median creating a visual barrier for much of the way. From these descriptions we determined the study area for Historic Overtown to be the nearly one-mile by one-mile area from NW 5th Street to NW 20th Street, and from the FEC tracks to NW 10th Avenue.

RELIABLE SOURCES: INSURANCE MAPS AND AERIAL PHOTOGRAPHY

The map draws on two sources: Sanborn Fire Insurance Maps, which provide the basis for the pre- and post-highway layers, and aerial data from Google Earth which provided the basis for the contemporary layer. Sanborn Maps were originally produced to estimate fire insurance risk in American towns and cities. Maps of any given place would be formatted into an oversized book which would be updated periodically. They included property lines, rights of way, building footprints, and highlighted public buildings and geographical conditions. As such, they are a very useful tool for understanding the historic urban form of a given city at a particular time.



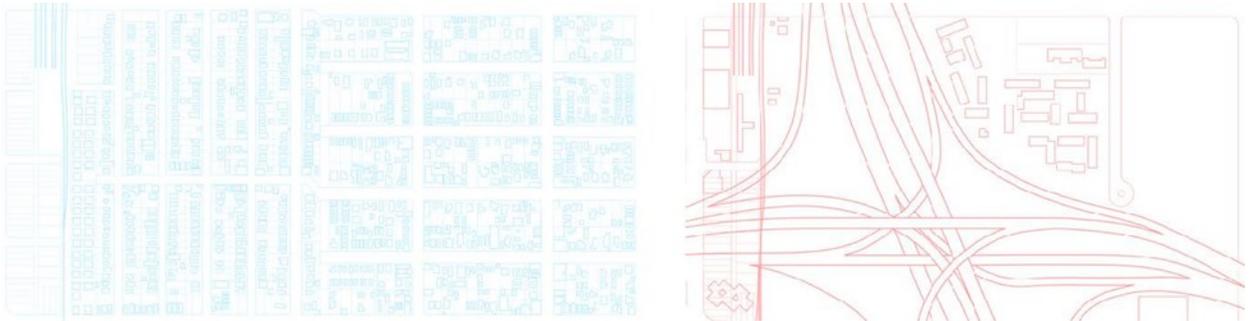
We used the Miami Sanborn Maps of 1936 and 1967. The maps were scanned with care taken to minimize cloudiness or distortion and the images were then used as digital underlays in Autocad and a line drawing was traced over the image. For the contemporary layer digital image files were saved from Google Earth and used as underlays, with careful adjustments made for perspectival distortions. Finally, the layers were stitched together by aligning large known landmarks such as major streets, blocks or geographic conditions such as coasts or waterways.



THE EVOLUTION OF OVERTOWN

When layered together the three maps from the 1930s, 1960s and 2010s show the changes in the physical fabric of Overtown. The earlier map of the 1930s shows a tightly woven fabric of tiny building footprints, with single-family homes on residential streets and blocks. The street and block pattern from the time depicts small blocks, some with alleys, and a street grid that sometimes shifts, likely due to the piecemeal development of neighborhood. In great contrast, the Sanborn map of the 1960s is dominated by the introduction of massive highway overpasses, the intersection of I-95 and 836, through the very center of Overtown. The small blocks had been replaced by much longer blocks in order to accommodate new concrete housing structures, commonly referred to as “concrete monsters,” and the small single-family housing footprints on small individual properties had been replaced by apartment blocks on large conglomerated properties.

The contemporary layer is based on data extracted in 2013. An exact date for the images was not available, but it was assumed that the data was probably a couple of years old, but relatively current. In contrast to the previous 1967 layer one could see the vast expansion of the hospital district, encompassing nearly all of the northwest



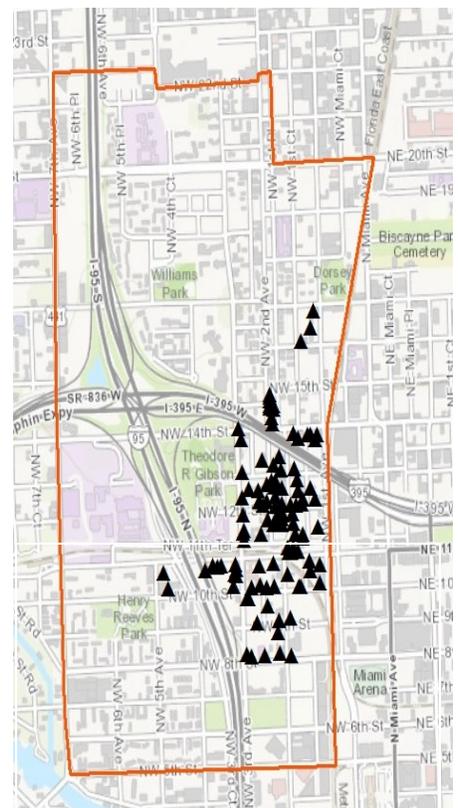
quadrant of Overtown. The aerials also reveal large portions of the neighborhood that had been demolished in the 50 years since the construction of the highway.

Together the different layers of the map show the evolution of the urban structure of the neighborhood. It becomes apparent that the small urban blocks were jarringly stretched into massive blocks that accommodate automobiles travelling at high speeds while entirely disregarding the human, pedestrian scale.

III SURVEYING THE CURRENT CONDITIONS

While the Historical Overtown Map provided a context for the morphology of the neighborhood, a survey of current conditions would lend useful information to developers, policy makers, and stakeholders to make informed decisions about Overtown's future. Historic Preservation departments around the county have been conducting field surveys of historic structures for many years, including the State of Florida which has its own Historic Building Survey Form. The surveys typically collect data on the physical characteristics of a particular structure such as its building footprint, roof type, door/window characteristics, and other building elements.

At the University of Miami School of Architecture (UM SOA), faculty have worked to update that survey form making it more applicable to local concerns and also to adapt it to a digital format to facilitate the tedious process of field work. Jorge Hernandez, Ellen Ugucconi, and Li Yi worked together to create the "Collector App," which can be used via a mobile device and an internet connection. The app has similar data fields to a conventional paper survey, with drop-down selection tools that expedite the survey process. It also has the capability to access the device's camera and add photos to the survey. Once a survey has been completed its data is saved on to the app's ARC GIS



platform with a geo-tagged icon. The data can then be shared via spreadsheets and shapefiles. In order to do a more complete analysis the survey data was joined with parcel data obtained from the Miami- Dade County Property Appraiser's office

In April, students from Professor Hernandez's Intro to Historic Preservation Course used the Collector App to survey the southeast quadrant of Overtown, which has the a concentration of historic sites. Focusing on the blocks that were being used by the Masters in Real Estate Development and Urbanism (MRED+U) students for their development study areas.



A total of 105 buildings on 27 blocks were surveyed, including residential, commercial, cultural and vacant sites. Surveyors noted the architectural style, the condition of the structure, characteristics of the building, distinguishing features, and landscaping. The sites surveyed ranged in year built from 1920 to 2011, with half built between 1950 and 1969 and 40% built before 1949. Nearly all were between 1 and 3 stories, with flat roof and stucco exterior. Most were either residential multi-family or mixed-use with an average of 10 units. There were also a small number of single-family homes, including two shotgun houses. Most of the sites were in habitable condition, though about 10 appeared to be uninhabitable. The predominant architectural style was masonry vernacular, reflecting the significant amount of modest, mid-century structures that were built in the housing boom after WWII. The thin bar buildings with ample operable windows would provide an abundance of natural light and the opportunity for cross ventilation in the tropical climate, and a pattern emerged in the ratio of wall to opening areas that would become characteristic of the district. There were several examples of Art Deco remaining as well. About half the sites had mature trees, which gives many sections of the neighborhood a cool, green feel.

It was quickly apparent that many buildings had been recently demolished. This observation was in part due to the vacant lots that were found where building footprints had been present in the Historic Overtown Map from



2013. One example is the vacant lot on the corner of NE 13th Street and Second Avenue where the New Hope Primitive Baptist Church stood until recently. It appeared that as many as 30% of the buildings identified in the map just 2 years before were no longer there the map just 2 years before were no longer there.

IV Housing Needs Analysis

Overtown has historically been an urban residential neighborhood with small-scale single-family and multi-family buildings and commercial development along the main streets. With the displacement of thousands of families due to the interstate construction of the population has declined significantly since the 1960s. Most of the remaining residents are extremely low-income households, with a median income of about \$13,000 per year. The majority are renters (87%), and most are cost-burdened (56%), meaning they are paying more than 30% of their income in rent.¹ Thus the need for quality, affordable housing has long been a concern for the neighborhood.

Currently Overtown has a number of affordable housing developments subsidized by tax credits and other sources of local, state, and federal funding (called here Assisted Housing), in addition to several public housing developments. Most of the Assisted Housing developments have been built since the 1990’s and are in good condition, owned and maintained by for-profit and non-profit developers. However as the table below shows, using data drawn from the UM Office of Civic and Community Engagement’s Miami Affordability Project (MAP), the majority of the Assisted (affordable) housing units are affordable for households at 60% of the Area Median Income, whereas most Overtown residents are at 30% of AMI or below.

	Households	Households Share	Assisted Units Available	Assisted Share
Below 30% AMI (~\$15,000)	2,042	56%	163*	9%
Below 50% AMI (~\$25,000)	571	16%	362	19%
Below 60% AMI (~\$30,000)	145	4%	1,328	70%
Below 80% AMI (\$40,000)	256	7%	40	2%
Total Low-income Households	3,014	83%	1,893	100%
Total Households	3,649	100%		

In 2014 the CRA is supporting 6 new housing developments through public private partnerships that will create an additional 1,052 housing units in Overtown, 402 of which will have affordability restrictions at the 60%, 80% , and 120% AMI levels. These developments will increase the neighborhood’s population, bringing more economic activity and a more diverse income mix to the neighborhood, but the high cost of development makes it difficult for such developments to serve the lowest income population.

Much of Overtown’s low-income population lives in smaller, privately owned “concrete monsters” built in the 1950s and 1960s as post-war housing. There are approximately 130 of these multi-family developments with between 4 and 20 units built between 1950 and 1965, and they represent approximately 1,700 housing units, nearly half of Overtown’s almost 4,000 housing units. In addition there are approximately 50 pre-1950 residential buildings, accounting for approximately 500 housing units.

¹ American Community Survey 2013 5-year, based on Census Tracts 31, 34, and 36.01.

Although a few of these buildings have recently been renovated, in some cases with funding assistance from the Community Redevelopment Area that comes with 5-7 year affordability restrictions, many of these buildings are still in extremely dilapidated condition and owned by absentee landlords. Residents in this housing stock are most vulnerable to displacement as land values rise and properties are sold for redevelopment. Given the high cost of new construction, rehabilitation of this housing stock presents perhaps the best opportunity for preserving housing for Overtown residents as well as preserving the historic character of the neighborhood.

V BLOCK CASE STUDIES

Adaptive reuse is a strategy for preserving historic buildings through rehabilitation and conversion to new uses that meet the current needs of the community and are financially viable. For a single building, the cost of rehabilitating a historic structure can be prohibitive, making preservation a challenge. Combining an adaptive reuse project with other development opportunities, however, provides more options for creating a viable financial structure for the project. This section of the report focuses on three blocks in the Overtown neighborhood that were the focus of work by students in the MRED+U Program, an interdisciplinary one-year graduate program that combines the fundamentals of real estate development with livable community planning and design. Students in Professor Chuck Bohl's "Urban Infill, Preservation and Redevelopment" course explored development options for these blocks, including barriers and solutions for urban infill, urban site analysis, mixed-use developments, repositioning of urban land, underutilized properties, long-term land leases, tax incentives, historic preservation, public-private partnerships, urban parking strategies and urban housing types.

The blocks for study were selected through consulting with community stakeholders about current development plans at a meeting held at the South East Overtown Park West Community Redevelopment Agency (SEOPWCRA) in January 2015. Blocks were chosen where there was an active redevelopment interest so that the results of the project would have real-world applicability. The student groups began by performing market and zoning analyses to begin to identify potential adaptive re-uses for the historic sites, then proceeded to write a development program, develop a design to meet the program, and produce a financial feasibility study.

The student groups reached out to the community partners who had an interest in the properties in order to understand local attitudes towards future developments as well as past projects. They learned about Overtown's history, culture, and current needs in order to shape their development programs around opportunities to renew the historic buildings with new programs and provide for the current needs of the community. As the development teams began to quantify their development programs and apply them to financial models, they worked with an assumption of partnership between public and private entities that would lead to the private sector paying for the preservation of historic buildings. In some cases found that Transfer Development Rights (TDR's), the City of Miami's program to transfer development rights from one property to another, would be a useful financial tool to make their numbers work towards a profit. The results of each case study are detailed below.

TEAM 1

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PROJECT NAME: CALYPSO

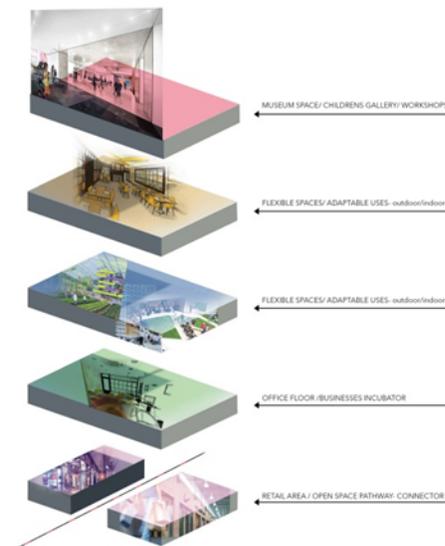
Team 1 studied the development potential of the block between NW 10th and 11th Streets, between NW 3rd Avenue and the I-95 expressway, referred to in the project as “Block 1.” This block consists of 11 total parcels on 108,000 square feet: 5 of them have existing buildings, 5 are vacant lots, and one has a surface parking lot.

This block is located in the southeast quadrant of Overtown where there is the greatest concentration of historical assets. Existing buildings on this block include the Ebenezer Methodist Church, which was recently repurposed as the Overtown Community Center and is soon to house a culinary training program and other related community uses. There are also three low-density multi-family residential buildings, one of which is currently being converted into a bed and breakfast, and one that was recently acquired by Urban Philanthropies and will be rehabilitated for a use as yet to be determined.

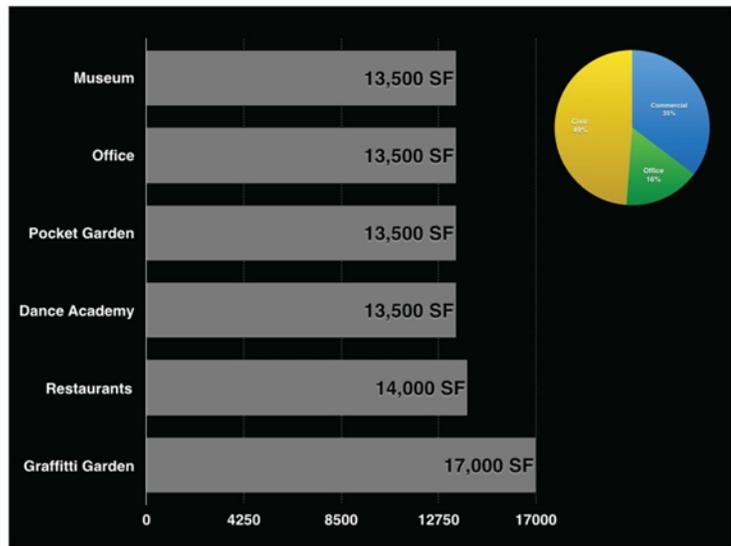
According to the City of Miami Zoning Code, also known as Miami 21, the lots on Block 1 are allowed to have up to 8 stories. Under the T-6-8 L and T-6-8 O categories, the lots may qualify for up to 4 “bonus” floors and they can have a density of up to 150 dwelling units per acre. Parking requirements include 3 spaces per 1,000sf of commercial/retail area, 1 parking space per 1,000sf of civic area, and there exists the possibility of a 30% parking requirement reduction for proximity to a transit station.



zoning	<ul style="list-style-type: none">+ T-6-8 L and T-6-8 O+ 8 stories+ possible 4 bonus floors+ density 150 dwelling units per acre
parking	<ul style="list-style-type: none">+ commercial and retail-3 spaces per 1000SF+ civic 1 space per 1000SF+ possible 30% reduction for proximity to a transit station
features	<ul style="list-style-type: none">+ 11 parcels+ 5 vacant / 5 occupied / 1 parking+ 108000 SF total+ transected by I-95+ bounded by NW 11 St , NW 10 St and NW 3rd Ave



Programmatic analysis / SF



Because of its proximity to public transportation, Block 1 has a Transit Score of 98 making it a “rider's paradise.” It also has a Walk Score of 81 thanks to the goods and services available within a pedestrian shed of a ¼ mile, considered “very walkable” as most errands can be accomplished on foot.

Team 1's target market focused on both the immediate neighborhood and the surrounding Downtown Miami submarket including: older retired adults, young emerging professionals, and single parents with young children. They found that each of these would benefit from compact, urban living, with public transportation access.

Given the fact that Block 1 has several vacant lots with the existing buildings concentrated on the north side of the block, the team decided early on that they would work around the existing buildings and that they would preserve some open space for public use. Part of their assumptions were that the existing buildings would contribute the local character of the neighborhood while also preserving the historic scale of the urban fabric. These early decisions would contribute to building a “sense of place” while their new development project would provide space for a new, complementary program.

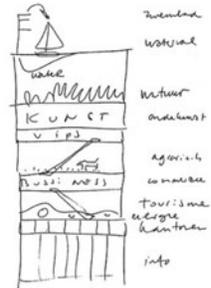
Recognizing the project was being proposed at a time of great interest in but also threat to Overtown's unique heritage in the face of growing development pressure, the team wanted to provide civic uses in the building. Once known as “Little Broadway” and the “Harlem of the South” they believed that the neighborhood retained the potential to once again make those claims. And to support that possibility they decided to aim for 50% of the new building's program be devoted to civic and/or cultural use.

Based on their target markets Team 1 began to research and develop a diverse program for Block 1 including: restaurant space, flex office space, gallery space, a cultural academy and a garden in the remaining open space.

They aimed to find suitable models for commercial spaces that they believed would serve their target market while complementing the existing character of their block in Overtown. Their research led them to Yoshi's Jazz Club and Japanese Restaurant in Oakland, California. A place like Yoshi's would fulfill the interest in providing a



Aerial view showing the graffiti garden



restaurant and entertainment venue under one roof. They were interested in the dual-business nature of the place because there is a calendar of events for the performances and there are patrons who go regularly for the food and beverage service. The two businesses complement each other, as patrons of the Jazz club are very likely to eat at the restaurant.

While the restaurant space with an incorporated music venue could provide a dinner option, the team decided to also incorporate food options for breakfast and for lunch. They modeled their small restaurant spaces on locations like Coral Bagels and Hungry Bear Sub Shop. Each requires only 2,000sf, making it feasible for local business ownership, which would be desirable for the local character of the development project. In turn, these food establishments could offer a more affordable option to match the needs of their stated target market.

The team took into consideration the fact that Miami has a growing tech market and there are more and more startups and business incubators nearby. Wynwood, a neighborhood just north of Overtown, has been providing affordable and flexible office space for coding and has even developed a culture of young business entrepreneurs immersed in art and coding, even developing a bootcamp academy called Wyncode: the art of coding. In the nearby central business district another thriving startup, Venture Hive, helps young tech-related businesses accelerate their growth. The team saw these nearby developments as an opportunity to provide the market with flexible and more affordable office space.

The proximity to Wynwood also played a hand in the team considering a public graffiti garden for part of their cultural program. The colorful murals there have helped create an identity for that neighborhood and has quickly generated a lot of attention locally and abroad, resulting in growing property values and a strengthening in local interest in making art. They also looked at Youth Park in Pulau Pinang, Malaysia, to inspire the character of an similar public amenity in Overtown.

As an area with a rich heritage centered on music and entertainment, the team wanted to provide a cultural institution that would celebrate music and dance. They incorporated a dance academy into the program that would do just that. Anticipating substantial interest in the authenticity that a dance academy located in Overtown could provide, they estimated that they could ask the same rental amounts for the space as in other central Miami submarkets.

TEAM 2

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Victor Kroh

PROJECT NAME: OVERTOWN FOLK LIFE VILLAGE

Team 2 studied the development potential of the two small blocks between NW 9th and 10th Streets, between NW 2nd Avenue and NW 3rd Avenue, divided by NW 2nd Court, referred to in the project as “Block 2.” This block consists of 26 total parcels on 3.02 acres of land, most of which is vacant with the exception of 4 existing buildings.

This block is located in the southeast quadrant of Overtown where there is the greatest concentration of historical assets. Historic buildings on this block include The Providence Lodge and The Ward Rooming House. Built in 1954, the Providence Lodge is the second oldest masonic temple in Miami-Dade County and is currently being used as a community center. The Ward Rooming House, built in 1925, provided lodging for African-Americans and Native Americans staying in Miami during the days of segregation, and today is a gallery and historical exhibition space that hosts arts and cultural events in Overtown.

According to the Miami 21 zoning code, the lots on Block 2 are allowed to have up to 8 stories. Under the T-6-8 L and T-6-8 O categories, the lots can have a density of up to 150 dwelling units per acre. Because of its close proximity to public transportation, Block 2 has a Transit Score of 100 making it a “rider's paradise.” It also has a Walk



Score of 87 thanks to the goods and services available within a pedestrian shed of a ¼ mile, considered “very walkable” as most errands can be accomplished on foot.



Team 2's market analysis revealed the development potential of the neighborhood while recognizing some challenges. Southeast Overtown is one of the underdeveloped areas near Downtown Miami's Central Business District (CBD). There are plans for a major development north of the CBD, the Miami World Center, which is adjacent to this quadrant of Overtown, and there is development pressure pushing west from Biscayne Boulevard. Primarily a rental market (over 80%), Overtown is seeing rent increases and population increases over the last several years. While these indicators favor development in the area, challenges include overcoming Overtown's reputation as a blighted area, deeply rooted local concerns about gentrification due to increasing property values, and the potential for displacement of residents. Affordable housing was both a key financial strategy and a way of addressing neighborhood concerns about development. The project includes 212 units of affordable housing at an average rent of \$550 per month.



Team 2 worked with the idea that for development in Overtown to be successful it would have to celebrate the history and culture of the place, embrace the existing community residents, and welcome new residents and visitors by enhancing the sense of place. With overlapping strategies, the CRA would contribute their land, more than 50% of the block, contingent on their approval of the development. The team saw an opportunity to create a successful "place" by combining new mixed-income residential units with culturally influenced retail, commercial, and entertainment establishments, and revitalizing the historic buildings that remain on the block.



NW 10th Street



Their design approach was inventive, yet sensitive to the existing conditions in several ways. It was clear from the start that preserving historic buildings would demonstrate a commitment to the neighborhood's history and culture. They also recognized that the scale of the historic buildings reflect the original fabric and smaller lot sizes of the neighborhood. By combining the character of that more tightly woven fabric with different building types like row houses and larger mixed use apartment blocks, they could stitch together a volumetrically dynamic block with a 4-story height that would maintain the scale of the neighborhood while providing for approximately 200,000sf of housing and nearly 90,000sf of retail space.

They also responded to streets in a variety of ways. NW 9th and 10th Streets would offer a mix of retail and housing options centered around the existing historic buildings there like the Ward Rooming House. NW 2nd Avenue is zoned to allow business to stay open later into the night so they concentrated bars and restaurants there, flanking the renovated Clyde Killen pool hall. The large apartment block they located on NW 3rd Avenue was designed with a tall colonnade which would provide shade to the western and more quiet side of the block with small retail spaces to serve the needs of the residents.

NW 3rd Ave



NW 9th Street



NW 2nd Ave



And they opted to turn NW 2nd Court into a pedestrian street, like a linear plaza running through the center of the block. This new public space would serve as a "town center," the cornerstone of this new entertainment district with space for outdoor performances, lined with cafes, retailers and market rate housing above.

Team 2 presented this development as a public-private partnership that would benefit investors with favorable returns (a leveraged rate of return of 21.29%) while benefiting the community in multiple ways. They anticipate that the product will create a viable entertainment destination in Overtown resulting in increased business opportunities and a rejuvenation of the historic neighborhood. However they point out that the critical component in making all of this work is the affordable housing component, which will bring tax credits and tax exempt bonds, absolutely essential to the financing strategy. And while they account for discounted market rate housing in their plan, the local community would be best served by new affordable housing. They anticipate that this product will assuage the local communities concerns about new developments in the neighborhood, and it would satisfy the CRA which would be a critical partner in the deal both for the developer and the community.

Existing Buildings	SF
Providence Lodge	6,300
Ward Rooming House	3,600
Historic Multifamily	6,600
Killens' Pool Hall	9,400
Total	25,900

Product Type	Construction	Rentable SF
Retail	75,625	87,225
Apartments	180,575	184,975
Townhouses	16,110	16,110
Non-Income Producing		9,900
Completed Buildings	25,900	
Total	272,310	298,210

Housing Mix	SF
Townhouses	16,110
Market Rate Apartments	57,925
Affordable Housing	127,050
Total	201,085

Type	SF	Av. Size	Units	Av. Rent	Rent PSF	Monthly Total	Annual Total
Market Rate Apartments	74,035	700	106	750	\$1.07	\$79,323	\$951,879
Affordable Housing	127,050	600	212	550	\$0.92	\$116,463	\$1,397,550
Total						\$195,786	\$2,349,429

TEAM 3

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Webber Huang

Matilde Beraja

Marianne Canero

PROJECT NAME: ST. JOHN VILLAGE

Team 3 proposed a development project for the block located between NW 16th and 17th Streets, between NW 1st Avenue and NW 1st Court, referred to in the project as “Block 3.” The project includes the renovation of an existing townhouse complex, the construction of new townhouses, and the rehabilitation of the historic Dorsey Memorial Library, named after one of Miami’s most prominent black businessmen and philanthropists and who donated the land for the library. It emphasizes the value of family-oriented developments to the long-term enhancement of the neighborhood.

Block 3 is located in the northeast quadrant of Overtown where there is the greatest concentration of schools, churches, and residences, making it the most populated part of the community. It is just west of the eastern boundary of Overtown, just over the tracks from the up-and-coming Biscayne Boulevard community referred to locally as the Upper East Side. There are seven vacant parcels on the north west side of the block and one parcel with the 2-story townhouse complex. The Dorsey Library is an excellent historical asset which the City of Miami owns, which unfortunately has had recent damage to the roof. It does, however, have a strong architectural character of which little is left in the neighborhood.

The properties on Block 3 are listed in Miami 21 as T-3-O, a designation intended to generate low-density projects including single family and two family residential units. Each unit must be provided with two parking spaces and

ZONING

Size: 1.03 Acres/45,000 sq. ft
Zoning: T3 - O (Open)

- Single-family and two family residential units
- Max Floors: 2
- Total Units: 17
 - Parking: 2 per units by right



4

can be a maximum of two stories. The maximum density will allow up to 17 new units on the vacant land. While it has a Walk Score of 79, the team observed a deficiency of goods and services near the site. A Transit Score of 84 is well justified thanks to the proximity to the Omni Metro Mover Station, which links to the Metrorail station at Government Center in Downtown, with access to job centers in Dadeland, Coral Gables, the Civic Center Medical Campus, and Miami International Airport.

The target markets for this development project focused on families that already live in Overtown and others that might be looking near Overtown. Team 3 observed that many of the families in the neighborhood tended to grow inside the same home resulting in a children, parents, and grandparents living under one roof. Of those multi-generational households, Team 3 targeted those with a household income of \$25,000-\$35,000, and the 1% with \$35,000-\$50,000. Another observation in their market analysis was that the median household income immediately around Block 3 is \$12,000 less than those just two blocks east, and the difference in per capita income is almost \$10,000. As a result they expanded their target market to include those who may be looking for housing nearby and may be swayed to consider living in new market rate housing for a bargain.

Because of their long-term vision for a beautified and improved neighborhood, the team presented St. John Village as a "first" project which would improve the context for subsequent projects. Part of their vision is to create and nurture relationships with stakeholders like the St. John Community Development Corporation and with the residents. One way in which they would do so is with the adaptive re-use of the Dorsey Library as a child day care center.



The architectural presence of a civic building repurposed as a safe place to care for the community's children could have profound effects on the neighborhood's perception of new development in the neighborhood. While structural repairs are



necessary, the interior layout could lend itself to such a use with minor reconfiguration of space. And the surrounding space could be adapted for outdoor play areas by way of garden walls, fences, gates, landscape, etc., and the team has suggested the open space on the corner could be left open to the public as a small neighborhood park.

Another way Team 3 aims to nurture a relationship with the community is by providing housing that is specifically suited to the needs of the community, including both rental and owner opportunities. The existing development on the block would be renovated into a 20 unit apartment building with rents at \$600 per month. In addition a new townhome development is proposed with 17 3-bedroom 2-bath units a sale price of \$265,000. There is an inherent affordability in townhouses because they provide fee simple properties efficiently due to the shared party walls. Instead of free standing single family homes that have yard space all around, townhouses are an urban typology that yields a front yard and a back yard on a compact footprint. Furthermore, by setting them back from the street and providing a front porch on those front yards/gardens, the design creates a "defensible space" to help combat the perception, and unfortunate reality, of crime in Overtown.

The floor plans of those townhouse units reveal a sensitivity to the multi-generational household. The units each have an internal stair dividing the unit into a private floor upstairs and a public floor downstairs. However, at the back of the first floor is a flex-space which could be used as a third bedroom for an older resident, and rather than a downstairs powder room, they have provided a full bathroom with adequate space for handicap accessibility. Upstairs each of the bedrooms has an in-suite bathroom, essentially making them most flexible for a family's changing needs.

For-Sale Residential - Townhomes	
Number of 3bed/2bath Townhome Units	17
Average Size (SF)	1,490
Total Townhomes SF	25,330
Sale Price	\$265,000
Sale Price (SF)	\$177.85
Gross Sell-out	\$4,505,000

Apartment Building - Rent Assumptions				
Type	# Units	SF	Mkt Rent/Mo.	Rent per SF
Total	20	8,200	\$12,000	\$1.46
Average		410	\$600	\$1.46

VI CONCLUSIONS

Each of the three case studies presented a multi-faceted development proposal that succeeded in various ways. Historic assets were preserved and adapted to new uses. A variety of housing types were offered to meet the mix of needs. New opportunities for businesses were introduced as central to the developments' character, making them essential to the broader goal of place-making. In short, each of the three satisfied two major goals: sensitivity to the needs of a challenged community, and using the right combination of financial tools to make development feasible.

The case studies showed that meeting these goals is possible; however given the high cost of development in the area, in each case the financial model relied on some major contribution by a third party – a donation of land by an invested entity – without which it would be impossible to keep the developments out of the red. These public/private partnership leveraged the private financing for the preservation of the historic structures. Some teams saw the project as the first in a string of investments into Overtown that would – over time – improve economic conditions, making it more feasible for developments in the future. Projects aimed to tap into as many subsidies as possible, given the little room for profit. Historic designation status provided tax benefits for the renovation of historic structures, including Transfer of Development Rights (TDR)¹ which are available from the City of Miami, and the ad-valorem tax exemption available from Miami-Dade County.² Federal historic preservation tax credits were not used but could be an additional strategy for buildings that are eligible for federal designation.³

The case studies also show that new development can serve to protect and preserve historic structures while meeting the current needs of the community. However, without formal historic designation these structures are still in danger of being lost to deterioration or redevelopment. A formal designation would prevent the demolition and limit alterations to preserve the original building while providing for some modernization/improvements. But in addition to formal designation, incentives that encourage preservation and the adaptive reuse of historic buildings are also critical. Local policies can support a commitment to preservation by offering tax incentives and enacting provisions to protect historic assets. Neighborhood Conservation Districts, used in the City of Miami's zoning code Miami 21 and already in use in several other Miami neighborhoods, protect the remaining historic fabric of a neighborhood without stifling potential new development.

In one sense, the fact that so much of Overtown's historic fabric has been lost is a cautionary tale of what can happen without protections in place to preserve historic sites. However, growing recognition of the value of preserving community history within the built environment is leading to the development of new methods for telling the stories of diverse communities in ways that go beyond individual buildings. Overtown's legacy as a major site of African American and Caribbean history in Miami, and its place in urban planning history as a prime example of the impact of segregation and urban renewal policies, have on-going significance that are worthy of preservation.

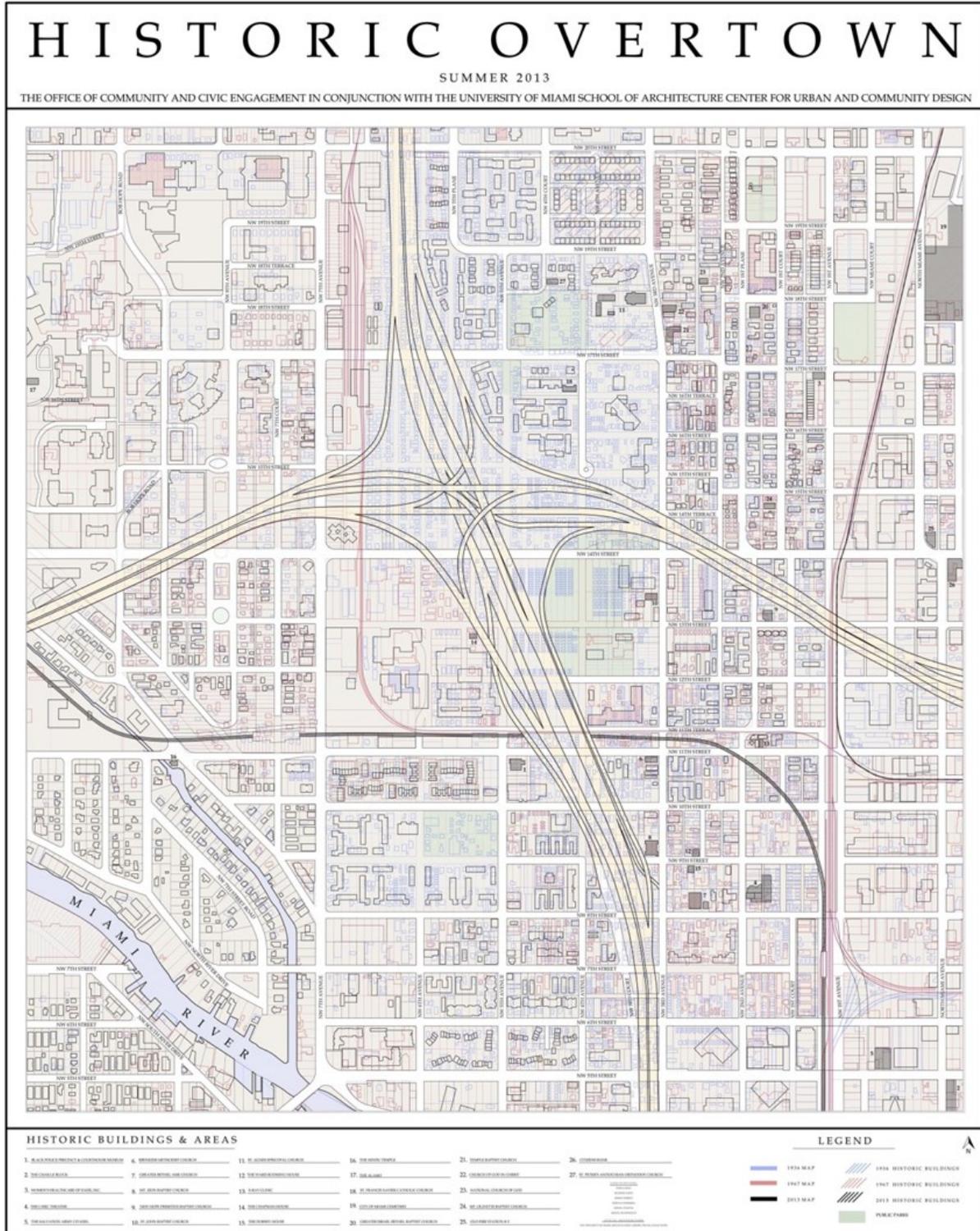
¹ See Miami21.org Historic Preservation FAQ's, available at: http://www.miami21.org/pdfs/Miami21_FAQ_HistoricPreservation_080820.pdf

² See Miami-Dade County Ad-Valorem Tax Exemption, available at: <http://www.miamidade.gov/planning/tax-exemption-ad-valorem.asp>

³ See National Park Service, Tax Incentives for Preserving Historic Properties, available at: <http://www.nps.gov/tps/tax-incentives.htm>

Appendix A

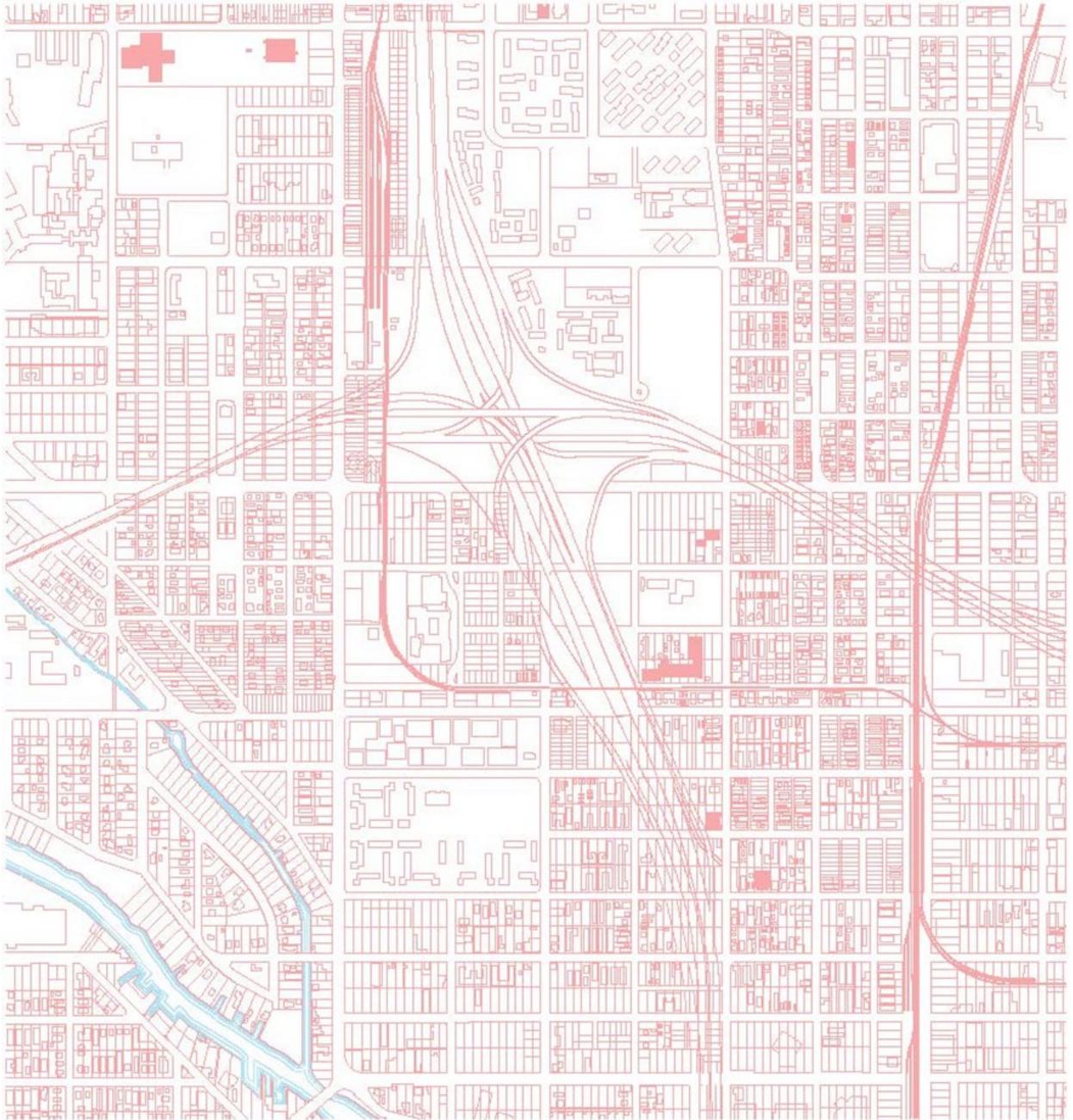
Overtown Historic Map



1936



1967



2013



Appendix B
Overtown Survey Data

Current use	Frequency	Percent
Missing	12	14.6
Commercial	5	6.1
Industrial	2	2.4
Mixed-use	13	15.9
Residential	3	3.7
RD	1	1.2
Residential: Multi-family	38	46.3
Residential: Single-family	8	9.8
Total	82	100

Number of stories	Frequency	Percent
1	22	26.8
2	42	51.2
3	15	18.3
5	1	1.2
12	1	1.2
27	1	1.2
Total	82	100

Architectural style	Frequency	Percent
Missing	15	18.3
Art Deco	4	4.9
Bungalow	1	1.2
I don't know	5	6.1
Masonry Vernacular	19	23.2
Mediterranean Revival	1	1.2
Mission	2	2.4
Other	33	40.2
Shotgun	2	2.4
Total	82	100

External material	Frequency	Percent
I Shape	4	15.9
L Shape	3	7.3
Rectangle	50	2.4
Square	5	62.2
U Shape	9	1.2
Other	3	9.8
Total	82	100

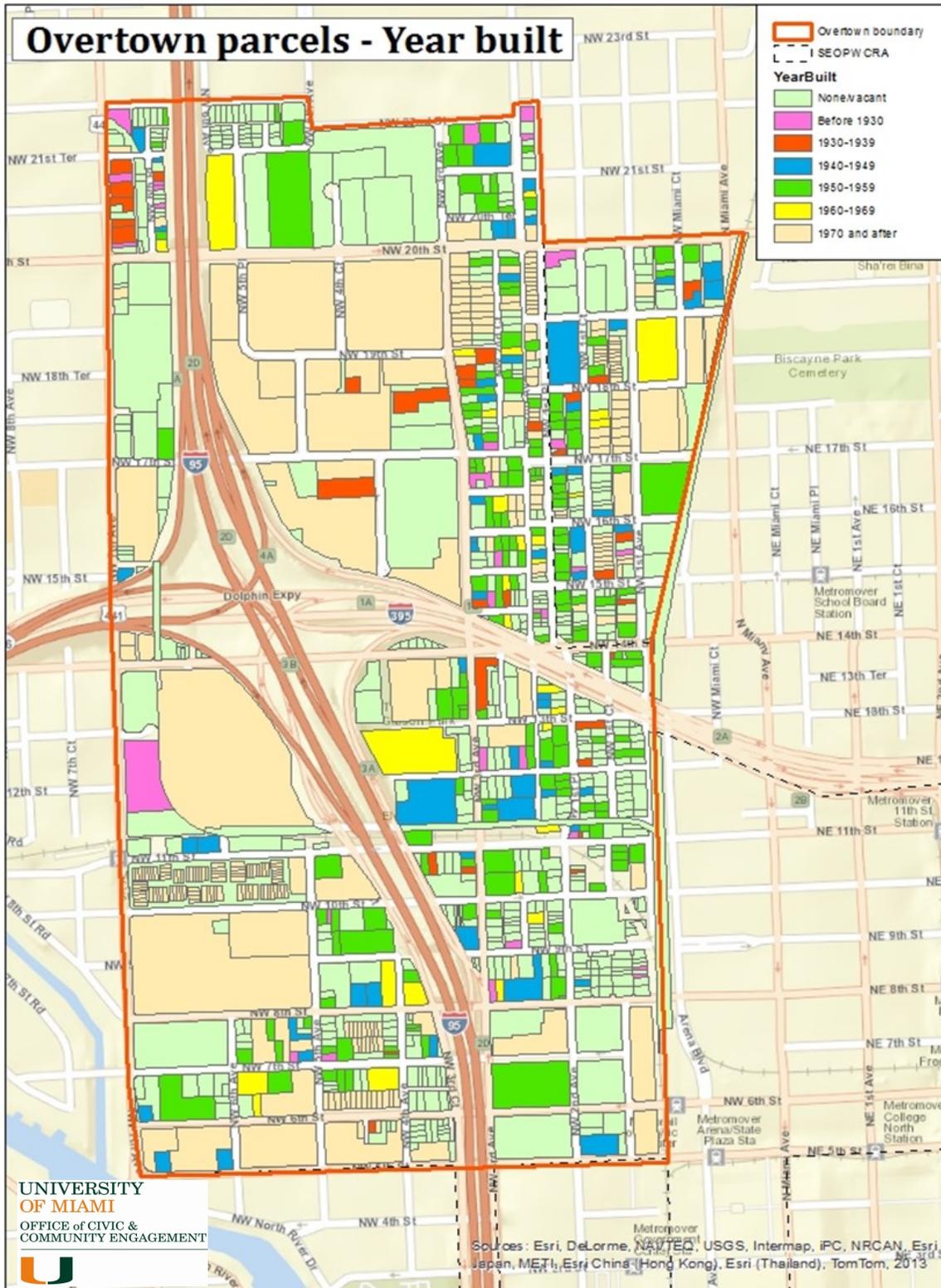
External material	Frequency	Percent
Missing	13	15.9
Concrete	6	7.3
Other	2	2.4
Smooth Stucco	51	62.2
Stone	1	1.2
Textured Stucco	8	9.8
Wood	1	1.2
Total	82	100

Overall Condition	Frequency	Percent
Missing	15	18.3
Habitable	57	69.5
Uninhabitable	10	12.2
Total	82	100

Landscaping	Frequency	Percent
Missing	35	42.7
Ground Cover Only	21	25.6
Mature Canopy Only	5	6.1
Mature Canopy with Ground Cover	21	25.6
Total	82	100

Appendix C

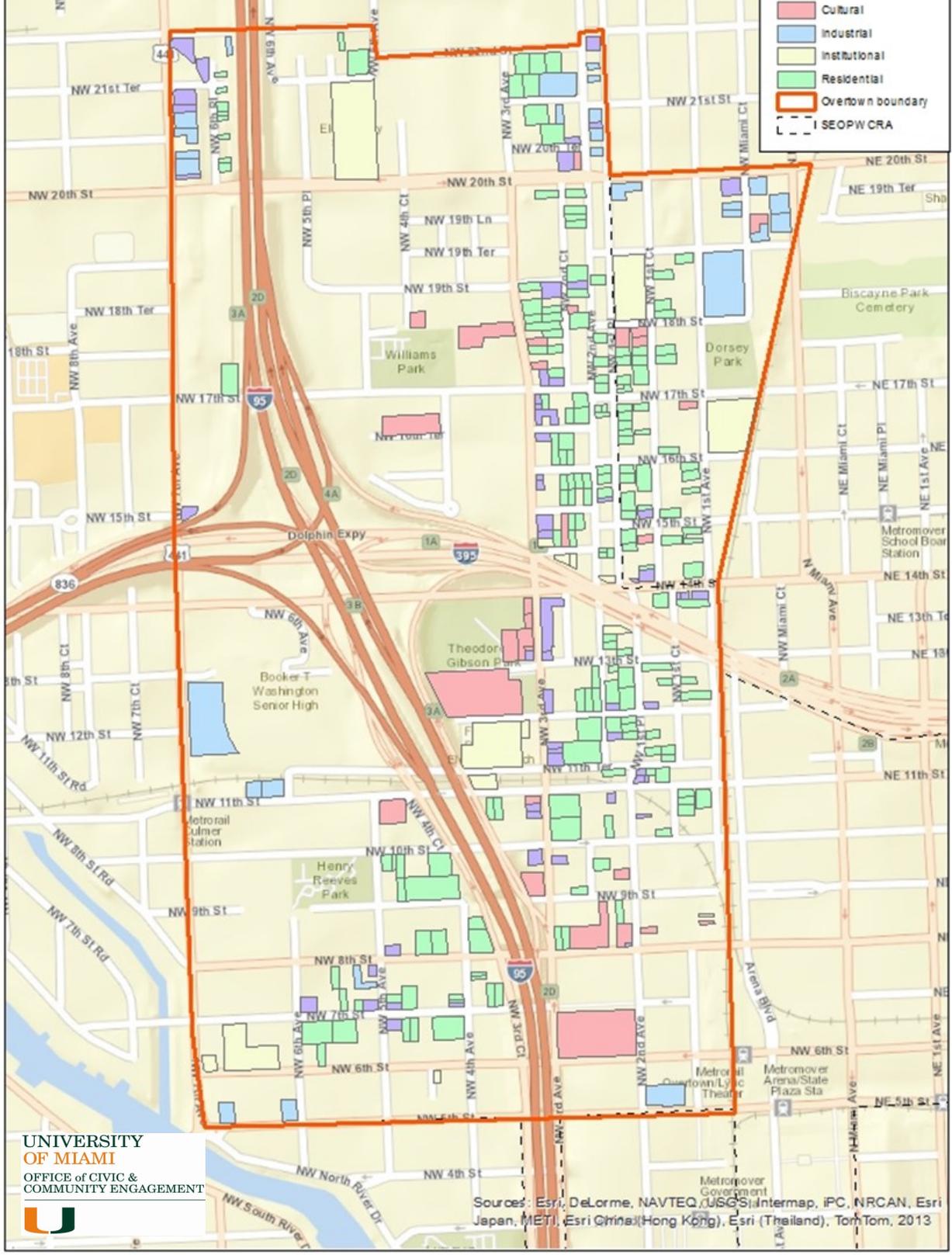
Maps



Overtown parcels - 1965 and earlier

Land Use

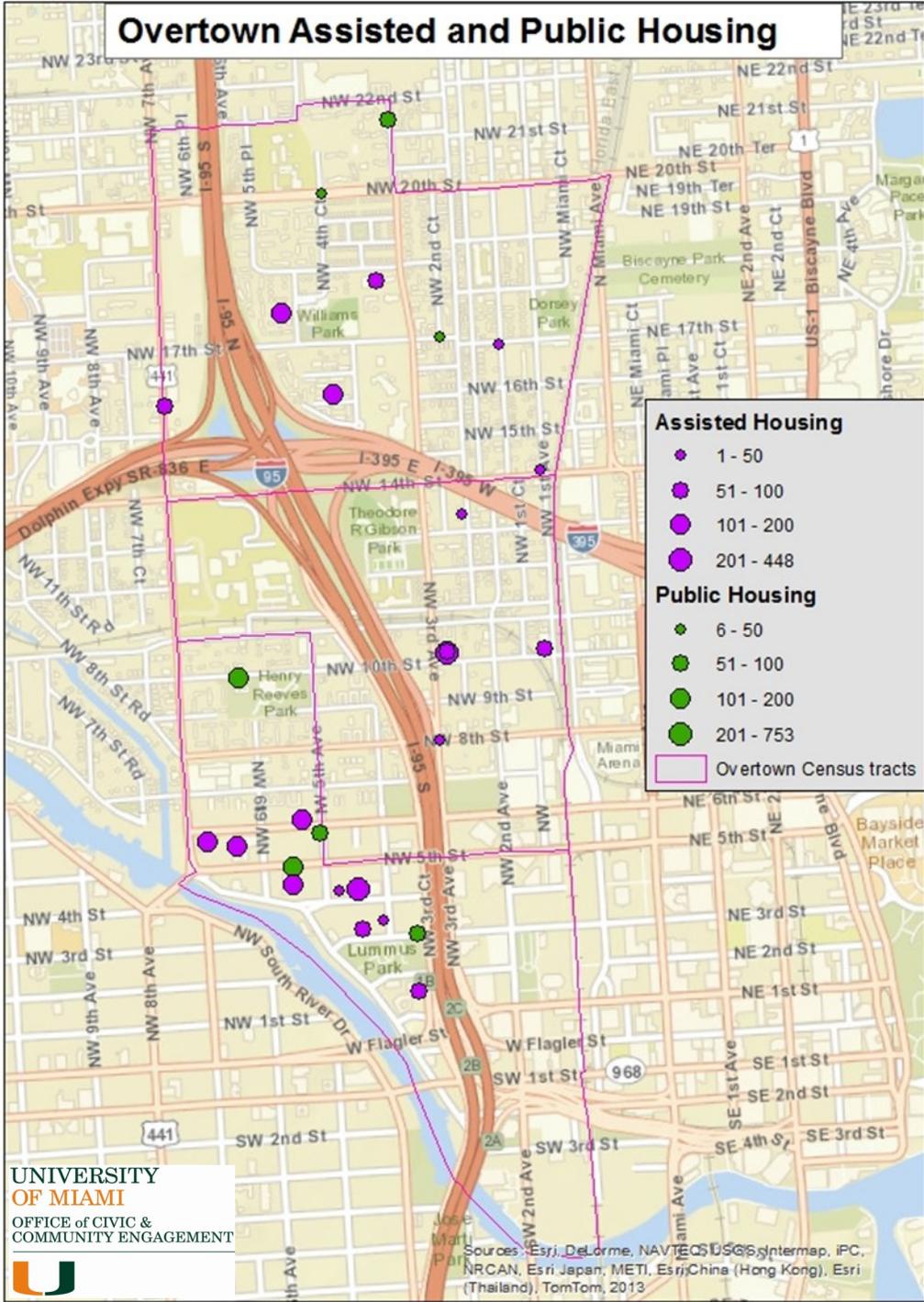
- Commercial
- Cultural
- Industrial
- Institutional
- Residential
- Overtown boundary
- I SEOPW CRA



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Sources: Esri, DeLorme, NAVTEQ, USGS, Intermap, IPC, NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), TomTom, 2013



Appendix D Pro Formas

Team 1 Calypso

Construction Loan, Construction/Hard Costs, Permanent Loan

Construction Loan	
Construction/Land Acquisition Costs	\$15,208,642
Max LTC	65%
Max Loan Amount	\$9,885,617
Equity Investments	\$5,323,025
Current 90 Day LIBOR Rate	0.27%
Risk Premium (+500 bps)	5.00%
Term (Months)	24
Rate	5.27%
Year 1-2 Interest Only Payment	\$520,972
Monthly interest Only Payments	\$43,414

Permanent Loan	
Term (Years)	30
Term (Months)	360
Current Yield on 10 Year Note	1.88%
Risk Premium (+500 bps)	5.00%
Rate	6.88%
Monthly Rate	0.57%
Loan Amount	\$9,885,617
Monthly Loan Payment	\$65,004
Yearly Loan Payment	\$780,051
10 th Year Balloon Payment	\$8,828,163

Construction/Hard Costs	
Restaurant Component	\$1,250,000
Retail Component	\$1,752,500
Parking Component	\$3,868,200
Office Component	\$1,350,000
Pocket Garden	\$750,000
Entry and Signage	\$1,279,300
Public Green Space	\$1,208,220
Contingency (7.5% of Hard Costs)	\$860,866.50
Soft Costs (20% of Hard Costs)	\$2,295,644.00
Developer Fee (5% of Hard Costs)	\$573,911.00
Loan Origination Fee (1% of Loan Amt)	\$98,856
Interest Reserve	\$520,972
Land Acquisition	\$0

Returns, Exit Strategy

	5 Year	10 Year
EGI	\$1,990,512.75	\$2,141,556.62
NOI	\$1,762,385.79	\$1,812,564.32
Cash Flows	\$951,017.70	\$996,208.18
DSCR	2.22	2.28
ROE	17.87%	18.72%

Exit Strategy	
Sale Price	\$20,721,347
Sales Expense	\$621,640
Net Sales Proceeds	\$11,271,543
IRR	22.46%
NPV	\$4,821,960
10 year hold	

Team 2 Overtown Folk Village

Pro Forma			
Years	1	2	3
	2015	2016	2017
Total Potential Retail Income			\$1,308,375
Affordable Housing Apartments			\$1,397,550
Market Rate Apartments			\$951,879
Total Potential Residential Revenue			\$2,349,429
Total Development Potential Income			\$3,657,804
Vacancy and Turnover Allowance			
Retail Vacancy and Absorption			\$1,308,375
Residential Vacancy and Turnover			\$733,385
Total Vacancy and Absorption Allowance			\$2,041,760
Total Effective Gross Income			\$1,616,044
Operating Expenses			
Retail Operating Expenses			\$43,613
Residential Operating Expenses			\$646,417
Total Retail & Residential Operating Expenses			\$690,030
Net Operating Income (NOI)			\$926,014
Leasing and Capital Costs			
Retail Leasing Commissions, TI and Capital Reserves			\$1,351,988
Residential Capital Reserves			\$50,271
Total Leasing and Capital Costs			\$1,402,259
Property CFs Before Debt Service			\$476,245
Debt Service		Construction Loan	
Total Debt Service		\$447,355	\$447,355
CF After Debt Service		(\$447,355)	(\$923,600)
Debt Service Ratio on NOI		0.00	-2.07
Debt Service Ratio on CF Before Debt Service		0.00	-1.06
Equity Investment	\$6,812,136		
LIHTC Limited Partner Equity	\$5,054,049		
Loan Amount	\$22,037,201		
Mortgage Constant	6.12%		
Terminal Cap Rate	6.50%		
Property Sale			
Sale Transaction Costs	3%		
Outstanding Loan Balance			
Net Sale Proceeds			
Cash Flow	-\$6,812,136	(\$447,355)	(\$923,600)
Discount Rate	10%		
IRR	21.29%		
PV	\$16,818,179		
Equity NPV	\$10,006,043		
Development NPV	(\$19,721,785)		
ROE		-3.77%	-7.78%
Avg Cash on Cash Return	8.16%		
ROA		0.00%	-1.33%
Avg ROA	5.96%		
Breakeven Occupancy for Retail			75.05%
Average Breakeven Occupancy for Retail	94.33%		
Breakeven Occupancy for Residential			67.74%
Average Breakeven Occupancy for Residential	86.89%		

Team 3: St. John Village

Pro Forma			
Years	1	2	3
	2015	2016	2017
St. John Village Townhomes			
Sales Revenue		\$1,351,500	\$3,153,500
Developer Fee		\$ -	\$144,250
Commissions		\$67,575	\$67,575
Townhome Sales Income		\$1,283,925	\$2,941,675
St. John Village Apartments			
Potential Gross Income		\$148,320	\$152,770
Total Absorption, Turnover and Vacancy Allowance		\$79,416	\$12,088
Effective Gross Apartment Income (EGI)		\$68,904	\$140,682
Operating Expenses		\$27,562	\$56,273
Apartment Net Operating Income		\$41,342	\$84,409
Renovation of Dorsey Library			
Developer Fee		\$18,300	
Dorsey Library Renovation Net Income		\$18,300	\$ -
Development Income Before Debt Service		\$1,343,567	\$ 3,026,084
Debt Service			
Construction Loan		\$101,824	\$3,023,794
Permanent Loan		\$62,149	\$62,149
Total Debt Service		\$163,973	\$3,085,943
Equity Draws	\$ (812,661)	\$ (82,119)	\$82,119
CF After Debt Service		\$1,097,475	\$22,260
Debt Service Ratio on CF Before Debt Service		8.19	0.98

Team 3: St John Village

Investment Summary Apartments			
Years	1	2	3
	2015	2016	2017
Equity Investment - Apartments	\$474,288		
Loan Amount	\$786,380		
Mortgage Constant	13.10%		
Terminal Cap Rate	7.00%		
Property Sale			
Sale Transaction Costs	3%		
Outstanding Loan Balance			
Net Sale Proceeds			
Property Cash Flows	\$(474,288)	\$ 41,342	\$84,409
Discount Rate	10%		
IRR	20.21%		
CFx	1.80x		
PV	\$845,414		
Equity NPV	\$371,126		
Development NPV	\$59,034		
ROE		8.72%	17.80%
Avg Cash on Cash Return	36.14%		
ROA		5.26%	10.73%
Avg ROA	21.80%		
Breakeven Occupancy for Apartment		18.6%	36.8%
Avg Breakeven Occupancy for Apartment	35.94%		

Investment Summary Townhomes			
Years	1	2	3
	2015	2016	2017
Equity Investment - Townhomes	\$812,661		
Loan Commitment	\$3,125,617		
Total Development Cost	\$3,938,278		
Sales Revenues		\$1,351,500	\$3,153,500
Developer Fee	5.0%		\$144,250
Sales Commissions	3.0%	\$67,575	\$67,575
Interest Rate (I/O)	6.00%	\$101,824	\$33,941
Outstanding Loan Balance			\$2,989,852
Reserve		\$ 82,119	\$82,119
Property Cash Flows	\$(812,661)	\$1,099,982	\$0
Discount Rate	10%		
IRR	35.36%		
CFx	1.80x		
NPV Townhomes	\$999,984		
Equity NPV	\$187,323		
ROE		73.88%	-
Avg Cash on Cash Return	36.94%		
ROA		27.93%	-
Avg ROA	13.97%		
Breakeven Sales for Townhomes		18.6%	100%
Avg Breakeven Sales for Townhomes	59.31%		

Image Credits

Page 4 – *Map of Colored Town, Florida Historical Quarterly*

Page 4 – *Overtown Historic Map layers, University of Miami Center for Urban and Community Design*

Page 5 – *Overtown Historic Map detail, University of Miami Center for Urban and Community Design*

Page 6 – *Overtown Historic Map layers, University of Miami Center for Urban and Community Design*

Page 6 – *Historic Overtown Survey Sites, University of Miami School of Architecture*

Page 7 – *Mid-century building in Overtown, Photo by Emily Eisenhauer*

Page 7 – *New Hope Primitive Baptist Church, photo and aerial view from Google Maps*

Page 7 – *New Hope Primitive Baptist Church, Google Street View and Google Maps*

Page 8 – *Housing Affordability in Overtown, University of Miami Office of Civic and Community Engagement*

Pages 10-12 – *RED 660 Spring 2015 Team 1 Final Report, University of Miami School of Architecture*

Pages 13-16 – *RED 660 Spring 2015 Team 2 Final Report, University of Miami School of Architecture*

Pages 18-21 – *RED 660 Spring 2015 Team 3 Final Report, University of Miami School of Architecture*

Appendix A – *Overtown Historic Map, University of Miami Center for Urban and Community Design*

Appendix B – *Overtown Survey, University of Miami School of Architecture*

Appendix C – *Maps, University of Miami Office of Civic and Community Engagement*

Appendix D – *RED 660 Spring 2015 Final Reports Teams 1-3, University of Miami School of Architecture*

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 <https://twitter.com/umiamicce>

The University of Miami's (UM) Office of Civic and Community Engagement fosters university community collaboration by engaging academic resources in the enrichment of civic and community life in Miami-Dade County. Our overarching goal is to foster engaged scholarship by developing teaching and research strategies that link academic scholarship to public service – promoting education for citizenship and civic responsibility.

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