By: Representative Whittington

To: Public Buildings, Grounds and Lands

COMMITTEE SUBSTITUTE FOR HOUSE BILL NO. 1063

AN ACT TO AMEND SECTIONS 39-13-3, 39-13-5, 39-13-7 AND 1 39-13-9, MISSISSIPPI CODE OF 1972, TO REVISE PORTIONS OF THE 2 MISSISSIPPI LOCAL GOVERNMENT HISTORIC PRESERVATION LAW; TO PROVIDE 3 4 THAT THE GOVERNING AUTHORITIES OF EACH MUNICIPALITY AND COUNTY MAY ENACT ORDINANCES ESTABLISHING LOCAL HISTORIC DISTRICTS, HISTORIC 5 LANDMARKS AND LANDMARK SITES; TO PROVIDE DEFINITIONS; TO AUTHORIZE 6 THE GOVERNING BODY OF ANY COUNTY OR MUNICIPALITY TO ESTABLISH A 7 HISTORIC PRESERVATION COMMISSION TO PRESERVE, PROMOTE AND DEVELOP THE HISTORICAL RESOURCES WITHIN ITS JURISDICTION; TO PROVIDE FOR 8 9 THE ISSUANCE OF A CERTIFICATE OF APPROPRIATENESS FOR CERTAIN 10 CONSTRUCTION, ALTERATION, DEMOLITION OR RELOCATION OF LANDMARK 11 PROPERTY; TO PROVIDE PENALTIES FOR VIOLATIONS; AND FOR RELATED 12 PURPOSES. 13

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MISSISSIPPI: 14 SECTION 1. The governing authorities of each municipality 15 and county may stabilize the economy of the areas within the 16 17 boundary of such municipality or county through the continued use, 18 preservation and revitalization of key historic and architectural resources. It is recognized that the protection and enhancement 19 of such attractions help to attract tourists and visitors, and 20 that the further development of local heritage tourism programs 21 supports and stimulates local business and industry. This act 22 23 permits governing authorities to strengthen civic pride and ensure 24 cultural stability through neighborhood conservation and historic preservation activities. This act establishes a review process 25 26 for the preservation and appropriate redevelopment of the key historic and architectural resources of a governing authority and 27 creates procedures which ensure adequate public notice before the 28 creation of local historic preservation commissions or the 29 designation of local historic districts, landmarks and landmark 30 31 sites.

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32 <u>SECTION 2.</u> The following words and phrases shall have the 33 meanings ascribed herein unless the context clearly indicates 34 otherwise:

35 (a) "Alteration" means any change in the exterior
36 appearance or materials of a landmark or a structure within a
37 historic district or on a landmark site.

38 (b) "Certificate of appropriateness" means an official 39 signed and dated governmental document issued by either a local 40 historic preservation commission or a governing authority to 41 permit specific work in a historic district or at a landmark site 42 or landmark which has been reviewed and approved.

(c) "Construction" means work which is neither
alteration nor demolition. Essentially, it is the erection of a
new structure which did not previously exist, even if such a
structure is partially joined to an existing structure.

47 (d) "Demolition" means the intentional removal of a
48 structure within a local historic district or on a landmark site
49 or which has been designated as a landmark.

(e) "Demolition by neglect" means substantial
deterioration of a historic structure that results from improper
maintenance or a lack of maintenance.

"Design review guidelines," if adopted by a local 53 (f) historic preservation commission, shall be in a written form 54 designed to inform local property owners about historical 55 architectural styles prevalent in a community and to recommend 56 preferred treatments and discourage treatments that would 57 58 compromise the architectural integrity of structures in a historic district or on a landmark site or individually designated as 59 landmarks. 60

(g) "Historic landmark" means a structure of
exceptional individual significance and typically is a structure
which could not be included within a local historic district.

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"Historic preservation commission" means a 64 (h) 65 municipal or county body established to advise a local government on matters relating to historic preservation, including the 66 67 designation of historic districts, landmarks and landmark sites, 68 and which may be empowered to review applications for permits for 69 alteration, construction, demolition, relocation or subdivision for structures in historic districts or on landmark sites or 70 designated as landmarks. 71

(i) "Historic district" means a group of two (2) or 72 more tax parcels and their structures, and may be an entire 73 74 neighborhood of structures linked by historical association or historical development. It is not necessary that all structures 75 76 within a historic district share the same primary architectural style or be from the same primary historical period. A historic 77 district may also include both commercial and residential 78 structures, and may include structures covered by two (2) or more 79 80 zoning classifications. A historic district may include both contributing and noncontributing structures. 81

(j) "Landmark site" means a location where a primary
architectural or historical resource formerly stood or a
significant historic event took place or an important
archeological resource remains.

"Period of greatest historic significance for a 86 (k) landmark" means the time period during which the landmark had been 87 essentially completed but not yet altered. It is also the period 88 during which the style of architecture of the landmark was 89 90 commonplace or typical. If a landmark also achieved historical importance in part because of designed landscape features, the 91 period of greatest historic significance includes the time period 92 during which such landscape features were maintained. 93

94 (1) "Relocation" means the moving of a structure to a 95 new location on its tax parcel or the relocation of such a 96 structure to a new tax parcel.

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97 (m) "Structure" means a man-made object and typically will be visible because of portions which exist above grade. 98 Structures built during the historic period, 1700 forward, may in 99 100 some instances not be visible above grade if they are cellars, 101 cisterns, icehouses or similar objects which by their nature are 102 intended to be built into the ground. A structure includes both interior components and visible exterior surfaces, as well as 103 attached elements such as signs and related features such as 104 105 walks, walls, fences and other nearby secondary structures or landmark features. 106

(n) "Subdistricts" means discrete areas within a larger historic district within which separate design guidelines are appropriate and that may be created to recognize different zoning classifications or historic development patterns which have caused adjacent historic areas to develop at different times.

(o) "Subdivision" includes any change in the boundaries of a single tax parcel, whether the change results in expansion or reduction or a boundary relocation.

(p) "Substantial deterioration" means structural degradation of such a nature that water penetration into a historic structure can no longer be prevented, or structural degradation that causes stress or strain on structural members when supports collapse or warp, evidence of which includes defective roofing materials, broken window coverings and visible interior decay.

(q) "Survey of resources" means the documentation, by historical research or a photographic record, of structures of historical interest within a specified area or jurisdiction or of existing structures within a proposed historic district.

(r) "Unauthorized demolition" means the deliberate demolition of a historic structure without prior review and approval by a local historic preservation commission or a

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129 governing authority to which such a commission has made a 130 recommendation.

(s) "Unreasonable economic hardship" means the
definition under constitutional standards used to determine
whether a "taking" exists.

SECTION 3. Section 39-13-3, Mississippi Code of 1972, is amended as follows:

39-13-3. The governing authority of each municipality and 136 county, either independently or jointly with the governing 137 authority of an adjacent municipality or county, or both, is 138 139 hereby empowered, in its discretion, to enact ordinances providing for the creation of one or more local historic preservation 140 141 commissions to advise on the establishment and location of potential historic districts and the designation of potential 142 historic landmarks and landmark sites within the jurisdictional 143 area of the governing authority. The governing authorities of 144 each municipality and county, either independently or jointly with 145 146 the governing authorities of an adjacent municipality, may enact ordinances for the establishment of such local historic districts, 147 148 historic landmarks and landmark sites within the jurisdictional area of the governing authorities as these authorities shall 149 150 choose to designate. Each such ordinance shall be adopted after 151 investigation of the historical, architectural, archaeological and cultural significance of the buildings, structures, features, 152 153 sites and surroundings of such districts, landmarks or landmark sites and after having held public hearing thereon. Notice of 154 155 such public hearing, specifying the boundaries of any proposed historic * * * district and the location of proposed historic 156 157 landmarks and landmark sites shall be published once a week for at 158 least three (3) consecutive weeks in at least one (1) newspaper 159 published in such municipality or county. The first publication 160 of such resolution shall be made not less than twenty-one (21) days prior to the date fixed in such resolution for the public 161

H. B. No. 1063 01/HR07/R958CS PAGE 5 (BS\HS) hearing and the last publication shall be made not more than seven (7) days prior to such date. If no newspaper be published in such municipality or county, then such notice shall be given by publishing the resolution for the required time in some newspaper having a general circulation in such municipality or county.

167 An ordinance to establish a local historic preservation commission may precede an ordinance to designate one or more local 168 historic districts and one or more landmarks or landmark sites. 169 170 Whenever governing authorities enact such an ordinance creating a historic preservation commission before an ordinance or ordinances 171 172 designating one or more local historic districts and one or more landmarks or landmark sites, the local historic preservation 173 174 commission shall review such potential local historic districts or potential landmarks or landmark sites and make a recommendation to 175 the governing authorities before such designation. 176

177 SECTION 4. Section 39-13-5, Mississippi Code of 1972, is 178 amended as follows:

179 39-13-5. Before it may designate one or more historic districts, or simultaneously with such designation, the governing 180 181 body of any county or municipality, individually or jointly, shall 182 establish a historic preservation commission to preserve, promote 183 and develop the historical resources of such county or municipality in accordance with the provisions of this chapter. 184 The historic preservation commission shall have the following 185 186 powers:

187 (a) The commission shall conduct or cause to be 188 conducted a continuing study and survey of resources within the 189 county or municipality or combination thereof.

(b) The commission shall recommend to the county or
municipality or combination thereof the adoption of ordinances
designating historic districts, landmarks and landmark sites.
(c) The commission may recommend that the county or
municipality or combination thereof recognize subdistricts within
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195 any historic district in order that the commission may adopt

196 specific guidelines for the regulation of properties within such a 197 subdistrict. 198 (d) The commission shall review applications proposing 199 construction, alteration, demolition or relocation of any resource 200 or subdivision of tax parcels designated as landmarks or landmark sites contained within a historic district. The document granting 201 such an application shall be known as a certificate of 202 203 appropriateness. No commission may deny a certificate of appropriateness for demolition if denial of such a certificate 204 205 would cause unreasonable economic hardship to an owner. (e) The commission shall use as a basis for its 206 207 decisions on applications for certificates of appropriateness the 208 Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings as well as any 209 more specific design review guidelines adopted by the commission 210 211 or the governing authority of the county or municipality or 212 combination thereof. (f) The commission, at the discretion of the governing 213 214 authority, may grant or deny the certificates of appropriateness 215 in whole or in part and may grant certificates of appropriateness 216 contingent upon the acceptance by the applicant of specified 217 conditions. 218 (g) The commission shall not consider interior 219 arrangements of buildings and structures except that it may when requested by the Department of Archives and History to advise the 220 221 department on questions relating to the interiors of publicly owned historic buildings. Interior arrangements not to be 222 considered by the commission shall include floor plans, 223 architectural details and finishes, but the commission may 224 225 consider interior structural elements visible through doors or 226 windows if they become deteriorated because of demolition by neglect. Such interior structural elements may include walls, 227

H. B. No. 1063 01/HR07/R958CS PAGE 7 (BS\HS) 228 <u>floors and ceilings, as well as other supporting elements of a</u> 229 composite structure.

(h) The commission may, by local ordinance, review
 proposed governmental actions affecting governmentally owned
 structures included within local historic districts, located on
 landmark sites or designated as landmarks.

(i) The commission, subject to the consent of and
 requirements of the county or municipality or combination thereof,
 may apply for, receive, hold and spend funds from private and
 public sources in addition to appropriations made by the county or
 municipality or combination thereof for the purpose of carrying
 out the duties of the commission.

(j) The commission, subject to the consent of and the requirements of the county or municipality or combination thereof, may employ such staff or contract with technical experts or other persons as may be required for the performance of its duties and may obtain the equipment, supplies and other materials necessary for its effective operation.

(k) The commission, solely in the performance of its
official duties and only at reasonable times, may enter upon
private land for the examination or survey thereof. No member,
employee or agent of the commission shall enter any private
dwelling or structure without the express consent of the owner of
record or occupant thereof.

252 (1) A municipality, by ordinance, may specify that color changes are outside the jurisdiction of the commission. 253 254 Such commission shall consist of not fewer than five (5) nor more than nine (9) residents of the county or municipality, or 255 combination thereof, establishing the commission who shall be 256 appointed by the governing authority with due regard to proper 257 representation in such fields as history, architecture, urban 258 259 planning, archaeology and law. All members of the commission 260 shall serve at the will and pleasure of the governing authority

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appointing them and shall serve staggered terms. The precise 261 method of appointment, and general terms of appointment, shall be 262 specified in a local ordinance. If a documented good faith effort 263 264 has been made unsuccessfully by the governing authority to locate 265 residents of the county or municipality to serve on the 266 commission, the governing authority may appoint individuals who own property within the boundary of the county or municipality, or 267 both, or are in the service of an employer located within the 268 269 boundary of the county or municipality, or both. The commission annually shall elect from its membership a chairman and a vice 270 271 chairman and may employ such qualified staff personnel and counsel as it deems necessary. The commission shall retain as evidence of 272 273 its discussions and decisions a complete set of minutes and may 274 additionally create tape recordings or transcripts of its meetings. In addition, the commission shall retain copies of all 275 applications filed with it including supporting documentation that 276 may be added during open public meetings to supplement an original 277 278 application or comment thereon. The commission shall advise the governing authority as to the designation of historic * * * 279 280 districts and the designation of historic landmarks and landmark sites. If any governing authority, in its discretion, chooses to 281 282 divide the duties and responsibilities of the commission into no 283 more than two (2) commissions or boards, each commission or board shall be established as directed in this section. 284 285 SECTION 5. Section 39-13-7, Mississippi Code of 1972, is amended as follows: 286 39-13-7. No historic * * * district or districts shall be 287 designated until the Mississippi Department of Archives and 288 History has been notified by certified letter by the governing 289 authority of a municipality or county and invited to make 290 291 recommendations concerning the proposed district boundaries. The 292 Mississippi Department of Archives and History may comment by letter, telephone, e-mail or in person through designated staff. 293 H. B. No. 1063 01/HR07/R958CS

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The boundary of a historic district or landmark or landmark site 294 295 may follow the formal legal description of a tax parcel or parcels 296 or, because of historical justification or topographical 297 conditions, may deviate from such formal legal descriptions. When a boundary deviates from formal legal <u>descriptions</u>, there must be 298 299 written justification for such a deviation in any local 300 designating ordinance. When a municipality or county has already created by 301 302 ordinance a local historic preservation commission, that commission shall jointly notify both the governing authority of 303 304 the municipality or county and the Mississippi Department of 305 Archives and History that a historic district is being proposed 306 and recommended and shall provide to the Mississippi Department of 307 Archives and History the dates of the next two (2) public meetings of the governing authority at which action on the designation of 308 309 such a district might be taken so that the Mississippi Department 310 of Archives and History may comment in a timely manner. Failure 311 of the Mississippi Department of Archives and History to comment by the date of the second such meeting shall relieve the 312 313 municipality or county of any responsibility for awaiting and responding to such analysis, and the body may at any time 314 315 thereafter take any necessary action to create the proposed 316 historic district. 317 When a municipality or county has not previously created by 318 ordinance a local historic preservation commission and the 319 governing authority proposes to create such a commission, the 320 governing authority must give the Mississippi Department of 321 Archives and History an opportunity to comment on the proposed provisions for such an ordinance, unless such ordinance is 322 substantially identical to any model local historic preservation 323 324 ordinance which has been recommended and promulgated by the Mississippi Department of Archives and History. Whenever the 325 326 Mississippi Department of Archives and History is invited to H. B. No. 1063 01/HR07/R958CS

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327 <u>comment on the terms of a proposed local historic preservation</u> 328 <u>ordinance, failure of the department to comment within forty-five</u> 329 <u>(45) days after a written request for comments has been received</u> 330 shall reliev<u>e the governing authority of any responsibility to</u>

331 wait further for such comments.

332 SECTION 6. Section 39-13-9, Mississippi Code of 1972, is 333 amended as follows:

39-13-9. The governing authority of any county or 334 municipality, individually or jointly, is authorized to make 335 appropriations to a historic preservation commission, in any 336 337 amount that it may determine necessary for the expenses of the operation of such commission. <u>A governing authority may apply to</u> 338 339 participate in the Certified Local Government Program of the 340 National Park Service, which is administered in Mississippi by the Department of Archives and History and may on behalf of a local 341 historic preservation commission apply for funding from the 342 Department of Archives and History to supplement funds available 343 344 from the governing authority itself. Said governing authorities shall not be empowered to acquire by eminent domain any historic 345 346 preservation properties unless such properties are needed for governmental purposes other than historic preservation. 347

348 <u>SECTION 7.</u> A governing authority may provide by local 349 ordinance the procedures to be followed to designate historic 350 districts, landmarks and landmark sites. Such an ordinance may 351 provide that a governing authority may designate such properties 352 upon the recommendation of a local historic preservation 353 commission.

A potential historic district or landmark or landmark site may be proposed for designation by either a majority of the members of a local historic preservation commission or an owner of a potential landmark or landmark site or an organization which has as one of its central purposes the promotion of historic preservation objectives. If in private ownership, a landmark site

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must include significant surviving landscape features to qualify 360 for designation unless its primary significance is archeological, 361 and new construction after review and approval, shall be built to 362 363 fit into such landscape features rather than replace them or shall 364 be designed to avoid insofar as possible an archeological resource 365 rather than replace it. If in public ownership, a local historic preservation commission shall discourage new construction on a 366 367 site of great significance to the entire community unless the new 368 construction can be located on a portion of the site which will permit a continuing understanding of its historical character and 369 370 will avoid damage to surviving landscape features or an archeological resource. 371

Once a nomination has been filed with an existing historic preservation commission or the governing authority of a municipality or county proposing to create such a commission and designate one or more local properties, a decision on whether to proceed with the designation must be made within six (6) months.

377 When a historic preservation commission already exists within a community, a majority of the commission's members must vote in 378 379 favor of any proposed designation in order for the file supporting the designation to be sent forward to the local governing 380 381 authority for its consideration. No file purporting to justify a proposed designation may be forwarded to a governing authority 382 unless the commission's recommendation includes a map that clearly 383 384 delineates boundaries for the proposed designation, a verbal description and justification of the proposed boundaries and a 385 written statement of significance for the historic district or 386 landmark or landmark site proposed for designation. Unless 387 justification is contained in a designating ordinance, the 388 boundary for any historic landmark shall include an entire tax 389 parcel and may include adjoining tax parcels that were 390 391 historically linked to the primary parcel during the period of greatest historic significance for the landmark structure. 392

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The local governing authority must conduct at least one public hearing on the proposed designation and notice of the public hearing must be published weekly for at least three (3) consecutive weeks in a local newspaper authorized to publish legal notices.

The local governing authority must take action on the proposed designation within sixty (60) days of the public hearing, either to adopt a designating ordinance or to reject the proposed designation.

As quickly as would be reasonably possible, a local historic 402 403 preservation commission must notify other municipal agencies and 404 any appropriate county or state agencies of the designation of a historic district, landmark or landmark site. The commission must 405 406 maintain in its official files an updated list and map of local 407 designations and provide copies of such a map to other 408 governmental agencies within one (1) week of the preparation of a new version of the map. 409

410 SECTION 8. A local historic preservation commission, if so empowered by a local ordinance or a local government acting upon 411 412 the advice of a local historic preservation commission, may approve an application and issue a certificate of appropriateness 413 414 if it finds that a proposed construction, alteration, demolition, subdivision or relocation is consistent with the design review 415 guidelines established by the commission, would be compatible with 416 417 the character of a historic district or landmark or landmark site and does not compromise the historic and architectural integrity 418 of the historic district, landmark or landmark site. A governing 419 authority may require that a property owner post a bond to 420 guarantee satisfactory completion of a relocation project. Any 421 422 local historic preservation ordinance shall specify whether partial demolition shall be considered an alteration or 423 424 demolition, as it may not be both.

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Whenever a local historic preservation commission shall deny 425 426 or recommend denial of a certificate of appropriateness, the commission must state the reasons for such denial in writing. 427 428 Thereafter, an applicant may resubmit a new application at any 429 time, except that an applicant must wait six (6) months whenever 430 an application for a certificate of appropriateness is denied for a landmark property of statewide or national significance and 431 notice of any second or subsequent application must be sent to the 432 Mississippi Department of Archives and History as well as to the 433 local historic preservation commission. 434

435 A governing authority may require that denial of a certificate of appropriateness shall be binding upon a local 436 437 building inspector or the agency responsible for issuing building permits and shall prevent the issuance of other building permits 438 439 for the same parcel until a certificate of appropriateness is 440 approved. A certificate of appropriateness may be required for work which does not require a building permit. A certificate of 441 442 appropriateness may be evidenced by either a written and dated letter to an owner or applicant or such a letter accompanied by a 443 signed and dated stamp on the face of any and all architectural or 444 project drawings prepared for a project. A governing authority 445 446 may provide by ordinance that a certificate of appropriateness 447 shall expire at the end of a specified time period if work has not 448 begun.

449 SECTION 9. The governing authority of any county or municipality, individually or jointly, may enact local legislation 450 governing "demolition by neglect," defined as improper maintenance 451 452 or lack of maintenance of any property in a historic district, or any historic landmark or landmark site, which results in 453 454 substantial deterioration of such a property and threatens its 455 continued stability and preservation. The governing authority of 456 any county or municipality, individually or jointly, is further 457 authorized, in its discretion, to fine any property owner who has

H. B. No. 1063 01/HR07/R958CS PAGE 14 (BS\HS) 458 been found to own a property that has been determined to be 459 threatened by demolition by neglect as defined herein. Such 460 property owner, from the date such property is found to be in 461 demolition by neglect by the governing authority until such 462 repairs are made to remove the danger to the property, shall be in 463 violation of the provisions of this section.

In addition to the powers specified in Section 21-19-11(1), a governing authority, if the Historic Preservation Division of the Department of Archives and History concurs, may make repairs necessary to correct demolition by neglect, and the cost of such repairs shall become a lien against the property in accordance with Section 21-19-11(3).

If a property in a historic district or a historic landmark 470 or landmark site is demolished without review and approval by a 471 472 local historic preservation commission, the governing authority may require that the owner rebuild on the site using as much of 473 the original building material as possible, but in general 474 475 following the same form. A governing authority may specify by ordinance that unauthorized demolition of a portion of a structure 476 477 shall not serve as justification for a demolition permit whenever 478 it can be shown that restoration or rehabilitation would still be 479 feasible.

Whenever a structure or structures is demolished without review and approval by a local historic preservation commission, the governing authority may require that no permit be issued for any structure or structures proposed for the same parcel which would require a footprint larger than the footprint of the demolished structure or structures.

If a historic landmark or landmark site of statewide or national significance is demolished without review and approval by a local historic preservation commission, the governing authority may require that no permit for any construction on the parcel from

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490 which the landmark or landmark site has been removed may be issued 491 for a period of up to twenty-four (24) months.

492 <u>SECTION 10.</u> Any person who violates any of the provisions of 493 this act shall be guilty of a misdemeanor and, upon conviction, 494 shall be fined not less than Ten Dollars (\$10.00) nor more than 495 Five Hundred Dollars (\$500.00).

496 Each day that a violation continues to exist shall constitute 497 a separate offense.

SECTION 11. If a property owner in a historic district, or 498 the owner of a historic landmark or landmark site, is denied a 499 500 certificate of appropriateness, the property owner may appeal such decision either to the governing authority of the city or county 501 or combination thereof or may, if such venue has been made 502 503 available at the discretion of the governing authority, appeal 504 directly to the chancery court. Any such appeal shall be reviewed upon the record established before the local historic preservation 505 commission. Any local property owner or organization aggrieved or 506 507 damaged by such a decision may appeal in the same manner.

508 SECTION 12. Nothing in this act shall require the 509 dissolution of any local historic preservation commission created in Mississippi before the effective date of this act. Any local 510 511 historic preservation commission created by ordinance before the effective date of this act shall continue in existence and 512 continue to have all of the purposes, powers and authority set out 513 514 in the ordinance creating such commission. Any such previously created commission may be given the powers set forth in this act 515 516 if a governing authority reenacts a local ordinance in conformity with this act. 517

518 No designation of a historic district or landmark or landmark 519 site shall be invalidated because the designation was made under a 520 valid ordinance before the effective date of this act.

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521 SECTION 13. Sections 1, 2, 7, 8, 9, 10, 11 and 12 of this 522 act shall be codified in Chapter 13, Title 39, Mississippi Code of 523 1972.

524 SECTION 14. This act shall take effect and be in force from 525 and after July 1, 2001.