



## **HALLANDALE BEACH COMMUNITY REDEVELOPMENT AGENCY**

### **MEMORANDUM**

**DATE:** February 11, 2019

**TO:** HBCRA Board of Directors

**FROM:** Jeremy Earle, Ph.D., AICP, Executive Director/ Assistant City Manager

**SUBJECT:** Arts and Culture in Public Places Program

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#### **Background:**

The mission of the Hallandale Beach Community Redevelopment Agency (HBCRA) is to promote economic development and enhance the quality of life by eliminating and preventing blighted conditions through the facilitation of community partnerships, business growth, job creation, and neighborhood rehabilitation.

The City Commission and the Hallandale Beach Community Redevelopment Agency Board of directors has had previous discussions exploring the possibilities of various types of art & cultural programs within the City of Hallandale Beach. These proposals include artwork on traffic signal boxes, art on fire hydrants, new decorative manhole covers, and the potential for placing artwork/murals along with cultural events throughout the City as a part of a Cultural Arts Initiative.

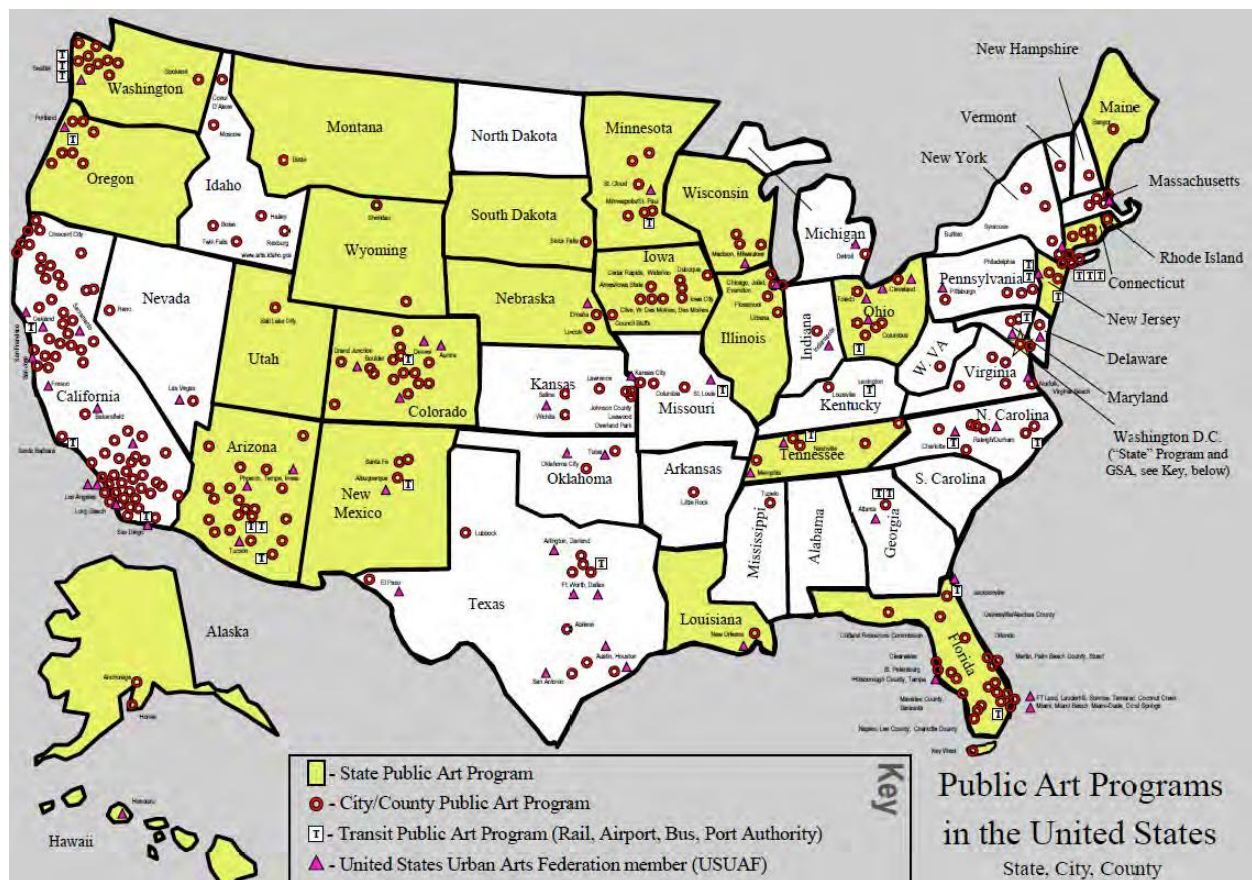
The City's Cultural Arts initiative, which will be spearheaded by the HBCRA in conjunction with assistance and funding from the City for the areas outside of the HBCRA boundaries, will be designed to serve the community through the implementation of cultural programming (festivals, exhibits, tours, pop-up culinary/art events, concerts, performances) and various types of public art installations including murals. However, there is a misconception that public art is

a stand-alone sculpture, monument or art installation. Public art includes not only functional public art, (e.g., seating, lighting, gazebos, sidewalks, windows, floors, etc.) that can be integrated into the City's architecture, streets, landscape and Capital Improvement Projects, they can also be performances, exhibits and other cultural events.

The Arts and Culture in Public Places Program is dedicated to enriching the public environment, preserving and enhancing the artistic and civic pride of the City, and serving to create an art and cultural identity for the City of Hallandale Beach.

While Cities with strong public art & cultural expression break the trend of blandness/sameness, and provide communities with a stronger sense of place and character, this type of artistic programming also serves an economic development and redevelopment function, as it helps to brand the City of Hallandale Beach in a positive light and invites cultural tourism, which can be defined as travel directed toward experiencing the arts, heritage and special character of a place. As successfully demonstrated in other cities across the country, a Hallandale Beach Arts and Culture in Public Places Program will attract new visitors to our community, who will then patronize and provide growth and sustainability to our local businesses, supporting job creation and an increased tax base.


Currently nearly 400 city and county publicly funded art programs exist in the United States with average budgets greater than \$800,000 annually. Around 100 cities require public art in private development. According to the Florida Tax Watch Tourism Research Report, 74.9% of visitors to Florida participate in cultural art activities



In 2015, the most comprehensive economic impact study of the nonprofit arts and culture industry ever conducted in the United States, Arts & Economic Prosperity V. was completed by Americans for the Arts, the nation's leading nonprofit organization for advancing the arts and arts education. Broward County's Department of Cultural Affairs participated in tandem with 181 other communities and regions across the country representing all 50 states, focusing on two areas: (1) the economic impact of spending by cultural organizations, and (2) the impact of event-related spending by these organizations' audiences. (Arts & Economic Prosperity V study – exhibit1 ),

The study showed (demonstrated in the following table) Broward County's nonprofit arts and cultural organizations (exhibit 2) represent a significant business industry in Broward County, one that generates over \$414 million in local economic activity, an almost 17% increase over the last study released five years ago. This spending, \$148.48 million by nonprofit arts and cultural organizations and an additional \$265.7 million in event-related spending by their audiences, supports 11,078 full-time equivalent jobs, generates \$268.9 million in household income to local residents, and delivers \$40.1 million in local and state government revenue. Attendance at cultural events also shows an increasing trend, demonstrating that audiences are growing, representing over 8 million cultural attendees annually as compared to six million, five years ago when the last study

was conducted. These results put Broward County along with Palm Beach & Miami Dade (Exhibit 3) among the top tier of comparable metropolitan areas in the nation and demonstrates how the arts are effective catalysts for strengthening the economy and making Broward County and the tri county region (including Miami-Dade & Palm Beach) more competitive nationally for business, tourism and the arts. Remarkably, while representing only 30% of the state's population, the tri county area provides almost 50% of state revenue/jobs and over 50% total spending by arts and cultural organizations in the state of Florida. The economic impact study provided empirical results which demonstrated that when cities support the arts, they not only enhance their quality of life, but they also invest in the region's economic well-being. "The data is clear," Broward Cultural Division director Earl Bosworth said in a statement. "The arts are not a charity; they are an industry."

Participating Arts & Economic Prosperity 5 Study Regions							 A Project of Americans for the Arts			
State	Name of Study Region	Type of	2015 Population	Estimated Total Spending by Nonprofit Arts and Cultural ORGANIZATIONS	Estimated Total Spending by Cultrual AUDIENCES	Estimated Total Spending by the Nonprofit Arts and Culture INDUSTRY	TOTAL ECONOMIC IMPACT			
							Full-Time Equivalent Jobs Supported	Resident Household Income Generated	Local Government Revenue Generated	State Government Revenue Generated
FL	City of Delray Beach	City	65,055	\$11,319,692	\$10,115,146	<b>\$21,434,838</b>	511	\$11,689,000	\$979,000	\$1,115,000
FL	City of Boca Raton	City	91,332	\$10,757,773	\$11,057,891	<b>\$21,815,664</b>	517	\$11,712,000	\$990,000	\$1,130,000
FL	City of Miami Beach	City	91,732	\$84,770,391	\$75,134,150	<b>\$159,904,541</b>	4,489	\$143,228,000	\$7,745,000	\$11,605,000
FL	City of West Palm Beach	City	104,031	\$117,010,242	\$105,023,175	<b>\$222,033,417</b>	5,291	\$121,024,000	\$10,139,000	\$11,550,000
FL	City of Miami	City	430,332	\$487,578,468	\$262,596,886	<b>\$750,175,354</b>	21,198	\$685,600,000	\$31,350,000	\$48,607,000
FL	Palm Beach County	County	1,397,710	\$184,292,190	\$160,992,666	<b>\$345,284,856</b>	8,237	\$188,770,000	\$15,787,000	\$17,977,000
FL	Broward County	County	1,869,235	\$148,488,007	\$265,744,813	<b>\$414,232,820</b>	11,078	\$268,867,000	\$20,107,000	\$19,951,000
FL	Miami-Dade County	County	2,662,874	\$851,913,996	\$578,598,817	<b>\$1,430,512,813</b>	40,944	\$1,305,508,000	\$60,648,000	\$96,213,000
FL	State of Florida	State	19,893,297	\$2,285,671,265	\$2,390,536,073	<b>\$4,676,207,338</b>	132,366	\$3,348,159,000	\$201,165,000	\$291,176,000

In March of 2012, the HBCRA adopted the Community Redevelopment Plan wherein specific areas within the CRA boundaries were designated as Special Redevelopment Areas and Districts. The Fashion Art and Design District (FADD) was designated as a special redevelopment area. The HBCRA Plan also stated the CRA's strategic priorities which included creating an image and sense of community for the CRA area that can be reflected and integrated into the area's private/public architecture, streets, landscape and Capital Improvement Projects to enhance the identity of the district as well as the businesses that operate there.

HBCRA Staff has reviewed the following counties and cities that have active Cultural Arts programs/plans/ordinances for best practices to incorporate into the proposed Hallandale Beach Cultural Arts Initiative.

- City of Delray Beach – Adopted by ordinance in 2014, the Cultural Arts program recognizes that public art will reflect and enhance the city's

diversity, character and heritage through the artworks and designs by artists integrated in the architecture, streets and landscape.

- City of Pompano Beach - In 2012, the City Commission adopted a public art ordinance to “enhance the aesthetic and cultural value of the city by including works of art on public properties within the city.” The City Commission sought “benefits of public art that are both aesthetic and economic.” A ten-year Cultural Arts Master Plan was approved in 2016. (Exhibit 4)
- City of West Palm Beach - The Cultural Arts program adopted by ordinance in 2014 strives to contribute to the city’s creative life by generating engaging experiences and dynamic public spaces that celebrate the diversity and vitality of its communities. The City of West Palm Beach also has a Cultural Arts Master Plan. (Exhibit 5)
- Broward County - The Public Art & Design Program was launched in 1976, with the vision of beautifying a rapidly-developing Broward County that administers an average of 80 art projects annually, including conservation projects. The county (16<sup>th</sup> largest in the country) has pioneered a number of developmental approaches to arts and culture including: providing a strategic support base for regional and emerging organizations, supporting cultural tourism, and developing major cultural facilities.
- City of Miami- On January 12, 2017, the City of Miami Commission re-established the Cultural Arts Program that seeks to create a stimulating and diverse cultural environment that reflects, defines, and enhances the City’s heritage, values, and visions for the future through art.
- City of Lake Worth- The Lake Worth Arts Initiative Program, began in 2011 and the city completed its Arts & Cultural Master Plan in 2017 (Exhibit 6) with the goals to 1) leverage the community’s network of attractions and venues, 2) attract and nurture future cultural leaders, artists, volunteers, and audiences, 3) attract and retain young professionals 4) position as an integral part of the local government’s overall responsibilities and 4)encourage private investment through policies, ordinances, incentives.

### **Current Situation:**

This item seeks to inform and request approval from the HBCRA Board of Directors to begin the process of establishing the City of Hallandale Beach’s Arts and Culture in Public Places Program for the entire city, in order to support arts and cultural activities and incentivize the local creative economy. If the City of Hallandale Beach chooses to expand its current limited public art activities, the next steps would be the adoption of an ordinance that includes language regarding funding and the makeup of a Cultural Arts Committee. The ordinance



would then be followed by the adoption of an Arts and Culture in Public Places Master Plan, which would provide program guidelines that would address the many details of operating a successful community supported program.

## **Arts and Culture in Public Places Program Overview and Recommendations for Hallandale Beach**

### Advantages of a Cultural Arts Initiative in Hallandale Beach

After reviewing multiple successful cultural arts programs around the nation and specifically in Florida, the following actions are recommended by HBCRA Staff:

- 1) Funding of costs would come from a percentage for art programming whereby all development, redevelopment, renovation and repair of public, residential and private development projects in Hallandale Beach would pay a 0.125% fee on the value of the project. The costs may include but are not limited to artist fees, project management, marketing, and annual maintenance. Other possible costs include personnel, minor operating costs and the development of a Master Plan every 5 years. For comparison, the City of Tamarac requires all development, redevelopment, renovation and repair of public, residential and private development to participate in the Public Art Program with their fee calculated at 1% of the total project value.
- 2) Establish an Cultural Arts Committee to assist with the development of a Cultural Arts Master Plan and the selection of public art pieces and cultural art programming per the guidelines provided for in the Master Plan. Cultural Arts Committee should be made up of professional artists, curators, art appraisers, engineers, architects, or public/performance/culinary art experts and consist of Hallandale Beach residents and members from the surrounding communities.
- 3) Establish within the ordinance an irrevocable Cultural Art Fund that is used solely for expenses associated with the selection, commissioning, acquisition, transportation, maintenance, public education, marketing, promotion, administration, and removal of public art in addition to cultural art programming which would include festivals, exhibits, tours, culinary/art events, concerts and performances.

### Advantages of a Cultural Arts Initiative managed by City staff funded with a consistent revenue stream vs an "as-needed"/ad hoc process.

Positives:

1. Establishes a civic vision and identity

2. Expanded opportunities for resident participation in the arts through the decision process and involvement the art project themselves.
3. Consistent and professional method to ensure the selection of quality public art and cultural art programming that earns the respect of the arts interested residents.
4. Professional process to ensure selection of appropriately durable artworks and the necessary on-going maintenance.
5. Positive relationships with artists regarding art/program selection, contracts, copyrights, fabrication, installation and maintenance.
6. Single department and process in the City administration for all questions and approvals related to public art on both City and private developments.
7. Expanded engagement with the south Florida arts and artist community.

#### Requirements:

1. Requires a regular and dedicated funding mechanism.
2. Requires professional arts staff: in-house, consulting or both.
3. Requires management of resident participation such as standing Cultural Arts Committee or project specific committees.
4. If private development design requirement, then requires building department staff participation

Advantages of "As-Needed" Program managed by City staff with artworks being acquired as deemed appropriate through the normal purchasing process utilizing city funds or through a gift process.

#### Positives

1. Only expend city funds and staff time when needed as determined by the City Commission.

#### Potential Issues

1. Acquisition of public art with unforeseen future maintenance issues.
2. Poor placement, lighting and landscaping for the artwork.
3. Reduced opportunity to establish a civic vision for the artwork and cultural programming in the City with participation/input from residents.
4. Contracting concerns especially related to copyrights and maintenance.
5. Lack of policies related to future concerns of repair, maintenance, removal and "deacquisition".

#### Advantages of the Artworks to be installed

1. Beautification of the City
2. Unique visual identity, branding and place making for buildings, developments, neighborhoods and the City.
3. Give expression to those ideas and events of importance. (For example: 9/11)

4. Public symbols for Hallandale Beach as an arts supportive city.
5. Method of community building and participation with the City.
6. Potential for a regional or national reputation in the arts

#### Basic Choices for a Cultural Arts Ordinance

An Arts and Culture in Public Places Ordinance should be as simple as possible such that the ordinance can remain in place for many years. The ordinance should be limited to basic definitions, empowerment, finances and significant requirements. Following the adoption of an ordinance, detailed information and guidelines regarding the Hallandale Beach Cultural Arts Initiative would be established through the development of a Cultural Arts Master Plan which would be adopted by the City Commission. (Public Art Ordinances from other cities included in Exhibit 7).

#### General Guidelines to be included in a Arts and Culture in Public Places Program

1. Clear methods of community participation, acquisition, approval and possible future removal that comply with national public art standards and Hallandale Beach processes.
2. Very broad definition of cultural art programming including temporary artworks, festivals, exhibits, tours, culinary/art events, concerts and performances but excluding anything mass-produced, designed by the architectural team and related to advertising.
3. All public art projects must be created by professional artists with high artistic credentials. Created can mean wholly hand-made, designed-only or a process led by the professional artist.
4. All proposed artworks are evaluated for future maintenance issues and a public art maintenance reserve of 10-20% is set-aside from any appropriation, fee or contribution.
5. A smart and intensive promotional program to the local community and outreach to potential artists.
6. City Code legalizes the use or placement of public artworks in setbacks, sidewalks, right of-ways, parking lots, etc.
7. City Code defines public art murals versus signage.

#### Application of the Arts and Culture in Public Places Ordinance

The ordinance should clearly outline who will be required to participate in the program:

#### Municipal Percent for Arts and Culture in Public Places Program and Annual HBCRA or City Budget Allocation



Municipal contributions to cultural arts are calculated as a percentage of total applicable projects in the annual HBCRA/City budget and then appropriated to a Cultural Arts Fund the same year.

#### Fee and Design Requirement on Development

1. Simple process that does not interfere with the progress of the development.
2. Fees (0.125%) calculated and collected by Building Official.
3. Fees maintained in a non-revocable fund.

Data for Hallandale Beach Annual Building Permits, Three Year Annual Totals for 2016, 2017 & 2018

Year	Number of Permits	Total Project Value
2016	4,138	\$ 686,473,259
2017	4,435	\$1,011,070,055
2018	4,633	\$1,712,791,106

Utilizing the information above the following chart was prepared showing the estimated values that would be realized towards Cultural Arts in Hallandale Beach based on different percentage levels and project costs.

Year	Total Value Of Projects	0.125%	0.25%	0.50%	0.75%	1.00%
2016	\$ 686,473,259	\$ 858,091.57	\$ 1,716,183	\$ 3,432,366	\$ 5,148,549	\$ 6,864,733
2017	\$ 1,011,070,055	\$ 1,263,837.57	\$ 2,527,675	\$ 5,055,350	\$ 7,583,025	\$ 10,110,701
2018	\$ 1,712,791,106	\$ 2,140,988.88	\$ 4,281,978	\$ 8,563,956	\$12,845,933	\$ 17,127,911
Average	\$ 1,136,778,140	\$ 1,420,973	\$ 2,841,945	\$ 5,683,891	\$ 8,525,836	\$ 11,367,781

As shown in the preceding table the total value of projects in Hallandale Beach fluctuates from year to year. However even in 2016 when the value was the lowest of the three years, the potential revenue (\$858,091) generated by the various percentage points is a healthy amount to support a Cultural Arts Initiative. Staff is recommending a 0.125% percent for art fee on all development, redevelopment, renovation and repair of public, residential and private development projects in Hallandale Beach.

With city support and appropriate funding, a city can build a reputation for cultural art among the residents and potential visitors in 15 to 20 years. Fastest success comes from Cities with Multiple builders of public art – city, county, state, museums and private development. The cities with the largest reputations have signature artworks, cultural art events and artworks that give visual identity to important places.

The following table provides an overview of the guidelines that other Florida cities have implemented per their ordinances to fund their Cultural Arts Programs, and illustrates that the proposed 0.125% percent for art fee on all development,

redevelopment, renovation and repair of public, residential and private development projects in Hallandale Beach is significantly lower than the typical .5% to 1% used in other cities and does not include any allocation from the City's capital budget or general fund.

### Benchmarking Study: Florida Examples

Sixteen (16) cities have programs funded by fees or design requirements for private development.

Public Art Program Benchmarking Study: Florida	Port St. Lucie	Palm Beach Gardens	Coral Springs	Lauderhill	West Palm Beach	Sarasota
City Population	196,000	35,000	132,000	72,000	110,000	78,000
Square Miles	76	56	24	8	58	26
Assessed on Private & Public Development	✓	✓	✓	✓	✓	✓
Year Ordinance Adopted with Private Development	2013	2002	2003	2004	2016	2000
Percent for Art allocation from City Capital Budget (Municipal Participation)	0.5%-1%	None	\$0.50-.20 per sq ft	1%	None	0.5%
Minimum Construction Size	None	\$1,000,000	12,500 SF	None	\$750,000	\$250,000
Maximum Public Art Expenditure	\$50,000	None	None	None	\$2,000,000	\$250,000
City Wide or Targeted Area Only	City-wide	City-wide	City-wide	City-wide	City-wide	Downtown
Private Development Requirement	0.5%-1%	1%	\$0.50-.20 per sq ft	1%	1%	0.5%
Private Development Requirement Option to Pay In-Lieu Fee	0.5%-1%	1%	\$0.40-.20 per sq ft	unknown	0.8%	0.5%

Additional Florida & National Benchmarks are included in Exhibit 8

### Cultural Arts Committee

Generally, across the country, city commissions appoint standing cultural arts/public art committees that annually recommend projects with budgets, select artists and/or artworks and approve completed artworks. City staff typically prepares annual budget, coordinates the selection process and manages the artist contract.

Cultural Arts Committees function very effectively for large cities and generally poorly for all others. The committees of mid-size to small cities have a very difficult time attracting committee members with appropriate knowledge of contemporary art and members that understand the bureaucratic role of municipal committees. However, these mid-sized to small cities are great locations for engaged active citizens that contribute to the city and help build support for public art projects.

A variation of the standard cultural arts committee with monthly meetings has been used by Miami-Dade County and Palm Beach County. These agencies

focus the committee on the selection process. The committees are comprised of artists and art curators from the region. Each time a new project is begun, the City staff selects committee members to join a few local residents and project architect to evaluate the artists and their proposal. These committee members can also join special task forces to develop a city cultural art master plan or evaluate the artwork proposed by a private developer.

### Cultural Arts Fund

A cultural arts fund should be established by the City. Public art projects frequently cross one or more fiscal years. Some funds need to be held in reserve for future artwork maintenance or multiyear cultural arts programming. Additionally, some agencies hold funds over a couple years until sufficient reserves exist to pay for a large project. A cultural arts fund should consist of contributions received from public and private development, fees collected, cash grants and donations for public art projects from governmental or private resources. The cultural arts fund is typically established as an irrevocable fund used solely for expenses associated with the selection, commissioning, acquisition, transportation, maintenance, public education, promotion, administering, removal and insurance of the works of art, in addition to cultural art programming which would include festivals, exhibits, tours, culinary/art events, concerts and performances.

### **Recommendation:**

Below is a summary of the recommendations for the development of a Arts and Culture in Public Places Ordinance for the City of Hallandale Beach:

1. Funding of the Cultural Arts Initiative costs through a 0.125% Percent for Art Fee on all development, redevelopment, renovation and repair of public, residential and private development projects in Hallandale Beach.
2. Establish a Cultural Arts Committee that is made up of professional artists, curators, art appraisers, engineers, architects, and public/performance/culinary art experts and consists of Hallandale Beach residents and members from the surrounding communities. The goal is to have as many experts available to draw upon when new projects are being considered and to the develop a Arts and Culture in Public Places Master Plan. The Committee would meet on an as needed basis driven mainly by the selection process of artists for new projects.
3. Establish an irrevocable Cultural Arts Fund where all funds that are provided for cultural arts either through City funding or private development funding remain with the cultural arts Initiative and be managed by the HBCRA and the Finance Department.

## **Why Action is Necessary**

The Hallandale Beach CRA Board of Directors sets the policies of the Community Redevelopment Agency and has had previous discussions with the City /HBCRA Administration exploring the possibilities of various types of art & cultural initiatives within the City. This item seeks to inform and request approval from the HBCRA Board of Directors to begin the process of establishing the City of Hallandale Beach Arts and Culture in Public Places Program for the City, in order to support the the arts and cultural programs, and incentivize the local creative economy.

## **Attachments**

Exhibit 1 – Arts & Economic Prosperity V National & Florida Study Summary  
Exhibit 2 – Arts & Economic Prosperity V Broward County Study  
Exhibit 3 – Arts & Economic Prosperity V Miami Dade Overview  
Exhibit 4 – Pompano Beach Cultural Arts Master Plan  
Exhibit 5 – West Palm Beach Cultural Arts Master Plan  
Exhibit 6 – Lake Worth Cultural Arts Master Plan  
Exhibit 7 – Public Art Ordinances from other cities  
Exhibit 8 – Florida & National AIPP Benchmarks

*Glendon Hall*

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Prepared by: Glendon Hall, Economic Development Manager

*Jeremy Earle*

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Reviewed by: Jeremy Earle, Ph. D., AICP, FRA-RA, Executive Director/Assistant City Manager