



CITY OF ST. AUGUSTINE HISTORIC PRESERVATION MASTER PLAN

OCTOBER 2018

PDP
PRESERVATION DESIGN PARTNERSHIP, LLC

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Executive Summary

In 1986 the City of St. Augustine adopted a Comprehensive Plan Update for the Historic Preservation Element to formalize the intent of the city to preserve the historic character of St. Augustine. Within that document the city identified a legal basis for preservation planning, summarized the inventory of its cultural resources, defined the benefits of preserving cultural resources, and established the city's responsibility in achieving preservation objectives in the community. The problems observed with preservation up to that point was that historic resources were managed by the 'whim' of private owners until state, local, and private organizations intervened to save what remained. Additionally, the process for the governing officials to intervene in privately owned properties was not clearly established. As a result of that plan, an archaeology ordinance was adopted, the preservation ordinance was refined, and multiple National Register designations were achieved. Contemporary challenges facing St. Augustine include the impacts of tourism, redevelopment pressure in commercial corridors and residential neighborhoods, financial resources for building maintenance, and flooding hazards associated with storm events and a future of sea level rise. The 2018 City of St. Augustine Historic Preservation Master Plan identifies how the community can respond to these challenges within the context of historic preservation.

Historic preservation plans vary by community and may exist as a single document or as policies within multiple ordinances, comprehensive elements, and programs. The preservation plan is a unique tool that responds to the goals set forth by the community and forms the basis for the community's preservation program. Furthermore, while there are federal programs and policies derived from the National Historic Preservation Act of 1966 which can inform preservation practices, the local governments are responsible for creating legislation based on policies that are effective and applicable within their community. In St. Augustine, the preservation plan was developed as a single document that identifies opportunities for historic preservation to be recognized as an inclusive program for promoting the city's heritage in all cultural resources including historic buildings, places, objects, and archaeological sites. It is incumbent upon the local officials across all agencies, private property owners, citizens, organizations, and businesses to contribute to the community's preservation goals by taking responsibility for a part of this plan. The city has changed in the last thirty years and guiding change for the future even with this plan in place will require more work through public workshops and development of ordinance language to refine the plan recommendations into city policy. Through additional public processes it may be necessary to revisit this plan and the plan needs to be updated on a cyclical basis to remain a relevant and effective resource for setting priorities and benchmarking progress.

The action items in the 2018 City of St. Augustine Historic Preservation Master Plan are organized into eight categories that create a work plan to improve existing programs and policies as well as develop new programs and policies. These were based on the goals derived from public surveys, workshops, citizen meetings, and board meetings. Where applicable, these strategies should be incorporated into related city policy of the Comprehensive Plan Elements and contributed to the St. Johns County Local Mitigation Strategy. Priorities for implementing the plan are divided into three tiers and begins with a city-wide reconnaissance survey to establish the current inventory and threats to their sustainability, an increase in personnel and technological resources for the

city's archaeology program, integration of historic preservation policies with hazard mitigation planning, formalizing historic preservation reviews within the existing city's administration practices, and strengthening existing historic preservation policies and outreach with administrative improvements. Each strategy (A-H) is followed by recommended tasks as listed below and detailed within later chapters of this plan.

A. City-Wide Planning

1. Incorporate Historic Preservation Elements in All Neighborhood, District & City-Wide Planning Initiatives
2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives

B. Historic Resource Inventory

1. Prepare Historic Resource Documentation
2. Utilize Documentation to Prioritize Designations & Resources
3. Utilize Documentation to Identify Endangered Properties, Landscapes & Vistas
4. Increase Access to Documentation
5. Prepare Detailed Documentation of the Most Significant Resources

C. Historic Preservation, Conservation & Zoning

1. Correlate Historic Preservation & Zoning Requirements
2. Consider Form-Based Zoning for National Register Historic Districts
3. Establish Zoning Overlays to Protect Vistas around Historic Resources
4. Balance Flood Mitigation & Historic Neighborhood Character
5. Revise HARB Application Review Procedures
6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances

D. Reducing Historic Building Demolition

1. Limit Properties that are Eligible for HARB Demolition Approval
2. Supplement Financial Hardship Review Process
3. Reduce Demolition-by-Neglect
4. Limit Replacement Building Size
5. Discourage After-the-Fact Demolition Applications
6. Clarify Demolition Review Requirements & Processes



E. Economics

1. Integrate Preservation into Commercial Revitalization
2. Create Preservation Reinvestment Opportunities
3. Promote Preservation Programs and Incentives
4. Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods

F. Hazard Mitigation

1. Participate in the Disaster Mitigation Planning Process
2. Plan Historic Preservation Disaster Response

G. Archaeology Program

1. Expand Archaeology Program
2. Enhance Support of the Archaeology Program

H. Education & Advocacy

1. Increase Awareness of the Value of St. Augustine's Architectural, Archaeological & Cultural Resources
2. Increase Awareness of How Historic Preservation Positively Affects the City

The Historic Preservation Master Plan is a planning tool and none of its provisions will be binding upon properties located within the City of St. Augustine without first being adopted as part of the City's Comprehensive Plan and Code of Ordinances following required public hearings. However, the City is actively pursuing comprehensive plan amendments and code changes related to the Plan, and may invoke the pending ordinance doctrine. Furthermore, both federal and state law provide certain legal protections from government regulations, including new regulations affecting someone's pre-existing private property rights. These legal protections could include vested rights, also known as grandfathering. They could also include compensation if the new regulation impacts a property owner's reasonable, investment backed expectation under our existing regulations. When considering various strategies in this planning document, the City must evaluate the potential benefits of any new or amended regulation against the risks involved in future private property rights' litigation.

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Key Terms

The following key words are provided for reference to aid in the general comprehension of terms and phrases, entities, and resources related to the field of historic preservation. These do not constitute legal definitions that are adopted by the City of St. Augustine. Sources for these terms are provided where available otherwise the terms are derived from general planning and preservation practical experience.

Alternative Use/Adaptive Use or Reuse: The process of adapting old structures and sites for new purposes [http://msue.anr.msu.edu/news/the_basics_of_adaptive_reuse]

Archaeology: The study of the ancient and recent human past through material remains. It is a subfield of anthropology, the study of all human culture. From million-year-old fossilized remains of our earliest human ancestors in Africa, to 20th century buildings in present-day New York City, archaeology analyzes the physical remains of the past in pursuit of a broad and comprehensive understanding of human culture. (Society for American Archaeology)

Architectural Guidelines for Historic Preservation (AGHP): Document used to review, direct and regulate rehabilitation and maintenance, new construction and demolitions in the locally designated historic preservation zoning districts. The purpose of historic preservation in general and of the architectural guidelines in particular is to protect and preserve the rich architectural heritage and the visual public character of St. Augustine.

Archive, Archaeological: The permanently valuable non-current records of an organization, with their original order and provenance intact, maintained by the original organization. (2) The organization that created and holds the records. (3) The physical building/room in which the records are held. (National Park Service, U.S. Department of the Interior)

Artifact [City Code]: An object which is a product of human modification or object which has been transported to a site by people. In this city, artifacts over fifty (50) years old are protected by the Archaeological Preservation Ordinance.

Blight/Blighted Area [City Code]: An area which by reason of the presence of a substantial number of slum, deteriorated or deteriorating structures, predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use.

Building Envelope: The physical separator between the interior and exterior of a building. Components of the envelope are typically walls, floors, roofs, fenestrations and doors. [<https://sustainabilityworkshop.autodesk.com/buildings/building-envelope>]

Certified Local Government: Enacted as part of the National Historic Preservation Act Amendments of 1980. The program links three levels of government -federal, state and local- into a preservation partnership for the identification, evaluation and protection of historic properties. Designation as a certified local government, either as a municipality or a county, makes historic preservation a public policy through passage of a historic preservation ordinance. The ordinance establishes a historic preservation board to develop and oversee the functions of its historic preservation program. [<http://dos.myflorida.com/historical/preservation/certified-local-governments/>]

Collection, Archaeological: Material remains that are excavated or removed during a survey, excavation or other study of a prehistoric or historic resource, and associated records that are prepared or assembled in connection with the survey, excavation or other study. (National Park Service, U.S. Department of the Interior)

Contributing Property [City Code]: A building, site, structure or object which adds to the historical architectural qualities, historic associations or archaeological values for which a district is significant because (a) it was present during the period of significance of the district and possesses historic integrity reflecting its character at that time; (b) is capable of yielding important information about the period; or (c) it independently meets the National Register of Historic Places criteria for evaluation.

Cultural or Historic Resource [City Code]: Any prehistoric or historic district, site, building, object or other real or personal property of historical, architectural or archaeological value. The properties may include, but are not limited to, monuments, memorials, Indian habitations, ceremonial sites, abandoned settlements, sunken or abandoned ships, engineering works, treasure troves, artifacts or other objects with intrinsic historical or archaeological value, or any part thereof relating to the history, government and culture of the city, the state or the United States of America.

Curation, Archaeological: The process of managing and preserving a collection according to professional museum and archival practices. (National Park Service, U.S. Department of the Interior)

Demolition [City Code]: The act or process of demolishing; to tear down, destroy, raze or remove all or a significant portion of a building or structure, and including partial demolition.

Demolition, Partial: To tear down, destroy, raze or remove a significant portion or a significant character defining element of the building.

Demolition by Neglect: The term used to describe a situation in which a property owner intentionally allows a historic property to suffer severe deterioration, potentially beyond the point of repair. Property owners may use this kind of long-term neglect to circumvent historic preservation regulations. [<https://forum.savingplaces.org/HigherLogic/System/DownloadDocumentFile.ashx?DocumentFileKey=ccd565f7-27f1-fcd7-f3a9-351b5a7b645b&forceDialog=1>]

Design Standards for Entry Corridors: Document(s) used to review, direct and regulate site improvements, rehabilitation, maintenance, new construction and demolition in the architectural review districts of Anastasia Boulevard, San Marco Avenue, and King Street. Their purpose is to protect and preserve the continuum of architectural heritage and in turn enhance the overall visual character of the corridors.



Disturbance, Archaeological [City Code]: The cumulative digging, excavating, site preparation work or other such construction activities, regardless of the number of individual excavation or construction areas, related to an archaeological site.

Economic Hardship, undue: An onerous and excessive financial burden that would be placed upon a property owner by the denial of a certificate of demolition or a similar burden which would be placed on a property owner by conditions which the Commission seeks to place on the granting of a certificate. Note that the property owner bears the burden of demonstrating that the application of the code criteria to the property is neither rationally related, nor reasonable proportionate, to the requested permit application. In addition, the property owner must demonstrate that the application of the regulation permanently and directly restricts or limits the use of the property thereby removing the reasonable, investment-backed expectation of an existing use or a vested right.

Exceptional Significance [City Code]: Buildings or structures that are National or Local Landmarks, listed individually on the National Register of Historic Places, original Colonial buildings and other buildings and structures that meet the criteria for the National Register of Historic Places or Local Landmarks.

Ex-partie Communication: A direct or indirect communication on the substance of a pending case without the knowledge, presence, or consent of all parties involved in the matter. [<https://definitions.uslegal.com/e/ex-partie/>]

Florida Master Site File (FMSF): State of Florida's official inventory of historical and cultural resources including buildings, structures, bridges, cemeteries, archaeological sites and historic districts, landscapes and linear features. The Site File also maintains copies of archaeological and historical survey reports and other manuscripts relevant to history and historic preservation in Florida. Site File staff do not evaluate the significance of properties included on the inventory.

Geographic Information System (GIS): Computer system capable of assembling, storing, manipulating, and displaying geographically referenced information (data identified according to its location). GIS is often used in archeology for making maps that plot artifact distribution over a site or sites over a geographic area. Requires extensive data gathering and sophisticated software.

Highest and best use: The determinant of market value, i.e., the highest and most profitable use for which the property is adaptable and needed or likely to be needed in the reasonably near future. [<https://www.nps.gov/subjects/lwcf/upload/LWCF-Training-Session-13-Appraisal-FAQs.pdf>]

Historic Architectural Review Board: The board which is responsible for determining the historical significance of the property and the appropriateness of the proposed work as submitted by an applicant in the City of St. Augustine.

Historic Character: Refers to all visual aspects and physical features that comprise the appearance of historic properties. Extends to the setting of historic properties to include a building's relationship to the environment and adjacent streets and buildings, landscape plantings, views, and the presence of accessory features.

Historic District (local): The portion of the City of St. Augustine that is designated on the official zoning map of the city as a Historic Preservation District.

Historic District (National Register): A significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development with associated documentation of integrity and significance.

Historic Integrity: The authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period. An overall sense of past time and place are evident in the composite of seven qualities: location, design, setting, materials, workmanship, feeling, and association. [https://www.nps.gov/history/local-law/arch_stnds_10.html]

Historic Landmark: A building, object, site or structure of the highest historical, architectural, cultural or archeological importance as measured by the designating authority.

Historic Significance: The importance of a property to the history, architecture, archaeology, engineering, or culture of a community, state, or the nation. There are 4 criteria to measure significance established by the National Register: association with events/activities/patterns; association with important persons; embodying distinctive physical characteristics of design/construction/form; and/or the potential to yield important information. [https://www.nps.gov/nr/publications/bulletins/nrb16a/nrb16a_II.htm#understanding]

Inventory: One of the basic products of a survey. An inventory is an organized compilation of information on those properties that are evaluated as significant. (National Park Service, U.S. Department of the Interior)

Mitigation: A way to remedy or offset an adverse effect or a change in a historic property's qualifying characteristics in such a way as to diminish its integrity. (Advisory Council on Historic Preservation)

Monitoring, Archaeological [City Code]: The observation after commencement of a disturbance to determine if archaeological resources exist in an area or, when such resources are known to exist, the observation, recording and incidental recovery of site features and materials to preserve a record of the affected portion of the site. Monitoring is applicable in locations where sites or features may occur but are generally not expected to be of such importance, size or complexity as to require lengthy work or project delays for salvage archaeology.

National Historic Landmark: Nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. [<https://www.nps.gov/nhl/>]

National Historic Preservation Act (NHPA): Federal legislation adopted in 1966 and subsequently amended that established permanent institutions and created a clearly defined process for historic preservation in the United States.



National Register of Historic Places: The list of historic properties significant in American history, architecture, archaeology, engineering and culture, maintained by the Secretary of the Interior, as established by the National Historic Preservation Act of 1966, as amended. Evaluated by age, integrity, and significance. Properties must meet eligibility criteria, criteria consideration categories, or demonstrate exceptional importance. For example, events and activities occurring within the last 50 years must be exceptionally important to be recognized as "historic."

Non-Contributing Property [City Code]: A building, site, structure or object which does not add to the historic architectural qualities, historic associations or archaeological values for which a district is significant because (a) it was not present during the period of significance of the district; (b) due to alterations, disturbances, additions or other changes, it no longer possesses historic integrity reflecting its character at that time or is incapable of yielding important information about the period; or (c) it does not independently meet the National Register of Historic Places criteria for evaluation.

Preservation: The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project. [https://www.nps.gov/history/local-law/arch_stnds_10.html]

Reconstruction: The act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location. [NPS- https://www.nps.gov/history/local-law/arch_stnds_10.htm]

Rehabilitation: The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, cultural and archaeological values.

Relocation: The act of moving a building from its original location to another site, either on the same property or to another location entirely.

Resource type: Building (created principally to shelter any human activity), site (location of a significant event, occupation or activity, or location of a building/structure where the location itself possesses historic value), structure (functional construction created for purpose other than sheltering human activity), object (construction that is artistic, small in scale, and/or of simple construction), or district (properties with a number of resources that are relatively equal in importance or property with a variety of types of resources).

Restoration: The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of removal of later work or by the replacement of missing earlier work.

Secretary of Interior's Standards and Guidelines for the Treatment of Historic Properties (SOIS):

Professional standards and guidelines established by the Secretary of the Interior under the authority of the NHPA for the preservation of the nation's historic properties. They are intended to be applied to a wide variety of resource types, including buildings, sites, structures, objects, and districts. The Standards address four treatments preservation, rehabilitation, restoration, and reconstruction. [<https://www.nps.gov/tps/standards/treatment-guidelines-2017.pdf>]

St. Augustine Comprehensive Plan: A document that sets forth goals, objectives and policies to guide physical development, while protecting natural and cultural resources in the City of St. Augustine.

Survey: A process of identifying and gathering data on a community's historic resources. It includes field survey- the physical search for and recording of historic resources on the ground-but it also includes planning and background research before field survey begins, organization and presentation of survey data as the survey proceeds, and the development of inventories. (National Park Service, U.S. Department of the Interior)

Testing, Archaeological [City Code]: The limited subsurface excavation or remote sensing of a proposed disturbance (or a portion thereof) to determine the potential, type or extent of the archaeological site. Testing may include augering and establishing archaeological excavation units and will include the screening of excavated material for artifact recovery.



1

Introduction



Introduction

The rich and varied history of St. Augustine has been a key component of its vitality and growth. The development pressures associated with the city's desirability for residents, businesses and tourists is altering the historic nature and character of St. Augustine at what appears today to be an alarming pace as portrayed in regular discussions with the City Commission and news outlets. While development pressure is a human threat the city is also facing environmental threats associated with natural hazards and rising sea levels. With the threats affecting St. Augustine's historic, neighborhood character, there is an increased desire to balance necessary change with preservation in a way that the city's sense of place is protected and maintained. **The goal of this Historic Preservation Master Plan (Plan) is to identify goals, strategies and policies to support the continued preservation of the city and its diverse, neighborhood culture for future generations.**

While the historic character of St. Augustine has been a key element in the city's economic success, it is also posing or heightening certain challenges:

- **Tourism:** Tourism is a large part of the economy in St. Augustine. According to the St. Johns County Tourist Development Council there were over 6 million visitors to the county in 2016 when overnight stays and day trips are combined. The demands of the tourism market encourages maximizing profits irrespective of the impact to historical resources both above and below ground; and the influx of visitors can accelerate the wear and tear on historic properties.
- **Residences:** Residential buildings are being converted to commercial use and short term rentals, particularly in close proximity to the downtown area. In a 2018 search of one vacation rental website, there were over 300 rental units available in the 32084 zip code of St. Augustine and the same company reported to the St. Augustine Record that local vacation rental hosts housed 64,800 guests. Compounded with this effect on neighborhoods, smaller homes are being demolished to construct larger homes to meet the demands of modern families and accommodate new residents. Lower income residents are being displaced from neighborhoods as maintenance costs and taxes grow which has occurred particularly in the Lincolnville neighborhood. Over 100 contributing buildings have been demolished in the Lincolnville National Register Historic District.
- **Sea Level Rise and Increased Vulnerability to Flooding:** Historic buildings typically do not meet current floodplain requirements, and when substantially modified, their integrity may be compromised. Demolition

Figure 1.1: The Bridge of Lions is listed in the National Register of Historic Places and was rebuilt to match its original 1927 design. It remains a focal point of the city's historic landscape following the \$82 million rehabilitation completed in 2010.



reviews resulting from the flooding events of Hurricanes Matthew and Irma identified substantial damage to properties which could not be mitigated technically and/or economically without significant impact to the building. Over 30 historic buildings have been demolished due to those flooding events. An even broader issue is the impact of rising water that inundates archaeological sites affecting their preservation and the ability to document deposits.

Plan Purpose

The purpose of a preservation plan, and ultimately a historic preservation program, is to provide the framework to protect those historic and cultural resources deemed to be locally significant for future generations. Therefore, historic preservation plans generally include four components:

- 1. What is Important?** – Identification of locally historically and culturally significant resources in a community
- 2. How is it Threatened?** – Challenges affecting those significant resources
- 3. How can it be Improved?** – Opportunities to improve the preservation of resources and reduce threats
- 4. How to Meet the Goals?** – Development of an achievable, prioritized implementation strategy to address the challenges and take advantage of the opportunities that could promote and preserve the resources

The City of St. Augustine and its Department of Planning and Building engaged the consultant team of Preservation Design Partnership of Philadelphia, Pennsylvania, working with Bert Bender, of Bender & Associates of Key West, Florida, to undertake the development of this Plan. **The Plan outlines a long-term vision that includes the identification of practical and achievable strategies for improving and expanding the city's Historic Preservation and Archaeology Programs to be more inclusive of the city's diverse historic and cultural resources.**

The Plan builds on the success of prior preservation efforts in St. Augustine, including those outlined in the 1986 Historic Preservation Plan Element, as well efforts of its citizens, organizations and institutions. The Plan also recognizes that effective implementation will require continued support from a broad constituency and the embrace of a preservation ethic throughout the St. Augustine community at large. By establishing the role and contribution of historic preservation in the city's economic development future, the citizens and government of St. Augustine can balance their historic past with future development and change.

1986 Historic Preservation Plan Element – Setting the Stage

When prepared in 1986, the Historic Preservation Element of the St. Augustine Comprehensive Plan immediately followed the designation of the city as a **Certified Local Government**, and it represented one of the first such efforts in the State of Florida. At the time of its preparation, there was a strong emphasis on protecting and celebrating the city's colonial past, with an emphasis on conveying a "sense of place" through both preservation of the Town Plan's earliest buildings and later reconstructions, as well as ensuring that new construction was compatible within the colonial context.

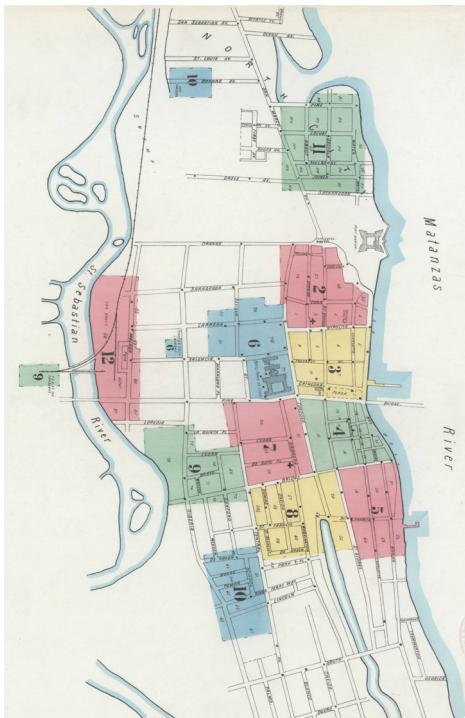


Figure 1.2: Sanborn Fire Insurance Company Index Map, 1899. Sanborn maps reflect historic development patterns and building characteristics of particular time periods. Library of Congress https://www.loc.gov/item/sanborn01341_003/



Figure 1.4: A speaker from the National Alliance of Preservation Commissions introduced the community to historic preservation plans and how they can be tailored to each community's needs at a special meeting in March 2015.

Plan Methodology

A SWOT (Strengths, Weaknesses, Opportunities, Threats) Analysis was conducted at the commencement of the preparation of this Plan (19 May 2016). The following issues were identified through public participation:

- Need to tell the entire story of the City, including areas outside of Downtown, with neighborhood participation
- Impacts of tourism and parking
- Documentation is incomplete or outdated, particularly in outlying areas and neighborhoods
- Preservation goals deviate from zoning requirements
- Erosion of historic fabric – Demolition and inappropriate infill outside of local Historic Preservation districts
- Need for additional financial incentives to encourage preservation
- Need for additional archaeology program support
- Lack of community support for preservation activities

This Plan is intended to serve the City of St. Augustine, and thus, relied heavily on developing an understanding of current issues through observation and interviews, input provided in public meetings and focus groups and invaluable feedback during its preparation. Its development occurred over 24 months, and included:

1. Public input through on-line surveys and community self-evaluation using a SWOT exercise (Strengths, Weaknesses, Opportunities, Threats)

This Plan was largely guided by the major recommendations and themes identified in the SWOT analysis. (Refer to the Appendix for full SWOT Analysis comments.) While many of the concerns voiced in the initial public meeting were repeated and reinforced at subsequent meetings and through conversations with city representatives, the one new issue that emerged



was the need to address hazard mitigation related to historic properties, particularly in light of the impacts of Hurricane Matthew in October 2016 and Hurricane Irma in September 2017.

2. Significant field surveys and photographic documentation to better understand each neighborhood's character and features
3. Researching preservation policies and cultural tourism impact and management from different cities
4. Collecting additional community input in smaller and individual settings through multiple neighborhood workshops and consultations with community experts, city board members and officials
5. Preparation of the Plan with additional public meetings and presentations of drafted plan components and public comment

As part of the public engagement included in the Plan's preparation, the following public meetings and presentations were conducted:

- **03/2/15:** HARB Special Meeting: Presentation by the National Alliance of Preservation Commissions to introduce historic preservation master plans as a preservation tool
- **6/11/15:** HARB workshop to discuss goals of the master plan and provide direction for staff regarding the methodology and structure of the plan
- **5/19/16:** Historic Preservation Master Plan Public Forum
- **8/18/16:** Public Meeting and Consultant discussion with the HARB
- **10/4/16:** Presentation of Historic Preservation Master Plan Draft Recommendations to the Planning and Zoning Board
- **11/16/16:** Presentation from the Historic Preservation, Building Codes, and Resiliency Workshop
- **04/20/17:** Presentation and Discussion of Historic Preservation Master Plan Draft Recommendations and Strategies
- **05/25/17, 06/15/17, 09/21/17, 11/09/17:** Discussion and additional public comments on the Historic Preservation Master Plan Draft document
- **09/20/18:** HARB recommended approval of the final draft Historic Preservation Master Plan
- **10/2/18:** PZB recommended approval of the final draft Historic Preservation Master Plan:
- **10/22/18:** City Commission adopts Resolution 2018-43 in support of the Historic Preservation Master Plan

The community's involvement and commitment to the preparation of the Plan ensures that it provides the framework to address the present preservation needs while also allowing adaptation into the future. Two on-line surveys were conducted by city staff that collected general input from over 475 respondents. Meeting notes, minutes, and surveys are available in a supplement to the Historic Preservation Master Plan.

Plan Results

During the public input phase several key topics of concern were identified and formulated into the 2018 City of St. Augustine Historic Preservation Master Plan recommendations. The goals, strategies, and tasks presented in Chapters 5 and 6 reflect eight different issues and themes identified during the SWOT analysis and community engagement during the plan development. These themes are:

- A. City-Wide Planning**
- B. Historic Resource Inventory**
- C. Historic Preservation, Conservation & Zoning**
- D. Reducing Historic Building Demolition**
- E. Economics**
- F. Hazard Mitigation**
- G. Archaeology Program**
- H. Education & Advocacy**



Historic Development of the Built Environment

2



Historic Development of the Built Environment

Written by Susan R. Parker, Ph.D.

First Spanish Period (1565-1763)

St. Augustine, Florida is the oldest European settlement in the continental United States, existing continuously since its founding in 1565. Spaniards established the city on September 8, 1565. For more than 4,000 years Native Americans had lived in the area where the Spaniards placed their St. Augustine settlement. The Native Americans' stories lies in the earth of St. Augustine. There had been European settlement attempts before St. Augustine, but they did not endure. For almost 250 years, until 1821, St. Augustine was the capital of the colony of Florida under both Spanish (1565-1763, 1784-1821) and British (1763-1784) regimes. Many decisions that effected the Florida colony and St. Augustine were based on what was best for its European sovereign.

In 1570 the Spanish crown assumed financial responsibility for "La Florida," changing the colony from an intended commercial enterprise to primarily a military defense post to protect Spain's hold on the Atlantic coast. Crown funds (*situado*) supported soldiers, Catholic missionaries, and provided funds to build and maintain defense works and missions. This action by the Crown probably resulted in the longevity of the colony and St. Augustine, no longer expected to be self supporting. Soldiers and enslaved laborers built a sequence of forts to protect against attack. Nine wooden forts were built near the banks of the Matanzas River estuary. The first fort was located near the new settlement in the area of the Fountain of Youth Park and Mission Nombre de Dios. Forts number two and three were situated on Anastasia Island, when the city was located there from 1566 to 1572-73. Six more wooden forts were built on the mainland.¹

In the 1660s Spain responded to England's expansion into Spanish-claimed territories throughout the Caribbean and the continental Southeast. English pirate Robert Searles' attack on St. Augustine in 1668 was the proximate cause for Spain to allocate funds to build a masonry fortress in St. Augustine and to increase troop strength for La Florida. English South Carolina was established in 1670 and became a continuing threat to Spanish Florida. In 1672 work

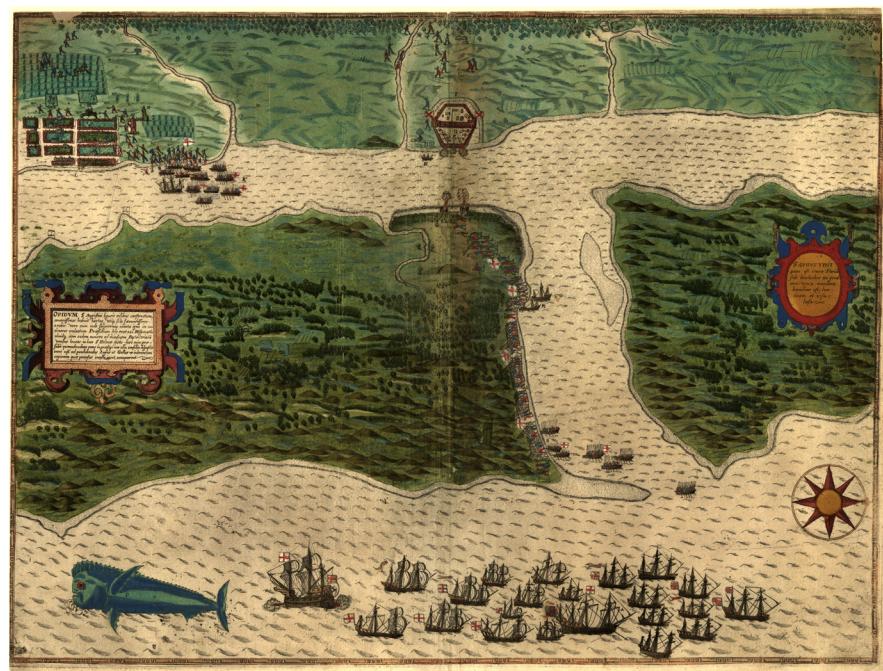


Figure 2.1: Boazio Map, 1589. Map drawn just prior Francis Drake's destructive attack on St. Augustine in 1586. Hans and Hanni Kraus Sir Francis Drake Collection, Library of Congress, www.loc.gov/item/2004629176/

began on the masonry fortress, Castillo de San Marcos. This structure endured and still stands. Laborers opened quarries on Anastasia Island to provide shell stone (coquina) for the walls of the fortress.² When the fort was finished Florida's governor made coquina available for private homes. In 1693 work began on a sea wall to protect the Castillo and the town from flood tides. The 1764 map of St. Augustine by Juan José Elixio de la Puente shows that the sea wall buffered only the north section, ending at the eastern terminus of today's Cathedral Place.³

The street grid, established in the 1570s, survived fires, attacks and storms and remains the street pattern in the oldest part of the city, south of the main (and only) Plaza. St Augustine's Plaza is the oldest public space in the United States. Baptiste Boazio portrayed the young city in 1586, just before the attack by English freebooter Francis Drake resulted in widespread fire and destruction. The map is the earliest depiction of any city in the United States. More streets and buildings were created when St. Augustine expanded northward from the plaza in response to increased housing demands in the 1680s. The appearance of the new section of town coincided with the arrival of additional men from Spain and Mexico to defend La Florida. More men meant more families. The advent of the Castillo encouraged settlement of the area near the fort, where there had previously been no white population. Archaeological evidence indicated the Euro-American settlement of the northern part of the town was contemporaneous with the construction of the fort.⁴

Despite St. Augustine's exceptional age, little remains above grade that dates prior to the year 1700, except Castillo de San Marcos. Catastrophic events such as storms, fires, and raids destroyed structures and their replacements. Rot quietly but assiduously ruined buildings. In 1702 English invaders from Carolina set fire to the town during their siege, bringing destruction to the entire city in a single act. The 1709 Ruined House List compiled by Spanish officials noted the remnants of about twenty structures with elements that survived the conflagration.⁵

During the two decades following 1702 out from the Castillo went strong earthworks in the style of medieval European walled cities to protect against siege warfare.⁶ This wall surrounded the city's three landward sides and became the physical limits of the colonial city and centuries later the boundary of the city's most intensive historic preservation zones (HP-1, 2, 3). Two other lines were built north of the east-west Cubo Line. An east-west line crossed the peninsula in the area of San Carlos Street. The northernmost wall was associated with the village of "Fort Mose", the settlement established for enslaved persons who escaped from English colonies to Spanish Florida. Slaves began running to Florida in 1687 in hope of freedom. In 1738 a small village, Gracia Real de Santa Teresa de Mose, for the freed escapees was established to serve as a residential town and a defense outpost. Archaeological investigations of Fort Mose revealed a remnant of the village's defense work as well as tools, ammunition, and food remains. The site became a National Historic Landmark in 1995.⁷

The Florida situado included funds to support missionaries to the Indians. The monastery headquarters for Franciscan missionary friars was located at the south end of the colonial city, at the site of today's headquarters of the Florida National Guard. Friars established missions first at Indian villages on the outskirts of early St. Augustine. Mission Nombre de Dios, which continues in its historic location, and a mission in the area of the San Sebastian River were noted around 1600. From St. Augustine evangelization spread north as far as St. Catherine's Georgia, and west beyond Tallahassee. Missionization in La



Florida reached its zenith in 1675. Mission Indians came to St. Augustine to work as laborers for the Crown and for residents.⁸

In the 1700s the English and their Indian allies attacked Spanish mission villages as well as St. Augustine. Mission Indians ran to St. Augustine for safety from attacks in 1702, 1704, and 1706. Later, the Yamasee War, fought in 1715 in Carolina between English settlers and Indian groups, caused more Indians to head to St. Augustine for refuge. The refugees' enclaves surrounded St. Augustine—on the peninsula south of the city, west just beyond the city wall and at times as far south as Matanzas Inlet. Archaeological excavations have investigated the Pocotalaca and Palica villages. Inside the city walls, former mission Indians, free blacks and enslaved laborers lived among the residents who continued to call themselves Spaniards. In June and July 1740 British forces under General James Oglethorpe unsuccessfully bombarded St. Augustine for 27 days. The village at Mose was destroyed during the invasion, but there was little other damage to the city.⁹

British Period (1763-1784)

In 1763 Spain ceded its Florida colony to Great Britain after the Seven Years' War (French and Indian War) and St. Augustine's 3,100 Spanish-era residents departed for other Spanish areas, leaving behind their buildings. The map of property ownership made at the time of departure by Juan José Elixio de la Puente (popularly known as the "Puente map") lists owners and depicts primary buildings. Based on this map St. Augustine's building stock in 1764 consisted of 285 structures of masonry and 49 of wood.¹⁰ Twelve masonry buildings, including Castillo de San Marcos, still survive although most have

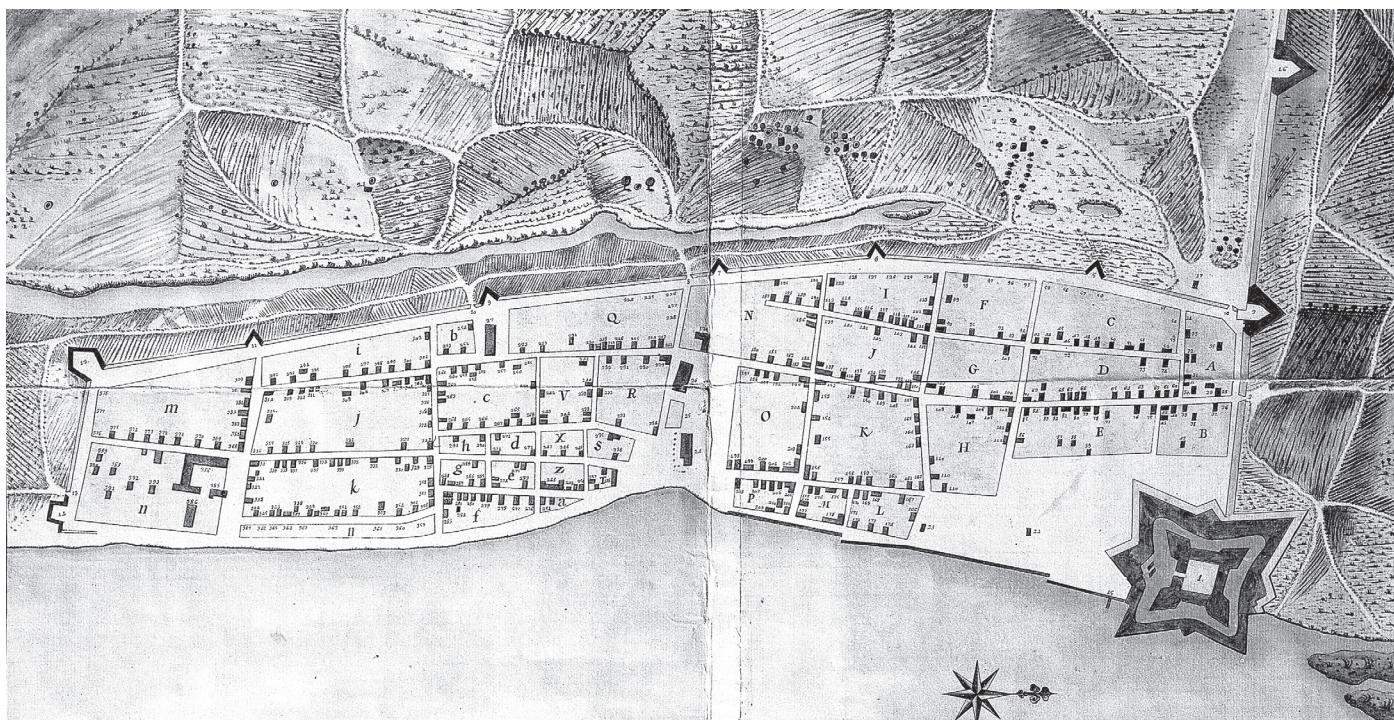


Figure 2.2: Puente Map, 1764. Map of St. Augustine, by Juan José Elixio de la Puente, 1764 January 22. Courtesy of St. Augustine Historical Society.

been enlarged or modified since 1763. (There is not agreement among researchers about the number of surviving structures.)

Once Great Britain took over formerly Spanish Florida, the entire Atlantic coast of North America came under British control—from Labrador to Key West. St. Augustine no longer had to fear attacks from colonies to the north. The Proclamation of 1763 divided Florida into two colonies, West Florida and East Florida. East Florida reached from the Apalachicola River to the Atlantic Ocean. The King’s Road from the Georgia border to New Smyrna and farther south was created between 1771 and 1775 to link venues within the East Florida colony. With the expectation of peace the British focused on creating large profit-making agricultural enterprises composed of thousands of acres well beyond St. Augustine. Only a handful of Spanish residents had remained in St. Augustine. Jesse Fish stayed in St. Augustine and served as the agent to sell abandoned Spanish homes—nearly two hundred buildings and lots. British soldiers vandalized buildings, causing resale prices to plummet. The British created buildings and other improvements outside of the walled city. Petitions filed in British Loyalists Claims after 1784 provide a partial (and glorified) picture of the rural areas during the British period.¹¹ British officials granted town lots to Royal Council members and key administrative officials. The grantees built substantial buildings of coquina (or they remodeled Spanish buildings) with kitchen buildings, storehouses, and stables.¹² The Franciscan monastery continued as a “residence hall”, but housed British soldiers instead of Spanish friars. To accommodate more troops, wings were added to the monastery building and then a new wooden barrack was built to the south. A bakery was constructed in conjunction with the barracks. The “King’s Bakery” is the only building project originating in the British period that survives.¹³

East Florida Governor James Grant established his own experimental farms at a 300-acre tract north of the city gate (within today’s City Limits) and another in today’s Guana River State Park. The most ambitious agricultural enterprise was that of Dr. Andrew Turnbull at New Smyrna. Strife and rebellion followed early success and Turnbull’s workers abandoned the indigo plantation and relocated to St. Augustine. The laborers were natives of several Mediterranean locations with the largest group immigrants gathered from then-British Minorca. The group came to be known collectively as Minorcans. When the New Smyrna workers abandoned the plantation, Governor Patrick Tonyn allotted the refugees an area on the north side of the city next to the city gate—along Spanish and Cuna streets—where they occupied deteriorating Spanish-era buildings or built crude palmetto huts.¹⁴

East Florida did not join the rebelling British colonies to the north in 1776 and continued to serve as a British post during the American Revolution. British forces strengthened the Spanish-built wall around the city, originally erected to keep the British out. They built new redoubts west of Maria Sanchez Creek. In 1781 and 1782 about 13,000 British loyalists and their enslaved laborers, fleeing South Carolina and Georgia, moved to East Florida and St. Augustine to escape abuse by the Revolutionaries. Their arrival strained food supplies and housing throughout the colony. In 1784 Great Britain returned the East Florida colony and St. Augustine to Spain, who had sided with the American Revolutionaries. This time British troops, officials and residents evacuated, and the Spanish would again claim St. Augustine.¹⁵



Second Spanish Period (1784-1821)

St. Augustine remained a military post under the renewed Spanish regime. Evacuees' families of 1763 and 1764 returned to reclaim property. But missionary friars did not return to Florida nor did Indians again live within the city. As with the change of sovereignty in 1763, many residents relocated, especially the short-term Loyalist refugees. The Minorcans and some of the Loyalists stayed in now-Spanish East Florida. White and free black residents were able to take advantage of Spain's 1790 land grant policy to acquire homesteads. Grantees were required to build homes, barns and cultivate or keep cattle. The Mediterraneans received several grants along the west bank of Matanzas River north of the city wall and they monopolized grants on the Guana Peninsula. Small grants were available within the *mil y quinientas varas* (1500 Spanish yards or about 4100 English feet) defense zone north of the city wall. Within this swath only low palmetto houses could be built and buildings could be demolished for defense needs. Abbott Tract lies within this area. Free black José García received one of these grants and subsequently sold the land to José (de) Noda. The "Noda Concession" evolved into the Abbott Tract area. Anastasia Island remained undeveloped, most of its land entangled in the estate of Jesse Fish. Citizens of the new U.S. moved to East Florida seeking the land grants, but most of the newcomers located well beyond St. Augustine to become landed planters or farmers.¹⁶

In 1791 East Florida Governor Juan Nepomuceno de Quesada auctioned the city lots from Jesse Fish's holdings. With these properties released, building took place of new structures or rehabilitation of existing ones to serve as shops and residences. About two dozen coquina structures and one wooden building originating in the second Spanish period survive today. "New Street of the Burned Barrack" was opened, cut through barracks lands south of St. Francis Street to become part of Marine Street. Several free blacks received



Figure 2.3: Rocque Map, 1788. Map of St. Augustine, 1788 by Spanish Army Engineer Mariano de la Rocque. Courtesy of St. Augustine Historical Society.

lots on New Street while other free blacks acquired property throughout the city. The city itself continued to be bounded by the defensive wall. In 1808 coquina towers replaced the wooden ones for the City Gate at north St. George Street. After decades of temporary quarters after the 1702 siege, St. Augustine's Catholic parish church was at last built adjacent to the plaza in the location where the Cathedral of St. Augustine stands today. Spanish Army engineers oversaw the church project. The church was built of coquina from the royal quarry, using royal funds and donations by parishioners of money and in-kind services and goods. The church was finished in 1797. On October 5, 1811, a hurricane damaged the Governor's House and shattered buildings in the bayside blocks south of the plaza. In 1824 chimneys still stood from the storm-demolished houses. Hurricane damage to other non-government buildings probably went unreported.¹⁷

In March 1812 U.S. citizens calling themselves "Patriots" invaded East Florida with plans to annex the Spanish colony into the United States. By March 25 the Americans were within view of Castillo de San Marcos and encamped at the site of Fort Mose. Once more the fortress discouraged an attack. During the almost two-year Patriot occupation that followed, the countryside was pillaged and destroyed from the Georgia border south to New Smyrna. The Patriots spared the city, which filled with refugees displaced by the Patriots' depredations. Land-grant farm buildings along today's US1 near the today's northern city limits, crops, and herds were destroyed or stolen. Yet in the midst of this turmoil the Spanish Constitution of 1812 was promulgated and celebrated in St. Augustine. The singular monument to the 1812 Constitution was built in the Plaza, where it stands today.¹⁸

U.S. Territorial Period Through Reconstruction (1821-1877)

On July 10, 1821, Spain turned over Spanish East Florida to the United States as agreed in the Adams-Onís Treaty. Spanish officials departed and American soldiers now patrolled in St. Augustine. Under U.S. law the Roman Catholic Church lost its centuries-old official standing in Florida. Spanish-era residents awaited for the U.S. to confirm private property claims and also awaited compensation for their claims for losses from the Patriot War, creating a stultifying limbo. Property claimants "[could] not sell and dare[d] not cultivate." Development lagged.¹⁹

The centuries-old mainstay of St. Augustine's economy, the military presence and budget, was joined by (winter) tourism, an economic engine that would continue to the present. Wooden hotels and rooming houses were introduced to St. Augustine. Northeastern tourists often disdained the Spanish-era residents and Spanish culture in general as did new residents from the United

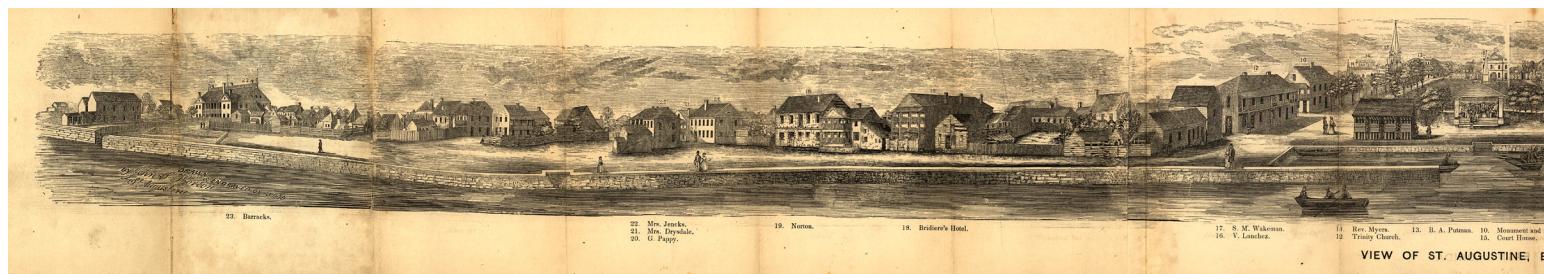


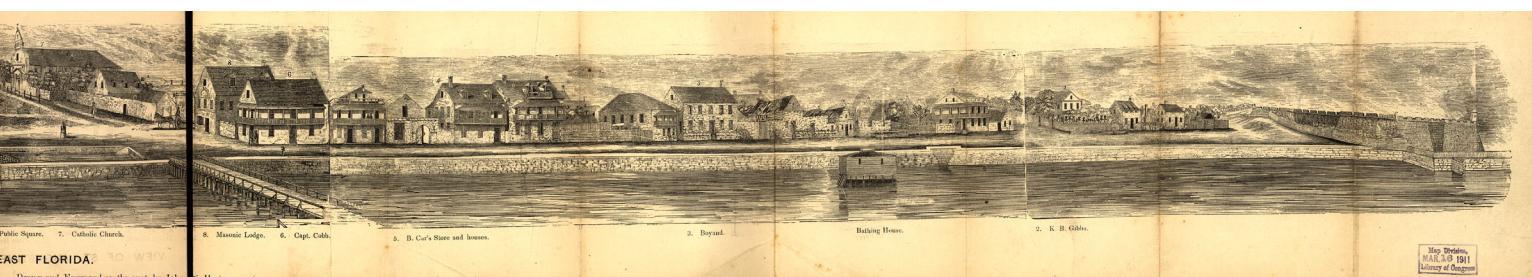
Figure 2.4: Engraving of the St. Augustine Matanzas River Waterfront in 1855 by J.S. Horton.

States. Nevertheless, 147 old and new St. Augustine male residents signed the expression of St. Augustine's first explicit historic preservation concerns. Their April 7, 1834 petition to Congress to repair Fort Marion (renamed from Castillo de San Marcos) and the seawall asserted that it "is desirous that it may be preserved in its primitive condition for the purposes of continuing an ancient Fort which will for centuries be useful as a monument of Spanish operations." These residents asserted the value of the unique character of St. Augustine's built environment and they initiated a high regard for the city's historic resources that would translate into recognition of the profit potential of sharing historic resources with visitors. Realizing that other outmoded colonial defense works could be useful, the residents rehabilitated the 130-year old Spanish defense wall in preparation for possible attack by Seminoles after the "Florida War" (Second Seminole War, 1835-1842) began in December 1835. Meanwhile the city was once again stressed during the war with refugees from the countryside.²⁰

In the 1820s orange groves had dominated the lands just beyond the colonial city at Markland (Flagler College), Buena Esperanza and Yallaha (the latter two in today's Lincolnville). St. Augustine suffered several contemporaneous economic disasters: a severe freeze in February 1835 destroyed citrus trees. The weather disaster was followed by Seminole raids, a national economic downturn (Panic of 1837), and a microscopic insect which ruined young replacement citrus trees. Tourists stayed away from a theater of war. The arrival of U.S. soldiers in the town to fight the Seminoles brought a welcome injection of money.²¹

Once again war and defense concerns dominated St. Augustine and constrained development beyond the colonial city until the very late 1830s, when command center of the war effort moved away from St. Augustine toward Tampa Bay. Some residential development began in Buena Esperanza, west of Maria Sanchez Creek, and also west of the San Sebastian River. North of the old city defense wall, a few houses were built in the Abbott Tract, but the economy could not sustain a robust expansion. A major federal project with lasting effect was the southward extension in 1837 and 1838 of the sea wall. This coquina barrier to flood tides protected the low lying properties along Marine Street. With the enclosure of the river bank, the land behind the sea wall became a thoroughfare.²²

Florida became a state in March 1845. Fifteen years later Florida seceded from the United States in January 1861 to join the Confederate States of America. Northern winter visitors did not come to St. Augustine during the war and the local economy was deprived of their money. During the war there was no fighting in St. Augustine. Ambushes and small attacks and raids took place outside of the city and yet again the citizens of St. Augustine found



Library of Congress, <https://www.loc.gov/item/98687135/>

themselves restricted from venturing outside the city as had taken place over so many centuries. On March 11, 1862 Union forces moved into St. Augustine and occupied the city for the rest of the war. The Union troops brought their soldier's pay. When the Emancipation Proclamation went into effect on January 1, 1863, the decree immediately applied to St. Augustine because the city was under federal military control. The war ended on April 9, 1865. The federal presence continued in St. Augustine with a military government (Reconstruction) until 1877.

Before the war ended, the Freedman's Bureau established a school in St. Augustine for it had been previously illegal to teach blacks to read. In 1866 the Sisters of St. Joseph, Roman Catholic nuns, arrived from France for the purpose of educating recently freed blacks. In January 1874 the Sisters laid the first stone of their convent—a large project built with coquina at a time when the shell stone was no longer popular for construction. Educational facilities, adjacent to St. George Street, of either the Sisters or Cathedral Parish would occupy all of Block 35, most of Block 32 and a portion of Block 36 of the City of St. Augustine.

The black population, now free to live where they chose, sought their own homes. In 1866 former black slaves began settling a three-block area along the west bank of Maria Sanchez Creek on land rented from the city. In 1884 Bloomfield's Guide referred to the enclave of freedmen and freedwomen as "Lincolnvile, sometimes called Africa". Orange-grove land was subdivided into residential lots.²³ Harriet Beecher Stowe's book, *Uncle Tom's Cabin*, created "orange fever" among Northerners, who looked to make a profit from citrus in Florida. Harper's Magazine advertised orange groves for sale in Florida. William and Harriet Lovett Keith came to St. Augustine from Boston in 1871 and bought an orange grove. The Keiths later subdivided their grove lands into residential lots of various sizes. Some lots of Keith Subdivision along Martin Luther King Avenue (then Central Avenue) were only 25 feet wide and 50 feet in depth.²⁴ Land along the San Sebastian's west riverbank and along Riberia Street was used for commercial purposes. These locations would later offer easy access for extending railroad sidetracks across King Street of railroad sidetracks to serve the businesses, taking advantage of rail and water transport.

Along Central Avenue (MLK Ave) and Washington Street African-Americans opened retail and service businesses to serve their community during segregation. Churches and buildings for fraternal, mutual aid society and clubs established by and for African Americans also were located on these streets. During the years of the Civil Rights Movement in the early 1960s, these buildings served as meeting and training spaces for Civil Rights participants.

In 1883 the Florida Legislature funded the creation of a residential school for deaf and blind children. Like many institutions at that time, it was built outside of the "urban" area—along the road to Jacksonville. In future years residential subdivisions would be developed on either side of the school.



Luxury Tourism and the Flagler Era (1887 - 1920)

With the end of formal hostilities, winter visitors and their money returned to St. Augustine. Perhaps the most important winter visitor of all to come to St. Augustine, Henry M. Flagler, first vacationed in the city in 1883 and returned in 1885. Flagler's projects would change the city and also the state of Florida. Flagler opened three luxury hotels that dominated the intersection of King and Tolomato (now Cordova) streets to serve wealthy winter visitors. To create the venue for the hotels, Flagler filled Maria Sanchez Creek with sand dug at Robinson Creek near Fort Mose and at Moultrie Creek, thus changing the topography of both the donor and recipient sites. The Ponce de Leon Hotel opened in January 1888. Spanish and Moorish architecture influenced the architects, John Carrère and Thomas Hastings, and they designed structures that called for the creation of a new architectural term: "Spanish Renaissance Revival Style." The architects were also influenced by the Villa Zorayda at 83 King Street, built with Franklin W. Smith's experimental use of mixing concrete with coquina shells for the exterior walls. The Ponce de Leon Hotel incorporated "state-of-the-art construction, technological innovations, and modern conveniences, all to satisfy [the] discerning guests' most extravagant wishes."²⁵ Flagler then built the Alcazar Hotel on the southwest corner of the intersection and purchased the Casa Monica Hotel on the southeast corner, repairing the latter's problems and opened it as the Cordova Hotel. Flagler's enterprises required a number of support buildings, including the barrack for staff at 176 Cordova Street and a laundry (demolished). Civic amenities expected by Flagler's wealthy guests were added to the cityscape; streets were paved with bricks or with wood blocks. Flagler's hotels were not the employment boon that they might have been, for his enterprises hired few St. Augustine residents, but brought staff from northern summer resorts to serve in the winter-season hotels.

Other winter visitors came for more extended periods and built homes for themselves at the northeast tip of Anastasia Island near the Lighthouse. Most of the land on the island was still either reserved to the federal government or tied up in the land-grant claims of Jesse Fish.²⁶

Flagler purchased the short-line railroad that ran between south Jacksonville and St. Augustine (Jacksonville, St. Augustine and Halifax River Railway), thus providing the initial elements to become his Florida East Coast Railway (FEC). With conversion to standard-gauge track, the FEC could deliver visitors quickly to St. Augustine from the Northeast. He extended the railroad south along the Atlantic Coast. The railroad delivered standardized building supplies to the city. New homes appeared in the newly developed sections of St. Augustine--Abbott Tract, Lincolnville, "Model Land Co.", Rohde Subdivision as well as new construction scattered around the older sections and south of the colonial town. Balloon-frame wood homes with manufactured decorative moldings appeared throughout the city--on small shotgun houses and on larger multi-story homes. At the same time that Flagler's hotels were introducing a style that reflected St. Augustine's unique past, the transportation network engendered Gilded Age neighborhoods with "frame vernacular" or "Folk Victorian" houses that resembled contemporary neighborhoods throughout the U.S.²⁷ In 1887 and 1914 fire destroyed buildings north of the plaza. The Roman Catholic Cathedral had to be rebuilt after 1887.



Figure 2.5: Florida East Coast Railway/Steamship line running from Jacksonville to Key West by J.P. Beckwith (1898).
Library of Congress, <https://www.loc.gov/item/2003627030/>.

Land Boom and World War II (1920-1945)

In the middle of the 1920s, the St. Augustine joined the rest of Florida in an unprecedented land boom. One sales manager proclaimed that the state was “entering upon the most extraordinary era of substantial growth and business activity ever known in the history of the world.” New subdivisions filled St. Johns County’s Map (Plat) books 3 and 4. Some of the new plats reflected a traditional layout with rectilinear streets—Saratoga Lake, Fort Moosa Gardens to the north of the city, Ravenswood to the west. Astride the Picolata Road (SR16) Santa Rosa Subdivision displayed the imagined layout of the Old World with winding streets. Davis Shores offered a similar winding street pattern.²⁸ Similar subdivisions were laid out beyond the city limits at St. Augustine Beach and Vilano Beach.

The city’s buildable area literally grew. To create the land for the platted properties, developer D. P. Davis dredged up sand from the estuary and ocean to fill in the marsh at the north tip of Anastasia Island, directly across from the colonial city in 1925. Although lot sales were strong, there was little construction. The few houses that were built usually exhibited Spanish Revival Style, (inspired by the Mission Style developed in California). After the collapse of the land boom in 1926, these subdivisions would mostly lay dormant until the post-World War II population’s demand for home sites. In the 1950s and 1960s the style now known as Mid Century Modern would proliferate in the Old-World inspired plats set out in the 1920s.

Nevertheless the promise of Davis Shores and other subdivision projects on Anastasia Island beyond the city limits provided the impetus for the building of the Bridge of Lions and other bridges to connect that barrier island to the mainland for automobiles and a streetcar. By the end of 1926 wooden bridges across Matanzas Inlet and across the Matanzas River at Crescent Beach linked the island to the south and west respectively. The concrete Bridge of Lions opened in the spring of 1927. A new bridge to Vilano Beach connected the city to the barrier island on the north side of the inlet.



Figure 2.6: View of the city and Anastasia Island in 1910. Courtesy of St. Augustine Historical Society.



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Inspired by Colonial Williamsburg, St. Augustine made its first concerted and broad attempt at historic preservation in the 1930s with the assistance of the Carnegie Institute of Washington D.C. A Carnegie committee began a survey of resources of St. Augustine, including extant structures, documentary and archaeological information. An “historic review panel” was authorized by the City of St. Augustine. The city received a gift in trust of the Peña-Peck House, which would be conserved by the Woman’s Exchange. The Carnegie Institute and the St. Augustine Historical Society purchased the Llambias House, which was then granted in trust by the Carnegie Institute to the city and to the Llambias House Board (ultimately the St. Augustine Historical Society) as trustee to control and maintain the property.²⁹ With the coming of World War II in 1941, St. Augustinian’s efforts focused on winning the war and the incipient preservation program ended.

Mid-Century Building Boom-Highways & Housing (1945-1980)

By the 1920s the demands of automobiles were changing St. Augustine. In 1917 the city became a link to the Dixie Highway, a major north-south route from Michigan to Miami. The Old Spanish Trail (highway) ran east-west, stretching to San Diego, California, from the Zero Mile Marker adjacent to Castillo de San Marcos. At first routes passed through neighborhoods. Autos heading south drove along San Marco Avenue, between the towers of the City Gate, turned west at King Street, across the San Sebastian Bridge and through the narrow streets of New (West) Augustine. After World War II, “[e]xpansion of the nation’s transportation system was a major catalyst for the historic preservation movement at all levels of society and government.” The demand was for wider highways as well as more highways. Highway US1 was relocated to newly created land on filled marsh along the east bank of the San Sebastian River. South of King Street, US1 was relocated to run along the west side of the river. The highway split neighborhoods. Homes and other buildings were demolished in a swath south from SR 16—across the west ends of streets of Model Land Co. Subdivision and the eastern ends of streets in Clark’s Addition. Relocated US1 created isolated homes that remained on the butt end of streets. North of the Bridge of Lions, two-lane Bay Street (Avenida Menendez) was made into four lanes with center medians. The Spanish-era sea wall was demolished. Again buildings were demolished along the route and the parking lot of Castillo de San Marcos was reconfigured. During the 1960s many residents complained that Interstate 95 was not located in or near St. Augustine. They expected that the presence of I-95 would be an economic boon, but in hindsight the placement of the roadway several miles west of the city was probably beneficial to the city. “The post-war years were an era of fast growth that threatened the remnants of the city’s past.”³⁰

Historic Preservation (1950 to Present)

In the last half of the twentieth century historic preservation in St. Augustine dominated much of the civic discourse among the residents in the city and within City Government. For years, historic preservation in St. Augustine meant preserving colonial resources. St. Augustine’s colonial resources made the city unique. The focus in the city was on saving or replicating colonial structures and commemorating colonial historic sites. Two anniversaries—in 1965 and in 1976—created interest in historic preservation among residents and business owners. The year 1965 was the 400th anniversary of St. Augustine’s founding by Spanish settlers. The year 1976 was to be the 200th anniversary of the birth of the United States. In 1776 St. Augustine had been a British colonial capital and St. Augustine hoped to capitalize on its British past to connect to the national celebration. The St. Augustine Historical Society had taken the lead before World War II in rehabilitating colonial buildings and that organization did so again in the post-war period. The federal government and the State of Florida initially led historic preservation in St. Augustine. In the 1970s the City of St. Augustine became active in historic preservation and created legislation and supporting boards and staff to oversee in historic preservation.

In the early 1980s the completion of *Historic Sites and Buildings Survey of St. Augustine, Florida*, and its information and analyses extended historic preservation



concerns to areas outside the colonial city and to structures of later times. The heated debate about preservation of the Bridge of Lions extended the focus on historic preservation and engaged more of the public.

St. Augustine had enjoyed income from tourism since the 1820s. St. Augustine in the 1960s and 1970s looked increasingly toward selling its historic past to visitors as employment opportunities with the Florida East Coast Railway diminished and fishing venues moved elsewhere. In St. Augustine the city's historical presentation of itself often affected personal incomes, investments and livelihoods. In this context historic preservation issues played a more central role in the economy and often became more vehemently debated than in other venues.

St. Augustinians did not forget their goal of emulating Colonial Williamsburg and in the midst of the post-war housing surge on Davis Shores and other 1920s subdivisions, St. Augustine turned its eyes again to historic preservation. Until 1959 preservation projects in St. Augustine, with the exception of the National Park Service, were undertaken by private persons or groups. The St. Augustine Historical Society led with the rehabilitation of colonial structures. In the 1950s the St. Augustine Historical Society preserved 56 St. George Street, buildings at 42 Spanish Street and 62 Spanish Street (now demolished), and oversaw extensive renovations to 31 St. Francis Street. With the city's 400th anniversary looming, St. Augustinians revived the idea to return the original part of the city to its colonial period appearance--a Spanish Williamsburg.³¹

In 1959 the State of Florida established the St. Augustine Historical Restoration and Preservation Commission. SAHRPC proposed a program to restore or reconstruct colonial structures throughout the colonial city. This program would change the face of the north part of the colonial city and have the unintended consequence of maintaining the business section as a busy and viable commercial



Figure 2.7: Courtyard of the Hotel Ponce de Leon at 74 King Street. Constructed by 1887 and is designated as a National Historic Landmark.



area. Thus the traditional heart of the city was saved from the abandonment and blight experienced by so many other cities at the time, when businesses and shoppers left city cores for shopping centers and large nationwide stores. The Restoration Commission and its successor, the Historic St. Augustine Preservation Board, rehabilitated some surviving colonial structures. SAHRPC/HSAPB as well as private foundations and businesses undertook projects to reconstruct 18th-century buildings. The projects often required the removal of existing buildings that dated from the 19th century or early 20th century. The reconstruction projects often used concrete blocks to build representations of masonry colonial buildings, covered with a stucco finish that successfully obscured the modern material. Residents adopted this construction idea in the spirit of reviving the colonial look and thus used a material that was workable and affordable in the late 20th century. The City Gate and then north St. George Street were closed to automobile traffic as part of the colonial restoration program. In the spirit of the 400th anniversary the Diocese of St. Augustine renovated the Cathedral of St. Augustine from a building that resembled a simple, mostly unadorned parish church to offer a more grand and colorful building. The 1965 renovation maintained the c. 1790 Spanish-era façade of the main entrance. In 1970 the National Park Service declared St. Augustine's first National Historic Landmarks: González-Álvarez House, Llambias House, Cathedral of St. Augustine, and St. Augustine Historic District.

Between 1968 and 1976 the three grand Flagler-era hotels at King and Cordova streets were revived. The Hotel Ponce de Leon opened in 1968 as Flagler College. For the college, "historic preservation became a component of the institution's planning process." Over the decades Flagler College invested millions of dollars in interior and exterior historic preservation. Conversely the college riled residents with the demolition of surrounding buildings or the construction of relatively large-scale new buildings. The Hotel Alcazar was renovated to serve as the administration building for the City of St. Augustine and the home of Lightner Museum. St. Johns County renovated the Cordova Hotel to become the County



Figure 2.8: Archaeological investigations are required for development projects in accordance with the 1986 Archaeological Preservation Ordinance.

Courthouse, replacing the historic facade and its decorative balconies on Cordova Street with a modern entry.³²

During the 1960s and 1970s numerous projects gathered information to inform the preservation programs. Archaeological field schools came to St. Augustine. The schools excavated sites proposed for rehabilitation or reconstructions for HSAPB over continuous seasons from 1972 until 1979. In addition, the field schools investigated sites that were not part of the State preservation program, such as the Ximénez-Fatio House. Archaeologists conducted auger surveys to identify the presence of below-ground prehistoric and historic resources. St. Augustinians came to respect and to expect archaeological information in addition to documentary sources and architectural information to inform decisions about historic sites.³³

In 1980 HSAPB released its three-year project *Historic Sites and Buildings Survey of St. Augustine, Florida*. This Survey provided an inventory of historic structural resources within the city limits and a history of the physical development of the City of St. Augustine. In addition, the survey's staff produced a thorough Florida Master Site File for each building in the city that was at least fifty years old by 1978. Growing out of the work of the survey were several nominations for National Register Historic Districts: Abbott Tract NR District, Model Land Company NR District, and Lincolnville NR District. A National Register nomination for the Lighthouse Historic District was drafted but was opposed by the residents.³⁴ Individual sites were added to the National Register of Historic Places, among them the St. Augustine Lighthouse and Keeper's Quarters in 1981 and the Bridge of Lions in 1982.

In the 1970s and 1980s the City of St. Augustine codified its oversight of historic preservation. In 1971 the city established five historic districts through zoning overlay districts. In 1974 the city established the first historic preservation ordinance. In 1983 the ordinance was changed. The ordinance restructured the previously created review board and guidelines for architectural changes were adopted. In 1986 the city established the archaeological ordinance. This legislation was undergirded and informed by years of research and data gathering. By the early 1980s the City of St. Augustine could call upon studies and databases compiled about St. Augustine as well as the development of preservation practices throughout the nation and guidance provided by the U.S. Department of the Interior and the Florida Department of State. These resources enabled the city to oversee preservation throughout the city with the colonial city receiving the most intensive review and regulation. The Florida Master Site Files provided an invaluable source of information for decisions by the City's Historic Architectural Review Board. The *Architectural Guide to Historic Preservation* outlined the process for review and included information about the city's historic periods and details about elements of design, scale, setback and colors. (Refer to Chapter 4 for detailed descriptions)

With the ordinances, databases and guidelines, historic preservation in the City of St. Augustine changed from *ad hoc* reactions to individual problems and issues to a procedural and professionalized approach. We may never know how many attacks against St. Augustine were discouraged by the mere presence of Castillo de San Marco. Surely the codification of historic preservation in St. Augustine has likewise discouraged more demolitions and other detrimental projects than we may ever know.

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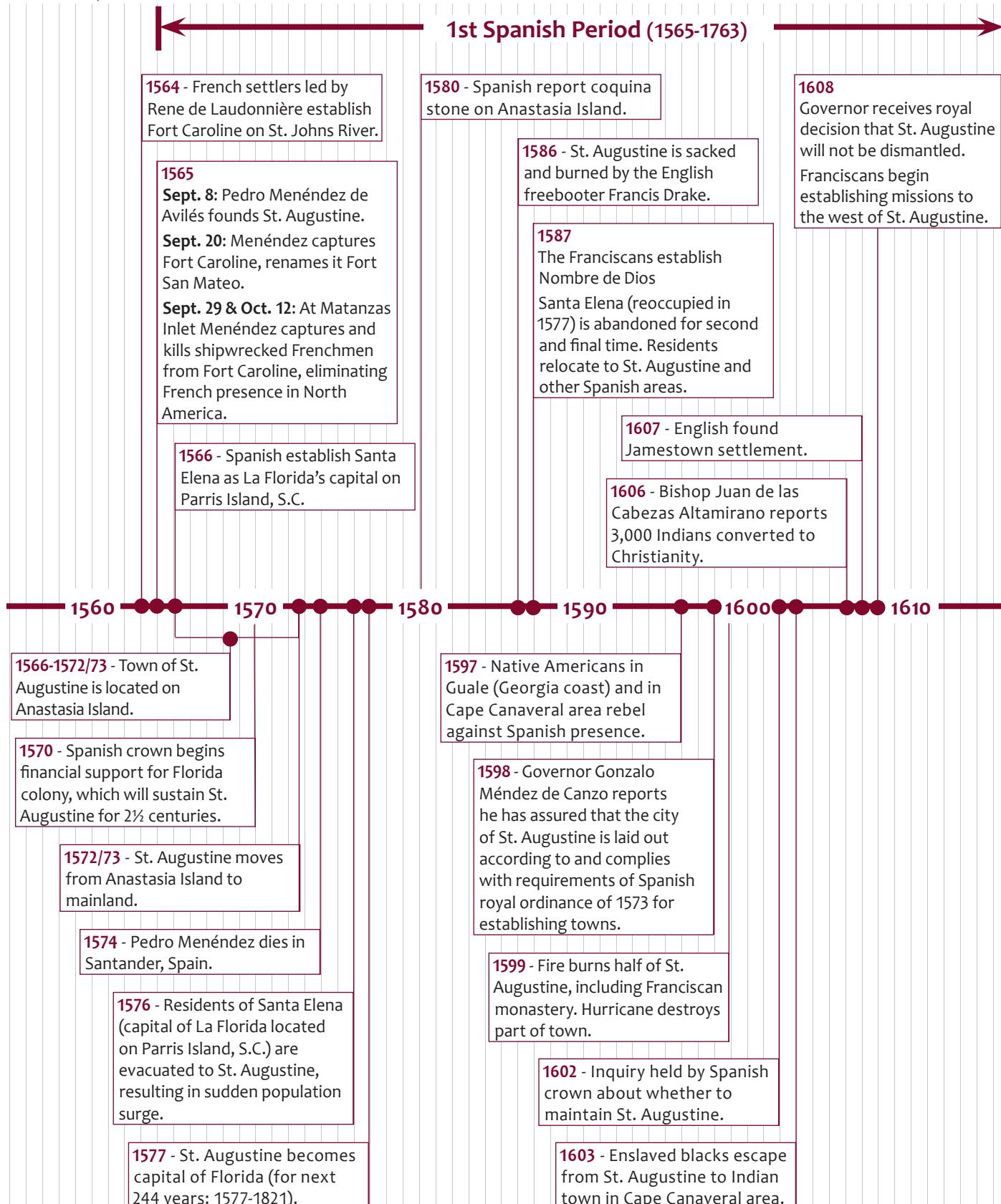
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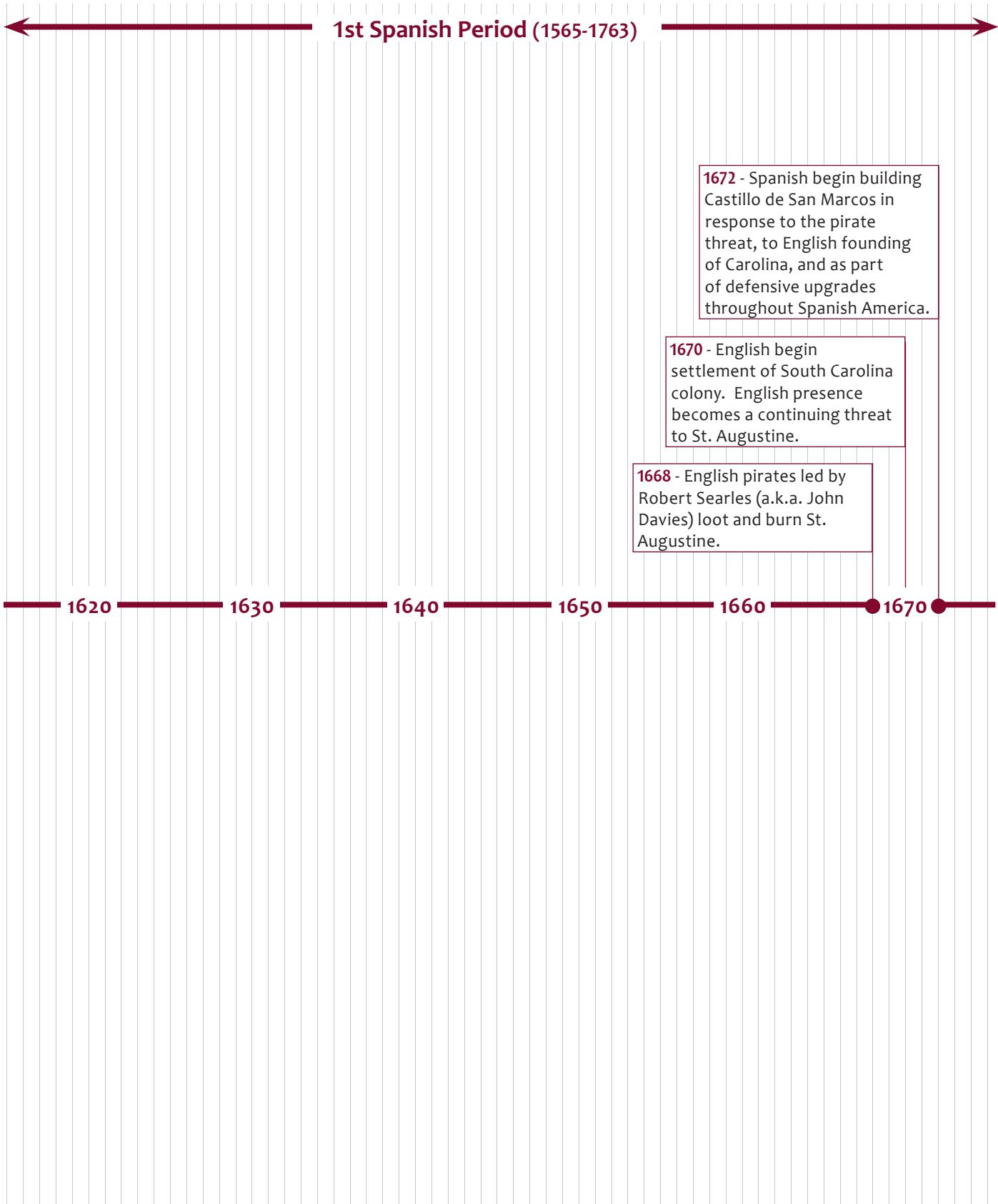


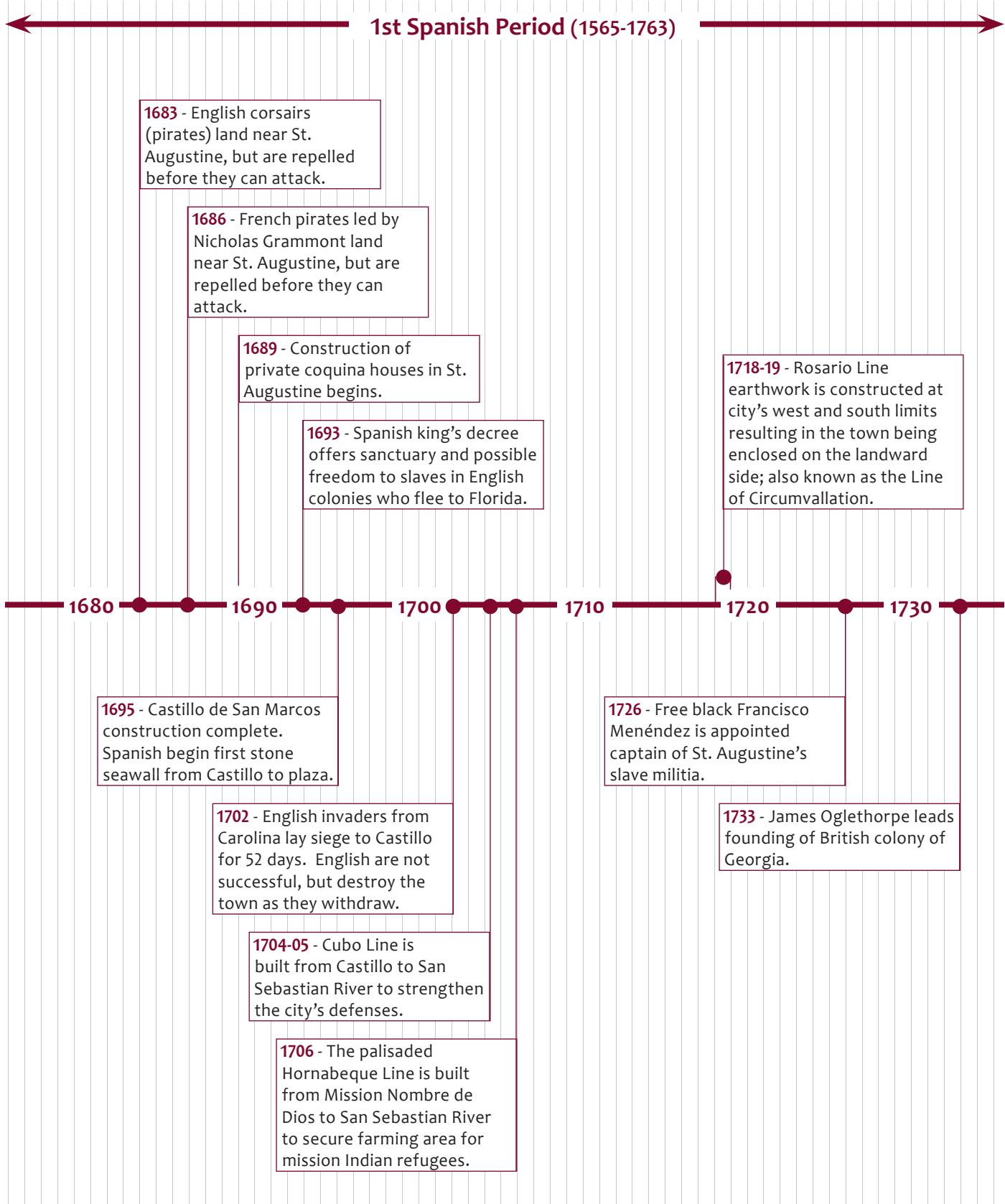
A St. Augustine Timeline 1564 - 2015

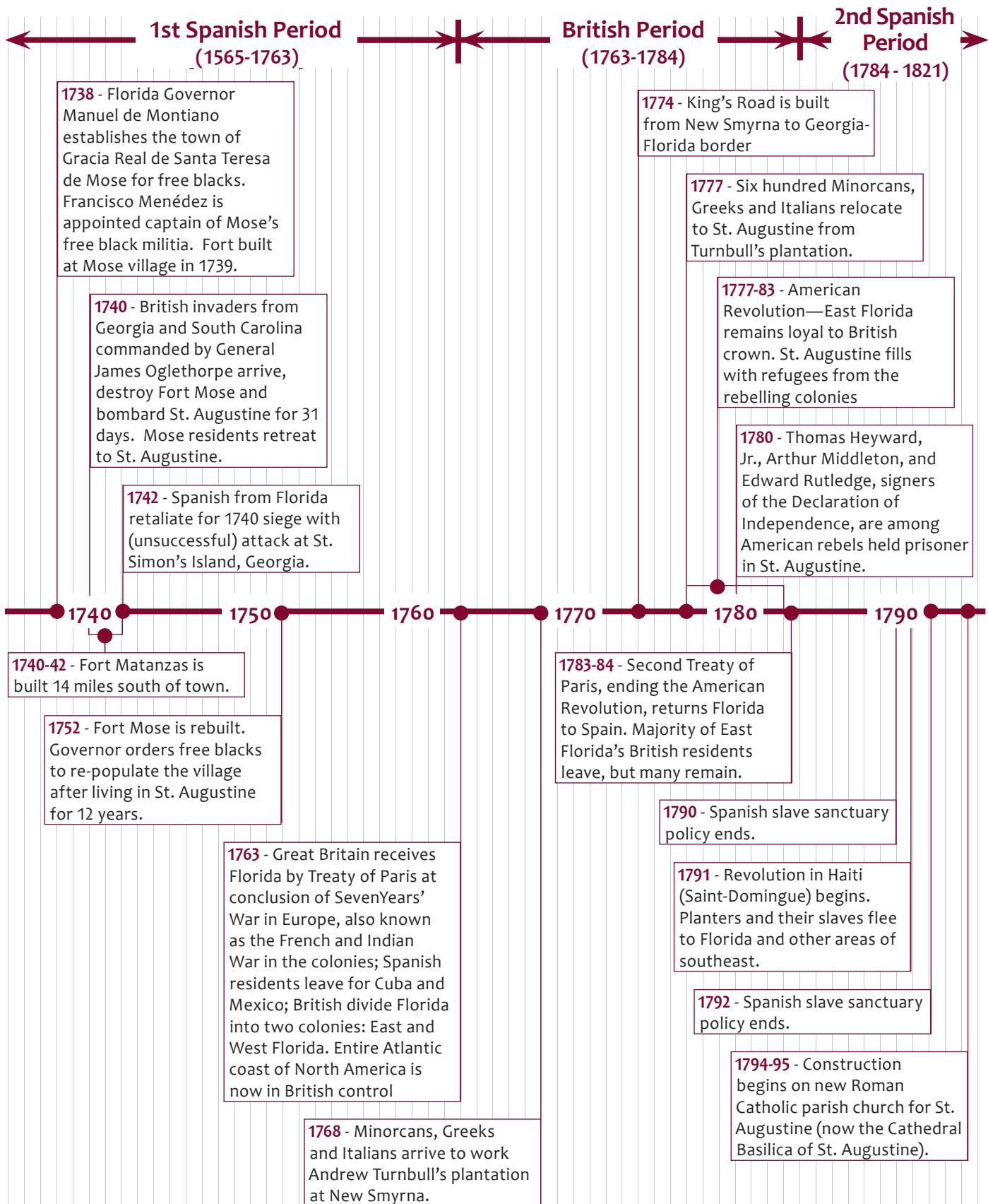
Important Historical Events for the Nation's Oldest City

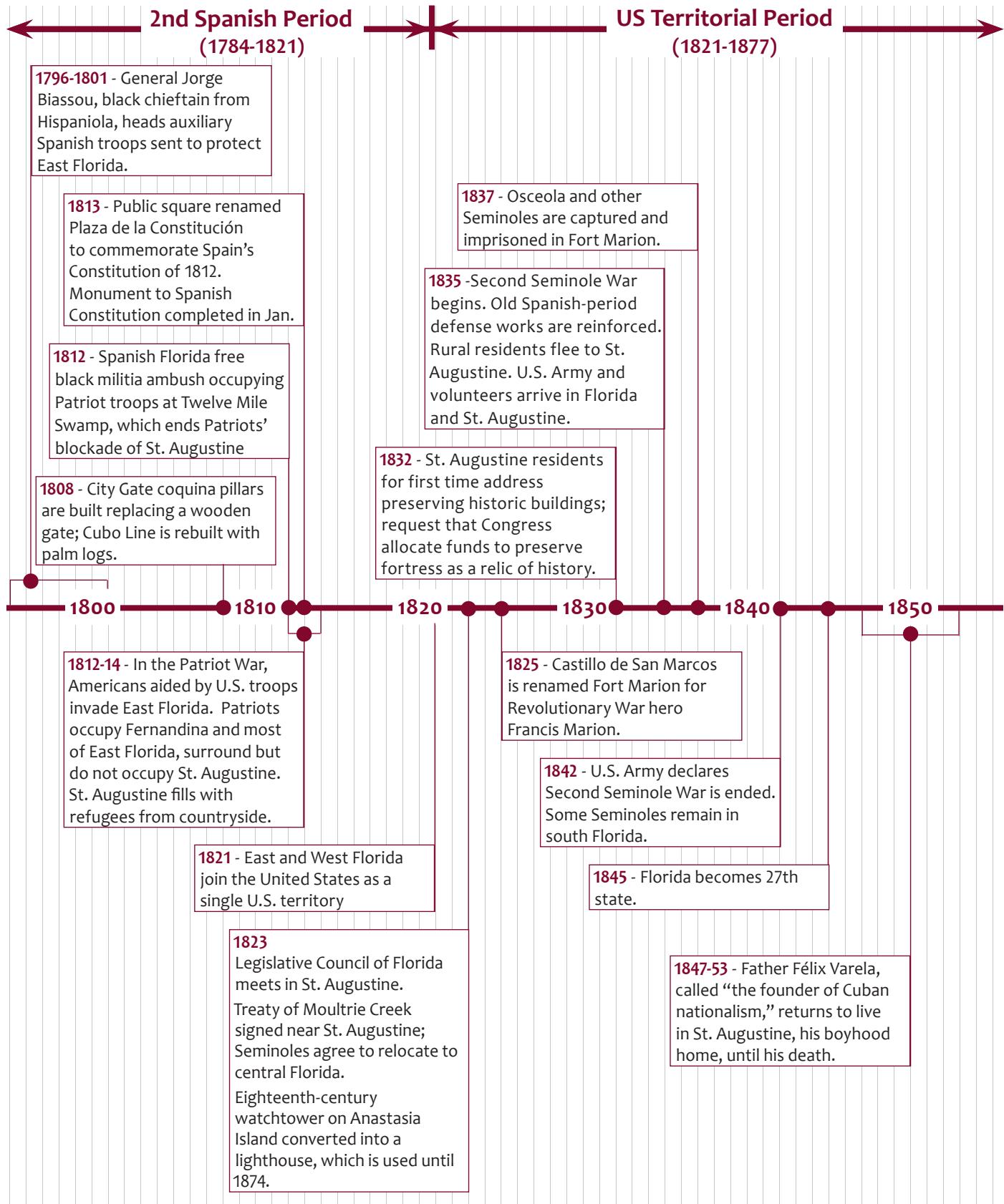
1st Spanish Period (1565-1763)

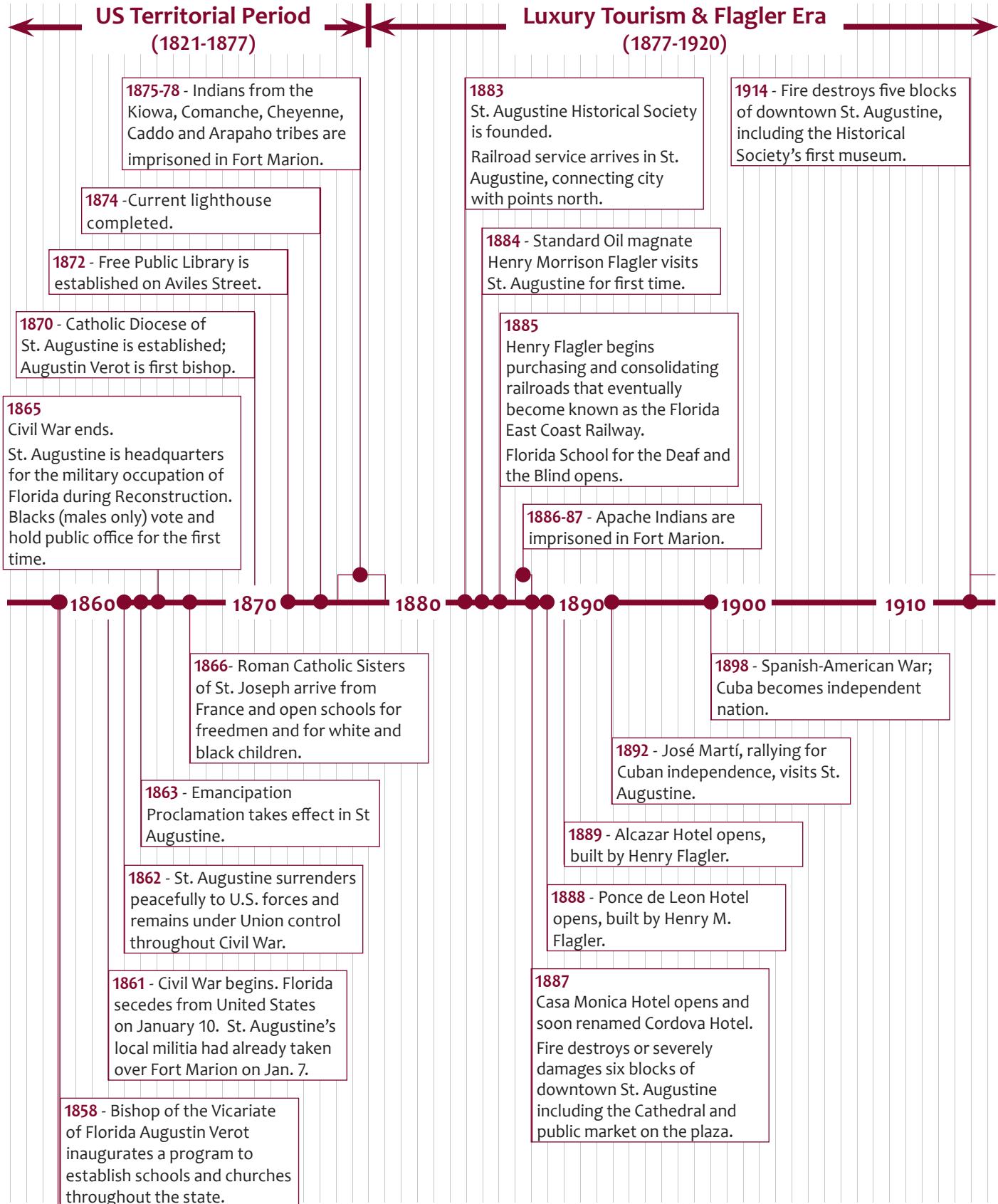


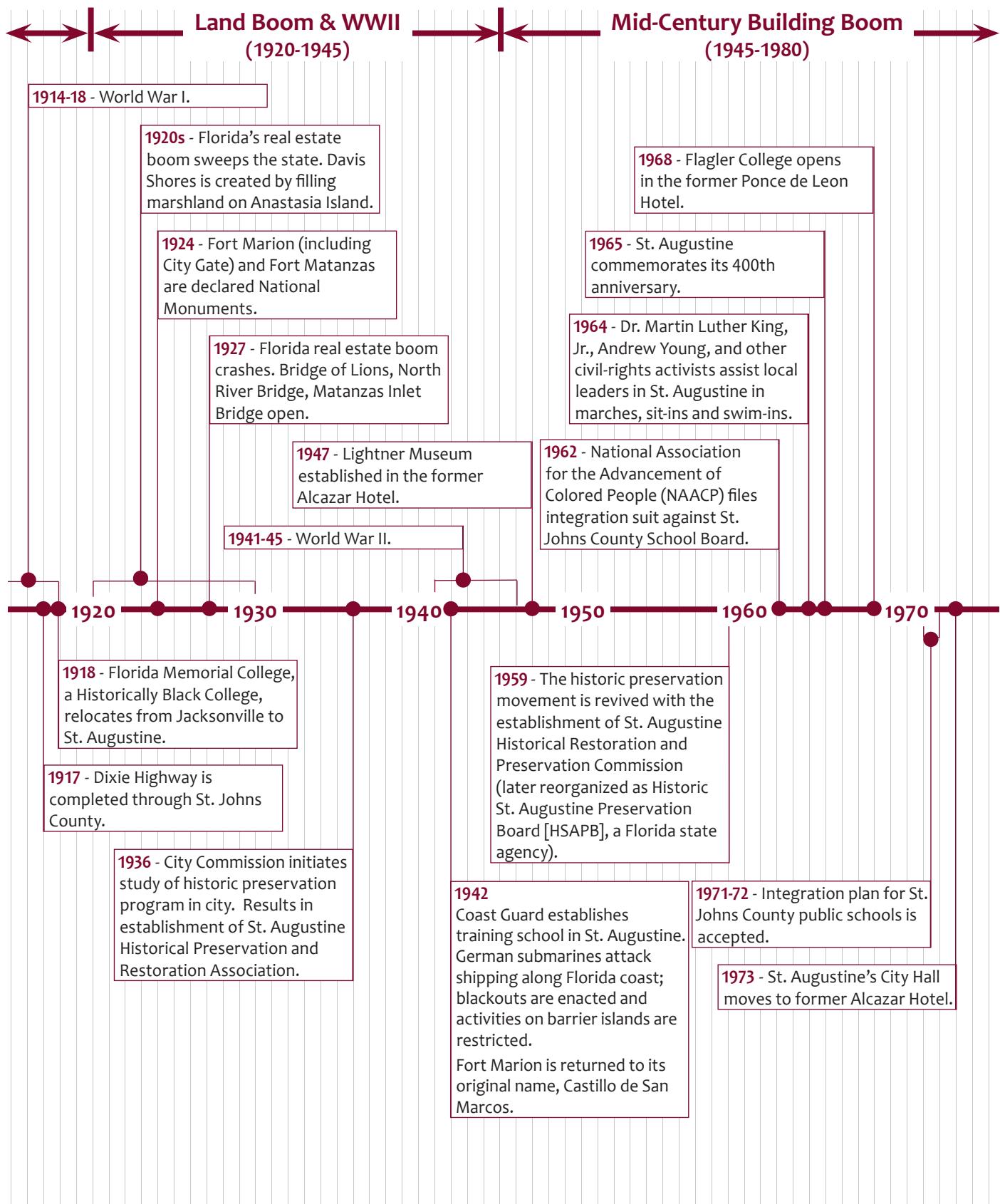


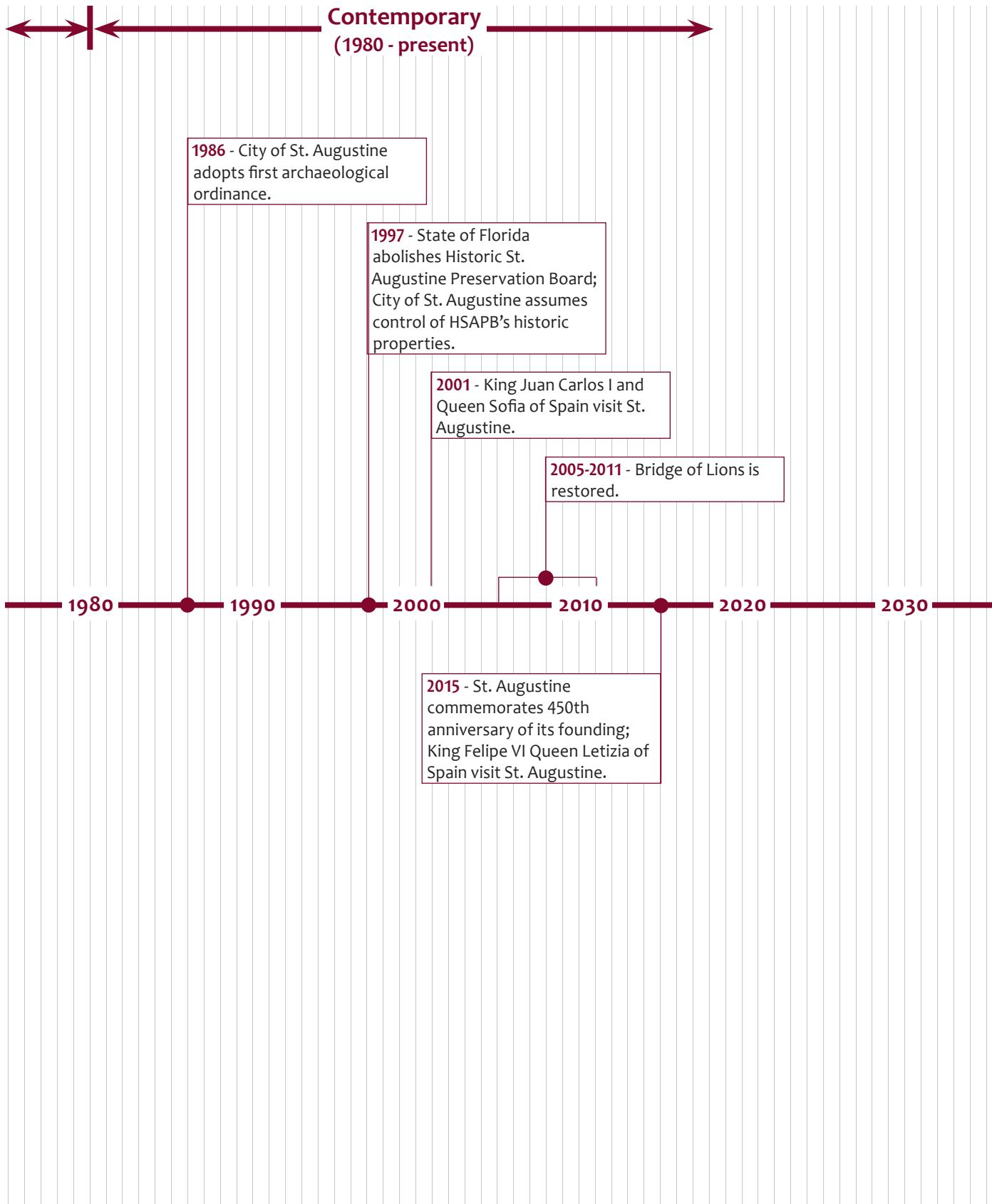












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The City Today



The City Today

Founded on September 8, 1565, St. Augustine is the oldest, successfully continuously occupied European-established settlement within the borders of the continental United States.

Founded on September 8, 1565, St. Augustine is the oldest, successfully continuously occupied European-established settlement within the borders of the continental United States. Today, the City of St. Augustine has five local Historic Districts and three locally designated Landmark Buildings and has completed approximately 800 excavations at archaeological sites. The largest concentration of the City's most significant historic resources, including Spanish Colonial buildings and archaeological remains, can be found in the National Historic Landmark designated Town Plan Historic District. In addition, there are seven National Register Historic Districts. There are also numerous individual properties designated as National Historic Landmarks and structures listed in the National Register of Historic Places.

The historic nature of the city has spurned commercial development, particularly as related to heritage tourism, as well as enticed residential development. As a result, the city has entered a period of growth and change that is having an impact on its historic and cultural resources. Throughout this chapter the character of the city is described in the context of commercial districts, residential neighborhoods, and transitional areas of the city and an assessment of the impacts to historic preservation in each area.

1. Commercial Development

Commercial development in the heart of St. Augustine is largely devoted towards the tourist economy. For tourists, the city's historic sites and attractions, including the beach, draw visitors from around the state of Florida and the nation as well as internationally. The unique architectural character and walkability of the Town Plan Historic District is a strong tourist attraction, promoting commercial services to suit their needs including historic sites and cultural attractions. As a result, heritage tourism and hospitality represent the largest industry in St. Augustine and have an enormous economic impact.

Commercial activities geared towards resident activities and necessities, including grocery stores, pharmacies and services such as dry cleaning or professional offices, are generally located along U.S. Highway 1, with some facilities available on State Road A1A. Due to the limited access to these establishments and poor public transportation within neighborhoods, there is a strong reliance on automobile transportation by city residents.



Figure 3.1: A street scene of St. George Street captured in 1936 by F. B. Johnson (top). Library of Congress, <https://www.loc.gov/item/csas200800443/>. Today St. George Street is restricted to pedestrians north of the Plaza and is a major commercial area for tourists.

One of the most visible aspects of St. Augustine's tourist-based economy is the development of visitor-based amenities including hotels, motels and bed and breakfast accommodations, as well as licensed and unlicensed home rentals. In addition, the Town Plan Historic District and its immediate surroundings has a wide-array of restaurants and shopping opportunities geared towards visitors.

Daily tourists can easily focus their St. Augustine experience in the Town Plan Historic District. The city encourages year-round visitation for seasonal celebrations and festivals ranging from the winter Nights of Lights festival in the Christmas / New Year's holiday season to Fireworks Over the Matanzas in celebration of the 4th of July. Much of the retail commercial activity in and immediately surrounding the Town Plan Historic District is geared towards day visitation, with shops generally closing at 6:00 pm daily, while restaurants, bars and food service establishments maintain extended evening hours.

Tourists who utilize the city's lodging opportunities can take advantage of more attractions outside of the downtown. These include a visit to St. Augustine's beaches, Fort Mose Historic Site, the St. Augustine Lighthouse & Maritime Museum and Fort Matanzas National Monument. Visitation to these amenities and attractions expands the potential economic impact of tourists in the city at large.

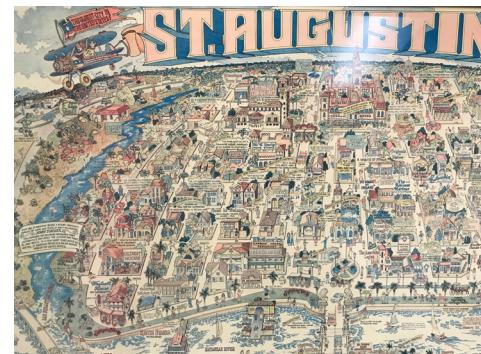


Figure 3.2: Snapshot of illustrated poster designed in 1986 by John Roman. White Mountain Graphics, 1986.

What is Heritage Tourism?

Heritage tourism means traveling to experience the places and activities that authentically represent the stories and people of the past and present. These authentic experiences include irreplaceable historic resources.

What Benefits Does Heritage Tourism Offer?

The U.S. Travel Association reported \$1,036 billion in total travel spending generating \$2.4 trillion to the U.S. economy and supported 15.6 million American jobs in 2017. Data for St. Johns County reflects visitor spending at over \$1 billion in 2016 and shows significant growth compared to \$756 million in 2013 (St. Johns County Tourist Development Council).

In addition to creating new jobs, new business and higher property values, well-managed tourism improves the quality of life and builds community pride. According to a 2001 Report on Cultural and Historic Tourism, visitors to historic sites and cultural attractions stay longer and spend more money than other kinds of tourists. Heritage visitors spend, on average, \$631 per trip compared to \$457 for all U.S. travelers, and they spend an average of 4.7 nights away from home as compared to 3.4 nights for all other travelers. (Source: Travel Industry Association of America). In 2016 the St. Johns County Tourist Development Council estimated that 96% of the county's visitors walked through the downtown historic district and over half visited a historic site or museum. Perhaps the biggest benefits of heritage tourism, though, are diversification of local economies and preservation of a community's unique character.

What Challenges Can Heritage Tourism Bring?

One challenge is ensuring that tourism does not destroy the very heritage that attracts visitors in the first place. Furthermore, tourism is a competitive, sophisticated, fast-changing industry that presents its own challenges. Heritage tourism is a resource based industry and one that can be a sustainable industry. Though it does put demands on the infrastructure – on roads, airport, water supplies, and public services like police and fire protection. The Planning Department is currently undertaking its cyclical Comprehensive Plan Evaluation and Appraisal Report which recognizes that tourism is a positive impact on the local economy but is one that presents a strain on livability issues like mobility, infrastructure, historic resources, and quality of life.

- The National Trust for Historic Preservation compiled a report called Heritage Tourism Assessment and Recommendations for St. Augustine in 2003 that details these benefits and unique opportunities available in St. Augustine to address impacts of tourism and apply management techniques to improve the visitor and resident experience.

Preservation Impacts

Although the city has clearly benefited from tourists and visitors, it has resulted in an increase in development pressure in the Town Plan Historic District that has resulted in:

- Removal and destruction of archaeological deposits associated with building construction and infrastructure improvements
- Conversion of residential structures to commercial uses and transition of commercial business to tourist oriented retail and restaurants
- Increased lot coverage to maximize build-out for increased income-producing capacity
- Modification of existing buildings to increase potential sales – such as enlarging windows to improve merchandise display
- Parking and mobility challenges for residents and tourists despite the construction of the Downtown Parking Garage and expanded Visitor's Center in 2006, with asphalt surface parking lots remaining prevalent in and around downtown

The desire for increased commercialism and profitability with the authenticity of the historic experience sought by the city's visitors must be balanced for tourism to remain successful in the long-term. Although the economic benefits of heritage tourism are measurable, overwhelming visitation can strain historic sites and the city's infrastructure, resulting in longer wait times to access cultural activities or attractions, as well as vehicular gridlock when visitors descend on the city for a festival or event. In addition, the increased demand and frequency of tourism in the Town Plan Historic District result in more frequent and regular impacts on the city's historic properties and residents. A report produced by the National Trust for Historic Preservation in 2003 echoes these and other observations combined with data from the 2002 St. Johns County Heritage Tourism Study.



Figure 3.3: The site of the Monson Motor Lodge which spans a city block was excavated for a new hotel and underground parking garage following demolition in 2003.

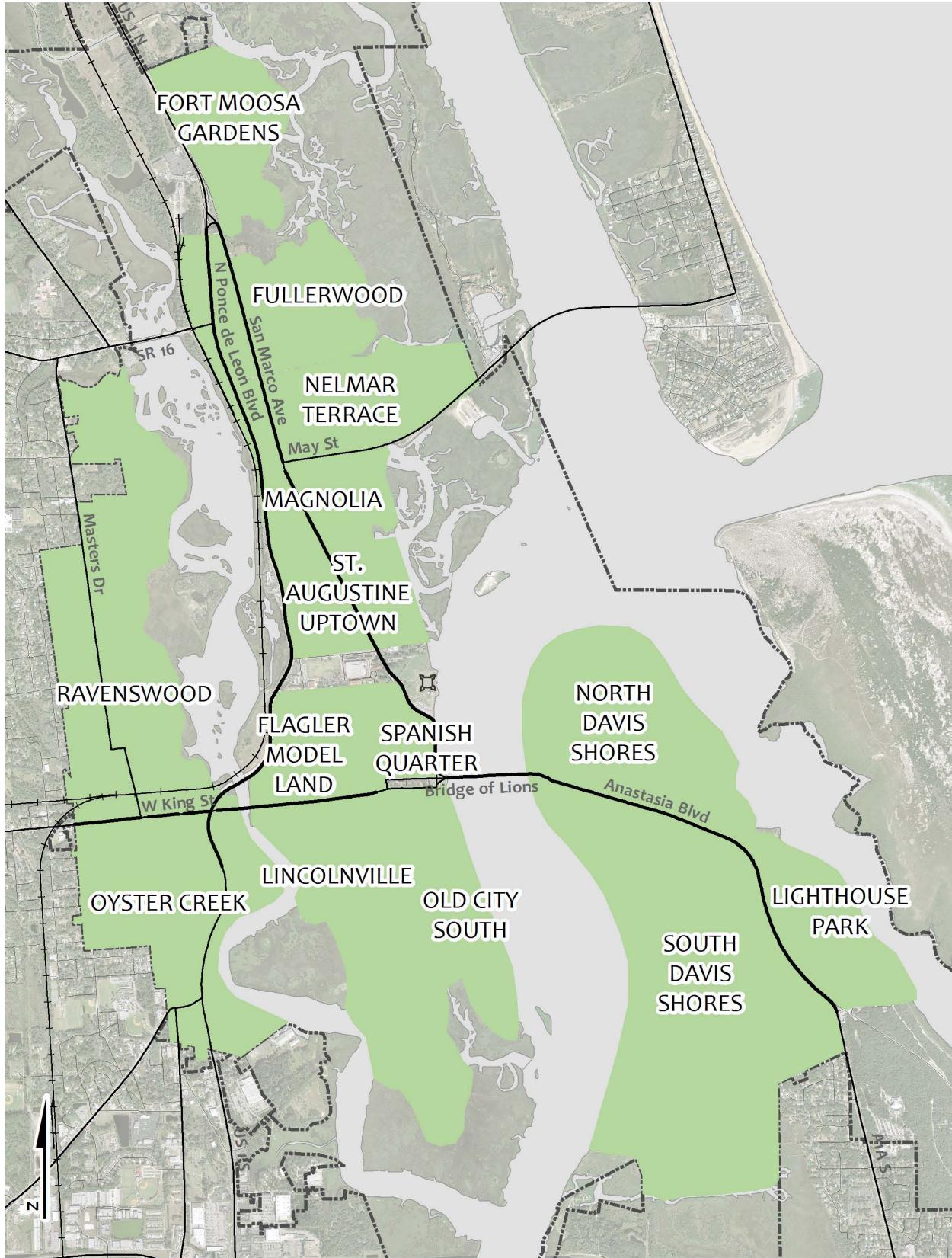


Figure 3.4: Registered Neighborhood Associations.



2. Residential

Surrounding the Town Plan Historic District are the city's historic and older residential neighborhoods. While some of residential neighborhood development occurred organically, in other areas it was the result of planned development, particularly in the city's 20th century neighborhoods. Whether the result of organic growth or planned development, historic buildings have been found to be a component in stabilizing neighborhoods and associated property values. Due to their individual character, they can also create a unique environment and sense of place that is often lacking in more recent development. A 2006 report from the University of Florida outlines these connections in Contributions of Historic Preservation to the Quality of Life in Florida and on-going research by PlaceEconomics continues to refine this theory with data specific to geographic areas such as Savannah, GA.

The following information was derived from the 2016 Zoning Workbooks prepared by the city which describes the character of the various residential neighborhoods throughout the city:



Figure 3.5: The de Mesa-Sanchez House.



Figure 3.6: Mediterranean Revival home on Bay Street built ca. 1930.



Figure 3.7: Historic buildings along St. Francis street.

- **Spanish Quarter (Colonial Quarter):** The northernmost portion of St. Augustine's walled, colonial city was first developed in the late seventeenth century to support the construction of the Castillo de San Marcos, and was largely rebuilt by the mid-18th century following the 1702 city siege. Construction continued into the 19th century, with intense commercialization of St. George Street occurring after the Civil War. Beginning in 1959, following a period of replacement of colonial-era buildings with brick, clay tile, and wooden commercial structures, there was a period of restoration and reconstruction of buildings along St. George Street to reflect the city's colonial past. Today, St. George Street continues to serve as the neighborhood's central commercial corridor with limited residential use, and represents a large draw for tourism.

- **Fullerwood:** Early 20th century streetcar subdivision located north of the colonial downtown developed by Charles E. Fuller and Frank E. Wood as "The Garden Spot of St. Augustine," Fullerwood's development was largely concluded by 1960 in the city's post-war building boom. In the second half of the 20th century, it was perceived as a desirable location to raise a family, although not as fashionable as North Davis Shores. Residents reflected a cross-section of St. Augustine's middle class, holding professional jobs with the Florida East Coast Railroad, Florida Power, City Government and the Florida School for the Deaf and the Blind and the neighborhood remains largely residential.

- **Old City:** Although all structures were destroyed in 1702 by invading South Carolinians, this section of the walled, colonial city has been continuously occupied since the 16th century. With the small blocks and narrow streets still evident, a portion represents the location of the 1572 settlement of St. Augustine. From the late 18th century through the American Period, Old City developed with many governmental and ecclesiastical structures with a disproportionately large number of public and educational facilities. The southern portion of this neighborhood has remained primarily residential since the Civil War and contains one of the largest concentrations of 18th and 19th century structures within the city.

- **Lincolnville:** Early settlement in the Lincolnville area included the Palica and Pocotalaca Indian villages and several Spanish land grant holdings during the Second Spanish Period and, later, incorporation by the British into the city's defense system by building three fortifications along the San Sebastian River and improving the local transportation system. Lincolnville is defined, however, by a period of rapid growth beginning in 1866 with the settlement of former black slaves and ending around 1930 as a solidly black community. The neighborhood consists primarily of wood frame vernacular residences from this period as well as some churches, commercial structures and other buildings that also contribute to the historic character of the neighborhood. The close proximity to the downtown and relative affordability has resulted in the increased replacement of existing residences with larger buildings.
- **Flagler's Model Land:** This area was not developed until 1873 when E.F. Joyce purchased the property and subdivided and sold lots for residential development resulting in about a dozen houses by 1885. Prior to that time, portions of the area were used for small scale farming. Due to ownership of over two-thirds of the tract by large private estates and the federal government's powderhouse, development stalled until Henry Flagler acquired almost forty acres by consolidating the different parcels in 1889. He built the Hotel Ponce de Leon, designed in the Spanish Renaissance Revival style, prompting construction of elaborate winter residences and homes for senior officials of the Flagler organization. In 1903, he conveyed title of the undeveloped thirty-seven acres to his Model Land Co. real estate firm, which then shifted development to supply residences for the working class of St. Augustine, many in the Bungalow and Mediterranean Revival styles. Today, the northern portion of the neighborhood is primarily residential with Flagler College dominating land holdings to the south.
- **Magnolia:** This neighborhood evolved out of six early nineteenth century Spanish land grants, including one to Tomas de Aguilar, which formed the northern portion of the colonial defense perimeter, known as the Mil y Quinientos. The land changed hands between 1826 and 1868 from Stephen Arnau to son Paul Arnau and then to State Senator Henry H. Williams, who built a large home and cultivated citrus and roses. In the 1920s, the Williams Addition was subdivided into the San Marco, Miramar, Miramar-on-the-Bay Sections and the Fountain of Youth tract, the last of which was then purchased by Walter B. Fraser, Mayor of St. Augustine from 1934 to 1942. Today the area is primarily residential, but includes the following significant buildings and sites: Old St. Johns County Jail, the Fountain of Youth Park and Magnolia Avenue.
- **Nelmar Terrace:** Initially developed as a plantation complex during the 1830s and early 1840s by Thomas Douglas, a justice of the Florida Supreme Court, the Nelmar Terrace Tract was purchased and developed as a new subdivision in 1913 by C.M. Fuller. Key design aspects of the early 20th century, upscale development are still evident, including uniform lot sizes, architect-designed homes, and planned community features, although the neighborhood is now bordered by a commercial area along San Marco Avenue.



Figure 3.9: St. Cyprian's Church (1900) and streetscape along M L King Avenue.



Figure 3.10: Colonial Revival home (ca. 1899) on Valencia Street.



Figure 3.11: Magnolia Avenue features an oak canopy adjacent to the Fountain of Youth Park.



Figure 3.8: Nelmar Avenue streetscape.



Figure 3.12: Smaller homes exist along with grand homes in the Abbott Tract neighborhood of Uptown.



Figure 3.13: The Octagon House (1886) in Lighthouse Park.



Figure 3.14: Oglethorpe Boulevard in North Davis Shores with one of the original D.P. Davis Buildings (ca. 1926).

- **Uptown:** The Abbott Tract Historic District and North City Historic District were developed as part of a housing boom in the late 1930s, when two men, Peter Sken Smith and William Davis, acquired nine acres and twenty-five acres, respectively. Smith subdivided his land into two undivided blocks and four streets, while Davis platted his land into fourteen blocks and 130 lots. Lucy Abbott built a large residence on the eastern side of the neighborhood in the late 1800s and later acquired undeveloped land in the Davis Range in the 1870s. She constructed eight properties in this area for investment purposes and between 1877 and 1885. There were a total of 71 residences and stores constructed. The western side of the neighborhood was developed by Henry P. Kingsland, D.H. Cherry, Henry Rohde, Bernard Masters and Dr. Reuben Garnett (south to north, respectively) in the last quarter of the nineteenth century with the revival of the local economy with the arrival of Henry Flagler. Consequently, the Uptown neighborhood includes Antebellum Period structures; late 19th century structures, Flagler Era buildings; and 1920s architecture when Florida experienced a financial boom. Today, Uptown remains largely residential outside of the San Marco Avenue commercial sector.
- **Lighthouse Park:** In 1793, the Spanish granted this land to Lorenzo Rodriguez, a naval captain, who established and maintained for decades his estate, "Buena Vista." The U.S. Government purchased five acres of the tract in 1871 and constructed the extant lighthouse and lighthouse keeper's house. The remainder of the tract was purchased in 1872 by noted architect James Renwick. The land changed hands multiple times between 1879 and 1886 when Moses Bean and local dentist Dr. Charles Carver together purchased land and platted it as Anastasia or Carvers Subdivision. Lack of transportation across Matanzas Bay hampered development of the neighborhood until after the turn of the century. Consequently, Lighthouse Park is primarily a 20th century neighborhood with over three-quarters of the houses in Lighthouse Park constructed between 1910 and 1930.
- **North & South Davis Shores:** A natural, protective barrier to the colonial military outposts, this area was used to survey the sea for approaching vessels from a series of lookouts, including a watchtower in the current Lighthouse Park. Early ownership, from 1858 to approximately 1922, consisted of transportation and utilities companies resulting in a trolley service across the mudflats to the beachfront, a dredged inland waterway, and a fifty-foot causeway to connect Anastasia Boulevard to the planned Bridge of Lions. In 1923, the northern portion of the island was incorporated into the City and wealthy Florida land developer D.P. "Doc" Davis purchased all the lowlands, raised the land through dredging and infill, and planned for the Davis Shores Subdivision development. Although the Bridge of Lions opened in 1927, the Florida Land bust of 1926 stalled development of the area until after World War II, resulting in the mid-century, residential architecture of today.

Other Neighborhoods and Areas:

- **West Augustine:** When U.S. Highway 1 was moved west of downtown along the San Sebastian River in 1960, a modern dividing line distinguished an area of town as West Augustine. Prior to that, the west side of the San Sebastian River was developing and was called “New Augustine.” Earlier accounts record the area being used for groves and other agricultural production during the British Period. When the Spanish returned in control of St. Augustine, this practice continued and the area was largely owned by 2 brothers with orange groves, a plantation home and other homes and structures. In 1850, the property that would become the Ravenswood subdivision was created out of 374 of the overall 1000 acres. This later was divided into Whitney’s Ravenswood by John Whitney, relative of Eli Whitney, who established the St. Augustine Press newspaper. The southern area of west Augustine was once referred to as Wildwood Park and the Arenta subdivision. It evolved from the 1850s from cow pastures and farming lands to exotic fruit groves and then commercial and residential subdivision. Many buildings fit within a residential character from the first half of the 19th century and at least a few in the northern section were designed by a local architect in the Mediterranean Revival style. Within the city limits and extending westward into the county’s jurisdiction is a significant cultural affiliation with an African American community which is reflected in architectural character of vernacular construction and associated religious and commercial structures. Within the neighborhood are significant features including Evergreen Cemetery, Oyster Creek, the FEC Railroad and the Old Dixie Highway.
- **Others:** Smaller pockets of historic and older neighborhoods exist within the city, such as the Fort Moosa Gardens and Saratoga Lake subdivisions that are situated at the north end of the city limits near the modern visitor center of Fort Mose. The neighborhood developed during the Florida Land Boom and like the area in northern West Augustine includes some Mediterranean Revival buildings.

Preservation Impacts

The city’s population has only moderately increased from 11,692 in 1990 to 14,280 according to the U.S. Census. What has changed is the relative population between the city and the county. In 1970 city residents accounted for 40% of the population of St. Johns County and is now only 6% of the county because the county population is growing more quickly. Within the city greater pressure to serve county residents and visitors along with the tourists results in higher demand for real estate and a transitioning commercial economy. Greater development pressure on residential neighborhoods and increasing property values will affect the visual character and density of neighborhoods. Buildings are being modified to accommodate modern amenities and the ideals of current fashion found in new homes, and as a result, speculators and individual property owners are replacing existing buildings with new construction, constructing additions, secondary structures on their property, and altering the exterior image of buildings. Building permits have been increasing and evidence of specific changes is also found on the agendas for the Historic Architectural Review Board meetings. The resulting impacts of this development are:

- Displacing existing residents
- Eroding the sense of place



Figure 3.15: Zion Baptist Church (ca. 1921) at 98 Evergreen Street.

The city is on pace with property value growth in the county.

Growth in taxable value of properties between 2010 and 2017:

St. Augustine 18%

St. Johns County 24%
(St. Johns County Property Appraiser)

Median Price for Home Sale: \$320,000

Increase of 46.8% since 2013 according to the Northeast Florida Association of Realtors for the St. Augustine region

Building Permits by the Numbers:

Year	No.	Permit Value
2013	1,354	\$28,925,326
2014	1,410	\$54,316,135
2015	1,731	\$45,456,807
2016*	1,953	\$69,402,440
2017*	2,234	\$73,372,408

* Hurricane Matthew struck October 2016 and Irma struck September 2017



- Reducing cultural authenticity and neighborhood identity
- Altering historic environments
- Increased destruction of archaeological sites

If this continues, there may be a tipping-point in which the unique qualities of the city's historic neighborhoods that draws new residents and investment may lose the character that makes the city special. In addition to increased demolition, as property prices increase across the city, existing owners may be discouraged from improving their properties to minimize the potential for higher tax assessments.

3. Transitional Areas, Institutional Building & Preservation Opportunities

Thoughtful consideration should be given to the impact of the city's aging commercial areas, gateway features, institutions and the natural features and edges of the city. These streetscape and viewshed elements provide distinctive connections within the natural and built environment. Redevelopment of aging commercial sites such as the commercial plaza and modern city gate on the north end, large central commercial lots on King Street and Anastasia Boulevard, and the individual gateway nodes are opportunities to promote unique architectural designs for buildings, structures or landscape elements that are congruent with the city's heritage.

Historic institutions and industrial buildings are located throughout the city. Because of the sheer size in proportion to the traditional commercial and residential streetscape they are focal points. These include properties such as the Florida School for the Deaf and the Blind, the Florida East Coast Railway towers, and the buildings associated with power generation, waterworks, and shipbuilding. Vacant parcels within the context of these sites are especially significant for their potential to impact the city's viewsheds of natural resources and historic streetscapes.



Figure 3.16: The properties surrounding the San Sebastian River bridge on King Street provide a significant anchor to the outer edge of the downtown historic districts.

Economic Impact of Historic Preservation in Florida

A specific report assessing the value of preservation-related activity in the state of Florida was produced in 2002 with a subsequent update in 2010 by the Center for Governmental Responsibility, University of Florida Levin College of Law; and the Center for Urban Policy Research, Edward J. Bloustein School of Planning and Public Policy, Rutgers, The State University of New Jersey. Reports of economic benefits of historic preservation have also been conducted in many other states and continue to be refined. Much of this data is summarized in the 2011 report prepared for the Advisory Council on Historic Preservation titled *Measuring the Economics of Preservation: Recent Findings*. The Florida report findings are presented below based on the data available when the report was produced.

General Estimated Annual Findings

- Historic preservation creates jobs in Florida and in the United States.

During 2007 and 2008, historic preservation activities in Florida, which included Historic Rehabilitation projects, Heritage Tourism, Main Street Programs, and History Museums created 111,509 jobs in Florida alone, and created another 20,000 jobs in other parts of the country.

- Historic preservation contributes to state/local and federal tax collections.

State, local and federal tax collections from historic preservation activities totaled an estimated \$1.38 billion in Florida and \$1.61 billion in the United States (including Florida) in 2007-08.

- Historic preservation creates in-state wealth.

Historic preservation activities in Florida in 2007-08 added \$3.77 billion to in-state wealth (gross state product less federal taxes).

- Rehabilitation of historic properties in Florida is a multi-billion-dollar business.

About \$13.5 billion was spent on rehabilitation of existing residential and non-residential property in Florida each year during the period 2003 to 2008. Of that \$13.5 billion, an estimated \$2.03 billion (15 percent) was spent on the rehabilitation of historic property – \$800 million on historic residential property and \$1.2 billion for historic non-residential property.

- Florida visitors spend billions visiting historic sites.

Heritage tourists to Florida in 2007 spent an estimated \$4.13 billion, and 46.7% of all U.S. visitors to Florida reported visiting an historical site during their stay.

- Investments through the Florida Main Street Program are revitalizing historic downtowns and original commercial corridors, thus bringing citizens, visitors and dollars back to the heart of communities throughout the state.

Florida Main Street activities create jobs, both in the retail sector and in the construction sector during rehabilitation. In FY 2007-2008, the total Florida Main Street investment/output was roughly \$409.6 million in construction and retail job benefits.

- History museums attract millions of tourists to Florida.

In 2008, 13 million people (both tourists and Floridians) visited a history museum in Florida.

- Investment of public funds in historic preservation in Florida yields a substantial return on the initial investment.

The Florida Historic Preservation Grants Program awarded \$193.8 million in grants to local communities and organizations between 1996 and 2008. The recipients provided an additional \$367.4 million in matching funds. In 2009 dollars that investment leveraged a total of \$902.7 million for Florida.

- The Florida Historic Preservation Grants Program supports rehabilitation and tourism, thus enriching the state's economy.

The grants program contributes to the economy through the construction work, employment and heritage tourism generated by renovating Florida's historic resources.

Notwithstanding the difficulties caused by the ongoing recession and the general decline in property values throughout Florida starting in 2006-07, researchers found that:

- Historic designation does not depress property values and may help maintain value.

Properties in 18 recognized historic districts throughout Florida generally maintained their value during the period 2006-2009 better than property in other comparable non-historic neighborhoods (or did not lose as much value). In at least twelve of the eighteen cases studied, property appreciated at a significantly higher rate than target non-historic areas during the period 2001-2009.



Historic Preservation in St. Augustine

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Historic Preservation in St. Augustine

The Ancient City

By William R. Adams

The following essay was written by Dr. William Adams and published in the St. Augustine Historical Society's publication *El Escribano*. Permission to use within this document was granted by the author and the St. Augustine Historical Society. It was composed in 2002 as a reflection of St. Augustine's growth in the context of the preservation movement looking forward to the 21st century. William R. (Bill) Adams received a Ph.D. in history at Florida State University and served as director of the Department of Heritage Tourism for the City of St. Augustine from 1999-2009. Formerly, he was executive director of the Florida Bicentennial Commission and he presided over the Historic St. Augustine Preservation Board from 1977 to 1985 when that agency completed historic surveys of the city and county.

In the aftermath of St. Augustine's fiery destruction at the hands of Governor George Moore in 1702, the residents set about rebuilding the town. Little remained but the stone fortress that had sheltered them from the British and the century-old plan for the colonial presidio, marked by the central plaza and a rough pattern of crude streets that defined a narrow, rectangular grid along the west bank of the Matanzas River, or what is now the Intracoastal Waterway. In building anew, the Spanish residents employed materials more durable than the wood and thatch which had defined the town the British torched.

St. Augustine is not just another city with a history. All cities boast a past. Nor is St. Augustine merely the nation's oldest city. What it claims in the pages of U. S. history is the distinction as the capital of Spain's colonial empire in North America. In the American experience, St. Augustine's historic resources incomparably testify to that heritage. **When, in 1821, the United States acquired Florida, the colonial presidio contained some 300 buildings, the most abundant physical legacy of Spain's presence on the North American continent.** Little more than a century later, only thirty-six remained as survivors of the fires, insects, rainfall, humidity, and human destruction that consumed the others.

Until recent years, historic preservation in St. Augustine was associated with what locally was known as the "Restoration," an effort to reconstruct the colonial town. Only in little more than the past quarter century have historic preservation activities that met a conventional definition appeared. That apparent confusion of objectives resulted from St. Augustine's special place in American history and the unique qualities of its historic resources. The Restoration, a program initiated in the midst of the Great Depression to preserve those remaining resources and even to reconstruct parts that had been lost, consumed the next generation of preservation activity.

Congressional approval of the National Historic Preservation Act of 1966 and the subsequent organization of federal and state programs to assist and encourage local activities caused a preservation ethic to blossom throughout America. State-fostered programs and municipal measures adopted in St. Augustine during the 1970s paralleled the national experience. In some respects, St. Augustine emerged as a leader, one of the first two cities in Florida to adopt historic architectural guidelines and historic districts and the first to approve a historic preservation plan. The existence of a state preservation program in the city nevertheless discouraged the development of neighborhood organizations that characterized the preservation movement in most Florida cities. By the century's end, the state organization was gone. Responsibility for actively pursuing or assisting historic preservation activity remained uncertain.

St. Augustine contains much to preserve. It possesses the largest concentration of historic resources in the United States that testify to the contributions of Spain and the Spanish-speaking people to the nation's colonial settlement and development. The Castillo de San Marcos is the only stone military fortress of Spanish origin in North America. St. Augustine served as one of the colonial capitals of the Revolutionary War in America, a fact generally ignored in American historiography because St. Augustine

"St. Augustine served as one of the colonial capitals of the Revolutionary War in America, a fact generally ignored in American historiography because St. Augustine and the British colony of East Florida remained loyal to the British Crown throughout the struggle for independence."

and the British colony of East Florida remained loyal to the British Crown throughout the struggle for independence. Still, no other place in Florida possesses comparable historic resources that have survived from that epochal period of American history. The city's antebellum and mid-19th century architectural legacy comprises, in number of buildings and arguably their stylistic quality, Florida's most extensive and finest collection. Its late-19th and early-20th century architecture, the legacy of the "Flagler Era," would, in any other location, earn that place unequaled distinction.

Early Changes to the Colonial Town

Geographically, the municipality of St. Augustine and, particularly, the colonial walled city have historically occupied a relatively small piece of land, some twenty-two modern blocks in all, confined to a peninsula between two rivers and a barrier island. The archaeological evidence therein, which testifies to centuries of prehistoric habitation by Native Americans, 256 years of colonial European settlement, and nearly two centuries of historical experience under the dominion of the United States, remains relatively undisturbed in many locations. The colonial "Town Plan," an irregular checkerboard pattern of streets drafted in accordance with the administrative provisions of royal ordinances in the late 16th century, has suffered little change, despite 400 years of urban growth and activity.

Historic preservation in the modern sense is essentially a process of controlling change. Only in a museum setting can an expectation exist to preserve historic buildings in a pristine state. In a "living city," transformations of buildings and their environment inevitably occur. **Every age exerts its cultural prejudices upon the past.** That has certainly marked the experience of St. Augustine throughout its history. The process may be said to have begun with the arrival of the British in 1764. They found the buildings left to them by the previous inhabitants unappealing. The Spanish "consulted convenience more than taste," wrote one British observer in 1769. Bernard Romans complained in 1775 about the narrow streets, described the church as "a wretched building," and regarded the town as "a fit receptacle for the wretches of inhabitants." The British accordingly exhibited no esthetic compunction about altering the buildings to suit their habits of domestic comfort, introducing glass windows, interior fireplaces and of course, chimneys, which they pushed through rooflines. What they did not change they often destroyed. John Bartram reported two years after the arrival of the British that half the town had been torn down for firewood.

For the first but surely not the last time St. Augustine suffered the cultural bias that characterizes Anglo-Saxon opinion of the Spanish. Historians call that bias the "leyenda negra" or "black legend," the idea propagated for centuries in English cultural tradition that the Spanish were a corrupt, evil and oppressive people. The black legend provided a useful argument for arousing popular sentiment against the Spanish, with whom the British contended over three centuries and more for supremacy throughout Europe and the Western Hemisphere. The black legend persists. It can be found in the popular and academic tendency to diminish Spain's role in the settlement and development of the United States. St. Augustine has paid a price for the black legend. State and federal governments, foundations, and other sources of funds for historic purposes have chronically neglected the city and its resources, favoring places that reflect Anglo-Saxon traditions.



"This ancient city is being transformed into American features, both in its external appearances and customs of the people."

When the Spanish returned to St. Augustine in 1784, they found the city in shambles, with “nothing presenting itself to the eye anywhere except roofless buildings on the point of falling, or, already fallen, to the ground.” They remained until 1821, when the United States formally took possession of the colony and its capital city, St. Augustine. During those thirty-seven years, despite political and social turbulence in Europe, the Western Hemisphere, and in the colony of East Florida itself, the Spanish occupants built a number of new dwellings and other buildings, including a new and impressive church on the Plaza. Some 100 new buildings were added to the 200 or so that were counted in 1796. Most reflected the rawness of a frontier town, but some were substantial, erected by owners who profited from trade and commerce with the burgeoning states north of the Florida colony.

American Views of St. Augustine

The town did not appeal to the first American surveyor to enter it in 1821. Charles Vignoles found it “ruinous, dirty, and unprepossessing” and condemned the Spanish for allowing it to “decay.” Abandoned buildings often were cannibalized for materials used to erect other buildings. A local minister wrote that St. Augustine “wears a foreign aspect to the eye of the American. Ruinous buildings, of antique and foreign model ... and a rough, tasteless exterior ... awaken a sense of discomfort and desolation in the mind of a stranger.” He held out hope for a change in the town more to his liking. “This ancient city is being transformed into American features, both in its external appearances and customs of the people.”

A visiting Baptist minister in 1844 wrote that St. Augustine “seems destitute of all ideas of civilized architecture” and that the old Spanish homes, which he called “rat castles,” were “only fit for owl nests.” Another observer concluded that there were no more than a dozen residences in the town that “would be considered comfortable” in the north. According to some antebellum observers, only the poverty of the community saved many colonial houses from demolition.



Figure 4.1: Street view of St. Augustine ca. 1861, by S.A. Cooley. Library of Congress, <https://www.loc.gov/item/2018671295/>.

Opinion changed after the Civil War, when the country's industrial economy spawned a distinct leisure class, loaded with money and an appetite for travel. One northern magazine, for example, touted St. Augustine as a "foreign city...with a foreign language and customs." Something else was at work in America as well. As the nation came upon its centennial year, people looked for a history that set it apart from Europe. About St. Augustine, a travel writer proclaimed, "We keep it to show our sneering European visitors, who say we have no past....It has its ancient story, which it has preserved in an unadulterated state." By the late part of the century, the St. Augustine style, with its walled and narrow streets, had become a familiar theme in travel magazines and brochures. Buildings once called dilapidated had become "quaint." Harriet Beecher Stowe thought that the town had a romantic quality to it, without "pretensions to architectural richness and beauty; and yet...impressive from its unlikeness to any thing else in America." It was, she wrote, "as if some little, old, dead-and-alive Spanish town... had broken loose, floated over here, and got stranded on a sand-bank."

The Flagler Era

It was such qualities that entrepreneur Henry Flagler sought to capitalize upon in the 1880s, when he brought his railroad into town and began construction of the monolithic hotels that indelibly transformed the city. A quaint, foreign-appearing town it no longer was, but one whose architectural marvels rivaled Newport's and all the other watering holes of the nation's rich. Many of the wealthy people who spent winters in Flagler's hotels built homes for themselves in the city, introducing examples of the picturesque styles that characterized late Victorian Era architecture. Flagler's projects actually had little effect on the colonial city itself. Instead, he created an architectural legacy of his own, on the fringes of the Ancient City.

The enemy most ruinous at the time to St. Augustine's colonial heritage was fire. Widespread destruction resulted from conflagrations in 1887 and 1914. By the early 20th century, only about fifty of the 300 colonial era buildings remained standing. An appreciation for their historic value was not absent within the city. A complaint was voiced in 1886 about the damage that tourists inflicted upon Castillo de San Marcos when they chipped away souvenirs from the coquina building stones. In 1907, a group of women defeated an attempt by the mayor to dismantle the City Gate at the north end of St. George Street. Four years later, the organization that is now the St. Augustine Historical Society appealed to the Department of War to take urgent action to preserve Fort Matanzas, a 17th century fortress along the Matanzas River, fourteen miles south of St. Augustine.

The Society began in 1918 to take an active role in preserving the city's historic resources when it purchased the Gonzales-Alvarez House on Marine Street for exhibition as the "Oldest House." The building has had rivals for that claim, but its pedigree has withstood challenge. More than one local entrepreneur at the time advertised often outrageous historic claims about a building to entice tourists. The Society went on to purchase other threatened historic buildings whose preservation at times it assured through resale with restricted covenants.

It was, she wrote, "as if some little, old, dead-and-alive Spanish town... had broken loose, floated over here, and got stranded on a sand-bank."



Figure 4.2: The "Oldest House" as it appeared in 1902 (top). Library of Congress, <https://www.loc.gov/item/2016799087/>. The González-Alvarez House today in its restored Spanish Colonial condition (bottom).

The Advent of Modern Tourism

The automobile and an intrastate road system created a new era of tourism for St. Augustine in the post-World War I period, raising local awareness of the potential economic value that historic buildings and sites held. A planning study commissioned by the City in 1917 emphasized the need to promote St. Augustine's historic character and for the first time enumerated the physical resources such as buildings and sites that might be defined as "historic." The Charter of the City of St. Augustine, approved by the State Legislature in 1925, declared the "preservation, restoration, and maintenance...of ancient landmarks, sites, buildings, and remains and other property of historical and antiquarian interest" a municipal purpose. To preserve them, the charter authorized the City Commission to exercise eminent domain and to hold historic property in trust. Seven years later, the City agreed to accept in trust from the estate of Anna Burt the Peña-Peck House, whose origins dated to about 1740, a rare "First Spanish Period" building. The City acquired the title to the Llambias House (c. 1750) from the Carnegie Institute, which had purchased the building as a consequence of that organization's role in the Restoration program.

As the air began to seep out of the 1920s Florida real estate bubble, presaging the Great Depression, the Atlantic Bank Building rose to completion beside the Cathedral-Basilica. The six-story edifice overwhelmed the historic church. A horrified City Commission belatedly concluded that the historic character of the Ancient City had been compromised. It adopted an ordinance restricting the height of future construction throughout the city to thirty-five feet, the first recognition in municipal code that the architectural principle of scale indelibly figured in what modern preservation parlance refers to as the city's "sense of historic place." The economic misfortunes that the collapse of the Great Boom brought on may have restrained the City Commission from engaging in a more proactive preservation role. In 1929, it refused an appeal from the Historical Society for an appropriation to maintain old cemeteries and "properly certified landmarks."

It adopted an ordinance restricting the height of future construction throughout the city to thirty-five feet, the first recognition in municipal code that the architectural principle of scale indelibly figured in what modern preservation parlance refers to as the city's "sense of historic place."



Figure 4.3: The Cathedral Basilica with origins to 1797 and its tower adjacent to the Atlantic Bank Building (1927) which inspired the city to establish a height limit to preserve the historic character of the city.

The Origins of the Restoration

By the advent of the Great Depression, there existed evident concern about the ultimate fate of the city's remaining colonial resources. There was also much economic misery in St. Augustine, like elsewhere in America. Looking for a solution to the two problems, St. Augustine discovered a role model in Williamsburg, Virginia, where the highly publicized restoration of that colonial capital was proceeding under the financial auspices of John D. Rockefeller. In 1935, St. Augustine Mayor Walter B. Fraser mobilized support for organization of a national committee to formulate plans for a similar effort in the Ancient City. He approached the Carnegie Institute of Washington, D.C., a rich and powerful national foundation, to underwrite the effort. A preliminary meeting of the committee, held in Washington on October 26, 1936, advocated a historic survey of the city's historic resources as an initial measure of activity. Although probably not what local leaders wanted, the committee's proposal offered the logical first step in any preservation program, namely to identify and evaluate the city's historic resources.

In the same year, transfer of Castillo de San Marcos from the War Department to the National Park Service (NPS) placed the city's most prominent historic structure under the administration of an agency dedicated to that site's preservation and interpretation. The former chief historian and acting director of the Branch of Historic Sites and Buildings for the NPS, Verne Chatelain, was selected to direct the St. Augustine survey as a research associate on the staff of the Carnegie Institute. Chatelain, who hoped to make St. Augustine a laboratory of history, said that ultimately the program was designed to reveal the "life history" of the city and translate the results of his survey into a plan of physical development and management.

The Committee began its work, which included the collection of documentary materials in the National Archives in Washington, especially the East Florida Papers, Spanish documents relating to the area's colonial history. Pictures and photographs were gathered and photographs made of existing historic buildings in the city. A tentative assessment of archaeological documents was compiled, for, as Chatelain pointed out, no reconstruction work could proceed without preliminary investigation of the below-ground historic resources. The Works Progress Administration (WPA), a Depression-Era New Deal agency, gave the project assistance by funding two historic surveys, a nationwide records search and a state archives search. W. J. Winter, a former NPS archaeologist, was placed in charge of the local search for archaeological records. He promised that his work would constitute only the beginning of a systematic study of archaeology throughout St. Johns County.

World War II interrupted the ambitious program before it got much beyond the planning stage. Very little physical work was accomplished, although the City adopted an ordinance to protect historic landmarks. The ambitious research effort produced little. Chatelain presented many of his findings in a book on the military defenses of the colonial city. No report resulted from the archaeological program. Its data were scattered and lost. Significantly, however, the State of Florida endorsed the program. In 1937, the State Legislature approved a special act granting St. Johns County and its cities and subdivisions the power of eminent domain to protect historic landmarks and sites. A bill providing for creation of a "St. Augustine Historical Preservation and Restoration Commission" was introduced and an appropriation of \$50,000 to fund the acquisition and preservation of historic sites approved. Although the Commission authorization failed, the appropriation did stand.



The Post-War Restoration Program

The seven-member commission was authorized “to acquire, restore, preserve, maintain, reconstruct, reproduce, and operate for the use, benefit, education, recreation, enjoyment, and general welfare” St. Augustine’s “historical and antiquarian sites.”

In the immediate aftermath of the war, residents grappled among themselves and with federal officials over widening of the bayfront, closely skirting Castillo de San Marcos. The eventually constructed four-lane boulevard proved but one of a number of new developments in an era of fast growth that threatened the remnants of the city’s past. The Historical Society purchased three colonial buildings in the early 1950s to prevent their destruction. With the 400th anniversary of the city’s founding approaching, local officials this time turned to the state legislature for assistance. On June 19, 1959, Governor LeRoy Collins signed into law a bill creating a St. Augustine Historical Restoration and Preservation Commission. The seven-member commission was authorized “to acquire, restore, preserve, maintain, reconstruct, reproduce, and operate for the use, benefit, education, recreation, enjoyment, and general welfare” St. Augustine’s “historical and antiquarian sites.”

Employing concepts formulated in the 1930s by the Carnegie-sponsored study, the Commission proposed to conduct a program of restoration or reconstruction of colonial structures throughout the “Walled City,” or colonial presidio. In late 1960, it undertook its first physical venture, restoration of the Arrivas House, and looked to the State Legislature for financial assistance to expand its efforts. It received an appropriation of \$150,000, but was required to dip into that small pool of money to fund its staff activities. Little or nothing remained for the acquisition of additional properties or for the actual task of restoration. The recurrent pleas of trustees for capital support to pursue the restoration program job fell on deaf ears in Tallahassee. The legislative practice of merely funding staff salaries while ignoring capital expense needs remained in place for the succeeding thirty-six years.

By the end of 1961, after two years of work, the Commission had but one partially completed project -- the Arrivas House -- to show for its efforts. Looking elsewhere for funds, the Commission created a private foundation to solicit private and other public or foundation assistance. For at least the first two decades of the program, the City of St. Augustine and St. Johns County made annual contributions to the Commission for the acquisition and restoration of specific historic properties.

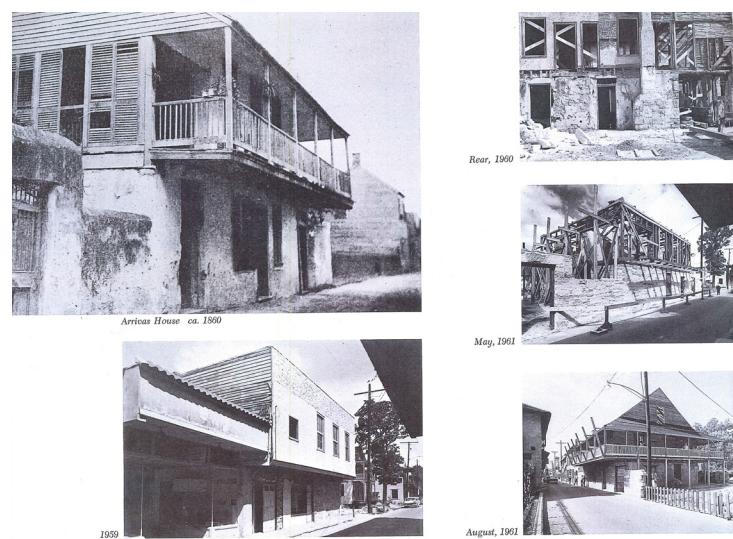


Figure 4.4: Restoration process of the Arrivas House at 46 St. George Street excerpted from St. Augustine Historical Restoration and Preservation Commission publication (copy available at St. Augustine Historical Society).

The Commission selected north St. George Street as the focal point for the program popularly referred to as the “Restoration.” That part of the city contained a distressed commercial sector, which community leaders wanted revitalized. A cluster of five surviving colonial buildings were found in this area, the closest such concentration in the city. They stood directly west of Castillo de San Marcos, offering the possibility of creating an interpretive program linked to the city’s most visible and popular attraction. Between 1961 and 1984, the Commission (renamed the Historic St. Augustine Preservation Board in 1968) restored, reconstructed or preserved some forty buildings within the colonial city, most of them in the blocks bounded by Fort Alley and Hypolita Street on the north and south, and between St. George and Charlotte Streets. The City of St. Augustine contributed to the program’s interpretive effort by limiting St. George Street to pedestrian traffic from the City Gate to Hypolita Street.

Other legislative developments cast early doubt on the state’s commitment to St. Augustine’s program. Preservation boards modeled after the St. Augustine example were created in Pensacola, Key West, Tallahassee, and four other locations, providing competition for legislative monies, which, in any case, were always limited. In its thirty-seven years of operation, 1960 to 1996, the state-sponsored commission (or board) received less than \$200,000 in capital outlay expenditures for the purposes of acquiring, restoring, or reconstructing historic buildings. Especially after the creation of the rival Pensacola Commission in 1968, it was easily apparent that, barring some legislative miracle, St. Augustine would never receive a state appropriation sufficient to complete even a modest part of its original plan for the colonial city’s restoration.

In its thirty-seven years of operation, 1960 to 1996, the state-sponsored commission (or board) received less than \$200,000 in capital outlay expenditures for the purposes of acquiring, restoring, or reconstructing historic buildings.

The Modern Historic Preservation Movement

The presence of a professional staff at the Board permitted St. Augustine to march in the vanguard of state preservation efforts in the 1970s, during a time when historic preservation in the United States experienced dramatic changes. The national movement, launched by Congressional passage of the 1966 National Historic Preservation Act, fed upon a growing national awareness of the negative impact that modern development exerted on America’s historic towns and cities and the energies generated by the national Bicentennial celebration. The Board’s staff prepared applications for listing of many local historic buildings and sites in the expanded National Register of Historic Places, including, in 1971, the colonial city historic district. Three years later, in 1974, the City Commission adopted an ordinance demarcating for architectural control five local historic districts, essentially within and around the colonial city. To supervise change within those districts, the Commission authorized creation of the Historic Architectural Review Board (HARB), a citizen panel appointed by the Commission and charged with the responsibility of exercising those controls.

Although the Restoration initiative faltered for lack of funding in the 1970s, historical and archaeological research and investigations flowered. Professional historians and archaeologists, funded by the Historic St. Augustine Preservation Board, the National Park Service, and the St. Augustine Restoration Foundation, which briefly considered the reconstruction of the 1580 colonial settlement, produced a rich and abundant body of scholarship. In little more than a decade’s time, archaeologists Hale Smith, Charles Fairbanks,



Figure 4.5: Model of the Commission's vision for a restored Spanish Colonial St. Augustine from St. Augustine Historical Restoration and Preservation Commission publication (copy available at St. Augustine Historical Society).



The Preservation Board completed in 1980 a three-year long archaeological and building survey, compiling information about historic resources that permits agencies, property owners and, especially, the Historic Architectural Review Board to make informed preservation judgments.

John Griffin, Kathleen Deagan, and Robert Steinbach, and historians Albert Manucy, Luis Arana, Eugene Lyon, Paul Hoffman, Michael Gannon, Michael Scardaville, Thomas Graham and Amy Bushnell established a base of knowledge that will support a generation and more of research and preservation efforts.

The preservation initiative also expanded in the 1970s to embrace resources outside the colonial city. The Preservation Board completed in 1980 a three-year long archaeological and building survey, compiling information about historic resources that permits agencies, property owners and, especially, the Historic Architectural Review Board to make informed preservation judgments. Employing the information gathered from the survey, the Board's staff wrote nominations embracing two historic neighborhoods, the Abbott Tract Historic District, located north of Castillo de San Marcos, and the Model Land Company Historic District, comprised of the residential blocks situated west and north of the Ponce de Leon Hotel. Both were listed in 1983. The nomination papers for listing in the National Register of a fourth historic district within the city, Lincolnville, prepared at the request of the City in 1988, recognized the community's historic black neighborhood. A later attempt, sponsored by the City Planning Department in 1992, to add the Lighthouse neighborhood to the National Register of Historic Places failed because of the objections of residents.

The City in 1986 adopted a Historic Preservation Element as a part of its Comprehensive Plan. This document provided an outline of goals and objectives for preserving cultural resources and suggested policies for achieving them. In response to one of the plan's declared objectives, the City Commission in 1986 approved an ordinance requiring property owners undertaking development at a defined below-ground level to make an assessment of the property's archaeological resources. The City employed a professional archaeologist to perform the investigations.

The Historic St. Augustine Preservation Board withdrew from sponsorship of community historic preservation research and advocacy in the late 1980s.

Preserving buildings and other historic resources was left to property owners and market forces. A relatively small number of property owners took advantage of federal tax laws that accorded an investment tax credit for the rehabilitation of historic buildings. Many eligible public agencies and non-profit entities received state and federal grant assistance for historic preservation improvements to historic buildings. Only within the historic districts controlled by municipal ordinance were changes to the historic architecture or landscape officially monitored.

In the mid-1990s, as the St. Johns County Board of County Commissioners and its staff prepared to move into a new courthouse on the outskirts of the city, St. Augustine faced the renewed threat of a vast, empty building in the heart of the city. In the early 1960s, the same building, originally constructed as the Casa Monica Hotel in the late 19th century, had remained vacant for over thirty years before its conversion to the county courthouse. In the same period, its two companion buildings, the Ponce de Leon Hotel and the Alcazar Hotel, likewise empty or about to be vacated, found useful new lives, the first as a centerpiece for a four-year college and the second as a museum and municipal office building. The Casa Monica was rescued a second time through adaptive re-use, returned to its original purpose as a hotel. The facility breathed new economic vitality into the city, like the two other Flagler-era hotels. Both St. Johns County and the City of St. Augustine adopted a state-authorized ad valorem tax relief provision to encourage rehabilitation of the Casa Monica Hotel and other eligible historic buildings.

The Historic St. Augustine Preservation Board experienced some fitful years after 1988, resulting in a one-year legislative abolishment of the agency in 1990-1991. When it was reconstituted, the Board was placed under close control from Tallahassee. The apathy of state officials toward maintaining the historic program became increasingly apparent. Faced with growing evidence that the Board's years were numbered, St. Augustine's Mayor and City Manager began quietly in 1993 to inquire about the costs and problems associated with the City's assumption of the program's management. When the State Legislature ended the program in 1997, the Florida Department



Figure 4.6: The Casa Monica Hotel (1888) at left and the Alcazar Hotel (1889) occupy the opposite corners of the Ponce de Leon Hotel on King Street. All have undergone significant rehabilitation or adaptive use in the last half of the 20th century.



Architectural preservation outside of the historic districts controlled by municipal ordinance essentially relies on incentives provided under state and federal tax laws.

of State gave the City a five-year lease upon the buildings and properties that had been assembled during the state's thirty-six years of operation and responsibility for managing the museums associated with those properties. The City Commission established a new department to administer the former state program and also subsequently approved the acquisition of additional properties in the area associated with the Restoration, indicating a municipal purpose to continue the work.

The City's Planning Department sponsored an updated survey of historic buildings in 1998. As the municipal department responsible for the Historic Architectural Review Board and the archeological program, as well as review of ad valorem tax relief applications, it has, by a process of default, become the only identifiable entity in the city that exercises an active historic preservation role. Architectural preservation outside of the historic districts controlled by municipal ordinance essentially relies on incentives provided under state and federal tax laws. Archaeological research continues, under the auspices of the City and the University of Florida, which conducts annual field studies that for over a decade have centered on early settlement patterns. Historical research within the city that might contribute to interpretation of archaeological findings and to architectural preservation suffer from an absence of any sponsored professional historian dedicated to that work. It is encouraging, however, that at the dawn of a new century that will encompass the quincentennial of the city's founding, tentative efforts have begun to give renewed purpose to preserving the city's historic resources and affirming its identity as a living city with a rich heritage spanning 450 years of European settlement and more than 4,000 years of prehistory.

(Conclusion of Dr. Adams essay)



Figure 4.7: Casa Monica Hotel, pictured ca. 1903, benefited from tax incentives for the 1999 restoration work that returned the property to a hotel use after being vacated by the St. Johns County Courthouse.
Library of Congress, <https://www.loc.gov/item/2016800951/>.

“Afterword”

In 1993, a varied group of civic leaders created a Vision Planning Project for the next century. A committee was created dedicated to preservation of the city’s cultural resources and included representatives of public and private historical or historic preservation organizations and interested local residents. It drafted a statement of specific and general goals for the city in the 21st century. **Another visioning initiative was held in 2014 that resulted in 4 principles: authenticity, character, livability and vitality.** The city leadership continues to recognize the significance of historic resources and how they play a role in the local economy and the physical landscape.

The city began to recognize limitations of managing 40 buildings and other state-owned property leased to the city and began working with officials at the University of Florida to devise an alternative management plan. In 2007, this action was formalized with *Florida Statutes* to allow the University to assume this responsibility. In response to acquiring management responsibility of state-owned properties and historic buildings located within the St. Augustine Historic District, the University of Florida released a St. Augustine Historic Area Strategic Plan in 2009. Since that time, the University of Florida Historic St. Augustine Direct Support Organization has overseen the preservation and management of the properties including a significant rehabilitation of Government House and installation of multiple museum exhibits. In 2011, the city ceased operations of the Spanish Quarter Living History Museum and the University of Florida oversaw its transition to a private operator with an expanded facility including a performance stage, redeveloped site to represent all of the colonial periods, and increased restaurant and retail services. With a focus on the city-owned buildings, brick and mortar preservation projects are ongoing and still represent a monumental challenge due to varied types and sizes of resources. The Hotel Alcazar has undergone a full roof rehabilitation and termite fumigation between 2015 and 2017 and the Waterworks building in Davenport Park is currently under a long term and full rehabilitation that began in 2015.

Leading up to the city’s 450th Celebration, the Department of Heritage Tourism and Historic Preservation was converted to the 450th Commemoration program. The Planning Department contributed by providing support to a private citizen that successfully nominated the Constitution Obelisk to the National Register of Historic Places in honor of the anniversary. As with other major preservation and celebration initiatives, the 450th was a public and private effort to raise money, programming and management of many events beginning in 2013 and culminating on Founder’s Day, 8 September 2015, commemorating the 1565 landing of Pedro Menendez de Aviles. The celebration highlighted the multicultural history of St. Augustine’s past and present, providing a reminder of its historical significance.

An architectural survey was completed in the North City area in 2006 to continue the survey update begun for the city in 1998. It was not until a resurgence of state grant funding allowed for substantial preservation projects to continue. The significant portion of the city not surveyed at all since the original 1980 survey was Davis Shores/Anastasia Island. Because this area developed primarily in the mid-century time period buildings were not candidates for the 1980 survey and were not represented in the architectural inventory of the city. In 2015, one year prior to the devastation of Hurricane Matthew, an architectural survey was performed. The following year, a survey

The City of St. Augustine Vision Plan 2014 and Beyond

St. Augustine will be livable, authentic, waterfront city that builds upon its rich history and environment to create a distinctive community character founded on a healthy and vibrant economy, a diverse mix of people and experiences and a valuing of its natural assets.

- Livability
- Authenticity
- Character
- Vitality



Figure 4.8: A Mid-Century Modern home on Inlet Drive built in 1955 that was recorded during the 2015 architectural survey before Hurricane Matthew.

In 2014, St. Augustine honored the 50th anniversary of the passage of the Civil Rights Act. Subsequent research documented in the nomination of the Municipal Miniature Golf Course identified it as the first local public facility to be officially desegregated.

update of the St. Augustine Town Plan National Register Historic District was completed which also performed an evaluation of the integrity of historic resources for the Town Plan National Historic Landmark District. A marker program was undertaken to ensure that the original remaining colonial buildings and individually designated buildings are recognized and interpreted to visitors and residents.

Another major step forward was the grant-funded project to inventory the major archaeological excavations performed within the boundaries of the 18th century town plan. This information, coupled with the evaluation of historic resources, will contribute to planning considerations as well as the National Park Service's initiative to update the Town Plan National Historic Landmark District to modern standards supported by archaeological resources, historic structures and buildings and the town plan landscape.

Additional National Register nominations have been performed or are underway which celebrate the city's founding heritage, diversity and its recent past along with the city's humbled influence on the Civil Rights Movement. In 2014, St. Augustine honored the 50th anniversary of the passage of the Civil Rights Act. Subsequent research documented in the nomination of the Municipal Miniature Golf Course identified it as the first local public facility to be officially desegregated. A multiple property nomination to document the historic context of the Civil Rights Movement in St. Augustine was submitted to the Florida Division of Historical Resources and will result in multiple sites being listed in the National Register. Since 2010, the city nominated the Fullerwood Park, Nelmar Terrace, and North City National Register Historic Districts.



Figure 4.9: Dr. Robert B. Hayling's dental office (1957) at 79 Bridge Street is now home to the ACCORD Civil Rights Museum in honor of his contribution to the Civil Rights Movement. It is not designated in the National Register and is recommended for inclusion as part of the nomination for the St. Augustine Civil Rights Movement.

Preserving St. Augustine's Past into the Future

The implementation of the city's preservation program has had many successes and faced many challenges. Its success can be measured in the ongoing desirability of the city's citizens, business owners, institutions and visitors to experience and benefit from St. Augustine's unique historic character. However, the increased desirability also presents a challenge as development, which is often preceded by demolition, erodes the city's neighborhoods and sense of place. This issue is further complicated by the effects of sea level rise and the impact to the built environment and archaeological resources.

The Historic Architectural Review Board ordinance and the accompanying Architectural Guidelines for Historic Preservation (AGHP), as well as the Archaeological Preservation Ordinance, have served to protect the historic core of the city. It now faces intensified development pressures from a changing population and economy, modern building codes, technologies, and heightened sense of vulnerability. To maintain St. Augustine's unique qualities and manage the development pressure, a present day, holistic review of the city's historic resources is required.

The city's historic preservation program includes both the built environment and the below ground resources that contain information in the archaeological record. All resources that constitute the cultural inventory of the city need to be preserved and/or documented and are under the auspice of the city's historic preservation program. This includes the cultural landscape, archaeological sites, buildings, objects, districts, cemeteries, submerged sites and features, and significant elements of the streetscape. In total, these features begin to tell the whole story of St. Augustine from the Native American experience, Spanish Colonial mission sites, and outpost of the Spanish and British military through American Territorial and United States historic periods. The first step in planning for the protection of these resources is their identification.

Based upon the current and anticipated development pressure, as well as priorities established by the city-wide review, the historic preservation program can be modified to play a larger role in the city's planning efforts, balancing the cherished sense of place with continued demolitions, new development, and adaptation in response to sea level rise and other environmental threats.



Figure 4.10: Plaza de la Constitución showing the Public Market, Confederate Monument, Spanish Constitution Obelisk, and the Cathedral Basilica between 1880-1897 by W. H. Jackson. Library of Congress, <https://www.loc.gov/item/2016797265/>.

Current Inventory of St. Augustine's Historic Resources

Defining historic and cultural resources varies across national and local entities. Within the city's jurisdiction, historic properties are buildings, objects, sites, or structures which are individually listed in the National Register of Historic Places; a contributing property in a National Register-listed historic district; designated as a local landmark; or a contributing property in a local historic district. There are numerous properties in St. Augustine designated as historic and for which historical information is available. Furthermore, the **Florida Master Site File (FMSF) serves as an inventory of historic resources maintained by the state and includes information on nationally and locally designated properties as well as properties that may or may not be considered historically significant.** The majority of designated properties are listed in the National Register of Historic Places and are part of a National Register historic district as a contributing resource. Local designations include 5 local districts, all of which overlap with 3 of the 7 National Register Historic Districts in part, and 3 individual local landmark buildings. The Archaeological Preservation Ordinance defines archaeological zones throughout city with descriptions of the information that could be uncovered in those zones which is a part of the archaeological inventory.

Nationally Designated Properties

The City of St. Augustine has numerous properties individually listed in the National Register of Historic Places and some of those properties are designated as a National Historic Landmark. Listing in the National Register of Historic Places does not impose any national regulatory requirements that would keep it from being modified or destroyed. Instead, listing:

- Provides recognition of a property's significance that can provide a tool for local planning
- Provides access to technical assistance from the Florida Division of Historical Resources and the State Historic Preservation Officer
- Provides an opportunity for historic preservation financial incentives
- Provides consideration of the potential impact of federally funded or licensed projects

National Historic Landmark Designations*

- **Cathedral of St. Augustine** – April 15, 1970 – Cathedral Street between Charlotte and St. George Street
- **Fort Mose Site (Second)** – October 12, 1994
- **González Alvarez House** – April 15, 1970
- **Hotel Ponce de Leon** – February 17, 2006 – 74 King Street
- **Llambias House** – April 15, 1970
- **St. Augustine Town Plan Historic District** – April 15, 1970

*NHL designations are by default also listed in the National Register

National Register of Historic Places Designations

- Abbott Tract Historic District – July 21, 1983
- Alcazar Hotel – February 24, 1971 – 75 King Street
- Avero House – June 13, 1972 – 39 St. George Street

National Historic Landmarks

National Historic Landmarks (NHLs) are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Today, just over 2,500 historic places bear this national distinction.

- NPS.gov

National Register of Historic Places

The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources.

- NPS.gov

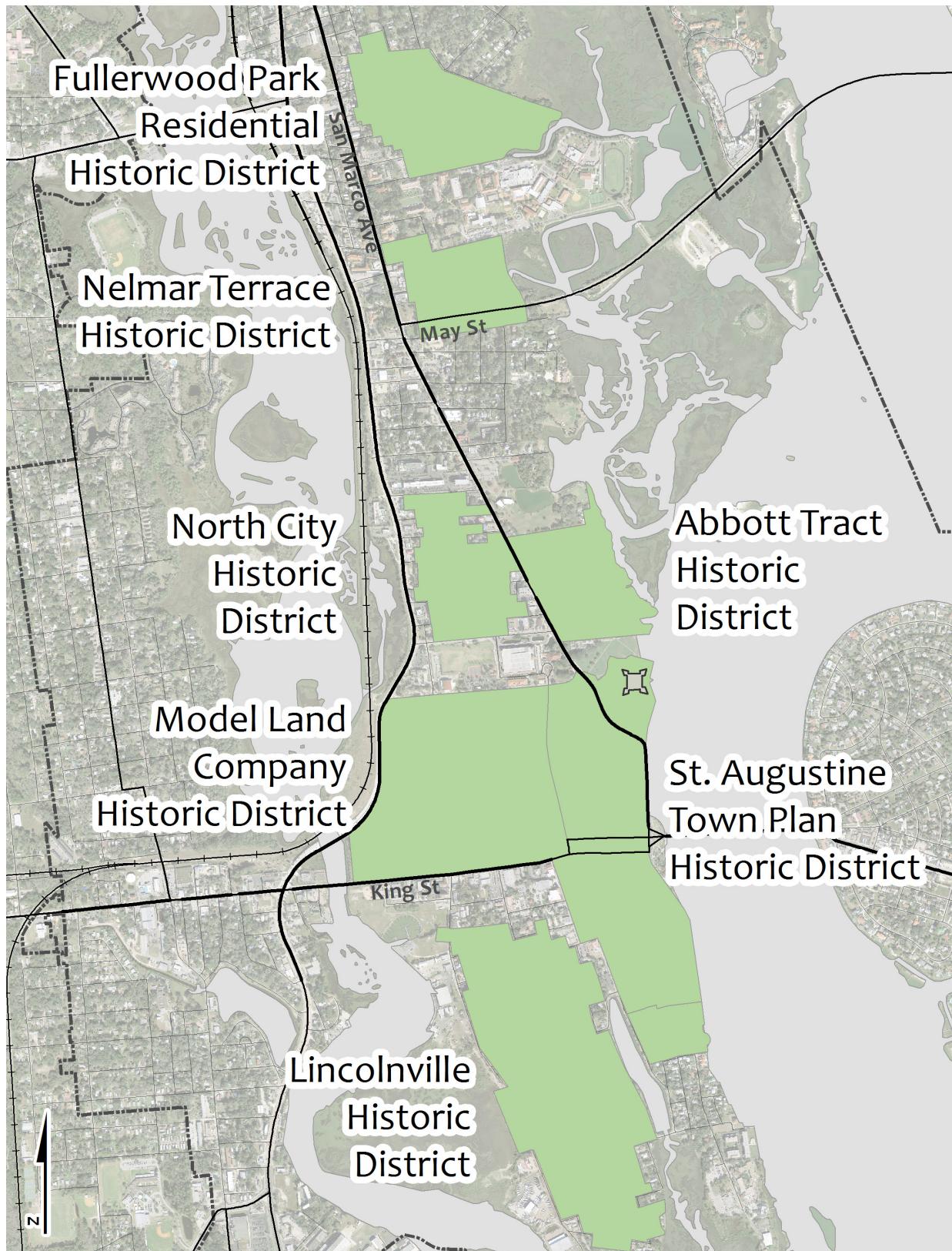


Figure 4.11: Neighborhoods designated as a historic district in the National Register of Historic Places. The listing is honorary and does not equate to any federal oversight unless there is a potential impact of a proposed federal funded or permitted project.



- Bridge of Lions – November 19, 1982 – King Street
- Castillo de San Marcos National Monument – October 15, 1966 – In addition: 1924 designation as a National Monument; 1975 Historic Civil Engineering Landmark designation by American Society of Civil Engineers
- City of St. Augustine Miniature Golf Course – November 19, 2014 – 111 Avenida Menendez
- Constitution Obelisk – December 18, 2012 – Plaza de la Constitución
- Fish Island Site – June 13, 1972
- Fountain of Youth Archeological Park and District – 2016 – 11 Magnolia Avenue
- Fullerwood Park Residential Historic District – September 24, 2010
- Government House – January 7, 2014 – 48 King Street
- Grace United Methodist Church – November 29, 1979 – 8 Carrera Street
- Lincolnville Historic District – November 29, 1991
- Lindsley House, (also known as the Horruytiner House) – September 10, 1971 – 214 St. George Street
- Father Francisco Lopez Statue – June 5, 2012 – 27 Ocean Avenue
- Xavier Lopez House – July 1, 1993 – 93 ½ King Street
- Markland - December 6, 1978 – 102 King Street
- Model Land Company Historic District – August 2, 1983
- Nelmar Terrace Historic District – March 28, 2011
- North City Historic District – October 1, 2009
- O'Reilly House – October 15, 1974 – 31 Avilés Street
- Old St. Johns County Jail – August 27, 1987 – 167 San Marco Avenue
- Record Building – April 26, 2006 – 154 Cordova Street
- Rodríguez-Avero-Sánchez House – April 16, 1971 – 52 St. George Street
- St. Augustine Alligator Farm Historic District – September 10, 1992 – 999 Anastasia Boulevard
- St. Augustine Civic Center – April 21, 2005 – 10 Castillo Drive
- St. Augustine Historic District – July 1, 1970
- St. Augustine Lighthouse and Keeper's Quarters – March 19, 1981 – Old Beach Road
- St. Augustine National Cemetery – May 26, 2016 – 104 Marine Street
- St. Augustine Water Works – February 5, 2014 – 184 San Marco Avenue
- Sanchez Powder House Site – April 14, 1972 – Marine Street
- Solla-Carcaba Cigar Factory, (Pamies-Arango Cigar Factory) – May 6, 1993 – 88 Riberia Street
- Spanish Coquina Quarries – February 23, 1972
- Stanbury Cottage – October 8, 2008 – 232 St. George Street
- Villa Zorayda – September 23, 1993 – 83 King Street
- Horace Walker House (Castillo Sebastian) – January 30, 1998 – 33 Old Mission Avenue
- Ximinéz-Fatio House – July 25, 1973 – 20 Aviles Street



Figure 4.12: The Fountain of Youth Archaeological Park is the most recent addition to the National Register of Historic Places in St. Augustine.

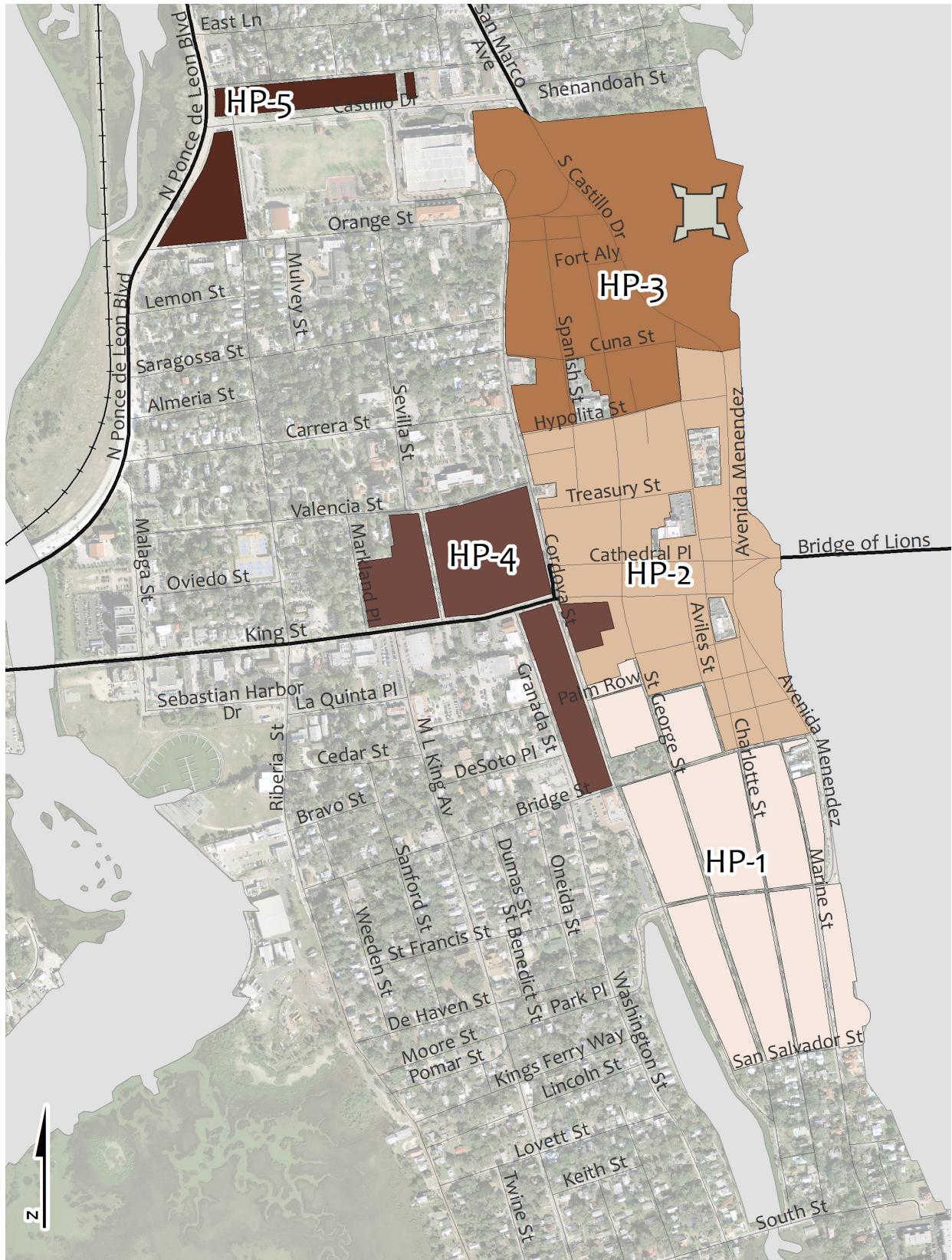


Figure 4.13: There are five local historic preservation zoning districts which are regulated by the HARB and the AGHP.

Florida Master Site File (FMSF)

The Florida Master Site File (FMSF), administered by the Division of Historical Resources, is the state's inventory of historical buildings, structures, bridges, cemeteries, archaeological sites, submerged sites, historic districts, landscapes, and linear features. The Site File also maintains copies of archaeological and historical survey reports and other manuscripts relevant to history and historic preservation in Florida. Site File staff do not evaluate the historical significance of sites or the potential impact of development projects, however, evaluations of historical significance by other State Historic Preservation Office (SHPO) staff and preservation consultants are included in its records. Florida Master Site File staff are available to assist citizens, government agencies and historic preservation professionals in performing searches and obtaining information from its inventory. There are over 3,700 resources recorded on the FMSF within St. Augustine. Much work remains to record archaeological sites in St. Augustine on the FMSF. Of the 800 excavation projects the FMSF has an inventory of 231 archaeological sites within the St. Augustine area (not all 800 projects are considered individual sites).

While local inventories can serve a regulatory function, the state inventory serves as an archive for information regarding historical properties across the state. There are limitations of this inventory, however. Because the forms can be completed by experts and non-professional recorders the information will vary in degrees of detail and accuracy depending on the source and the purpose for recording the information. Also, it is an incomplete inventory as it only includes properties that someone has taken the effort to document. Many other properties may exist that have not been recorded.

Local Designation

In 1971, the City of St. Augustine designated five historic districts through the creation of zoning overlay districts to control architectural modifications and regulate commercial uses of buildings within the districts. The applicable zoning for each district is identified in the Zoning Ordinance, Chapter 28, Article III, Division 3. – Historic Preservation Districts. The five locally designated historic districts are:

1. Historic Preservation - One [HP-1]

This district encompasses the southernmost portion of the St. Augustine Town Plan National Historic Landmark District.

*Intent. This district is intended to provide primarily residential uses that will encourage the **preservation and restoration of historic structures** in the district.* - Zoning Ordinance

2. Historic Preservation - Two [HP-2]

This district is the central portion of the St. Augustine Town Plan National Historic Landmark District.

*Intent. This district is intended to provide a mix of commercial and residential uses that will encourage the **restoration and reproduction of historic structures** and maintain the historic and pedestrian scale of the neighborhood.* - Zoning Ordinance

Certified Local Government

The Certified Local Government Program was created in 1980 with an amendment to the 1966 National Historic Preservation Act (NHPA). The creation of the program provided the framework for a local, state and national partnership for historic preservation and increased the designation of historic districts in older communities.

To qualify as a CLG, a community must make a local commitment to historic preservation by:

- Enforcing state or local legislation protecting historic properties
- Establishing a qualified review body (the HARB) to enforce evaluation procedures
- Surveying and inventorying local historic properties
- Providing comment on proposed National Register nominations
- Providing a means for public participation

Benefits of participation in the CLG program include access to:

- Funding for historic preservation activities including surveys, National Register nominations, design guidelines, educational programs, rehabilitation projects through a competitive grant process
- Technical assistance and training through the Florida Division of Historical Resources

In 1986, St. Augustine was one of five Florida communities designated as a CLG and CLG funding was utilized to prepare the Historic Preservation Element of the Comprehensive Plan (September 1986).



3. Historic Preservation - Three [HP-3]

This district includes the northernmost portion of the St. Augustine Town Plan National Historic Landmark District.

*Intent. This district is intended to provide a mix of commercial and residential uses that will encourage the **restoration and reproduction of historic structures** and maintain the historic and pedestrian scale of the neighborhood. - Zoning Ordinance*

4. Historic Preservation - Four [HP-4]

This district includes portions of both the St. Augustine Town Plan and Model Land Company National Register Districts.

Intent. This district is intended to apply to significant, large-scale Flagler-era development adjacent to the Colonial City and provides for such uses that encourage the maintenance and use of these structures. - Zoning Ordinance

5. Historic Preservation - Five [HP-5]

HP-5 includes portions of the southernmost block of the North City National Register District.

Intent. This district is intended to provide a mix of residential and nonresidential uses compatible with the existing historic structures and the district's relationship with surrounding neighborhoods and traffic circulation. - Zoning Ordinance

The 1984 AGHP reflects 6 local Historic Districts however by the 1989 version the 5 districts in place today were reflected. Since that time the city has not designated a new local Historic District although there have been individual property landmarks.

Local Landmarks that have been designated are:

- The Record Building, September 18, 2003, 154 Cordova Street
- St. Augustine Waterworks, June 20, 2013, 184 San Marco Avenue
- 32 Granada Street, September 15, 2016, relocated to 34 Granada Street



Figure 4.14: The building previously addressed as 32 Granada Street (ca. 1899) was designated as a local landmark by HARB in recognition of previous occupants significant to St. Augustine's history and the building's physical characteristics.

Archaeological Zones

Building projects are reviewed for their potential to impact buried archaeological resources located in an archaeology zone involving ground-penetrating construction activities. St. Augustine's archaeological heritage is unparalleled in the quantity and diversity of remains buried beneath its buildings, streets, and backyards. These deposits not only reflect the City's European origins since 1565, but also a rich and varied Native American heritage that has been in existence for thousands of years. The intent of the City's archaeology program is not to stop or limit development, as St. Augustine is a vibrant and evolving urban community, but to preserve the information of those buried remains subject to potential destruction through documentation. Most archaeological projects in the City of St. Augustine stem from local construction and development projects that impact buried cultural resources. In 1986 the City drafted an Archaeology Preservation Ordinance to protect its buried heritage. The ordinance is unique in that the effects of ground-penetrating construction activities are evaluated on both public and private properties. St. Augustine also is one of a few municipalities in the country that has an Archaeology Program, which averages 30 investigations each year.

The city is divided into zones as shown on the archaeological base map entitled "Archaeological Base Map for St. Augustine, Florida." The zones, as delineated on the base map, are described as follows, with titles and abbreviations as indicated:

1. **Archaeological Zone Number I** relates to areas containing the most significant archaeological sites in the city and includes the following subzones: Archaeological Zone I-A consists of an area containing historic resources from the 17th to the 20th centuries, including the Cubo Line west to Ponce de Leon Boulevard, and limited prehistoric resources. Archaeological Zone I-B consists of an area containing historic resources from the 16th through the 20th centuries, specifically including the earliest areas of the downtown portion of the city. Archaeological Zone I-C

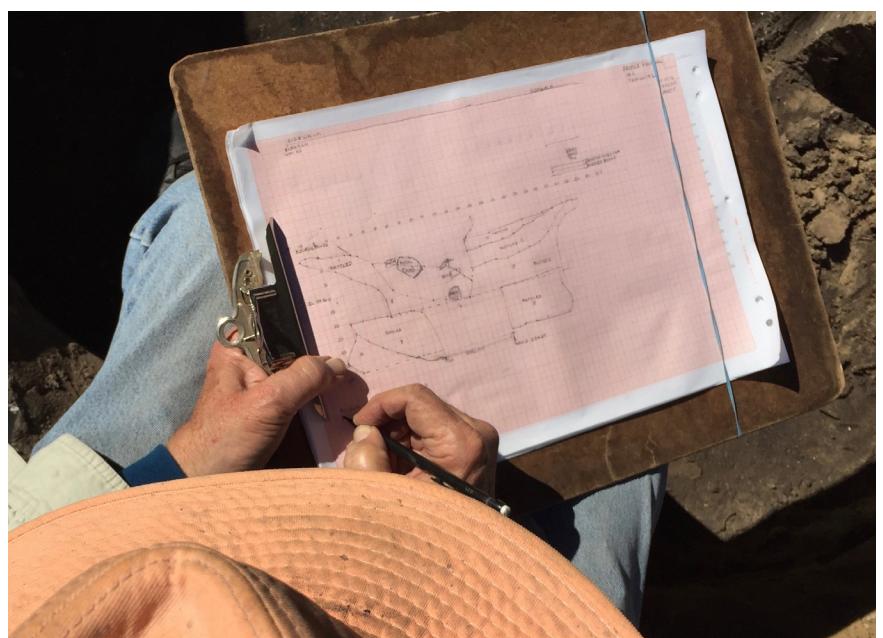


Figure 4.15: Mapping information discovered during an archaeological investigation provides documentation to study development patterns, historical events, and temporal associations which are the context for any physical artifacts that are found.

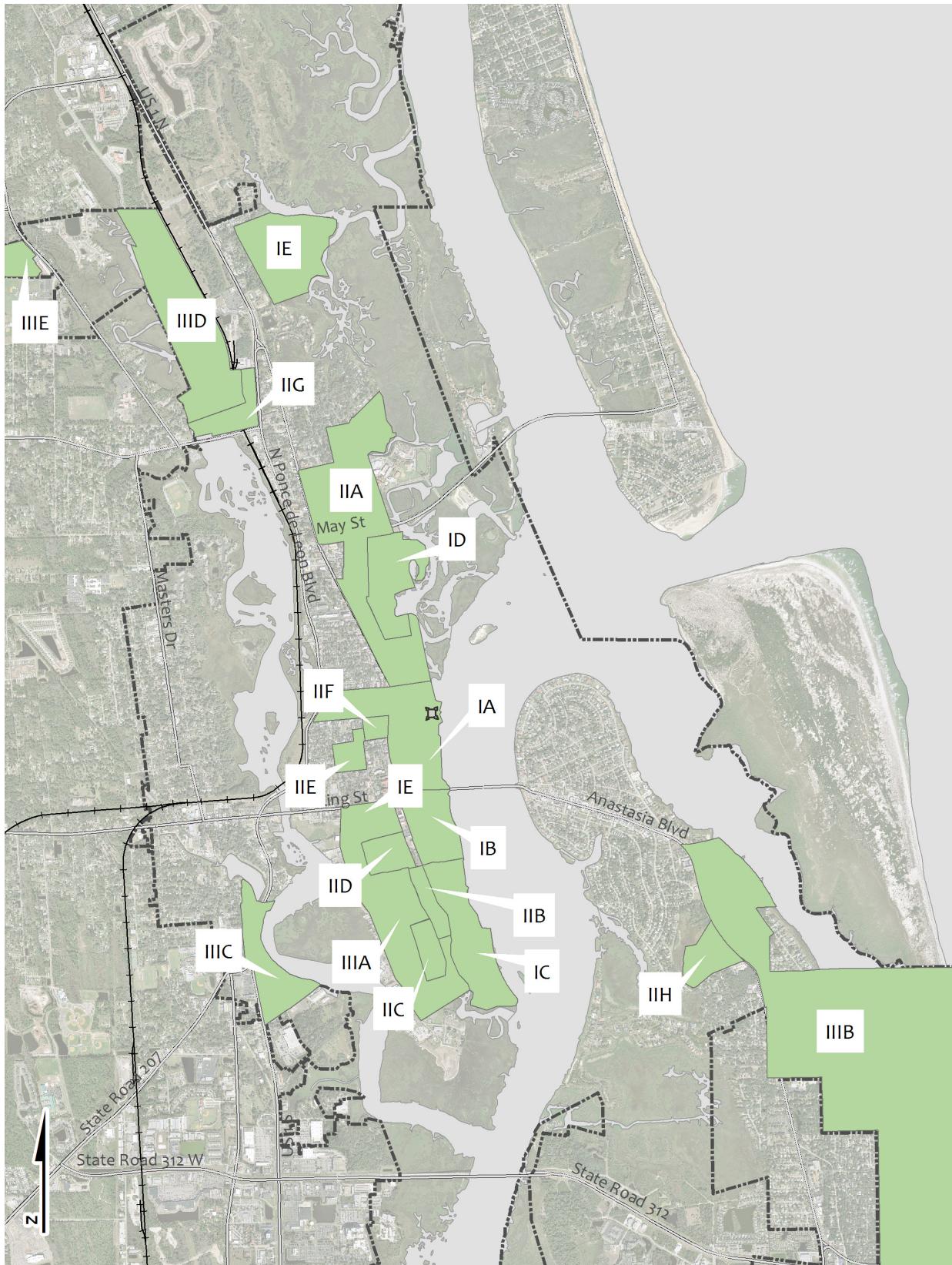


Figure 4.16: St. Augustine Archaeological Zone map.



consists of an area containing historic resources from the 17th to the 20th centuries; Archaeological Zone I-D consists of an area containing the original settlement of St. Augustine in 1565 and important Indian mission settlements and prehistoric sites. Archaeological Zone I-E consists of an area containing the site of Ft. Mose.

2. **Archaeological Zone Number II** relates to areas containing important known archaeological sites and includes the following subzones: Archaeological Zone II-A consists of an area containing portions of Hospital Creek, numerous prehistoric and historic Indian sites, farmsteads, plantations and possible military sites. Archaeological Zone II-B consists of an area containing the Lincolnville Dump area on the edge of Maria Sanchez Lake; Archaeological Zone II-C consists of an area containing the Pocotalaca Indian Mission; Archaeological Zone II-D consists of an area containing the Palica Indian Mission; Archaeological Zone II-E consists of an area containing the Tolomato Mission; Archaeological Zone II-F consists of an area containing the Tolomato Cemetery; Archaeological Zone II-G consists of an area containing the Ft. Mose Line and other fortifications and the Fairbanks Plantation site; and Archaeological Zone II-H consists of an area containing Old Quarry Road.
3. **Archaeological Zone Number III** relates to areas having a high potential for historic/prehistoric archaeological sites and contains the following subzones: Archaeological Zone III-A consists of an area containing the Lincolnville portion of the city; Archaeological Zone III-B consists of an area containing portions of Anastasia Island; Archaeological Zone III-C consists of an area containing Oyster Creek; and Archaeological Zone III-D consists of an area containing portions of the eastern edge of the San Sebastian River, west of the FEC Railroad, north of SR 16; and Archaeological Zone III-E consists of a property located on the west side of Lewis Speedway between Red House Branch Creek and Varella Avenue.

Architectural Guidelines for Historic Preservation (AGHP)

Architectural guidelines are basic standards used to review, direct, and regulate rehabilitation and maintenance, new construction, and demolitions in the locally designated historic preservation zoning districts. The last update added changes in 2011 to allow some design flexibility for architectural styles for the Historic Preservation-1 zoning district. The Secretary of the Interior's Standards for Rehabilitation have been supplemented by the AGHP as a specific set of guidelines tailored to the unique mix of architectural styles in St. Augustine.

The Secretary of the Interior's Standards for Rehabilitation (Updated 2017)

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations or related new construction will not destroy historic materials, features and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.



Current Historic Preservation Program

2018 Historic Preservation Master Plan Strategy themes:

- A. City-Wide Planning
- B. Historic Resource Inventory
- C. Historic Preservation, Conservation & Zoning
- D. Reducing Historic Building Demolition
- E. Economics
- F. Hazard Mitigation
- G. Archaeology Program
- H. Education & Advocacy

The City of St. Augustine's preservation program has deep traditions and the protection it offers is embraced by the community as a means of protecting the city's unique historic character. The current historic preservation program has served the city well since the establishment of the Historic Preservation Zoning Districts in 1971 and the Archaeological Preservation Ordinance in 1986. However, there are new challenges, including development pressures, sea level rise and natural hazards, and increased demolition that could be met with an improved regulatory framework, which can further protect the city's historical resources and character. Finally, there are large areas of the city with historic resources that have no protection outside of the existing demolition review process which can have a significant impact to the historic setting and integrity of remaining historic resources.

Each of the eight strategy themes of the 2018 City of St. Augustine Historic Preservation Master Plan have been used to evaluate the current preservation policies and procedures and identify the participating agencies and individuals:

A. City-Wide Planning

The City Commission is responsible for budgeting, setting priorities and making final decisions on some applications including demolition of Colonial buildings and designation of local Historic Districts. Historic preservation goals, objectives and policies are outlined in the current Historic Preservation Element of the Comprehensive Plan. In effect, the city implements preservation activity through the Zoning Code.

Based upon the City Code of Ordinances Section 28-181, the purpose of historic zoning district regulations are:

- **To safeguard the heritage of the city** by preserving the district(s) which reflect noteworthy elements of the cultural, educational, social, economic, political and/or architectural history.
- **To educate the citizen** to realize, understand, and appreciate the city's rich heritage.



Figure 4.17: The historic Civic Center (1935) at 10 South Castillo Drive is owned by the city and functions as a visitor information center today.



Figure 4.18: Inventory of historic properties recorded on the Florida Master Site File.



- **To stimulate a greater awareness and sense of pride** in the founding of the city and the contributions it has made to the state and nation.
- **To develop an atmosphere and feeling of old**, historic St. Augustine by encouraging the preservation and restoration of historic structures within the districts.
- **To improve the environmental quality and overall livability** of the historic section of St. Augustine.
- **To stabilize and improve property values** in the district and to allow uses that encourage the restoration and conservation of historic sites and structures.
- **To promote the use and preservation of the district** for the education, welfare and pleasure of residents of St. Augustine and St. Johns County, and of the state and nation as well.
- That these aforementioned goals and objectives of the historic district be achieved and implemented through the establishment of and enforcement of the general district guidelines and specific district regulations.

B. Historic Preservation Inventory

Neighborhood Zoning Workbooks

In 2016, the city compiled Neighborhood Zoning Workbooks for each of the organized neighborhood associations. The Workbooks provide a brief historic description as well as zoning and mapping to provide neighborhoods with a toolbox to design their own overlay districts. The Workbooks encourage residents to consider the character of their neighborhood as they consider future development.

City staff and paid consultants have been primarily responsible for conducting surveys of historic properties and neighborhoods and evaluating them for potential historic significance. The first comprehensive inventory was conducted from 1978 to 1980 which later was used to successfully list the Model Land Company, Abbott Tract and Lincolnville as National Register Historic Districts. Surveys since that time led to the completion of other National Register historic district nominations (refer to St. Augustine's Historic Resources) as well as inventories for potential National Register historic districts like Davis Shores and Lighthouse Park.

The city regularly provides information for addition to the FMSF including inventories for potential historic districts and updating the inventory with previously unrecorded resources, research regarding specific properties, as well as providing documentation prior to approval of some demolition applications as mandated by HARB. In 2016 the St. Augustine National Register Historic District was updated with a current architectural survey and in the prior year a survey was conducted on Anastasia Island including Davis Shores. Also, major archaeological investigations conducted over the last 75 years within the Town Plan Historic District have been recorded with the FMSF and the initial phase of translating this information into a GIS platform was started. Grant funds were successfully awarded for these projects which represents a backlog of activity since the last partial architectural survey was completed in 2006. The most recent National Register District nominated by the city was designated in 2011 and no additional local districts have been designated. Records provided to the state inventory are also maintained and accessible locally in the Planning and Building Department and a portion of the records are available online through the city's mobile website (www.staugustineexplorers.com).

C. Historic Preservation, Conservation & Zoning

Most of the regulations governing the Historic Preservation program can be found in Chapter 28, Article II, Division 3 (Historic Architectural Review Board) of the City of St. Augustine Zoning Ordinance supported by the AGHP. The local ad valorem tax exemption program is codified in Chapter 2, Article VII Historic Preservation Property Tax Exemption.

The administration component of the historic preservation program provides the operating framework for the Historic Architectural Review Board and its staff, who supports HARB and interacts with the public and other city departments in support of preservation policies and standards.

Most of the regulations governing the Historic Preservation program can be found in Chapter 28, Article II, Division 3 (Historic Architectural Review Board) of the City of St. Augustine Zoning Ordinance.

Historic Architectural Review Board

The summarized duties of the HARB include:

- **Reviewing of Certificate of Appropriateness (COA)** applications for properties located in Historic Districts HP-1 through HP-5 and on properties facing HP-1, HP-2 and HP-3
- **Reviewing of Certificate of Demolition (COD)** applications for properties 50 years old or older and/or recorded on the Florida Master Site File, or designated as a Local Landmark (Refer to D. Reducing Historic Building Demolition)
- **Designation of properties as Local Landmarks**
- **Providing recommendations** to conserve historic districts and protect historic resources as well as advise property owners, various agencies and the city on the effects of proposed projects with historic preservation goals



Figure 4.19: A Mediterranean Revival building (ca. 1930) at 107 St. George Street undergoing rehabilitation following approvals through the COA process.



The five locally designated Historic Districts receive the greatest level of protection from HARB, requiring review of proposed exterior alterations to buildings, structures and to a degree their sites. Proposed projects are reviewed for compliance with the city's Architectural Guidelines for Historic Preservation. These guidelines provide a local interpretation of the Secretary of the Interior's Standards for Rehabilitation, addressing issues specific to the historic resources of St. Augustine.

City Historic Preservation Staff

The Historic Preservation Division is part of the city's Planning and Building Department and includes both historic preservation and archaeology programs. The administration of the Historic Preservation Ordinance is supported by a full-time Historic Preservation Officer and another professional staff member. Archaeological responsibilities are carried out by one full-time archaeologist and several volunteers through the St. Augustine Archaeology Association. These staff members review building and development permits, archaeology applications, and produce staff reports for the HARB hearings in addition to providing data and recommendations for city preservation policies. The City Archaeologist reviews permits for buildings, right-of-way, and utilities; conducts all aspects of archaeological research as well as curating artifacts and records from thirty years' worth of previous archaeology investigations.

City Planning and Zoning

The City Code establishes zoning districts that regulate use as well as building height and size, lot coverage and setbacks. The Planning and Zoning Board (PZB) is supported by professional planning staff that conduct development reviews, manage special projects, and develop comprehensive planning policy.

D. Reducing Historic Building Demolition

HARB reviews applications for partial or full demolitions of buildings and structures listed on the Florida Master Site File, which are 50 years old or older, or which have been locally designated as a Landmark

HARB reviews applications for partial or full demolitions of buildings and structures listed on the Florida Master Site File, which are 50 years old or older, or which have been locally designated as a Landmark. In its review of demolition applications, HARB can:

- Postpone demolition for up to 12 months to allow consideration of alternatives to demolition after which the applicant must reapply and another postponement could be issued for up to 12 months
- Deny a request for demolition of a building that meets the definition of exceptional significance, is a contributing property in a National Register Historic District or a property that is individually listed in the National Register
- Recommend local Landmark status for a property determined to be of exceptional significance

Although the expanded demolition review has helped to save some properties, areas of the city are facing an increase in demolition and construction of replacement buildings that are often incongruent with surrounding historic neighborhood character while other areas of the city are being impacted from incremental removal of historic fabric. In the Lincolnville National Register Historic District, there have been 102 demolitions of contributing buildings which is just over 18% of the total number of contributing buildings in the district.



Figure 4.20: Trinity Independent Church (ca. 1913) at 84 Bridge Street is benefiting from the Lincolnville CRA's institutional fix-it-up program to develop an engineering plan to restore the tower and the sanctuary space so that it can be occupied once again.

E. Economics

Property owners in St. Augustine have potential access to three economic incentive programs. These include the Historic Preservation Property Tax Exemption (ad valorem) program, the Federal Rehabilitation Tax Credit program for commercial properties and the 2013 Lincolnville Community Redevelopment Area. Qualification for these programs is based on types of improvements, property use and property location.

F. Hazard Mitigation

Hazard mitigation in St. Augustine is led by the St. Johns County Division of Emergency Management with participation by the city's emergency response representatives. With a growing awareness related to the potential impacts of hazards on St. Augustine, the city is reviewing hazard mitigation planning options that support the protection of historic resources. Special emphasis has recently been placed on the threats associated with environmental changes. The Florida Department of Economic Opportunity has completed two reports for St. Augustine through the Coastal Resilience Pilot Projects program. The City of St. Augustine Coastal Vulnerability Assessment study was undertaken to evaluate coastal hazard risk and vulnerability to inform adaptation planning measures that may be integrated into existing local planning, policy and budgeting mechanisms. Furthermore, following the recovery from Hurricanes Matthew and Irma there may be hazard mitigation funding for additional research and prevention measures.

Historic Preservation Property Tax Exemption (ad valorem) Program

The City of St. Augustine has adopted ordinances allowing partial ad valorem tax exemptions for historic properties which have completed approved restorations, rehabilitations or renovations. The 10-year exemption applies to ad valorem taxes levied by the City of St. Augustine on the assessed value of the qualifying improvements.

Lincolnville Community Redevelopment Area

The Lincolnville CRA has a mission to support and preserve the quality of life for residents by eliminating blight, while protecting and enhancing the characteristics that make the community unique (i.e. history, architecture, the natural and built environments, culture, and diversity) through community planning, redevelopment activities, and effective partnerships with neighborhood organizations.



G. Archaeology

Based upon a property's location and extent of proposed work, construction projects involving ground disturbance may also be subject to investigation by the City Archaeologist prior to the commencement of construction as outlined in the City of St. Augustine Archaeological Preservation Ordinance (adopted 20 December 1986). A City Archaeologist administers the City of St. Augustine Archaeological Preservation Ordinance and is supported by the volunteer efforts of the St. Augustine Archaeological Association and a facility that houses the archaeology laboratory.

H. Education & Advocacy

In addition to Historic Preservation staff, there are several organizations and institutions that provide education opportunities regarding historic resources in St. Augustine. These organizations and institutions provide valuable resources and community engagement for historic preservation in St. Augustine. City staff participate in these events with attendance, sponsorship, and leadership. Public interaction and outreach opportunities occur through the performance of staff responsibilities while archaeological projects are under excavation and while providing customer service for development applications. Additionally, staff contribute to existing social media, website, and paper copy materials while also providing regional and national representation during speaking engagements for conferences and special events.



Figure 4.21: An archaeological exhibit in the historic Civic Center was installed in 2016 which conveys the evolution of the St. Augustine Town Plan through the Colonial periods in artifacts, maps, scaled replicas, and informational panels. The project was financed in part with historic preservation grant assistance provided by the Florida Department of Historical Resources and earned an award from the Florida Trust for Historic Preservation.

Conclusion

The city's preservation program has successfully preserved many of the city's historic and cultural resources above ground and below ground. Over time the city has developed both an archaeological ordinance and a preservation ordinance to govern development activities in areas recognized by the city and the National Register for their significance. Participation in the state and national preservation programs was formalized with the city's designation as a Certified Local Government and the city has continued to support and/or sponsor additional National Register designations. Finally, there are dedicated professional staff and tangible resources that are provided as references to the community to support sensitive property stewardship.

In the last 32 years, however, there has not been a comprehensive evaluation of the city's historic preservation program. The community's preservation ethic should be matched within the regulatory framework and programs can be improved to incorporate new technologies, materials, and environmental challenges. A broader perspective toward neighborhood preservation and identifying methods to address emerging issues such as sea level rise should include leadership from the city and community members. In the following chapters, recommendations are provided in detail through strategies, tasks, and first steps that are organized by the eight themes identified from the public workshops. These chapters represent the proposed 2018 City of St. Augustine Historic Preservation Master Plan that will guide the preservation program in a strategic manner that updates current policy, offers more community participation, and promotes and preserves the historic and cultural resources of the city.



Historic Preservation Strategies

5



2018 Historic Preservation Strategy Overview

As stated in the Introduction, development of this plan included a community self-evaluation through a SWOT analysis, a public survey, and several community workshops and public meetings. Also, an informal survey was completed with photographic documentation to illustrate examples of the visual character of the city. During the research and public input phase of the plan development there were several key concerns expressed which guided the recommended strategies on the following pages. These include:

- Tell the entire story of the city, including areas outside of downtown, with neighborhood participation
- Tourism and parking has an impact on the city's historic character and integrity
- Existing documentation is incomplete or outdated, particularly in outlying areas and neighborhoods
- Preservation goals conflict with zoning requirements
- Erosion of historic fabric is evidenced in the demolition and inappropriate infill outside of local historic preservation districts
- Need additional financial incentives to encourage preservation
- Need additional archaeology program support
- There is a lack of cohesive community representation for preservation activities

This chapter of the Plan is organized into eight sections, each corresponding to the identified issues and themes. Each of these sections, listed below, include goals, strategies and tasks to address critical preservation and archaeological issues. Following this overview is a more detailed presentation of these recommendations. The sections include:

- A. City-Wide Planning**
- B. Historic Resource Inventory**
- C. Historic Preservation, Conservation & Zoning**
- D. Reducing Historic Building Demolition**
- E. Economics**
- F. Hazard Mitigation**
- G. Archaeology Program**
- H. Education & Advocacy**

Implementation of these tasks will require partnerships between the Historic Architectural Review Board, the Planning and Zoning Board, city staff and the City Commission and the support of institutions, organizations, advocacy groups and individuals dedicated to the long-term preservation of St. Augustine's historic and cultural resources.

This Plan should represent the city's official policies regarding the city's historic preservation and archaeological efforts. It can be used as a workplan to implement programs to meet the desired goals. The historic preservation and archaeological policies and recommendations in city-wide plans, such as the Comprehensive Plan and Hazard Mitigation Plan, should incorporate the goals, strategies and tasks found in this Plan.

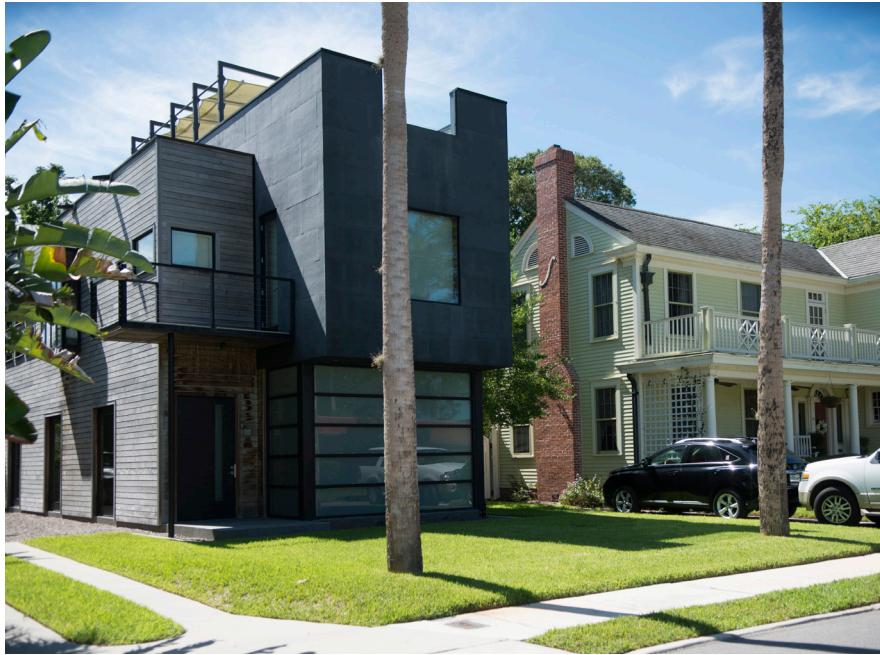


Figure 5.1: Incompatible new construction in areas not regulated by design guidelines was a top concern discussed during community meetings.

Note: Both federal and state law provide certain legal protections from government regulations, including new regulations affecting someone's pre-existing private property rights. These legal protections could include vested rights, also known as grandfathering. They could also include compensation if the new regulation impacts a property owner's reasonable, investment backed expectation under our existing regulations. When considering various strategies in these planning documents, the City must evaluate the potential benefits of any new or amended regulation against the risks involved in future private property rights' litigation.

A. City-Wide Planning

- 1. Incorporate Historic Preservation Elements in All Neighborhood, District & City-Wide Planning Initiatives**
- 2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives**

St. Augustine has developed numerous city-wide planning documents that include historic preservation and archaeology goals and strategies, including the identification and preservation of historic buildings, objects, and archaeological sites, as well as the preservation and adaptive reuse of buildings. The city should continue to promote preservation and archaeology in all its plans, including hazard mitigation planning, as well as implement initiatives that promote the protection of city-owned historic and cultural resources.





Figure 5.2: Most buildings constructed after 1935 in West Augustine have not been inventoried which includes a recognizable concentration of post-WWII buildings.

B. Historic Resource Inventory

1. **Prepare Historic Resource Documentation**
2. **Utilize Documentation to Prioritize Designations & Resources**
3. **Utilize Documentation to Identify Endangered Properties, Landscapes & Vistas**
4. **Increase Access to Documentation**
5. **Prepare Detailed Documentation of the Most Significant Resources**

A clear understanding of the location and significance of historic resources is key to planning for their protection. Many of the city's neighborhoods have been surveyed, but in some cases the available information is outdated and neither includes designations identifying the level of significance, nor is the information incorporated into the city's GIS mapping. Resources that have not been recorded or compiled include potentially threatened resources like archaeological sites and submerged sites in particular. Accurate survey information can provide the basis for assessing potential Historic Districts or HP Conservation Districts; inform recommendations in proposed planning projects and hazard mitigations plans; and identify properties that are subject to historic preservation review or might take advantage of preservation-based financial incentives. The city will need to determine the best survey tool that will enable the level of detail necessary to make informed decisions about the level of significance of a resource.

C. Historic Preservation, Conservation & Zoning

1. **Correlate Historic Preservation & Zoning Requirements**
2. **Consider Form-Based Zoning for National Register Historic Districts**
3. **Establish Zoning Overlays to Protect Vistas around Historic Resources**
4. **Balance Flood Mitigation & Historic Neighborhood Character**
5. **Revise HARB Application Review Procedures**
6. **Revise Architectural Guidelines for Historic Preservation & Associated Ordinances**



HARB review should be required when development will have an impact on designated Landmarks. In addition to HARB review, zoning tools can be utilized to promote the suitability of new construction in all historic city neighborhoods by regulating height, setbacks and building footprints. Also, the historic preservation division of the Zoning Ordinance should be modified to allow greater flexibility in the design of buildings outside of the Town Plan Historic District. The administration process for local historic districts by HARB should be improved to streamline and increase transparency in the Certificate of Appropriateness review process. This would include enhancing communication with applicants to convey application requirements, review criteria, improving public access to application materials, and increasing efficiency of board meetings. Updating the Architectural Guidelines for Historic Preservation can serve to assist HARB, facilitate expansion of staff review for administrative applications, and allow property owners to make informed proposals for modifications to historic buildings and sites.

D. Reducing Historic Building Demolition

- 1. Limit Properties that are Eligible for HARB Demolition Approval**
- 2. Supplement Financial Hardship Review Process**
- 3. Reduce Demolition-by-Neglect**
- 4. Limit Replacement Building Size**
- 5. Discourage After-the-Fact Demolition Applications**
- 6. Clarify Demolition Review Requirements & Processes**

The desirability of St. Augustine as a place to live and conduct business has resulted in a surge in property values. Along with deferred maintenance and lack of resources there is a consequent increase in the number of Certificate of Demolition applications. At the sites of most prior demolitions, the resulting new construction is larger, yielding a higher rate of return for owners, but also adversely affecting historic neighborhood character. Applications for demolition of properties outside of the local and national historic districts can be considered for local Landmark designation through HARB's evaluation of the demolition application. Prior to a demolition hearing, there is no clear indication of the potential significance of a property or detailed criteria by which HARB would consider a property landmark eligible. Categories of historic buildings recommended in the Historic Resource Inventory Strategy section of this plan will establish criteria that will be used by the city in reviewing demolition applications. This will identify the probable outcome of a demolition application at any particular property.

Prior to a demolition hearing, there is no clear indication of the potential significance of a property or detailed criteria by which HARB would consider a property landmark eligible.

E. Economics

- 1. Integrate Preservation into Commercial Revitalization**
- 2. Create Preservation Reinvestment Opportunities**
- 3. Promote Preservation Programs and Incentives**
- 4. Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods**



The historic character of St. Augustine is a draw for residents, businesses and visitors, and as such, should be considered an important economic driver and opportunity for the future. The city currently has economic-focused preservation programs that benefit residents and property owners; namely the Florida Property Tax Exemption for Historic Properties (ad valorem tax exemption program), as well as the Lincolnville Community Redevelopment Area. Programs need to be expanded to encourage affordable housing and associated historic preservation activities. Businesses could benefit from improvements that encourage patrons to spend more time, and thus more funds, in the city's shops and restaurants. It also should be recognized that tourists, although providing an economic benefit, also have a negative impact on the city's historic resources and infrastructure, and the city should explore ways of recouping the associated expenditures.

F. Hazard Mitigation

- 1. Participate in the Disaster Mitigation Planning Process**
- 2. Plan Historic Preservation Disaster Response**

Hazard mitigation planning and response is an issue that impacts many decision-making bodies in the city affecting environmental conservation efforts, infrastructure improvements, emergency response procedures, and the associated required funding. Protection of the city's historic and cultural resources and environments should be considered in the larger context of the city's hazard mitigation planning efforts. On a smaller scale, individuals need guidance on ways to protect their properties. To that end, the promotion of hazard mitigation options that support the long-term protection and preservation of the city's historic buildings, sites and archaeological resources should be encouraged.

G. Archaeology Program

- 1. Expand Archaeology Program**
- 2. Enhance Support of Archaeology Program**

St. Augustine's Archaeological Preservation Ordinance established one of the most robust city-sponsored preservation processes in the country, addressing early indigenous settlement as well as the first successful, continuously occupied European settlement in the United States. In many cases, archaeology represents one of the few glimpses into the daily lives of the city's early inhabitants and provides an opportunity to study direct historic evidence of the city's development. Currently, the program is challenged by the need to respond to rising sea levels, which can make threatened deposits inaccessible, an increase in new construction that causes irreversible damage to archaeological deposits, and lack of resources to properly curate the City's growing collection of cultural material and archival records. Expanded funding and support are necessary to adequately implement an archaeology program that responds to the unique below-grade resources in St. Augustine.



Figure 5.3: To mitigate future flooding, some property owners are elevating their historic building above the FEMA floodplain.



H. Education & Advocacy

1. **Increase Awareness of the Value of St. Augustine's Architectural, Archaeological & Cultural Resources**
2. **Increase Awareness of How Historic Preservation Positively Affects the City**

Local education and advocacy initiatives supporting historic preservation and archaeology are currently undertaken by many entities including the City, Flagler College, the St. Augustine Historical Society, the St. Augustine Archaeological Association, Florida Public Archaeology Network, the Lighthouse Archaeological Maritime Program and individual museums. New initiatives like the University of Florida's Preservation Institute St. Augustine could expand those offerings. These efforts should continue and be expanded to demonstrate how historic preservation and archaeology can benefit the city's economic revitalization, hazard mitigation and sustainability goals. An expansion of education and advocacy initiatives will require strong participation from institutions, organizations, advocacy groups and individuals and can include a wide range of activities such as presentations, walking tours, workshops and school tours, all taking advantage of new technology and communication methods. Additionally, city officials and local representatives need to seek resources and recognition outside of the community for grant funds, participation in national programs and designations, and to promote awareness of potential threats facing the city.

An expansion of education and advocacy initiatives will require strong participation from institutions, organizations, advocacy groups and individuals and can include a wide range of activities such as presentations, walking tours, workshops and school tours, all taking advantage of new technology and communication methods.



Figure 5.4: The city hosted an open house at the Waterworks building (1898) to showcase recent rehabilitation work. Photograph by Yvette Monell.

Results

The ultimate success of the Historic Preservation Master Plan will be determined by how well its strategies are integrated into the larger decision-making process of the city. This integration should include planning, economic development and revitalization initiatives as well as approaches to infrastructure improvement, hazard mitigation and maintenance of city-owned historic resources. One of the key planning initiatives in the protection of the historic character of St. Augustine's neighborhoods is to limit demolition of historic properties. This will require identification of historic resources and character defining characteristics of neighborhoods; the implementation of policies and regulations to limit or prohibit their demolition; and coordination with planning to dis-incentivize demolition and encourage protection and reuse of historic buildings. This process should include community engagement to ensure properties with the highest neighborhood significance are prioritized and zoning initiatives conform with local goals. Strong education and advocacy programs will be necessary to allow citizens to better understand the potential impact of initiatives within the context of neighborhood preservation goals.

It is also important to recognize that the city cannot and should not be solely responsible for the implementation of the Plan. Frustration with the current state of historic preservation in the city is being expressed by individuals, organizations and institutions, and public participation and engagement will help ensure that the implementation of the Plan considers existing concerns, and can provide support to supplement city resources. The preservation of the city for future generations must be viewed as the collective responsibility of all citizens, working together to address critical resource protection and preservation planning affecting all of St. Augustine.



Figure 5.5: Excelsior High School (1924) at 102 M L King Avenue was an African American High School and was closed in 1968. Today it has a new use as the Lincolnville Museum and Cultural Center.

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2018 Historic Preservation Master Plan: Detailed Goals, Strategies & Tasks

How the Plan is Structured

The Historic Preservation Master Plan is organized into 8 sections, supported by:

- Goals
- Strategies
- Tasks

Following this chapter is an Implementation Matrix with additional information to help plan the first steps of each recommended strategy.



Figure 5.6: Directory signs were installed in 2015 to orient visitors to historic areas throughout the city.

A. City-Wide Planning

The preservation and enhancement of historic and archaeological resources is affirmed within the City of St. Augustine Comprehensive Plan (June 16, 2011 Prepared by the Northeast Florida Regional Council), which states that the goal of historic preservation is to:

Maintain and enhance the historic integrity and ambiance within St. Augustine while encouraging economic growth and the identification, preservation, continued use and adaptive reuse of existing historic structures.

As indicated in the Comprehensive Plan, the city-wide objectives to support this goal include:

1. Continuing to identify and preserve historic neighborhoods
2. Continuing to identify and preserve archaeological resources
3. Continuing to identify, preserve and encourage the adaptive reuse of historic structures in all areas of the city

As part of the city's ongoing commitment to meet its historic preservation goals, and since the adoption of the Comprehensive Plan, Fullerwood Park, North City and Nelmar Terrace Historic Districts have been listed on the National Register of Historic Places. Also, Lighthouse Park neighbors have considered applying for National Register listing, and several grant projects have been completed to update portions of the city's inventory of historic and cultural resources such as the survey completed for Davis Shores. Additionally, Neighborhood Zoning Workbooks were developed by the City providing both information and tools to equip property owners to identify local needs and goals within the context of historic preservation. The Workbooks provide a starting point to evaluate current zoning with respect to historical development and future needs.

A.1 Goal: Preserve and protect the historic sites and culture of St. Augustine, including its neighborhoods, districts, structures, buildings, vistas and cultures.

A.2 Goal: Preserve and protect the archaeological record in terms of its cultural and scientific value.

A.3 Goal: Balance economic growth and the preservation, continued use and adaptive reuse of existing historic structures by:

- Educating property and business owners about the benefits of a balanced approach between historic preservation and economic development
- Compiling a comprehensive historic resource inventory, including designations at the national, state and local level of districts, landmarks and archaeological sites, that is readily accessible by other city departments and the public
- Promoting policies that encourage historic preservation by streamlining reviews and encouraging the use of financial incentives

A.1 Strategy: Incorporate Historic Preservation Elements in All Neighborhood, District & City-Wide Planning Initiatives

The importance of protecting St. Augustine's unique architectural, archaeological, and cultural resources, as well as the distinctive character of its neighborhoods, is recognized by residents, businesses, government officials and visitors. As an essential part of protecting the city's resources and character, future development should be considered in the context of historic preservation goals.



A.2 Strategy: Incorporate Historic Preservation & Archaeology in all City Planning Initiatives

The locally and nationally designated historic districts in the city are well documented. More work can be done for several undesignated neighborhoods to include a basic evaluation of building and landscape elements through a windshield survey. Additionally, the current archaeological zone map does not reflect the existing archaeological database and available historical records. These evaluation and zoning measures are necessary because, without these tools, increasing development pressure and infrastructure improvements may unwittingly destroy significant historic resources, undermining local cultural identity.

A.2.1 Task – Complete Historic Resource Surveys

To be considered eligible for historic designation, it is generally accepted that a building or structure must be at least 50 years old when following the National Register of Historic Places eligibility requirements. Based upon data provided from the St. John's County Property Appraiser's Office, an overwhelming percentage of all buildings across St. Augustine were constructed prior to 1970, thus having reached, or will soon reach, 50 years of age. Nearly half of buildings in the city limits meet this threshold.

To properly understand the potential impact of planning initiatives on historic properties, it is critical to understand where historic and cultural resources are located and their distribution across the city. This includes not only documenting new resources, but also updating existing, incomplete surveys more than 20 years old. Moving forward, local surveys should categorize properties as significant, contributing and non-contributing, establishing a hierarchy that can facilitate streamlining the historic preservation review process. This documentation effort will necessitate a comprehensive survey of the city, completed at a reconnaissance level, supplemented by intensive level surveys befitting a property's level of significance.

In addition to buildings, surveys should record historic character-defining landscape elements and sites. These features can include walls, fences, tree canopies and open spaces at individual properties and along streetscapes. In addition, significant vistas leading to, between and bordering historic properties and districts should be identified.

The historic resource survey information should be linked to city GIS mapping. An accessible format could inform public and private planning initiatives, and eventually be made available to the public via a city web-based Historic Resources Inventory. (Refer to section B. Historic Resource Inventory Strategies.)

To properly understand the potential impact of planning initiatives on historic properties, it is critical to understand where historic and cultural resources are located and their distribution across the city.

A.2.2 Task – Identify Locations of Potential Archaeological Remains

The current archaeological zone map should be revised to reflect the current archaeological database with known historical records and linked to city GIS mapping. (Refer to section G. Archaeological Program.)

A.2.3 Task - Include Historic Preservation Staff in Planning Initiatives and Activities

Early in the planning stages of a project, the historic preservation staff should have the opportunity to review all plans and initiatives that may



Figure 5.7: A green space at Spanish and Cuna Streets is enhanced with an archaeological marker interpreting the site's history.

impact designated districts, landmarks, objects and archaeological sites. Following an assessment of the type of project and potential level of impact, it can then be brought to HARB and/or archaeology staff for review as appropriate.

A.2.4 Task – Increase Interpretation and Preservation of Archaeological Resources

Interpretation and preservation of archaeological resources should be increased whenever possible to promote awareness of St. Augustine's early history. In addition to continuing existing interpretive efforts, such as the provision of signage and exhibits, interpretation can also include informal presentations adjacent to excavation sites, podcasts and formal presentations as part of a lecture series. Site specific details such as locations and sensitive artifacts will remain confidential in accordance with ethical standards. (Refer to sections G Archaeology Program and H. Education and Advocacy.)

A.2.5 Task – Install Signage to Identify Historic Districts, Landmarks and Select Archaeological Sites

The installation of signage identifying each historic neighborhood or place should be expanded beyond the locally-designated Historic Districts and Lincolnville. This can include decorative street signs, directional signs, gateway signs, historical markers at significant sites, etc., and should be undertaken utilizing consistent graphics for clear visual identity. Signage can be linked to podcasts accessed on the city website describing the unique characteristics of the area, supplemented by smartphone access to the city's Historic Resource Inventory and publicly accessible archaeological sites.

A.2.6 Task – Require Restrictive Covenants on City-Owned Property Transactions

A restrictive covenant should be required on property sold by the City of St. Augustine to protect historical architectural and archaeological resources. Based upon the nature of the property, the covenant could include limiting construction areas to protect archaeological resources, requiring HARB review of exterior alterations and/or prohibition of demolition of significant features or elements.

A.2.7 Task – Prioritize Protection of City-Owned Resources

The City of St. Augustine is the steward of many historic buildings, sites, objects and archaeological resources including the curation facility. Historic preservation should be considered in the planning and design of public properties, facilities, spaces and infrastructure including condition assessments, documentation measures and management plans.

A.2.8 Task – Provide an Annual Evaluation and Workplan

To identify priorities and measure the program's progress, HARB shall develop an annual report and recommendations for the upcoming year. Tasks from this plan and other identified needs can be assessed for staffing and budget needs while providing a public forum each year to ensure the priorities of the preservation program are achieved.

Historic preservation should be considered in the planning and design of public properties, facilities, spaces and infrastructure including condition assessments, documentation measures and management plans.



B. Historic Resource Inventory

There have been many historic resource survey and documentation projects in St. Augustine. Certain areas, such as the western portion of the city, have not benefited from a comprehensive cultural resources survey. In addition, several existing surveys are over 20 years old and in need of re-evaluation. Surveys for submerged archaeological sites should be compiled during this inventory process as well. Sharing historic survey information should also be made a priority, as well proactively preserving historic properties.

A Historic Resource Inventory can provide a means of collecting and organizing information about a property, particularly if incorporated in a GIS database. Information collected can include historical information such as the date of construction, occupants and building style, as well as current information related to its physical condition, use and materials. In addition, historic and present-day images can be linked and accessed through the property record.

Documentation for inclusion on the Historic Resource Inventory can be completed by various interested parties including trained volunteers and students and through community partnerships, as long as there is a process in place for vetting accuracy. However, classification related to level of significance or adoption as part of the city's regulatory review process should require City Commission approval.

B.1 Goal: Complete a Historic Resources Inventory across the city to:

- **Produce current records** for all regulated historic properties
- **Link historic property and archaeological database** records to city GIS mapping
- **Classify existing local Historic District properties** as significant, contributing or non-contributing
- **Identify potential concentrations** of historic properties that may be eligible for National Register or local Historic District designation
- **Identify individual properties** that may be individually eligible for National Register or local Landmark designation
- **Identify properties eligible** for preservation zoning relief and incentive programs
- **Inform the planning and design process** of the potential impact of proposed construction on historic resources
- **Inform the hazard mitigation planning process** in identifying the potential impact of a disaster on historic resources

B.2 Goal: Present the city's history as inclusive and accessible as possible in an effort to increase local pride and community support of historic preservation activities.

B.1 Strategy: Prepare Historic Resource Documentation

Great strides have been made in the documentation of St. Augustine's historic resources, which, in addition to the seven designated National Register Districts, includes preliminary historic documentation of surrounding neighborhoods such as Lighthouse Park and Davis Shores. Despite all the work that has been completed, there are some areas, such as the western part of St. Augustine, where there has been little documentation.

Depending on the significance of resources, historic resource documentation can take many forms: from a windshield survey to more in-depth recordation



Figure 5.8: A home in West Augustine sits as a boarded up structure and has not been recorded on a historic resource survey.

for inclusion on the Florida Master Site File, the National Register of Historic Places and/or for potentially local designation. To offset the cost of documentation, funding can be obtained by applying for Certified Local Government grants or the documentation can be completed in collaboration with the Historical Society, college programs and/or neighborhood associations.

B.1.1 Task – Complete a Reconnaissance-Level Survey of the City

It is recommended that a comprehensive windshield survey of the city be completed to identify both potential Historic Districts as well as potential individual Landmarks. If additional documentation is warranted, the Florida Division of Historical Resources provides funding for the recordation of historic sites for the Florida Master Site File as well as the National Register of Historic Places.

B.1.2 Task – Document Vistas

Vistas leading to, between and bordering historic sites and properties, can be important in understanding a historic site in context. Although development on vistas should not be prohibited, it should be respectful in terms of scale and mass, as well as promote views to historic buildings, landscapes and natural features such as waterways.

B.1.3 Task – Develop Character Studies for Historic Neighborhoods

The neighborhood workbooks provide a good starting point for identifying some of the important physical and historical development patterns of an area. The preparation of neighborhood character studies can serve to inform planning projects, foster a greater sense of pride by property owners and provide the basis for historic neighborhood walking tours. (Refer to H. Education & Advocacy, Strategy H.1.)

B.1.4 Task – Prioritize Surveys for Re-evaluation

A prioritized list should be developed for re-evaluating and updating historic resource surveys due to changes at properties and missing or out-of-date information and to reassess significance. The re-survey effort will also provide the opportunity to update photographic documentation, which can be incorporated into the city's GIS database.

B.1.5 Task – Identify and Document Thematic Surveys

Thematic surveys can provide a means of documenting a part of the city's cultural history that is tied to more than one geographic location. For example, the history and contributions of African Americans in St. Augustine may have had its roots in Spanish Colonial St. Augustine followed by Lincolnville but also has a significant presence in West Augustine. Cultural documentation is often far richer if written and oral histories are included as part of the effort. Thematic-based approaches can also provide the basis for expanding heritage-based tourism.

B.1.6 Task – Document the Recent Past

St. Augustine benefited from the post-World War II boom in Florida as a whole and has neighborhoods, such as North Davis Shores, with high concentrations of mid-century modern architecture. Spanish Colonial buildings have long been a preservation priority. However the recent past faces a greater risk of being demolished. This history deserves to be preserved and documented as a priority.

The preparation of neighborhood character studies can serve to inform planning projects, foster a greater sense of pride by property owners and provide the basis for historic neighborhood walking tours.



Figure 5.9: A Ranch styled residence on Inlet Drive built in 1955 was demolished in 2014 prior to a comprehensive survey of the Davis Shores neighborhood.

B.1.7 Task – Document Oral Histories

Efforts should be made to collect oral histories representing the wide range of St. Augustine's citizens and their impact on its development. Existing oral history repositories can provide a reference and potential partnerships to identify resources, methods and technology.

B.1.8 Task – Inventory Submerged Resources

The City owns bottomlands within the city limits unlike most of Florida. There have been many cultural resource studies conducted to capture information on submerged resources. A comprehensive inventory of those resources owned by the city needs to be compiled so the information can be used when planning development activity and preservation policies.

B.2 Strategy: Utilize Documentation to Prioritize Designations & Resources

Following survey efforts, a list of properties potentially eligible for historic designation should be maintained and regularly updated. This list can serve to prioritize designation efforts as well as reduce uncertainty in the early planning process for property owners, developers and other city departments as they consider potential uses or alterations to a property.

B.3 Strategy: Utilize Documentation to Identify Endangered Properties, Landscapes & Vistas

Historic resources can be endangered due to a physical threat of loss or damage, or loss of the integrity of the surrounding area that impacts the view or appreciation of its context. They can include those that exhibit signs of significant deterioration or neglect, those that have been regularly cited for building code violations, those that face development pressure and those most vulnerable to potential disasters.

Historic resources can be endangered due to a physical threat of loss or damage, or loss of the integrity of the surrounding area that impacts the view or appreciation of its context.

B.3.1 Task – Develop and Maintain an Endangered Property List

A list of endangered properties, should be developed and made available to other city departments and the public. The list can be compiled from:

- Historic resource and archaeological surveys
- Demolition permit applications
- City inspections or citations

To be effective, the list should be maintained to reflect current circumstances. To focus city resources, the level of threat should also be prioritized from most endangered to least vulnerable. It may serve to identify property owners who may benefit from financial or social assistance programs and initiatives. (Refer to sections B. Historic Resource Inventory and E. Economics.)

B.3.2 Task – Develop Intervention Strategies for Threatened Properties

The appropriate interventions will be determined by the:

- Property significance
- Property conditions
- Type of threat



Figure 5.10: A deteriorating structure at 103 South Street (ca. 1910) was approved for demolition following notice from Code Enforcement that abatement action must be taken.

- Options available to address the threat
- Participation of the property owner

Intervention strategies can include providing:

- Design and technical assistance to owners
- Information on financial incentives or assistance
- Information on pursuing unnecessary hardship classification

(Refer to section E. Economics for additional options.)

B.4 Strategy: Increase Access to Documentation

Historic resource survey inventories and information should be available to city staff and the public, ideally in an interactive, searchable, GIS-based, web application that can also be accessed remotely. The staff can utilize the information in the planning and building permit review process to identify designated historic properties and potentially “flag” them for supplemental review. The information, or selected portions of the information, can be made available to the public for research excluding locations of archaeological sites. Access to this information in conjunction with clear regulatory processes can guide owners as they consider modifications to their historic properties, as well as realtors and potential buyers.

B.5 Strategy: Prepare Detailed Documentation of the Most Significant Resources

Although there is significance in all historic resources, St. Augustine benefits from the richness of its Spanish Colonial-era development – unlike any other city in the United States. The Town Plan Historic District is particularly rich in history, but it is also highly vulnerable to damage from both flooding and storms. (Refer to section F. Hazard Mitigation.)

St. Augustine is not unique in seeking to address this dilemma. Other cities with irreplaceable sites have recognized that a disaster, whether natural or man-made, could destroy unique archaeological and architectural resources. To provide a record of a property in the event of a disaster, detailed documentation techniques should be employed such as laser scanning, orthophotography and photogrammetry. In addition to providing a record of present-day conditions, depending on the level of precision of the documentation methodology, a historic resource could be accurately reconstructed from the data collected. As technology progresses, more options will become available to complete detailed documentation of historic sites, with a relative decrease in cost. This level of documentation should be considered for the Town Plan Historic District and be expanded as funding allows.

The Town Plan Historic District is particularly rich in history, but it is also highly vulnerable to damage from both flooding and storms.



Figure 5.11: The Llambias House (ca. 1763) is designated as a National Historic Landmark significant for its Spanish Colonial heritage which was impacted by flood waters during the hurricanes in 2016 and 2017.

C. Historic Preservation, Conservation & Zoning

Zoning is a mechanism employed by municipalities to regulate land use in districts or zones. This regulation typically limits a property's use to residential, commercial or industrial but it can also identify specific design standards or restrictions, such as maximum building heights or impervious surface coverage. In areas with concentrations of historic resources, it can be used to establish historic areas, in order to protect the overall character of the district or zone. In Florida, local government comprehensive plans are required to address historic resources within the future land use element along with the coastal management and housing elements of their comprehensive plans. The City of St. Augustine has also adopted a Historic Preservation Element to the Comprehensive Plan. Zoning regulations provide the detailed means to implement the goals within those elements which provides a basis of authority to carry out historic preservation initiatives.

In St. Augustine, there are currently five local Historic Districts, all subject to review by the Historic Architectural Review Board (HARB), with the potential for additional districts as documentation and designation continues. The historic district boundaries and administrative review procedures for HARB can be found in the administrative section of St. Augustine Zoning Ordinance (Division 3).

In addition to the existing local historic preservation zoning districts, the community has another tool to maintain and promote the unique character of a particular area. This includes the use of design overlay zones or a historic preservation conservation district which can be applied as a regulatory layer that maintains the underlying zoning district. (Refer to C.2 Consider Form-Based Zoning.) An advantage of this approach is that overlay districts can be adopted to require only staff planning review, with appeal to the Planning and Zoning Board (PZB), and therefore would not require HARB review. This protection can include establishing design standards unique to each neighborhood based on the priorities and needs identified by the property owners in the proposed overlay. Like a local historic district, a historic preservation conservation district requires clearly defined boundaries and administrative review procedures. Boundaries can follow the defined boundaries of a National Register Historic District or be locally defined.

Depending on the nature of the overlay, incentives can be provided in exchange for the preservation of the overall historic character of the area and the maintenance of the rhythm and scale of its buildings and landscape features. This can be implemented on a sliding scale, with the local HP Conservation District providing access to some incentives, and with the local Historic Districts, which are subject to HARB, receiving the greatest opportunity for incentives. (Refer to C.1.3 Ensuring Zoning Promotes Preservation and Reuse of Existing Buildings.) The establishment of any overlay district, whether a local Historic District or a HP Conservation District, requires support of the property owners within its boundaries and adoption by the City Commission. To be effective, each level of designation should be coupled with zoning incentives that support preservation of the resources and the interests of property owners.

As an alternative to applying an overlay or historic preservation conservation district to all National Register Historic Districts, existing zoning tools can be utilized to ensure that the height, footprint and setbacks of new construction or additions are consistent with the surrounding neighborhood character. This

Note: Both federal and state law provide certain legal protections from government regulations, including new regulations affecting someone's pre-existing private property rights. These legal protections could include vested rights, also known as grandfathering. They could also include compensation if the new regulation impacts a property owner's reasonable, investment backed expectation under our existing regulations. When considering various strategies in these planning documents, the City must evaluate the potential benefits of any new or amended regulation against the risks involved in future private property rights' litigation.

Form-Based Code Defined

(noun)

A form-based code is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. A form-based code is a regulation, not a mere guideline, adopted into city, town, or county law. A form-based code offers a powerful alternative to conventional zoning regulation.

- <https://formbasedcodes.org/definition/>



mechanism would require an ordinance to implement a city-wide or localized form based zoning and include all required public hearing review for the ordinance or the form based zoning.

For the purpose of this section, the three potential types of historic areas are:

- **Local Historic Districts**
- **Local HP Conservation Districts**
- **National Register historic districts**

C.1 Goal: Encourage preservation of the overall character of historic areas.

C.2 Goal: Preserve and protect the overall character of historic areas by maintaining visual continuity along streetscapes and at vistas.

C.3 Goal: Encourage preservation, rehabilitation and adaptive reuse of historic buildings in lieu of replacement with new construction.

C.4 Goal: Streamline the HARB review process to expedite application review, encourage more community participation and reduce the time burden on members and staff for meeting preparation and participation.

C.5 Goal: Provide clear guidance to HARB applicants regarding the type and level of review required and anticipated outcome of proposed applications.

C.6 Goal: Provide resources for oversight to ensure compliance with permit approvals.

C.1 Strategy: Correlate Historic Preservation & Zoning Requirements

Although the locally and nationally designated Historic Districts in the city are well documented, undesignated neighborhoods have not benefited from a careful evaluation of preservation and archaeological resources. Thus, increasing development pressure and infrastructure improvements may put significant historic resources at risk.

C.1.1 Task – Revise Zoning Consistent with Neighborhood Character

New construction within locally designated historic areas should be planned to preserve archaeological resources, sites, landscapes, development patterns and buildings. In many instances, the demolition of an existing building is driven by the desire to build a new, larger building on a site. Often, the resulting building is out of scale with its neighbors both in height and footprint.

The construction of new buildings that are in scale with their surroundings can be achieved by ensuring that zoning designations for allowable new construction are consistent with the streetscape or district's existing character. (Some adjustment will likely be needed to address the need to construct above the 1% floodplain.) Also, by regulating that the size of new construction be compatible with neighboring construction, demolitions may be reduced.

C.1.2 Task – Ensure Use Designation Promotes Preservation and Reuse of Existing Buildings

As populations have changed, buildings originally constructed for one purpose may no longer be suited to the needs of the citizens. Adaptive reuse can be a valuable tool in protecting historic buildings that have outlived their intended uses.



Figure 5.12: Newer buildings in the Lincolnville National Register Historic District are not required to meet design or site planning requirements outside of the standards set within the zoning district.

Some of the city's buildings have been successfully adaptively reused. The Excelsior High School in Lincolnville has been repurposed as the Lincolnville Museum and Cultural Center. The Ice Plant is now a favorite restaurant and an auto service station on Anastasia Boulevard was adapted into a coffee shop. Through sensitive adaptive reuse, these buildings have been saved and continue to play active roles in the community. Zoning should continue to promote the creative reuse and repurposing of buildings in the city.

C.1.3 Task – Ensure Zoning Promotes Preservation and Reuse of Existing Buildings

The use of zoning incentives, coupled with historic preservation review, can encourage future sensitive adaptive reuse projects at properties located outside designated Historic Districts. Zoning incentives can include rezoning and easing setback and lot restrictions for projects at properties in which the historic character will be reinforced. Thus, these incentives would likely be limited to properties within locally designated HP Districts, local Landmarks or a contributing or significant property in a National Register Historic District.

Rezoning a property can encourage the retention of a building with a non-viable initial use by permitting a new use for which the property can be easily adapted, such as reclassifying a large single-family home as multi-family housing. Any property rezoning would need to be consistent with the underlying land uses as defined in the City Comprehensive Plan. Zoning can also be modified to permit a reduction in required setbacks and impervious surface coverage, such as a maximum 20% reduction in a setback, as an incentive to preserve historic buildings. Zoning incentives must be presented for recommendation by the PZB and heard by the City Commission for approval, and should necessitate a deed restriction ensuring long-term preservation.

In exchange for zoning incentives, the property owner must protect the historic character of the resources on the property for the benefit of the community at large. A means of achieving this objective would be designating the property as a local Landmark, thus mandating HARB review of not only the impact of the proposed zoning incentives, but also any future exterior alterations to the property. Additionally, local landmarks are eligible for financial incentives.

In exchange for zoning incentives, the property owner must protect the historic character of the resources on the property for the benefit of the community at large.

C.2 Strategy: Consider Form-Based Zoning for National Register Historic Districts

The city has several districts listed on the National Register of Historic Places not subject to historic preservation review by the City of St. Augustine. Currently, these include Lincolnville, the Abbott Tract, North City, Nelmar Terrace, Fullerwood Park and large portions of the Model Land Company. Each of these neighborhoods has a unique and distinctive architectural character worthy of preservation.

Consideration should be given to designating each of these neighborhoods a local HP Conservation District and utilizing form-based zoning to maintain the relationship of buildings along the streetscape and to each other. This



approach can guide and encourage compatible new construction without requiring review by HARB to address the form, mass and scale of buildings relative to their neighbors. Some of the basic elements typically reviewed as part of form-based zoning include:

- Building Height – Adjusted for required flood elevation
- Footprint / Width along street
- Setbacks – Primary and secondary buildings
- Porches / Porch depth
- Roof form

This approach is a community driven tool and requires neighborhood participation and input. If supported by each neighborhood through the public meeting process, the zoning requirements can be expanded to include basic design elements such as materials and fenestration patterns.

The boundaries of zoning overlay districts, and what is regulated, should be identified by their neighborhood and must include support from property owners, HARB, the PZB and the City Commission. In addition, providing clearly illustrated, neighborhood-based design guidelines are recommended to assist property owners in understanding building terminology and the character-defining features of their neighborhoods. Development of the overlay regulations would be a community effort and result in a program that is administered by the Planning and Building Department, rather than a public board, with the exception of an appeal or other matter requiring board approval.

C.3 Strategy: Establish Zoning Overlays to Protect Vistas around Historic Resources

Consideration should be given to incorporating vista restrictions to mitigate the impact of new development on historic resources including districts, sites, and individually designated National Register historic properties. Vistas can be defined as bordering, leading to and between historic resources.



Figure 5.13: New construction can contrast with historic buildings in height, setbacks, window arrangements, siding patterns, roof form, entry features, and presence of a street-facing driveways and garages.

C.4 Strategy: Balance Flood Mitigation & Historic Neighborhood Character

As with most cities along Florida's coastline, St. Augustine is susceptible to flooding from storms and sea level rise. Communities in flood-prone areas are struggling to balance an owner's right to protect their property by elevating their building with the effect of extreme flood mitigation on the surrounding neighborhood character. (Refer to section F. Hazard Mitigation.)

As new residential buildings are constructed, and existing buildings elevated, it is not uncommon for property owners to set the lowest occupied floor, (i.e. first floor), at a height that allows grade-level parking beneath the structure. The resulting first floor height will often exceed by several feet the 1% flood level (a.k.a. 100-year floodplain), defined by FEMA. This grade-level space is considered "bonus" space by property owners.

The resulting buildings are often significantly taller than their neighbors with extended vertical proportions. In addition, former porches and stoops along streetscapes are typically replaced with parked cars and garage doors, altering the character of the neighborhood. From a parking perspective, the often wider curb cuts required to accommodate multiple vehicle access can reduce available on-street parking.

Former porches and stoops along streetscapes are typically replaced with parked cars and garage doors, altering the character of the neighborhood.

C.4.1 Task– Limit Height of Floor Level of First Occupied Floor to Reduce Overall Elevated Building Height

As an alternative to establishing a maximum overall height of a locally designated historic building within a 1% floodplain, a requirement could be established to limit the height of the first occupied floor either to the base flood elevation (BFE), as identified on FEMA maps, or at a design flood elevation (DFE), which is generally one to two feet above BFE. This would exceed current FEMA requirements for flood protection while minimizing extreme elevations, therefore protecting the historic context. Regulated building heights must still be taken into consideration to prevent the structure from exceeding the maximum allowable building height set by the zoning district.

C.4.2 Task – Limit Curb Cut Widths for Residential Properties and Street-Facing Garage Doors

Limiting the width of curb cuts can reduce the visual impact of parked cars and garage doors along a streetscape, particularly where buildings are located close to the street.

C.4.3 Task – Require Screening for Elevated Foundations and Raised Equipment

The elevation of a building and associated equipment in a floodplain generally includes exposing more of a building's foundation and increasing the visibility of equipment such as air conditioners and generators. Screening should be required along public ways to minimize the impact on historic areas and designated historic properties.

C.5 Strategy: Revise HARB Application Review Procedures

Zoning overlays crafted with the goal of historic preservation provide more review of proposed projects to promote historic sensitivity and compatibility with the surrounding neighborhood. Local Historic Districts are formally adopted by the City Commission with community and property owner support. The Historic Architectural Review Board (HARB) responsibilities, powers and procedures are contained in Division 3 of the administrative section of the St. Augustine Zoning Ordinance. It outlines the requirements of the membership and members' role and responsibilities, as well as the procedures for reviewing Certificate of Appropriateness (COA) and Certificate of Demolition (COD) applications for compatibility with the existing buildings and surrounding district character.

The modification of review processes should be taken incrementally to allow adjustment, and might require the input of an outside professional to provide guidance during the transition process.



Figure 5.14: A historic home on South Street was elevated following Hurricane Matthew and features lattice screening recessed behind the new foundation.

C.5.1 Task – Ensure Existing and Future Designated Properties Are Clearly Identified as Historic Resources

Historic resources should be identified in a city-wide, GIS database, indicating the need for HARB and/or archaeological review as part of a permit application process. The database can be used to record information from cultural resources surveys and be made available to the public online and via smartphones.

C.5.2 Task – Require Submission of Digital Photographs and Application Materials

A requirement for applicants to provide both paper and digital photographs and application materials at the time of submission should be put in place. This will facilitate sharing of information with HARB members and the public, while minimizing staff time associated with scanning. For applicants who do not or are unable to comply, a scanning fee could be imposed or waived as appropriate.

C.5.3 Task – Make HARB Application Materials More Publicly Available

HARB application materials should be posted online to allow neighbors to understand proposed property alterations and choose whether or not to attend and participate in the HARB meeting, voicing either support or opposition. This would increase the transparency associated with the HARB review process and, in cases in which HARB recommends design alterations, also serve to demonstrate the benefit of the process.

C.5.4 Task – Project Photographs and Drawings on Screens During Meetings

During HARB meetings, audience members do not typically have access to photographs and drawings of proposed work, making it difficult to follow discussions. In order for the audience to be more engaged in the process, it is recommended that the images from the application be projected on television screens during the meeting. Similarly, this information could be shared on-line via web-streaming. This would require staff access to computers linked to video equipment as application summaries are presented.

C.5.5 Task – Consolidate Ex-Parte Communications with HARB Members

Although HARB members are diligent about disclosing ex-parté communications related to applications under review, these discussions can be perceived by some as possibly influencing the process. Even if these communications do not represent a conflict, they can be perceived by the public as eliciting preferred treatment on behalf of the applicant or the members of the public who might oppose an application. In accordance with state law, a person may not be precluded from communicating directly with a member of the decision-making body in a quasi-judicial proceeding. A simple way to remove the appearance of a conflict would be for all communications related to ongoing applications under review to be directed to the board in written form such as a unified email correspondence. This provides an opportunity for public comments and applicant correspondence to be shared in a written record prior to the time of the meeting, giving all Board members the same information to consider as they evaluate an application. This would also allow the



Figure 5.15: New construction in progress located in the Historic Preservation-3 zoning district which required public hearing by HARB.



communication to become a part of the application review record, and shared with both the applicant and the public. (Refer to C.5.3 Make HARB Materials More Publicly Available.)

C.5.6 Task – Clarify Historic Architectural Review Board Ordinance

Although there are certain practices that have become routine for HARB, they are not clearly defined in the Historic Architectural Review Board Ordinance and require clarification. These include:

- Definitions of terms associated with the Historic Architectural Review Board Ordinance
- The process for designation of local Historic Districts
- The process for designation and administration of local Landmarks
- The administrative process for gathering neighborhood support for National Register Historic Districts
- The extent of proposed demolition at a property that triggers the HARB process – Entire buildings and structures, or certain portions of buildings and structures (Refer to section D. Reducing Historic Building Demolition)
- Identification of impacts associated with building code and zoning regulations
- Application details to document financial hardship
- The process of identifying and pursuing a case of demolition by neglect

C.5.7 Task – Establish Design Review Procedure for Local Landmarks

When the HARB currently reviews demolition applications, the board can designate properties as significant by conferring local Landmark status. In practice, this designation allows the HARB authority to deny demolition, but does not offer any additional protection. It is recommended that the Ordinance be amended and clarified to allow HARB to conduct design review of designated local Landmarks and allow property owners the ability to take advantage of the City's Historic Preservation Property Tax Exemption Program, the Federal Preservation Tax Credit Program and zoning incentives available to designated properties in support of their long-term preservation.

When the HARB currently reviews demolition applications, the board can designate properties as significant by conferring local Landmark status.

C.5.8 Task – Ensure Compliance with HARB Approvals

A critical component of any approval process is compliance with the granted applications. One of the best ways to ensure compliance is to have sufficient trained personnel available to review whether projects are completed meeting the requirements of HARB approval orders through the building permit process.

C.6 Strategy: Revise Architectural Guidelines for Historic Preservation & Associated Ordinances

Although the Architectural Guidelines for Historic Preservation (AGHP) have served HARB well for many years, they do not necessarily address the challenges currently part of the review process. These issues can include the range of new technologies, from non-traditional replacement materials to generators, as well as mitigation measures to address storm and/or flood protection. In addition, the current AGHP does not adequately



Figure 5.16: New construction in the north end of the historic preservation zoning district has been successful in the density of buildings representing the Spanish Colonial character while accommodating modern building codes.

address historic sites, landscapes and vistas as well as architecture of the recent past. The AGHP is adopted by reference in the HARB Ordinance of Chapter 28 of the Code of Ordinances and the zoning district regulations are outlined in Article III of the same chapter. Any changes to the AGHP may require changes to associated ordinances to ensure that policies and practices are consistent in the regulatory documents. Any such change shall follow established procedures that provide the HARB and the public an opportunity to comment on the proposed changes.

C.6.1 Task – Revise AGHP to Be More User-Friendly

To be as useful as possible, the AGHP should provide property owners an expectation of what will and will not be approved by HARB as part of the review process. To make this a reality, the AGHP should address the issues relevant to today's property owners, clearly indicating what will and will not be approved typically. This is often best accomplished via numerous illustrations of appropriate and inappropriate alternatives, supplemented by descriptions in layman's language, rather than preservation or architectural terminology.

C.6.2 Task – Create Guidelines for Individual Historic Districts as Needed

Historic district guidelines written specifically for a district can often best address local character and issues. Although core preservation philosophy and concepts are consistent across historic neighborhoods, commingling the architectural style, materials and siting of historic resources in Nelmar Terrace with those in Town Plan Historic District can be confusing for a layperson. Design guidelines for individual neighborhoods can be "chapters" added to the city-wide AGHP.

C.6.3 Task – Address Newer Materials and Technologies

Since the publication of the current AGHP and subsequent updates, new building materials and technologies have either been introduced or gained in popularity, increasing the likelihood that they will be considered by owners, design professionals and contractors as they make improvements to properties. These include alternative wood and window products as well as technology such as generators. Although perhaps not appropriate in all locations, instances in which they might be appropriate should be identified.

C.6.4 Task – Remove Mandates for Specific Building Styles for New Construction in HP-1, HP-4 and HP-5

As stated in the AGHP, the purpose of the Historic District designations includes:

4. *To develop an atmosphere and feeling of old, historic St. Augustine by encouraging the preservation and restoration of historic structures within the districts*

Until this time, the strategy used to meet this goal was to require that new construction in each Historic District be designed in pre-defined styles mandated by the AGHP. Although it can also be argued that this approach has served to promote a specific ambience within each of the five districts, it can be argued that it creates imitations of historic buildings and a false sense of history not understood by the general public and visiting tourists. Promoting authenticity and character is a component of the City of St. Augustine Vision Plan which recognizes that the city has a distinct and historic character.

Historic district guidelines written specifically for a district can often best address local character and issues.

As indicated in the AGHP, New construction should complement a historic property and comply with The Secretary of the Interior's Guidelines for Rehabilitation, Standard 9:

9. *New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.*



The success of the current style-based policy appears to vary by district. In HP-2 and HP-3, which includes the area of the early settlement and the early 20th century reconstruction of Spanish Colonial buildings, this policy is in keeping with the stated intent of the Districts in the ordinance and has generally worked well to provide a cohesive historic setting enjoyed by St. Augustine's residents, business owners and visitors alike. Conversely, there is a greater diversity of architectural styles in HP-1, HP-4 and HP-5, both historically and currently. Similar architectural diversity is present in many of the other historic neighborhoods in the city. The stated intent for these districts in the ordinance is more in keeping with preservation, restoration and adaptive reuse. For HP-1, HP-4 and HP-5, and any likely future District, it is recommended that specific style requirements be removed and allow authentic historic buildings to be celebrated for their unique value.

In layman's terms, new construction should be reviewed for compliance with the following design principles relative to neighboring properties:

- **Scale and height**
- **Form, massing, and roof shape**
- **Setback patterns**
- **Site coverage and impervious surface treatments**
- **Orientation to the streetfront**
- **Fenestration patterns and predominant rhythms**
- **Architectural projections (i.e. chimneys, porches, entrances)**
- **Façade proportions**
- **Trim, details, and transparency**
- **Materials**

C.6.5 Task – Incorporate Flood and Storm Mitigation Alternatives

As Hurricane Matthew demonstrated in the Fall of 2016 and Hurricane Irma eleven months later, St. Augustine is susceptible to flood and storm damage. It would be helpful if the AGHP provided review criteria for property modifications to reduce flood and high wind damage associated with storms. At a minimum, this could include window protection; barrier systems at doorways of commercial buildings; site improvements to encourage stormwater drainage; the elevation of buildings (refer to section C. Historic Preservation, Conservation & Zoning) and associated modifications to address stairs, lifts and extended foundations, etc.

C.6.6 Task – Include Sustainable Design Methods and Techniques

Sustainable practices should be incorporated in the AGHP wherever possible to assist property owners in making educated decisions to improve their property's energy performance and reduce environmental impact. This can include the selection of building materials; windows and window glazing systems; and heating and cooling options, as well as conducting energy audits and recommending native plantings. The implementation of recommendations that promote the preservation of historic properties should be evaluated in tandem with the city's overall environmental conservation goals and approach to sea level rise.

The implementation of recommendations that promote the preservation of historic properties should be evaluated in tandem with the city's overall environmental conservation goals and approach to sea level rise.



C.6.7 Task – Expand staff Review of Minor Applications

St. Augustine benefits from a highly-qualified staff whose duties could be expanded in order to reduce the burden on HARB. In addition to providing guidance for property owners, the revised AGHP could provide the criteria for staff review of specific minor applications.

The benefits of broadening the staff review process include:

- Expediting review time for applicants, thus encouraging compliance with HARB-desired outcomes
- Reducing the amount of staff time associated with preparing and presenting application materials to HARB
- Reducing the amount of time required for HARB meetings, thus reducing the burden on the membership

The eligibility factors for staff review could include:

- The location of a property, either in or outside of specific Districts (i.e. HARB review might be required for all applications in HP-2, but not in HP-1)
- The level of significance of the property (Local survey efforts should classify properties as significant, contributing or non-contributing. Refer to section B. Historic Resource Inventory.)
- The existing conditions
- The location and extent of the proposed alteration
- The Historical Architectural Review Board Ordinance should include a provision that staff, at its discretion, can direct an application to the HARB for review if staff determines that the proposed work does not meet all requirements for staff approval. This would serve to both protect the historic property and encourage owners to comply with the AGHP to expedite their application review.

C.6.8 Task – Allow Broader Use of Staff Approval Following a Hazardous Event

In the aftermath of a hazardous event such as a flood or storm, decisions must be made quickly to protect people and property.

In the aftermath of a hazardous event such as a flood or storm, decisions must be made quickly to protect people and property. Depending on the nature and severity of the event, review officials will need to be nimble to facilitate the recovery process. Clear AGHP language, in conjunction with an expedited review process, can provide the basis for the Planning and Building Department to issue permits for proposed work that is consistent with the AGHP without the need for a HARB meeting. This could expedite stabilization provision of a weather-tight building enclosure and reduce the administrative burden on property owners. (Refer to section F. Hazard Mitigation.)

D. Reducing Historic Building Demolition

Property values in the St. Augustine area have almost increased by 50% according to the Northeast Florida Association of Realtors when comparing the last five years of home sales and the St. Johns County property Appraiser notes an almost 20% increase in taxable value of properties. An increased demand and value of property creates pressure in the historic areas of the city to redevelop property to its full capacity. In many cases the result is an increase of Certificate of Demolition (COD) applications for properties over 50 years of age which threatens to erode the historic character of neighborhoods across the city. **In the Lincolnville National Register Historic District, over 100 buildings have been demolished since it was designated in 1991 and there have been an increasing number of demolition applications across the city presented to HARB within the last several years.**

Currently, HARB has jurisdictional review of demolition applications for buildings and structures located within locally designated Historic Districts as well as those across the city that are 50 years of age or older and/or recorded on the Florida Master Site File. However, there is a range of demolition application response options available to HARB within the two categories. In its review of COD applications, HARB can approve, approve with conditions, approve with postponement, continue, evaluate for local Landmark status or deny the request.

HARB is authorized to deny a COD application when a resource is determined to be of exceptional significance if the applicant fails to prove the denial will cause undue hardship. HARB may approve the demolition with a postponement of up to 12 months after which the owner must reapply and a second postponement could be ordered of up to 12 months. The postponement period is an opportunity to consider alternatives that balance the city's interests in preserving the structure and the owner's interest in the property. (It is not limited to any location, status, or zoning district).

If a historic resource is not determined to be of exceptional significance nor meet Landmark status, the HARB may approve the application for demolition and may add conditions to document the structure, salvage materials, and delay the demolition permit until plans for the replacement structure are submitted to the Planning and Building Department.

In establishing new policies for the review of demolition applications, it will be necessary to clarify the extent of HARB jurisdiction based upon a property's designation and level of significance. In addition, it will be necessary to clarify how much proposed removal constitutes a full or partial demolition under the current Ordinance. (Refer to C. Historic Preservation, Conservation & Zoning Task C.6.5.6.) As a part of determining whether a property should be allowed to be demolished, its designation should be considered. The most historically significant designation types and levels should be considered with higher review standards. Designations can include both local and National Register designations. Standards and criteria for National Register are set forth by the National Park Service and are currently referenced for the local Landmark designation; however, the city may choose to adopt its own criteria.

For the purpose of this section, the level of significance is identified with the following designations based on the existing criteria:

Demolition Applications By the Numbers:

2017	45
	<i>(29 hurricane related)</i>
2016	34
	<i>(9 hurricane related)</i>
2015	24
2014	22
2013	7
2012	13
2011	14
2010	10
2009	9
2008	21
2007	22

HARB has jurisdictional review of demolition applications for buildings and structures located within locally designated Historic Districts as well as those across the city that are 50 years of age or older and/or recorded on the Florida Master Site File.



Figure 5.17: A portion of the building known as the ECHO House at 100 M L King Avenue. Originally built in 1926 as the Lincolnville Branch – St. Johns County Welfare Federation for African Americans, it was demolished following many public hearings which raised concerns in the community regarding demolition of historic buildings in the city.

Local designation:

- **Historic District: Significant** - A contributing building that could independently meet landmark designation criteria
- **Historic District: Contributing**
- **Historic District: Non-contributing**
- **Landmark**

National Register (NR) designation:

- **Historic District: Contributing**
- **Historic District: Non-contributing**
- **Individually designated**

These designations should be correlated with updating the city's Historic Resource Inventory. (Refer to Demolition Strategy/Recommendation Matrix at the end of this section.)

D.1 Goal: Preserve and protect the historic character of St. Augustine by minimizing the demolition of historic buildings and structures.

D.2 Goal: Provide clear guidance to applicants regarding the type and level of review required and the anticipated outcome of proposed applications based upon a property's designation and level of significance.

D.3 Goal: Provide an alternative to HARB review process for buildings that are not designated but are listed on the Florida Master Site File and/or 50 years old or older.

D.1 Strategy: Limit Properties That Are Eligible for HARB Demolition Approval

It is recommended that properties with these designation types and levels be designated ineligible for demolition without proven extenuating circumstances outlined in additional tasks below:

- **Local Designation: Historic District significant, contributing; Landmark**
- **National Register Designation: Historic District, contributing, individual**

Demolitions are often precipitated by a developer's desire to create a "higher and better use" of a property for financial gain, or in the case of an individual property owner, to replace what exists with new construction more in keeping with an owner's aspirations. Although both of these desires is legitimate, in the case of the demolition of historic resources, valuable community history can be lost.

In lieu of demolition, zoning opportunities should be identified to incentivize adaptive reuse in a manner that is both sensitive to the historic character and provides a greater financial benefit to the owner.



Figure 5.18: A series of buildings along King Street and Oviedo Street behind it were proposed for demolition to construct a hotel and the application was denied. All but one of the buildings are designated as contributing buildings to the Model Land Company National Register Historic District.

D.2 Strategy: Supplement Financial Hardship Review Process

D.2.1 Task – Require Exploration of Reasonable Adaptations

It is recommended that a requirement for hardship identification be applied to properties with the following designation types and levels:

- **Local Designation: Historic District significant, contributing; Landmark**

- **National Register Designation: Historic District, contributing, individual**

For a property to be suitably adapted, it must have an alternate use consistent with its preservation. To determine whether an alternate use exists, the owner would need to identify reasonable alternative uses that would not require substantial modification to the historic character of the property. It is also helpful if these alternative uses are supported by the surrounding property owners. Documentation of this exploration, as well as supporting financial information, should be submitted to HARB for their consideration as part of a demolition review application.

D.2.2 Task – Establish a Separate Financial Hardship Review Process

It is recommended that a requirement for hardship identification be applied to properties with the following designation types and levels:

- **Local Designation: Historic District significant, contributing; Landmark**
- **National Register Designation: Historic District contributing, individual**

As part of current demolition application review procedures in local historic districts, applicants often present their statement of financial hardship simultaneously with a proposed replacement design. Although this process is convenient for applicants, it can co-mingle the decision-making process concerning the ‘case’ for demolition with the desirability of the proposed design, possibly influencing the financial hardship determination.

As an alternative, it is recommended that the decision related to financial hardship be made on its own merits and precede review of any proposed design. Ideally, HARB would determine if the criteria for financial hardship has been met at one meeting, and at a subsequent meeting review proposed designs. To prevent premature demolition and the potential for a vacant lots, a demolition permit should not be approved until all required design reviews are completed unless there is a compelling public interest such as life-safety.

D.2.3 Task – Require Demonstration That the Sale or Relocation of Property Is Not Feasible

It is recommended that this demonstration be required for properties with the following designation types and levels:

- **Local Designation: Historic District significant, contributing; Landmark**
- **National Register Designation: Historic District contributing, individual**

Prior to applying for a Certificate of Demolition, owners who wish to claim that a property poses a financial hardship must demonstrate that a good faith effort was made to sell or relocate the property or find tenants to reduce the financial burden until another use could be found for it. For this to be an effective demonstration, the property must be priced comparably to similar neighboring properties and appropriately listed and advertised for sale. It must be demonstrated that no buyer was found that would provide reasonable assurances



Figure 5.19: The building at 102 Bridge Street (ca. 1885) has been a residence, service station, convenience store, and restaurant. In the most recent adaptive use, the building was relocated on the lot, partially demolished, and fully renovated.

that they would preserve or restore the property in a manner consistent with the AGHP.

D.2.4 Task – Establish Mechanism for City-Engaged Expertise

It is recommended that this mechanism be applied to properties with the following designation types and levels:

- **Local Designation: Historic District significant, contributing; Landmark**
- **National Register Designation: Historic District contributing, individual**

For more complex projects, it may be desirable that an independent assessment of a property proposed for demolition be prepared on behalf of the city. This assessment could evaluate overall condition and structural soundness, as well as potential costs associated with rehabilitation or adaptive reuse.

To offset the City's expenditures associated with these assessments, the demolition section of the Ordinance should be modified to defer the costs of city-requested experts to the applicant with a defined limit for properties above a certain property value and exclude certain property types such as owner-occupied single family homes, for which compliance could create an unnecessary hardship.

D.3 Strategy: Reduce Demolition-by-Neglect

The characterization of demolition-by-neglect is typically associated with a building or structure that is determined to be in a hazardous condition. Examples of unsafe or hazardous conditions include:

- A building or portions of a building are at risk of falling and causing injury
- A building's structural elements are no longer able to carry loads safely
- A condition exists making a building susceptible to water damage, such as an opening in a roof or wall

D.3.1 Task – Require Correction of Unsafe Conditions

It is recommended that these requirements be applied to all buildings and structures in St. Augustine.

Require maintenance of properties to prevent them from becoming unsafe or hazardous. If a property owner fails to correct the unsafe or hazardous condition within a stipulated period, such as 30 days, daily fines could be levied to encourage compliance. If fines are unpaid and the work is not completed, the city could engage a contractor to complete the necessary repairs and place a lien on the property for the value of the work. Permanent corrective measures undertaken by the city should adhere to local regulations of the local historic district or adhere to *The Secretary of the Interior's Standards for Rehabilitation* when properties are outside of a local district along with the attachment of a legal responsibility to maintain the building in its preserved condition until the lien is removed.



Figure 5.20: An application for demolition was denied by HARB and upheld on appeal to the City Commission for Casa Mia (ca. 1907) at King Street and Markland Place. It has been a residence and office space and contributes to the Model Land Company National Register Historic District.

D.3.2 Task – Require Mitigation Bank Funding for City Historic Preservation and Archaeology Projects

It is recommended that this requirement be applied to the following designation types and levels:

- **Local Designation: All parcels**
- **National Register Designation: All parcels**

If the property falls into such disrepair as to necessitate the demolition of a building or structure, the community will lose an existing neighborhood element, while the owner will often benefit through the ability to construct a new building that will likely provide a higher rate of return. To offset the community loss, the owner should be required to fund other city historic preservation and archaeological projects. Requirements to implement such a program include the identification of a comparable historic or archaeological resource as the demolished resource and/or establishing a mitigation fund schedule that is proportionate to the costs of operating the fund. To be effective, this requirement would need to be tied to a property's deed until the mitigation requirement is satisfied. (Refer to Economics Section 5.)

D.3.3 Task – Establish Mechanism for City-Engaged Expertise

It is recommended that this mechanism be applied to properties with the following designation types and levels:

- **Local Designation: Historic District significant, contributing; Landmark**
- **National Register Designation: Historic District contributing, individual**

For more complex projects, it may be desirable that an independent assessment of a property proposed for demolition be prepared on behalf of the city. This assessment could evaluate overall condition, structural soundness and potential for preservation and reuse.

To offset the city's expenditures associated with these assessments, the demolition section of the Ordinance should be modified to defer the costs of city-requested experts to the applicant, with a defined limit for properties above a certain property value, or exclude certain property types such as owner-occupied single family homes, for which compliance could create an unnecessary hardship.

D.4 Strategy: Limit Replacement Building Size

It is recommended that this limitation be applied to the following designation types and levels:

- **Local Designation: All parcels**
- **National Register Designation: All parcels**

One method of reducing the incentive for demolition is limiting new replacement construction. This can be addressed in the same manner as form-based zoning, with staff review of criteria identified in a checklist and the option of PZB appeal. (Refer to strategy C.2: Consider Form-Based Zoning for National Register Historic Districts) For example, if a replacement building is limited to only 10% to 15% larger than an existing building in any direction, applicants might be more likely to consider



Figure 5.21: The building at 9 Aviles Street (ca. 1911) was demolished following evaluation by the owner's engineer and city staff with other experts who agreed that the building could not be salvaged.

an addition rather than full demolition and new construction. This recommendation may not apply to buildings that are eligible for demolition and do not conform to the sizes of multiple surrounding historic buildings and should be allowed to construct a replacement building that fits with the predominant character of those buildings.

D.5 Strategy: Discourage After-the-Fact Demolition Applications

It is recommended that these requirements be applied to all buildings and structures in St. Augustine.

D.5.1 Task – Require Mitigation Bank Funding for City Historic Preservation and Archaeology Projects

If a locally or nationally designated building or structure is demolished without required city approvals, the community will lose a designated historic resource while the owner will often benefit through the ability to construct a new building that will likely provide a higher rate of return. To offset the community loss, the owner should be required to fund other city historic preservation and archaeological projects. Requirements to implement such a program include the identification of a comparable historic or archaeological resource as the demolished resource and/or establishing a mitigation fund schedule that is proportionate to the costs of operating the fund. To be effective, this requirement would need to be tied to a property's deed until satisfied. (Refer to Section E, Economics task 2.4.) To bring the property back into compliance, the property owner could be required to reconstruct the demolished building envelope. (Refer to Task D.5.2.)

D.5.2 Task – Require the Reconstruction of Building Envelope

A property owner would be less likely to demolish a building without prior approvals if they were required to reconstruct the building envelope to match the previous conditions, hence gaining no additional square footage. To be most effective, the owner would be required to duplicate the building's exterior, including its footprint, height (with possible adjustment for floodplain elevation), form, materials and details. By providing the opportunity for a potentially larger replacement building by following the required application process, there would be little for a property owner to gain by demolishing a building without approval. To be effective, this requirement would need to be tied to a property's deed and future additions should be limited to maintain compatibility of scale.

D.5.3 Task – Delay Permits and Certificate of Occupancy for Replacement Building

One means of reducing unapproved demolitions is creating a waiting period for the owner between the date of demolition and the submission of an application for a building permit and/or a Certificate of Occupancy. The length of the delay could be based upon a variety of factors such as the value of a property or the frequency of offense of the applicant. The delay period could be waived if the Building Department is satisfied that the demolished building posed a threat to public safety.



Figure 5.22: Rehabilitation can include removal of historic features and building fabric and leave the overall form and character of the original building.

D.6 Strategy: Clarify Demolition Review Requirements & Processes

As part of its approval process for COD applications, HARB often requires documentation of the property prior to allowing demolition to proceed.

D.6.1 Task – Clarify Demolition Review Requirements

There is current confusion among applicants and the public regarding HARB's demolition review process and associated requirements. As changes are implemented, the level of confusion is likely to increase. Given the irreversibility of demolition, it is important that the city provide clear explanations of review requirements and processes.

There is an immediate need for clarification about the financial hardship process. It is recommended that a worksheet with a submission checklist be developed to clarify requirements. The worksheet should be made available on the city website with HARB application materials. As additional policies are adopted, the worksheets should be updated accordingly.

Given the irreversibility of demolition, it is important that the city provide clear explanations of review requirements and processes.

D.6.2 Task – Clarify Pre-Demolition Requirements

The specific level of necessary pre-demolition documentation, including photography and drawing requirements and formats, should be detailed. Where applicable, oral histories may be available to document unrecorded history of the property. The level of required documentation could be adjusted based upon the significance of the historic resource. Applicants will need to know if the property is also located in an archaeological zone which would require archaeology associated with the demolition permit and the new construction permit.

For buildings that retain significant architectural materials and features, it may also be appropriate to establish a time period to allow salvage of architectural materials for reuse by other contractors in lieu of disposal in a landfill.

D.6.3 Task – Establish a Procedure for Staff Review of Non-Designated Properties

It is recommended that this procedure be limited to the following designation types and levels:

- **Undesignated property over 50-years-old and/or recorded on the Florida Master Site File**
- **National Register Designation: Non-contributing**

As part of its review of demolition applications for non-Landmark properties located outside local Historic Districts, HARB should decide if the property qualifies as a local Landmark. For properties that are potentially eligible, HARB would then request that staff research the subject property and provide a recommendation for HARB consideration of local Landmark at a subsequent meeting. In an overwhelming number of cases, based upon the research presented the subject properties will be determined ineligible for local Landmark status, and the subsequent decision from HARB will be to request documentation prior to demolition. This process requires the applicant to appear before HARB for one or more meetings prior to an outcome.

As part of its review of demolition applications for non-Landmark properties located outside local Historic Districts, HARB should decide if the property qualifies as a local Landmark.



As an alternative, it is recommended that a staff review process be established to make a preliminary determination as to whether or not a property that is 50 years old or older is potentially eligible for local Landmark listing prior to HARB review.

This process would require that the property owner submit an application with current photographs of the building or structure and the portions proposed for demolition. Upon receipt of the information, staff could review the available information in the Florida Master Site File as part of their determination for potential Landmark eligibility. Staff could then present recommendations to HARB as part of an expedited agenda, providing HARB the opportunity for review without requiring the applicant to appear. If it is determined that the property is potentially eligible for local Landmark designation, the Landmark review process can be scheduled and the applicant can be invited to appear at the Landmark review meeting. If the property is not eligible, the demolition permit can be issued following receipt of the required documentation by the Planning and Building Department and expiration of the 30 day waiting period.

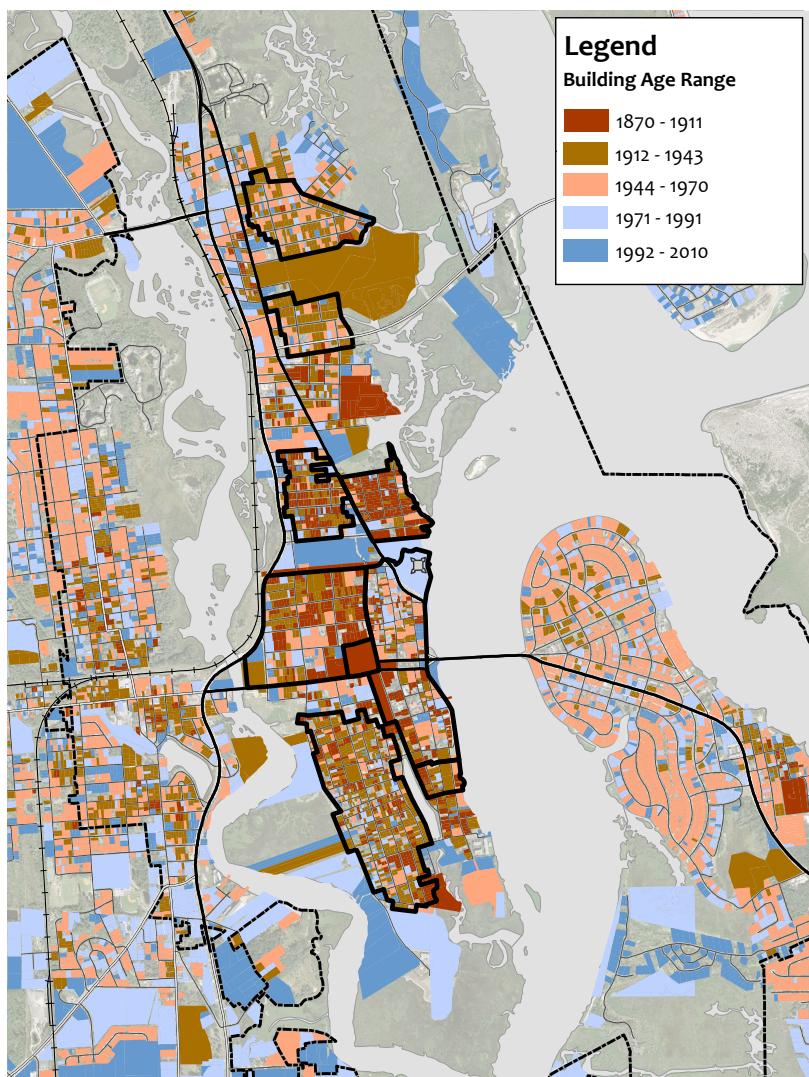


Figure 5.23: The distribution of historic buildings is shown across the city. Currently any building that is 50 years old or older requires HARB approval for demolition.

DEMOLITION STRATEGY / RECOMMENDATION MATRIX	SIGNIFICANCE							
	LOCAL DISTRICT SIGNIFICANT	LOCAL DISTRICT CONTRIBUTING	LOCAL DISTRICT NON-CONTRIBUTING	LOCAL LANDMARK	UNDESIGNATED OVER 50-YEARS OLD	NATIONAL REGISTER DISTRICT CONTRIBUTING	NATIONAL REGISTER DISTRICT NON-CONTRIBUTING	NATIONAL REGISTER INDIVIDUALLY DESIGNATED
D.1 Limit Properties Eligible for HARB Demolition Approval	●	●		●		●		●
D.2.1 Require Exploration of Reasonable Adaptations	●	●		●		●		●
D.2.2 Establish a Separate Financial Hardship Review Process	●	●		●		●		●
D.2.3 Require Demonstration that the Sale of a Property is Not Feasible	●	●		●		●		●
D.2.4 Establish Mechanism for City-Engaged Expertise	●	●		●		●		●
D.3.1 Require Correction of Unsafe Conditions	●	●	●	●	●	●	●	●
D.3.2 Require Mitigation Bank Funding for Historic Preservation and Archaeology Projects	●	●	●	●	●	●	●	●
D.3.3 Establish Mechanism for City-Engaged Expertise	●	●		●		●	●	●
D.4 Limit Replacement Building Size	●	●	●	●		●	●	●
D.5 Discourage After-the-Fact Demolition Applications	●	●	●	●	●	●	●	●
D.6.1 Clarify Demolition Review Requirements	●	●	●	●	●	●	●	●
D.6.2 Clarify Pre-Demolition Requirements	●	●	●	●	●	●	●	●
D.6.3 Establish a Procedure for Staff Review of Non-Locally Designated Properties					●		●	

KEY: ● = Required



E. Economics

The historic character of St. Augustine is appreciated by both residents and visitors alike, providing an avenue for economic development through the maintenance and revitalization of historic properties and neighborhoods. Given the significant impact of its historic properties on the economic vitality of the city, preservation should be at the forefront of the city's economic development and revitalization strategies.

St. Augustine's tourism industry is largely based upon visitation to the Town Plan Historic District. This industry could be strengthened by encouraging heritage tourism to commercial and institutional destinations in the surrounding neighborhoods. Preservation can be utilized to strengthen neighborhoods, improving both the built environment as well as telling the story of the city's diversity and development.

Preservation can be utilized to strengthen neighborhoods, improving both the built environment as well as telling the story of the city's diversity and development.



Figure 5.24: The commercial area on King Street west of Ponce de Leon Blvd is a good candidate to apply the Main Street principles.

E.1 Goal: Expand tourism outside of Town Plan Historic District.

E.2 Goal: Provide financial tools to protect historic resources.

E.1 Strategy: Integrate Preservation into Commercial Revitalization

E.1.1 Task – Provide Preservation Assistance to Commercial Thoroughfares and Nodes

King Street, San Marco Avenue and Anastasia Boulevard are important commercial and transportation thoroughfares through the city and its historic neighborhoods which is recognized in the Design Standards for Entry Corridors. Revitalization of these major thoroughfares and other, smaller commercial connectors could serve to improve the shopping and dining experiences of residents as well as encourage tourists to experience the city beyond the Town Plan Historic District by providing them with a visually appealing destination. Design guidelines apply to properties along Anastasia Boulevard, King Street and San Marco Avenue and the historic preservation zoning districts. However, a variation on the Main Street program could be developed to encourage façade improvement through:

- Regular maintenance
- Storefront improvements
- Quality sign and awning design
- Streetscape improvements
- Storefront merchandizing

Resources for Main Street programs are available through the Florida Division of Historical Resources and the National Main Street Center focusing on a community revitalization model driven by social, economic, physical and cultural assets. Strict adherence to the program models and formal registration are not necessary but rather they can provide ideas and inspiration. The program can be tailored to the available resources of the city, and could include private volunteer design professionals to augment the typical advisory role of city staff, providing advisory services at a basic level and sharing information on preservation tax credits.

E.2 Strategy: Create Preservation Reinvestment Opportunities

Property owners in St. Augustine have access to economic incentive programs. These include the Historic Preservation Property Tax Exemption (ad valorem) program, the Federal Rehabilitation Tax Credit program for commercial properties, and the 2013 Lincolnville Community Redevelopment Area. Lincolnville has a mission to support and preserve the quality of life for residents by eliminating blight, while protecting and enhancing the characteristics that make the community unique (i.e. history, architecture, the natural and built environments, culture and diversity) through community planning, redevelopment activities and effective partnerships with neighborhood organizations.

The city should identify and promote other financial incentive programs that can benefit historic preservation, city economic development and neighborhood revitalization. This can include strategically pairing funding available through the St. Johns County Housing and Community Development Division with local funding incentives to encourage reinvestment. Programs currently available through the county's Housing and Community Development Division include:

- Affordable Housing Grant Program
- SJC Homeownership Program
- Community Development Block Grants
- Rehabilitation Program
- Housing Finance Authority
- Community Redevelopment Program

These new incentives should be focused to address specific areas so that they serve to generate private growth and investment in the surrounding area in a manner that fits the larger planning goals of the city. For existing or new incentive programs to be effective, they must be utilized. This will require providing clear information and guidance to property owners about the availability of the incentives, as well as educational materials that explain the limitations and restrictions of the programs.

These new incentives should be focused to address specific areas so that they serve to generate private growth and investment in the surrounding area in a manner that fits the larger planning goals of the city.

E.2.1 Task – Pursue State Legislative Action to Modify Tourist Tax Programs

Existing state legislation allows for collection of a Tourist Development Tax and Tourist Impact Tax administered by the county government. The detailed language of these programs identify the allowable collection sources and expenditures. Amendments to these programs should be pursued to allow municipal administration and authority within the collection area where applicable and to expand the allowable expenditures to include broader historic preservation and archaeological activities. These funds could be utilized to purchase threatened historically designated properties and conduct rehabilitation projects which contribute to the heritage tourism industry of the city. (Refer to Task E.2.2.)

E.2.2 Task – Establish a Historic Preservation Revolving Fund

A revolving fund that purchases endangered historic properties and resells them to new owners committed to their rehabilitation should be developed and operated (see also requirement for restrictive covenants A.2.6). Funds from sold properties can be utilized to purchase future properties. City assistance could be supplemented with low-interest loans



Figure 5.25: The Lincolnville CRA Fix-it-Up program has expanded to include both residential and institutional properties.

or grants to new owners for the costs of rehabilitation, as well as design assistance by volunteer architects and design professionals. (Refer to section H. Education & Advocacy.)

E.2.3 Task – Create Budget to Offset Building Permit Fees

An incentive used by other communities to encourage redevelopment of distressed historic properties or to simply reward compatible rehabilitation work includes reduced development permit fees. A fund should be established to offset building permit fees for projects that take advantage of the city's financial incentive programs. This could both encourage use of financial incentives and demonstrate the city's support.

E.2.4 Task – Establish a Preservation and Archaeology Mitigation Fund

A mitigation bank should be created and funded by property owners seeking new construction on a parcel that adversely impacts historic buildings or archaeological features. Adverse impacts can include cases of demolition-by-neglect or an after-the-fact demolition application. The use of mitigation funds must benefit the city's historic preservation and archaeological goals and can include:

- **Supplementing the city's Historic Resource Inventory**
- **Stabilizing a property for its preservation**
- **Purchasing a property for historic preservation**
- **Preserving an archaeological site**
- **Investigating an archaeological site**
- **Processing artifacts from an archaeological investigation**

E.3 Strategy: Promote Preservation Programs & Incentives

E.3.1 Task – Develop Informational Brochures

Historic preservation incentive brochures should be developed describing available local incentive programs in detail and provide information regarding the Historic Preservation Property Tax Exemption (ad valorem) program and Federal Historic Preservation Tax programs. These brochures must be available online and include web links for additional information and application materials. Printed brochures should be made available in City Hall, at the Board of Realtors, at the Chamber of Commerce, at local preservation education programs, as part of a welcome package to new property owners and new businesses who might benefit from a façade improvement program.

E.3.2 Task – Revise the City's Historic Preservation Webpage

The historic preservation website should be revised to include information and direct links to initiatives and programs that benefit historic preservation. This is particularly necessary with regard to the ad valorem tax exemption program, which is not currently linked to the Historic Preservation webpage.

E.3.3 Task – Conduct Preservation Incentive Education Programs

An education session should be conducted annually or biannually on available incentive programs. HARB member participation should be encouraged and reported to the Florida Division of Historical Resources CLG division on the annual CLG report. (Refer to section H. Education & Advocacy.)



Figure 5.26: The local historic preservation tax exemption program provided an economic benefit for rehabilitation of 72 Spanish Street (ca. 1904).

E.4 Strategy: Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods

E.4.1 Task – Develop Partnerships with Community Housing Associates

Partnerships should be developed with community housing organizations to encourage affordable and low-income housing in historic neighborhoods which also implements goals of the Housing Element of a Comprehensive Plan. Preservation funding incentives can be used in combination with housing financing to rehabilitate properties and provide financial assistance to lower income residents in historically designated properties.

E.4.2 Task – Establish an Unnecessary Hardship Review Procedure

Compliance with historic preservation standards can place an undue burden on low and moderate income households by requiring the installation of specific materials when there are less costly options available. Providing a means for HARB approval in instances where conformance would place an unnecessary hardship on an owner could encourage the preservation of the basic form and rhythm of a building instead of its restoration when the work would not irreversibly affect the building's historic character; therefore meeting the objectives of the ordinance if not the literal execution and allowing a homeowner to make improvements that may sustain their residency.

This approach allows areas with higher percentages of low- to mid-income households to enjoy the benefits of preservation regulation without bearing a disproportionate financial burden.

Preservation funding incentives can be used in combination with housing financing to rehabilitate properties and provide financial assistance to lower income residents in historically designated properties.



F. Hazard Mitigation

Hazard mitigation planning and response is an issue that impacts many decision-making bodies in the city, affecting environmental conservation efforts, infrastructure improvements, emergency response procedures, and associated funding requirements. The protection of the city's historic and cultural resources and environments should be considered in the larger context of the city's hazard mitigation planning efforts. To that end, the promotion of hazard mitigation options that support the long-term protection and preservation of the city's historic buildings, sites and archaeological resources is encouraged.

F1 Goal: Prioritize the protection of the city's historic resources from potential hazards.

F2 Goal: Develop procedures to expeditiously respond to hazards at historic resources in a manner that preserves historic fabric and character.

F.1 Strategy: Participate in the Disaster Mitigation Planning Process

There are several steps that the city and HARB can take to plan, mitigate and respond to disasters.

F.1.1 Task: Engage in the Hazard Mitigation Planning Process

St. Johns County's Division of Emergency Management is charged with development of the Local Mitigation Strategy Plan (LMS) with the objective of eliminating or otherwise limiting the loss of life and property in the event of a disaster. Two of the responsibilities of the LMS Taskforce include the identification of resources vulnerable to hazards and prioritization of mitigation projects that are eligible for funding. The Taskforce holds quarterly public meetings, which can provide preservation advocates a forum to emphasize the importance of the protection of historic resources in St. Augustine. (Information regarding the Local Mitigation Strategy Plan and meeting notices is available at www.sjcemergencymanagement.org/lms.html.)

F.1.2 Task: Documentation of Historic and Cultural Resources Related to Potential Hazards

Documentation of historic resources, such as historic and archaeological resource surveys, is an essential step in protecting cultural resources. It typically includes identifying the key historical and physical attributes of a property or site and/or identification of area sensitivity. (Refer to section 5.B. Historic Resource Inventory and 5.G. Archaeology Program.)

The documentation of historic properties in preparing for a potential hazard includes many of the same elements used by preservation professionals, but also includes information specifically associated with the likelihood and potential financial impact of specific hazards including floods, high winds, fire and tornados. This information can be incorporated into a Hazard Mitigation Plan and be utilized to help prioritize mitigation options as well as to assess financial impacts after a disaster. Although it is typically necessary to engage professional firms with hazard mitigation expertise to complete the required documentation for FEMA-approved Hazard Mitigation Plans, there is a

Documentation of historic resources, such as historic and archaeological resource surveys, is an essential step in protecting cultural resources.



certain amount of information that is readily available to communities and property owners to better understand their level of risk from the specific hazards that have a higher likelihood in St. Augustine, including flooding and storms.

For example, FEMA-approved Flood Insurance Rate Maps (FIRMs) delineate the 1% and 0.2% floodplains (a.k.a. 100- and 500-year floodplains). These maps are used to identify flood risk zones and to calculate flood insurance premiums. (FIRMs can generally be obtained through local or county floodplain managers as well as through FEMA's website at <https://msc.fema.gov/portal>.) Review of the FIRMs can quickly identify those areas most vulnerable to flooding. Most of the city is within a designated floodplain area.

A tool that can be utilized for financial impact calculations is FEMA's HAZUS software (www.fema.gov/hazus) which provides models for estimating potential losses from earthquakes, floods, and hurricanes utilizing Geographic Information Systems (GIS) technology. Having historic and cultural resource information keyed to a GIS database through a Historic Resources Inventory facilitates the documentation process.

F.1.3 Task: Prepare Design Guidelines for Flood Mitigation

Flood and Wind Mitigation Design Guidelines can be a stand-alone document or a chapter in the AGHP. (Refer to section C. Historic Preservation, Conservation & Zoning.) If incorporated into the existing AGHP, the AGHP should be reviewed and updated so its recommendations and requirements are consistent and do not conflict with flood and wind mitigation recommendations. Historic preservation is not the only tangible benefit of flood mitigation. St. Augustine participates in the National Flood Insurance Community Rating System which provides discounts to flood insurance policy holders. Additional points toward the city's rating can be accrued through public information, mapping and regulations, flood damage reduction and warning and response categories.

As a starting point in their contributions to Flood and Wind Mitigation Guidelines, preservation advocates and stakeholders can identify clear policies that address both flood mitigation and preservation in their community. Policies can include statements such as:

- **Defining acceptable building elevation heights relative to the Base Flood Elevation (BFE) or Design Flood Elevation (DFE)**
- **Identifying appropriate materials and design considerations for higher foundations and extended stairs**
- **Identifying acceptable water-resistant materials for flood-prone areas**

... the AGHP should be reviewed and updated so its recommendations and requirements are consistent and do not conflict with flood and wind mitigation recommendations.



Figure 5.27: The base flood elevation set by FEMA for most areas of St. Augustine is 9 feet above sea level and the city adopted a 1 foot freeboard requirement which is significantly higher than the finished floor of many historic buildings in the city.

F.2 Strategy: Plan Historic Preservation Disaster Response

F.2.1 Task: Create an Expedited Review Process for Disaster Response

In the aftermath of a disaster, decisions must be made quickly to protect people and property. Consequently, historic preservation concerns must follow life-safety priorities and cannot be the forefront of the decision-making process. Although communities will often establish a process for expedited permit reviews, preferably in advance of a disaster, they will not necessarily have the capacity for historic preservation review in the wake of the emergency. To better protect historic resources, it is necessary that building code staff be familiar with historic preservation requirements and can access preservation representatives in an emergency. Including historic preservation in disaster planning can help to protect the city's resources and avoid the unnecessary loss of historic materials.

An expedited historic property review process can include the identification of stabilization measures and minor repairs that can be completed without formal HARB review. Similarly, Planning and Building Department staff can be authorized to approve certain changes utilizing the previously approved AGHP. Since the HARB members may be occupied addressing problems with their own properties or may have evacuated the area, Planning and Building Department staff, with clear guidance, can expedite permits for proposed work without the need for a HARB review meeting. This could expedite stabilization and provision of a weather-tight building enclosure and reduce the administrative burden on property owners.

F.2.2 Task: Identify Preservation Partners to Assist in Post-Flood Review Process

Prior to a flood event, it is important to identify preservation partners from adjacent communities and the county or state representatives who will be able to assist in the review of preservation issues and provide information regarding preservation assistance programs. It is likely that local preservation professionals and HARB members will be affected by the flood event and either evacuated or struggling to address damage at their own properties in the immediate aftermath. Preservation partners who are not personally affected by the flood event can assist in providing a more immediate response to a large number of property owners. These partners can include representatives from adjoining communities as well as state partners from the Division of Historical Resources.

F.2.3 Task: Establish a Debris Management Plan

One of the effects of flooding and high winds is the disbursement of building component debris and interior features. Some of the more vulnerable construction components include porches, railings, windows, shutters, fences, etc. If lost, historic materials and components can be costly and difficult to replace and, if replacement in kind is not the priority of the owner, the historic character of a building or structure can be compromised by an insensitive alteration or off-the-shelf alternative.

One of the best means of minimizing the loss of historic materials and components is to establish a salvage plan. This can also be promoted



Figure 5.28: Many historic properties across the city were damaged from flood waters during the hurricanes in 2016 and 2017.



Existing and Future Coastal Floodplains

St. Augustine, Florida

Nuisance Flooding

1.5 feet of Sea Level Rise

 **Dewberry**

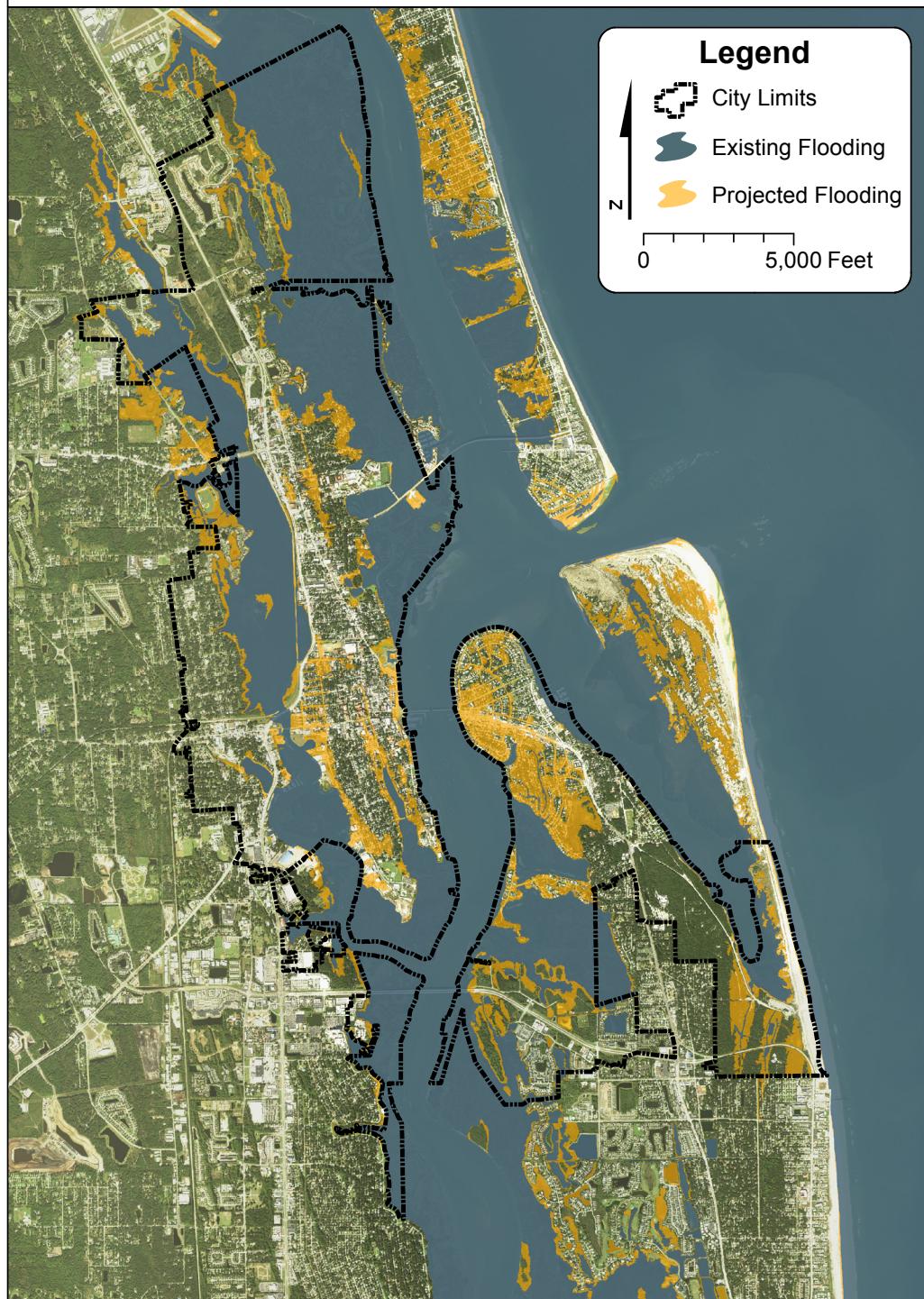


Figure 5.29: A 2016 study performed by the Florida Department of Economic Opportunity included projections of flood risk across the city.



as a sustainable option to disposal. To be effective, a plan should include training personnel to sort debris and salvage historic materials and components rather than discarding all debris in a landfill. In the aftermath of a disaster, the salvaged items can be identified by property and made available to owners seeking to complete repairs.

F.2.4 Task: Develop and Integrate a Plan for Historic Preservation into Local Response

In the aftermath of a disaster, it is important to identify opportunities for historic preservation advocates and emergency management personnel who are responsible for recovery activities to protect historic resources. This includes during the disaster recovery phase and after, during ongoing rebuilding and infrastructure projects.

F.2.5 Task: Develop Information for Property Owners

Immediately after a disaster, property owners will seek guidance about recovery, including what they should and can do to protect their properties and return to “normal.” This includes everything from who should verify structural stability to how to document damage and prevent secondary damage, such as mold, in the aftermath of a flood. Much of the general information related to property owner response is available from the St. Johns County Division of Emergency Management (www.sjcemergencymanagement.org).

Historic property owners might have added questions related to whether specific reviews are required, or if historic preservation assistance is available in the form of technical expertise or grant funding. Specifically, recommended strategies for mitigation and repairs of historic resources must be provided to encourage property owners to conduct sensitive repairs and reduce the unnecessary loss of historic materials. Websites, brochures and/or pamphlets should be readily available for distribution in the immediate aftermath of an event. Mitigation and preparation can also be conducted outside of the disaster recovery phase (also refer to tasks C.6.5 and H.1.9).

G. Archaeology Program

Since its inception, St. Augustine's archaeological programs have provided an authentic perspective on St. Augustine's history and early development. For regulatory purposes, the archaeological process is initiated in response to a construction permit application. The St. Augustine Archaeological Preservation Ordinance, adopted on 20 December 1986, outlines the requirements for archaeological investigations based upon the location of a property in relation to defined zones and the proposed level of disturbance. Since the adoption of the Ordinance, additional studies have been undertaken to help guide the city-regulated archaeological activities. These include:

- **"Inventory of Archaeological Sites and Past Archaeological Inventories in St. Augustine," 2015.**
- **Rohlwing, Katherine. "Applying Museum Policies and Standards Outside of a Museum Context: Writing the Collections Management Policy for the City of St. Augustine Archaeological Program." University of Florida, December 2016.**

Because of the invasive nature of many construction activities, the archaeological review often represents the last opportunity to document and collect information before it is destroyed. Due to funding limitations, the program heavily depends on volunteers from the St. Augustine Archaeological Association which was established as a supporting non-profit organization to assist the city with its responsibilities established in the Ordinance. Other organizations in the community contribute to a broader archaeology program by providing support, education, advocacy and specialized research including the Florida Public Archaeology Network, Lighthouse Archaeological Maritime Program, Flagler College and the University of Florida. A pressing concern is the effect of rising sea levels and other hazards on archaeological resources. As the height of water levels increases, the opportunity to retrieve and document archaeological resources will decrease. **In many cases, these resources represent the tangible remains of everyday life from the city's earliest residents and the only tangible evidence of the region's pre-historic occupants. Furthermore, the city's archaeological collections and archive represents the most comprehensive Spanish Colonial collection in North America.**

A pressing concern is the effect of rising sea levels and other hazards on archaeological resources.

G.1 Goal: Provide sufficient support to the Archaeology Program for the performance of duties in accordance with the requirements of the Archaeological Preservation Ordinance by providing additional staff, increasing conservation efforts and sustainable management and protection of artifact collections and archives.

G.2 Goal: Increase archaeological mitigation from development impacts.

G.1 Strategy: Expand Archaeology Program

G.1.1 Task: Add Additional Archaeology Staff

St. Augustine currently has one full-time City Archaeologist. Carl D. Halbirt, held the position from 1990 to 2017 and recently transitioned to retirement. Because of the length of his tenure, he holds the institutional memory of the city's archaeological resources. Previously, there was an additional staff archaeologist. In addition to fieldwork, it is a goal of the city's archaeology program to include artifact



Figure 5.30: Natural resources particularly close to water bodies have higher probability for cultural material in the archaeological record.

curation and archival documentation to meet professional reporting standards. Typically fieldwork should account for no more than 25 percent of archaeological investigation efforts. The rest comprises artifact analysis and lab work, report writing, artifacts and records curation, and dissemination of the project results to the public all in accordance with state and federal professional standards. Since the first project in 1987, approximately 800 archaeological projects have been implemented, which has resulted in a growing backlog of artifact curation and archival documentation. It is necessary to reinstate the second staff archaeologist to address this backlog. Additionally, the program should be expanded to include curatorial staff.

G.1.2 Task: Update Archaeological Zone Map

The archaeological zone map should be updated to reflect the existing archaeological knowledge and historical information. These records should be included in the city's GIS mapping layers. (Refer to section A. City Wide Planning.)

G.1.3 Task: Establish a Process to Conduct Archaeological Assessment Early in Planning Process

Building application permits can require the review of HARB, the PZB, and the Planning and Building Department. If the property is located within the bounds of an identified archaeological zone as revised (refer to Task G.1.2), it could also be subject to review by the city's Archaeology Program. Additionally the Public Works Department issues permits for development activity that also involves ground penetration which requires coordination with the City Archaeologist.

To minimize the potential impact of proposed development on archaeological resources, it is recommended that the City Archaeologist conduct an assessment early in the planning process of a proposed project to identify potential mitigation measures.

G.1.4 Task: Sustain and Grow the St. Augustine Archaeological Association

The St. Augustine Archaeological Association is a volunteer organization founded prior to the Archaeological Preservation Ordinance and provides volunteers to support the city's responsibilities. The membership includes professional and avocational archaeologists who assist staff archaeologists in the performance of duties related to fieldwork, processing of artifacts, and curation. It is recommended that the Association be sustained and developed to continue supporting the activities of the city archaeology program with the transitions of city staff and broader technological resources.

G.1.5 Task: Nominate Archaeological Sites to the National Register of Historic Places

The nomination of significant archaeological sites for listing in the National Register of Historic Places provides formal documentation of some of the city's oldest resources, enhancing their appreciation and understanding and providing additional protection from government-sponsored undertakings. Given the enormity of the remaining archaeological resources in the city and particularly in the Town Plan Historic District, a prioritized list should be developed based upon clearly defined parameters including recognition of unique spatial



Figure 5.31: Archaeological investigations performed by the city rely on volunteer support of the St. Augustine Archaeological Association.

and temporal boundaries. When appropriate, this task should include updating listed properties, specifically districts, to include contributing archaeological resources as well.

G.1.6 Task: Expand Archaeological Artifact Collections Analysis and Curation

Following the retrieval of artifacts and information from a site, additional support with staffing and technology is required to allow curation, data analysis and reporting to be performed in a manner consistent with the US Department of Interior curation standards, the State of Florida reporting standards and other professional practices. This should include digital inventories and recordation of previously excavated sites and materials to expand access to and research within the collections. (Refer to Task G.1.1.)

G.1.7 Task: Prohibit Large-Scale Underground Construction in Archaeological Zone 1

Archaeological Zone 1 delineates the city's oldest known area of below-ground resources, ranging from limited prehistoric and early European settlement remains through the 20th century. To minimize damage from new developments, it is recommended that some types of below-grade construction be prohibited. This includes underground garages, basements and overly destructive foundation systems. Consideration should also be provided to assess the impacts of underground stormwater retention on archaeological resources.

G.2 Enhance Support of Archaeology Program

G.2.1 Task: Develop Digital and Print Media for Property Owners

Create user-friendly information describing the city's archaeology program. This can include a map of the city's archaeological zones and descriptions of the type of archaeological monitoring, testing or excavation that may be required under the Ordinance. It can also include the appropriate protocol for unexpected archaeological finds. (Refer to section H. Education & Advocacy, Task H.1.3)

G.2.2 Task: Adequately Fund Archaeological Activities

The archaeology program is driven by the building, right-of-way, and utility permitting processes, and there is future potential that construction will be reduced in parts of the city by rising sea levels. Archaeological sites are already threatened by sea level rise and flooding. Therefore, the opportunities for documenting archaeological resources is dwindling. As a result, it is important to identify additional funding sources in order to provide adequate funding for archaeological field and curation activities for projects that do occur. This can include proper archival storage, analysis, reporting, cataloging and conservation of artifacts and records not only for future projects but also for the previous archaeological excavations spanning more than thirty years. (Refer to Economic Strategy E.2.)

G.2.3 Task: Earmark Archaeological Fees for Archaeological Programs

Archaeological fees collected from permit applications could be used to fund archaeological activities including special projects, artifact analysis and interpretive programs.



Figure 5.32: Artifact analysis occurs on project sites and continues with detailed analysis and curation in the lab which is all part of the archaeological investigation process.

H. Education & Advocacy

Critical to developing support for historic preservation and archaeological investigations in the city is offering ongoing educational opportunities to St. Augustine's residents and visitors. This must be the responsibility of multiple organizations and entities. To be most effective, strong public-private relationships need to be developed between various entities to support and provide a sustained, well-rounded public education and advocacy program. In addition to interpretive programs available through area museums and historic sites as a paying visitor, there are a number of preservation education opportunities in St. Augustine organized by the City, University of Florida Historic Preservation Program, Flagler College, the Florida Public Archaeology Network, the St. Augustine Historical Society, the St. Augustine Archaeological Association and multiple local museums and media outlets. These include lectures, exhibits, workshops and educational materials available to the public for free.

One of the critical components once present in the city is a strong advocacy voice for historic preservation. A non-profit advocacy organization could fill this void if supported by a knowledgeable staff or volunteer network committed to positive and constructive community engagement. While city government is responsible for administering the rules and regulations of St. Augustine's Code of Ordinances, advocates can influence local policies, programs and funding mechanisms to support historic preservation. This might include advocating for an appropriate outcome on a specific property or project or raising money to support preservation education and awareness in the city.

The University of Florida Historic Preservation Program recently launched Preservation Institute: St. Augustine for its students which will be similar to their established Preservation Institute: Nantucket program. As a component, the University is developing a conservation laboratory for archaeology and historic preservation in the city and has already demonstrated the use of digital documentation in the city. All of these programs have the potential to increase the range of offerings to residents while drawing on a larger pool of participants from outside the area.

H.1 Goal: Encourage institutions, organizations and groups across the city to promote historic preservation and archaeology awareness, activities and support.

H.1 Strategy: Increase Awareness of the Value and Benefits of St. Augustine's Architectural, Archaeological & Cultural Resources

H.1.1 Task – Regularly Update City Website with a Preservation and Archaeological Activity and a Calendar of Events

Provide links on the city's website from the Historic Preservation homepage to various incentive programs available in the city, even if they are managed by other Departments or State or Federal programs. Provide a link on the website to allow viewing of HARB application materials as well as access to HARB and preservation-related city meetings schedules. The website can also provide a forum to publicize recent ongoing and publicly-accessible archaeological activities as well as to clarify the proper protocol to follow in the event of unexpected archaeological finds.



Figure 5.33: A marker interpreting the history and location of the Nuestra Señora de Los Remedios Parish Church and Cemetery was installed on Aviles Street in 2012.

Links can also be provided to helpful preservation resources such as the Florida Master Site File, National Park Service Preservation Briefs, information on National Register listings, etc. Maintaining a clear calendar of Historic Preservation events, local lectures or education sessions and state preservation programs, as well as HARB application meeting dates and submission deadlines should be a priority.

H.1.2 Task – Develop Historic District Education Materials

The zoning workbooks, developed by the city's historic preservation staff, provide a good, concise history of the development of many of St. Augustine's neighborhoods. This information should be reformatted, include photographs and made available in print and on the city's website as a stand-alone description of the city's historic neighborhoods.

H.1.3 Task – Develop Archaeological Education Materials

Create a user-friendly pamphlet with a map of archaeological zones, clarifying the type of archaeological monitoring, testing or excavation that may be required. Include information on the proper protocol for an unexpected archaeological find. (Refer to section G. Archaeology, Task G.2.1.)

H.1.4 Task – Post Historic Preservation and Archeological News in Multiple Media Formats

Develop a social media presence with a Facebook page for historic preservation activities and provide Twitter posts of preservation accomplishments and archaeological findings and news. Solicit print and broadcast outlets for opportunities to share information on current events and activities in addition to their requests for comments on specific projects.

H.1.5 Task – Develop Walking Tours and Podcasts of Historic Neighborhoods

Walking tours and podcasts describing the Historic Districts and publicly-accessible archaeological sites should be developed in cooperation with neighborhood associations. Location-based mapping could provide searchable links to the city's GIS-based, Historic Resource Inventory Information. This same information should be included in tour brochures made available at the Visitor's Center and City Hall.

H.1.6 Task – Develop Tour Protocol for Archaeological Sites

St. Augustine benefits from a robust archaeology program unlike anywhere else in the United States. Archaeological excavations are fascinating for school children, residents and visitors. Currently, during active archaeological digs members of the team informally brief the public about what is being learned or found. Information should be shared in accordance with the protocol established by the City Archaeologist which may be different for various types of sites. These briefings could be scheduled at designated times and days, conducted by authorized St. Augustine Archaeological Association volunteers, and filmed for web-streaming with the schedule posted on the city's website.



Figure 5.34: An archaeological investigation was undertaken in the Plaza in 2009 that attracted many visitors.

H.1.7 Task – Develop a Lecture Series

A lecture series should be developed to provide information on the city's history and development, historic preservation and archaeological efforts. Participating entities of existing lecture programs include the St. Augustine Historical Society, Flagler College and the St. Augustine Archaeological Association. St. Augustine historic preservation division staff should work closely with these organizations and other associated organizations to contribute to topics such as neighborhood history and revitalization; available historic preservation incentive programs; flood and hazard preparedness; and what to do in the event of an archaeological find.

H.1.8 Task – Provide Real Estate Agent Training

Provide training to educate realtors on the city's historic districts and neighborhoods, preservation procedures, preservation incentives and financial benefits. This can be implemented by the historic preservation staff as part of realtor-board mandated training.

H.1.9 Task – Develop a Property Owner's Pamphlet

Prepare a pamphlet for property owners subject to historic preservation and archaeological regulations that includes information about HARB, historic designation, the Certificate of Appropriateness and Certificate of Demolition processes, hazard mitigation resources, as well as archaeological review requirements and the protocol for unexpected archaeological finds. A similar pamphlet can be developed for HP Conservation Districts. These pamphlets could be distributed by realtors and the city to new property owners as part of a welcome package.

H.1.10 Task – Conduct Hands-On Preservation Workshops

Develop hands-on workshops focused on building preservation topics such as window restoration and masonry repointing. This can be completed in conjunction with local contractors in coordination with local non-profits and filmed or streamed for web viewing.

H.1.11 Task – Encourage Volunteer Design Assistance

Many property owners conduct repairs on the basis of recommendations from contractors without the advice of design professionals. Volunteer architects, landscape architects and other professionals could provide design assistance, free of charge, to property owners pursuing rehabilitation projects, façade improvements, as well as other planning and design needs.

H.1.12 Task – Advocate for Resources and Recognition for the Preservation of St. Augustine Outside of the Community

City officials and local representatives need to seek resources and recognition outside of the community. The city should continue applying for grant funds through the Florida Division of Historical Resources and awards from the Florida Trust for Historic Preservation while seeking to diversify and broaden these opportunities. **There are also multiple national programs and designations beyond the National Register that could enhance the city's visibility and distinction which increases funding considerations.** Wider promotion of the city's resources will help generate awareness of its significance



Figure 5.35: The Florida Association of Museums offered an educational workshop that included a hands-on window restoration session.

and increase the opportunity to address potential threats facing the city with state and national leaders

H.2 Strategy: Increase Awareness of How Historic Preservation Positively Affects the City

H.2.1 Task – Hold a Preservation Awards Ceremony

Recognize the achievements of successful projects, individuals and groups that have had a positive impact on preserving the city's architectural, archaeological and cultural heritage through an annual or biannual awards ceremony. The presentation of awards could occur at a regularly scheduled City Commission meeting, or be part of a larger, preservation-themed event, such as an advocacy fundraiser or lecture presentation.

H.2.2 Task – Recap Preservation Achievements

Provide a recap of the city's historic preservation efforts. This can include a report on completed surveys, new Historic Districts, the number of applications processed, archaeological digs completed, artifacts conserved and other city-sponsored initiatives. This recap should be posted on the HARB website and shared in the opening remarks at a preservation-themed event.



Figure 5.36: At the annual statewide Florida Trust preservation awards in May 2018, four local projects and one individual were recognized with an award for their contributions to historic preservation.



Implementation





Implementation Strategy Overview

Introduction

This Implementation Strategy is intended to correlate with Section 5: Historic Preservation Strategies. Both sections share the same broad categories, strategies and tasks. While the Historic Preservation Strategies describes the goals and overall process, the Implementation Strategy includes descriptions of the first steps, project leadership, community participation, and indicates whether the project will require revisions to city regulations and whether the project is a terminal project or a sustained project activity.

Recommendations and tasks proposed in this plan are organized into a Project Type 1, 2, and 3. While some of the tasks can be adopted as a matter of administrative procedure, other tasks will still require public hearings and workshops to move forward as outlined in this plan. Tasks that require modification of city ordinances are required to meet legal notice procedures which includes public hearings and opportunity for public comment. As stated in previous sections, the 2018 City of St. Augustine Historic Preservation Master Plan is a tool to direct the preservation program in a manner that addresses the issues and needs identified during the plan's development. As tasks are undertaken and addressed the roadmap to accomplish future tasks may change and additional information will be collected which will refine the methodology to achieve the tasks.

First Steps

The First Steps provides an overview of the actions required to implement the strategy and/or task. Many of the first steps include proposed amendment of ordinances and regulating documents and processes. Although not specifically stated in the Implementation Matrix, it is understood that regular community participation will occur through the public meeting process as each modification is considered.

Prioritization of Implementation

In almost all instances, the effective protection of historic resources begins with a clear identification of what is significant and why, be it an individual property, a district or an object. With an understanding of what is historic and its relative local significance or value, St. Augustine can pursue various levels of designation and protection measures for the long-term protection of the resource. As a result, a **comprehensive survey of the city's historic properties should be considered one of the first steps**, providing the basis for future historic preservation and zoning regulation. Without it, the city will continue to lose important resources, eroding the character of its neighborhoods, and continue to make decisions without the benefit of accessible, clear and accurate information.

Results of the survey will inform other tasks identified in this plan such as designation of identified resources, assessment of archaeological zones, disaster mitigation programming, and reduction of demolition of designated resources. Although the survey is crucial, there are several strategies and tasks that can be implemented immediately and potentially adjusted as the survey progresses such as adopting city-wide policies, establishing identification protocols for endangered properties, evaluating regulations for currently

designated properties, and improving the administrative review procedures and public access of meeting materials and references.

Project Type

The Implementation Matrix identifies categories of projects as a Project Type 1, 2, or 3. In some cases the type reflects a sequence, requiring action on one item prior to another while in other instances it addresses the relative need for implementation to successfully address a current issue. Individual projects may be assigned a type that can correlate to a phase of plan implementation however the plan's implementation will not be linear as some projects will be sustained projects that will need to be updated as other projects develop contributing information. Other projects will grow from a research and data collection phase and end in regulatory documents and policies. It is not necessary to complete all tasks in one project type category before beginning a task in another project type category.

In general terms, the project type was developed as a method to prioritize the tasks and merge related tasks from various strategies that can be accomplished concurrently. It establishes a method to approach the Plan's implementation in a systematic and manageable fashion. As a skeleton framework, the project types can be summarized as follows:

Project Type 1

- Identify and document the extent, integrity, and threats for existing resources and evaluate potential new resources through a city-wide reconnaissance survey
- Increase human and technological resources for the city's archaeology program
- Integrate historic preservation policies with hazard mitigation planning
- Formalize historic preservation reviews within the existing city's administration practices
- Strengthen existing historic preservation policies and outreach with administrative improvements

Project Type 2

- Undertake advanced historic resource inventory activities with updated archaeology zones, programs to preserve threatened resources, prioritizing and broadening documentation, and expanding local and national register recognition
- Adopt ordinances and policies related to hazard mitigation, local landmarks, demolition, archaeology, and economic incentives
- Identify conflicts of existing zoning and historic neighborhood character
- Identify and propose zoning ordinances that would promote and preserve vistas and provide flexibility for adaptive use of individual historic resources
- Update the existing AGHP to include design measures for flood mitigation, local landmarks, and demolition reviews related to recommended and adopted ordinances thus far



- Develop framework for economic programs such as a revolving fund, mitigation fund, and pursue legislative changes for state tourist tax programs
- Improve public education opportunities regarding city's requirements and preservation incentives, and improve the public/applicant interface with the HARB process

Project Type 3

- Identify and propose zoning ordinances that would promote compatible infill development at a larger scale for neighborhoods such as form based zoning or historic preservation conservation districts
- Modify ordinance to clarify and increase administrative review authority for pre-defined scopes of work
- Complete a comprehensive update to the AGHP to include revised design criteria, sustainability measures, modern materials, data from reconnaissance survey and proposed historic resources and to reflect revised ordinances as applicable
- Develop and/or coordinate with other organizations to provide continuing education for professionals engaged in real estate, design, and construction
- Develop and/or coordinate with other organizations to create a recognition and public interpretation program with lectures and workshops
- Advance use of multi-media resources to boost preservation related information and programs
- Develop curatorial program for the archaeology lab, expand existing volunteer program, and develop internship opportunity
- Advocate broadly at all levels support for historic preservation, interpretation opportunities, and partnerships with mutually beneficial programs

Note: The projects are summarized for reference only. Please refer to detailed information provided in the previous chapter and following table.

Participants

Full implementation of a city's preservation program will require participation not only of the local officials but outside experts, volunteers, community groups, and property owners. The matrix reflects whether a project is primarily led by city staff or a consultant, and/or a community group. As part of the public review process all community members have an opportunity to participate in the city's historic preservation program. Citizen boards will be involved to provide direction and are required to provide recommendations as per the legal notification process to adopt new or revised ordinances and policy documents.

Resources

The implementation of the Plan in a timely manner will require a substantial investment of resources in the form of financial investment and time from the city, local volunteer organizations and institutions, and state entities.

The funding needed for the implementation of the strategies will be impacted by several factors including the scale of proposed projects, whether or not city or volunteer assistance is available to defer the costs and how far into the future projects are undertaken. To offset direct city expenditures, every effort should be made to secure state and federal grant funding, and lobby the legislature to amend the tourist tax programs (E.2.1) and establish a preservation and archaeology mitigation fund (E.2.4).

Tasks dependent on a workforce generally fall into four categories of resources including existing staff, new personnel, trained volunteers and outside personnel. The determination of which combination of participation will be utilized to implement a strategy or task will be dependent on the implementation schedule, availability of city personnel, experience and training of volunteers and available funding to engage consultants.

It is recommended that the following workforce issues be considered as strategies and tasks are implemented:

- **Existing Personnel** - The current duties of existing personnel should be evaluated for inefficiencies and adjustments made to improve efficiencies whenever possible. This can include increasing HARB staff reviews to reduce the need for the preparation of staff reports (C.6.8, D.6.3), updating AGHP to provide clearer direction on HARB's typical approvals (C.6), posting administrative, historic preservation and archaeological information online to allow it to be readily accessible to potential applicants reducing the need for staff interactions (C5.2, C.5.3, D.6.1, D.6.2, E.3.1, G.2.1, H.1.1, H.1.2, H.1.3, H.1.9).
- **New Personnel** - The addition of new personnel supplementing current staffing, such as the addition of another archaeologist, requires the city's long-term commitment to fund the position (G.1.1). As an alternative, it may be appropriate to consider short-term employment options such as paid interns in addition to the full time staff (Outside Personnel).
- **Trained Volunteers** - For volunteers to be effective, whether an individual or a non-profit entity, they need to be well trained and supervised to ensure compliance with the city's historic preservation goals. As a result, any volunteer's effort will require staff involvement. As individual volunteers become more engaged, they will achieve greater independence, reducing city-required supervision.
- **Outside Personnel** - Outside personnel can include consultants and paid interns. Engaging outside personnel requires staff supervision as well as financial resources, but can provide a means of implementing a task, such as a city-wide survey, in a timely manner. Expert consultants can also be engaged to complete tasks for which Staff does not have sufficient manpower, such as completion of the survey and historic property designation (B.1, B.2), detailed documentation of the city's most significant resources (B.5), modification of ordinances (C.1, C.2, C.3, C.4, C.5, D) and updating the AGHP (C.2, C.4, C.6, F.1.3, F.2.1).



Conclusion

As with any program, the Implementation Strategy should be regularly reviewed as tasks are completed. Adjustments might be required to the first steps based upon the implementation sequence and prioritization to address the availability of resources or unforeseen conditions. When considering an adjustment, it should be evaluated within the goals stated within each section of the Historic Preservation Strategies to ensure the city's historic preservation objectives are being met, including:

1. Continuing to identify and preserve historic neighborhoods
2. Continuing to identify and preserve archaeological resources
3. Continuing to identify, preserve and encourage the adaptive reuse of historic resources in all areas of the city

Note: Both federal and state law provide certain legal protections from government regulations, including new regulations affecting someone's pre-existing private property rights. These legal protections could include vested rights, also known as grandfathering. They could also include compensation if the new regulation impacts a property owner's reasonable, investment backed expectation under our existing regulations. When considering various strategies in these planning documents, the City must evaluate the potential benefits of any new or amended regulation against the risks involved in future private property rights' litigation.

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Implementation Matrix

STRATEGY	TASK	FIRST STEPS	Participants			More Information			
			City Staff	Outside Personnel	Community ¹	Update Required ²	Project Parameter		
TYPE 1 PROJECT									
A. City-Wide Planning									
A.1 Incorporate Historic Preservation Elements in All Neighborhood, District & City-Wide Planning Initiatives		<ul style="list-style-type: none"> a. Establish clear policies using elements of city vision statement: authenticity, rich history and distinctive community character b. Invite HARB staff to meet with other agencies to establish preservation approach 	X				S 5.7		
A.2 Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.1 Complete Historic Resources Assessment	<ul style="list-style-type: none"> a. Require resource survey for any City initiatives that may affect historic and/or cultural resources b. Review existing plans to determine if supplemental survey is required 	X				S 5.8		
	A.2.3 Include Historic Preservation Staff in Planning Initiatives and Activities	<ul style="list-style-type: none"> a. Regularly involve/consult with HARB staff 	X				S 5.9		
	A.2.6 Require Restrictive Covenants on City Property Transactions	<ul style="list-style-type: none"> a. Evaluate significance of properties being sold by the city b. Establish covenants to protect significant portions of those sources 	X			T	5.9		
	A.2.7 Prioritize Protection of City-Owned Resources	<ul style="list-style-type: none"> a. Identify city-owned historic resources and potential threats b. Develop a mitigation plan and implementation process for their protection 		X		T	5.9		
	A.2.8 Conduct annual evaluation and develop workplan	<ul style="list-style-type: none"> a. Establish a framework and timeline for HARB and staff to develop a proposed workplan for the upcoming year which prioritizes projects for the preservation program, identifies budget needs, and allows public participation. Include a summary of prior/current year's accomplishments. 	X			S	5.10		

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STRATEGY	TASK	FIRST STEPS	Participants			More Information			
			City Staff	Outside Personnel	Community ¹	Update Required ²	Project Parameter		
TYPE 1 PROJECT									
B. Historic Resource Inventory									
B.1 Prepare Historic Resource Documentation	B.1.1 Complete a Reconnaissance Level Survey of the City	<ul style="list-style-type: none"> a. Evaluate neighborhoods to determine locations of individual and concentrations of historic resources b. Establish hierarchy procedure for identifying historic resources as significant, contributing and non-contributing c. Secure funding and engage consultant d. Map potential resources requiring further documentation in GIS e. Identify threatened properties (B.3) and white elephants (C.1.2) 		X	X	T	5.11		
	B.1.2 Document Vistas	<ul style="list-style-type: none"> a. Identify properties with high development potential located in historic resource vistas 	X		X	T	5.11		
	B.1.3 Develop Character Studies for Historic Neighborhoods	<ul style="list-style-type: none"> a. Identify neighborhoods that have not been surveyed b. Assess and secure resources for surveys and engage consultant 		X	X	T	5.11		
	B.1.4 Prioritize Surveys for Re-evaluation	<ul style="list-style-type: none"> a. Evaluate existing surveys and prioritize updates b. Assess and secure resources for surveys and engage consultant 		X		T	5.11		
	B.1.5 Identify and Document Thematic Surveys	<ul style="list-style-type: none"> a. Identify thematic surveys that should be conducted b. Assess and secure resources for surveys and engage consultant 		X	X	T	5.11		
	B.1.6 Document the Recent Past	<ul style="list-style-type: none"> a. Identify recent past sites or neighborhoods b. Assess and secure funding for surveys and engage consultant 		X	X	T	5.12		
	B.1.8 Inventory Submerged Resources	<ul style="list-style-type: none"> a. Compile survey data from existing reports to identify locations of submerged resource b. Areas that have not been surveyed will need to be surveyed c. Potential resources/targets should be investigated 		X		T	5.11		

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			City Staff	Outside Personnel	Community ¹	Update Required ²	Project Parameter
TYPE 1 PROJECT							
B.3 Utilize Documentation to Identify Endangered Properties, Landscapes & Vistas	B.3.1 Develop and Maintain an Endangered Properties List	<ul style="list-style-type: none"> a. Establish a protocol for reporting and identifying endangered properties b. Develop and maintain an endangered property list 	X		X		S 5.12
B.4 Increase Access to Documentation		<ul style="list-style-type: none"> a. Develop a GIS-based historic resource inventory b. Provide on-line access to historic resource maps and database 		X		T	5.13
C. Historic Preservation, Conservation & Zoning							
C.1 Correlate Historic Preservation & Zoning Requirements	C.1.2 Ensure Use Designation that Promotes Preservation and Reuse of Existing Buildings	<ul style="list-style-type: none"> a. Identify buildings that are unusual for neighborhood / streetscape, i.e. white elephants during reconnaissance survey (B.1) b. Assess whether use designation should be modified 	X		X		T 5.16
C.5 Revise HARB Application Review Procedures	C.5.1 Ensure Existing and Future Designated Properties are Clearly Identified as Historic	<ul style="list-style-type: none"> a. Develop a GIS-based historic resource inventory b. Update inventory as new properties are designated c. Provide on-line access to historic resource maps and database 	X	X			S 5.19
	C.5.8 Ensure Compliance with HARB Approvals	<ul style="list-style-type: none"> a. Provide training to Building Inspection and Building Permitting staff on typical HARB requirements b. Update training as new requirements enacted and when AGHP updated 	X				S 5.20
E. Economics							
E.3 Promote Preservation Programs & Incentives	E.3.2 Revise the City's Historic Preservation Webpage	<ul style="list-style-type: none"> a. Post information on the city's preservation webpage and provide links to program details 	X				S 5.35

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STRATEGY	TASK	FIRST STEPS	Participants			More Information			
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TYPE 1 PROJECT									
F. Hazard Mitigation									
F.1 Participate in the Disaster Mitigation Planning Process	F.1.1 Engage in the Hazard Mitigation Planning Process	a. Attend meetings of the Local Mitigation Strategy Plan Taskforce and promote mitigation strategies and responses to protect historic resources	X				S	5.37	
	F.1.2 Documentation of Historic Resources Related to Potential Hazards	a. Utilize HAZUS to map threatened properties to better understand flood and hurricane vulnerabilities		X			T	5.37	
	F.1.3 Prepare Design Guidelines for Flood Mitigation	a. Identify appropriate mitigation options for property owners and update AGHP (C.6) b. Secure funding and engage consultant		X	X	X	T	5.38	
	F.1.4 Provide Protection for City's Historic and Cultural Resources	a. Identify vulnerable city-owned historic and cultural resources b. Provide protection to minimize vulnerabilities	X	X			S	5.38	
F.2 Plan Historic Preservation Disaster Response	F.2.2 Identify Preservation Partners to Assist in Post-Disaster Review Process	a. Contact regional and state preservation officials and develop protocol for joint disaster response	X				S	5.39	
	F.2.3 Establish a Debris Management Plan	a. Develop debris management plan b. Train Public Works to recognize and retain historic materials c. Identify material storage locations	X	X			S	5.40	
	F.2.4 Develop and Integrate a Plan for Historic Preservation in Local Response	a. Ensure emergency responders are aware of historic property status b. Identify design professionals and contractors available to assess and stabilize properties	X		X		S	5.40	
	F.2.5 Develop Information for Property Owners	a. Develop information for property owners identifying County Emergency Management response and specific historic preservation review requirements and/or funding opportunities	X				T	5.40	

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TYPE 1 PROJECT									
G. Archaeology Program									
G.1 Expand Archaeology Program	G.1.1 Add Additional Archaeology Staff	a. Increase Archaeology Staff to include a City Archaeologist and a curatorial staff person	X			T	5.42		
	G.1.3 Establish a Process to Conduct Archaeological Assessment Early in Planning Process	a. Establish a process to utilize updated mapping to identify a proposed project's potential impact and solicit City Archaeologist's input		X		T	5.42		
G.2 Enhance Support of Archaeology Program	G.2.1 Develop Digital and Print Media for Property Owners	a. Prepare digital and printed information describing program, zones, requirements and what to do in the event of an unexpected find	X			T	5.43		
H. Education & Advocacy									
H.1 Increase Awareness of St. Augustine's Cultural Resources	H.1.1 Regularly Update City Website with Preservation and Archaeological Activity and a Calendar of Events	a. Provide City website to host calendar a. Encourage listing of community sponsored events and update regularly	X		X	S	5.44		
	H.1.3 Develop Archaeological Education Materials	a. Prepare pamphlet describing program, zones, requirements and what to do in the event of an unexpected find	X			T	5.45		

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			City Staff	Outside Personnel	Community ¹	Update Required ²	Project Parameter		
TYPE 2 PROJECT									
A. City-Wide Planning									
A.2 Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.2. Identify Locations of Potential Archaeological Remains	<ul style="list-style-type: none"> a. Update archaeological zone map to reflect any additional information since it was first created b. Incorporate GIS zone map in city mapping database 	X	X		X	5.8		
B. Historic Resource Inventory									
B.1 Prepare Historic Resource Documentation	B.1.7 Document Oral Histories	<ul style="list-style-type: none"> a. Conduct written and oral histories and require as part of documentation for demolition of cultural properties (D.6) 	X		X	T	5.12		
B.2 Utilize Documentation to Prioritize Designations of Resources		<ul style="list-style-type: none"> a. Prepare National Register nominations for identified historic resources (B.1) b. Prioritize local designation of Historic Districts and Landmarks based upon threats and/or significance (B.4) c. Establish a process to codify significance of existing and future locally-designated properties for their long-term protection 	X	X		T	5.12		
B.3 Utilize Documentation to Identify Endangered Properties, Landscapes & Vistas	B.3.2 Develop Intervention Strategies for Threatened Properties	<ul style="list-style-type: none"> a. Identify resources to assist financially-challenged property owners b. Develop a protocol for addressing demolition-by-neglect (D.3.1) 	X		X	X	S 5.13		
B.5 Prepared Detailed Documentation of Most Significant Resources		<ul style="list-style-type: none"> a. Identify most significant resources and appropriate survey technique b. Assess and secure funding to engage consultant 		X		T	5.13		

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TYPE 2 PROJECT									
C. Historic Preservation, Conservation & Zoning									
C.1 Correlate Historic Preservation & Zoning Requirements	C.1.1 Revise Zoning to be Consistent with Neighborhood Character	a. Identify conflicts between zoning designation and site/streetscape planning b. Secure funding and engage consultant c. Modify zoning to be consistent with neighborhood character		X		Y	T	5.15	
	C.1.3 Ensure Zoning Promotes Preservation and Reuse of Existing Buildings	a. Identify characteristics of a property that make reuse or adaptation difficult b. Assess zoning incentives in exchange for long-term preservation	X		X	X	S	5.16	
C.3 Establish Overlays to Protect Vistas around Historic Resources		a. Identify vistas to and from historic resources and at boundaries b. Modify zoning code to recognize vista properties and how to protect views to and from	X		X	X	T	5.17	
C.4 Balance Flood Mitigation & Historic Neighborhood Character	C.4.1 Limit Height of First Occupied Floor to Reduce Overall Elevated Building Height	a. Establish a procedure to require applicants to identify base flood elevation b. Establish a design flood elevation height that meets or exceeds code requirements	X	X		X	T	5.18	
	C.4.2 Limit Curb Widths for Residential Properties and Street-Facing Garage Doors	a. Assess traditional curb-cut widths and street-facing garage doors in neighborhoods b. Correlate zoning ordinance with neighborhood character (C.1, C.2)	X	X		X	T	5.18	
	C.4.3 Require Screening for Elevated Foundations and Raised Equipment	a. Incorporate screening requirements in AGHP (C.6) b. Assess and establish visual screening outside of HARB-regulated properties (C.6)	X	X		X	T	5.18	

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TYPE 2 PROJECT							
C.5 Revise HARB Application Review Procedures	C.5.2 Require Submission of Digital Photograph Application Materials	a. Develop a website interface to allow public upload of application materials b. Establish a procedure to require applicant submission of digital photographs and application materials	X			T	5.19
	C.5.3 Make HARB Application Materials More Publicly Available	a. Post application materials on the City website	X			T	5.19
	C.5.4 Project Photographs and Drawings on Screens During Meetings	a. Provide HARB staff reports from podium to facilitate projection of photographs and applications materials for public and web-based viewing	X			T	5.19
	C.5.5 Consolidate Ex-Parte communications with HARB Members	a. Establish a procedure for all public comments to be addressed to HARB member email following application submission until a HARB decision has been rendered	X			T	5.19
	C.5.6 Clarify Historic Architectural Review Board Ordinance	a. Provide clarification to HARB ordinance	X		X	X	5.20
	C.5.7 Establish Design Review Procedure for Local Landmarks	a. Modify ordinance to require HARB review of all local Landmark properties	X			X	5.20
C.6 Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.5 Incorporate Flood and Storm Mitigation Alternatives	a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant		X	X	X	5.22
	C.6.8 Allow Broader Use of Staff Approval Following a Hazardous Event	a. Establish a process to waive HARB review requirements and encourage permit approvals in accordance with the AGHP	X			X	5.24

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TYPE 2 PROJECT									
D. Reducing Historic Building Demolition									
D.1 Limit Properties Eligible for HARB Demolition Approval		a. Modify ordinance to reflect review based on designation and level of significance (B.2)	X			X	T		
D.2 Supplement Financial Hardship Review Process	D.2.1 Require Exploration of Reasonable Adaptations	a. Modify ordinance to reflect review based on designation and level of significance (B.2) b. Modify ordinance to establish a procedure and timeframe for exploration	X			X	T		
	D.2.2 Establish a Separate Financial Hardship Review Process	a. Establish protocol to complete financial hardship review prior to design review b. Modify ordinance to reflect review based on designation and level of significance (B.2)	X			X	T		
	D.2.3 Require Demonstration that the Sale/ Relocation of a Property is Not Feasible	a. Modify ordinance to reflect review based on designation and level of significance (B.2) b. Establish criteria/timeframe to demonstrate whether sale of a property is feasible and modify ordinance	X			X	T		
	D.2.4 Establish Mechanism for City- Engaged Expertise	a. Modify ordinance to reflect review based on designation and level of significance (B.2) b. Establish a rate structure for City- engaged expertise to be paid by applicant	X			X	T		
D.3 Reduce Demolition- by- Neglect	D.3.1 Require Correction of Unsafe Conditions	a. Modify ordinance to reflect review based on designation and level of significance (B.2)	X			X	T		
	D.3.2 Require Mitigation Bank Funding for Historic Preservation and Archaeology Projects (E.2.4)	a. Analyze and develop a mitigation rate table for demolition b. Modify ordinance to establish mitigation bank, funding mechanisms and approved expenditures		X		X	T		
	D.3.3 Establish Mechanism for City- Engaged Expertise	a. Modify ordinance to reflect review based on designation and level of significance (B.2) b. Establish a rate structure for City- engaged expertise to be paid by applicant	X			X	T		

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TYPE 2 PROJECT								
D.4 Limit Replacement Building Size		a. Establish limitation for replacement building size and modify ordinance	X			X	T	5.30
D.5 Discourage After-the-Fact Demolition Applications	D.5.1 Require Mitigation Bank Funding for City Historic Preservation and Archaeology Projects (E.2.4)	a. Analyze and develop a mitigation rate table for demolition b. Modify ordinance to establish mitigation bank, funding mechanisms and approved expenditures		X		X	T	5.30
	D.5.2 Require Reconstruction of the Building Envelope	a. Modify ordinance to require reconstruction of building envelope if required by HARB	X			X	T	5.30
	D.5.3 Delay Permits and Certificate of Occupancy for Replacement Building	a. Develop a permit and Certificate of Occupancy delay protocol and modify ordinance	X			X	T	5.31
D.6 Clarify Demolition Review Requirements & Processes	D.6.1 Clarify Demolition Review Requirements	a. Prepare a worksheet and submission checklist for demolition applications b. Modify to reflect ordinance updates	X				T	5.31
	D.6.2 Clarify Pre- Demolition Requirements	a. Clarify required documentation options b. Prepare a worksheet clarifying documentation and submission requirements	X			X	T	5.31
	D.6.3 Establish a Procedure for Staff Review of Non- Locally Designated Properties	a. Identify criteria, process and submission requirements for Staff review b. Modify ordinance to reflect process for Staff review following approval on HARB consent agenda	X			X	T	5.31

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TYPE 2 PROJECT										
E. Economics										
E.2 Create Preservation Reinvestment Opportunities	E.2.1 Pursue State Legislative Action to Modify Tourist Tax Programs	a. Lobby the state legislature to amend language of Tourist Impact Tax and Tourist Development Tax b. Establish mitigation bank fund (E.2.4)	X	X		X	T	5.34		
	E.2.2 Establish Historic Preservation Revolving Fund	a. Identify non-profit entity to manage program b. Identify criteria for funding monitoring procedure and criteria for recapturing funds c. Secure initial funding		X	X		T	5.34		
	E.2.3 Create Budget to Offset Building Permit Fees	a. Identify criteria for fee waiver b. Secure funding		X		X	T	5.34		
	E.2.4 Establish a Preservation and Archaeology Mitigation Bank Fund	a. Modify ordinance to establish a dedicated Mitigation Bank Fund b. Establish criteria for expenditures		X		X	T	5.34		
E.3 Promote Preservation Programs & Incentives	E.3.1 Develop Informational Brochures	a. Develop brochure explaining available funding and criteria b. Distribute to property owners	X				T	5.35		
E.4 Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods	E.4.2 Establish an Unnecessary Hardship Review Process	a. Identify criteria for identifying low income requirements b. Establish a review procedure and modify ordinance as required		X		X	T	5.36		
F. Hazard Mitigation										
F.2 Plan Historic Preservation Disaster Response	F.2.1 Create an Expedited Review Process for Disaster Response	a. Develop protection plan for historic properties in a disaster b. Utilize revised AGHP to identify approvals that can be granted without HARB review following a disaster (C.6)	X		X	X	T	5.38		

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TYPE 2 PROJECT									
G. Archaeology Program									
G.1 Expand Archaeology Program	G.1.2 Update Archaeological Zone Map	a. Update archaeological zone map to reflect known resources and link to City's GIS mapping		X	X	X	T 5.42		
	G.1.4 Sustain and Grow the St. Augustine Archaeological Association	a. Increase opportunities for supervised field and laboratory support with added Archaeology staff and technology	X		X		S 5.43		
	G.1.5 Nominate Archaeological Sites to the National Register of Historic Places	a. Following addition of 2nd full-time Archaeology staff member, prioritize resource and prepare nominations	X	X			S 5.43		
	G.1.7 Prohibit Large-Scale Underground Construction in Archaeological Zone 1	a. Modify archaeological ordinance to prohibit large-scale underground construction in Zone 1 without CC approval	X			X T	5.43		
G.2 Enhance Support of Archaeology Program	G.2.2 Adequately Fund Archaeological Activities	a. Provide dedicated funding source for completion of archaeological field, curatorial and reporting requirements in accordance with the ordinance	X	X		X T	5.44		
	G.2.3 Earmark Archaeological Fees for Archaeological Programs	a. Enact requirement to dedicate archaeological fees to archaeological projects	X				T 5.44		
H. Education & Advocacy									
H.1 Increase Awareness of St. Augustine's Cultural Resources	H.1.6 Develop Tour Protocol for Archaeological Sites	a. Designated SAAA members to provide visitor information on publicly accessible excavations	X		X		S 5.46		
	H.1.9 Develop a Property Owner's Pamphlet	a. Prepare pamphlet describing types of preservation review and update as regulation changes b. Post on Preservation webpage	X				S 5.46		

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			City Staff	Outside Personnel	Community ¹	Update Required ²	Project Parameter	Reference Page		
TYPE 3 PROJECT										
A. City-Wide Planning										
A.2 Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.4 Increase Interpretation of Historic Preservation and Archaeological Resources	a. City Archaeologist to facilitate public interpretation and education b. Archaeology program funding should allow performance of duties and responsibilities as outlined in the ordinance	X				S	5.9		
	A.2.5 Install Signage to Identify Historic Districts, Landmarks and Select Archaeological Sites	a. Develop signage program and design approach b. Fund and install signage	X				T/S	5.9		

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TYPE 3 PROJECT										
C. Historic Preservation, Conservation & Zoning										
C.2 Consider Form-Based Zoning for National Register Historic Districts		<ul style="list-style-type: none"> a. Develop a methodology for creating historic preservation conservation districts and associated review procedures b. Engage neighborhood groups to identify boundaries and what is regulated c. Prepare abbreviated guidelines describing what is regulated for each conservation district 		X	X	X	T	5.17		
C.6 Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.1 Revise AGHP to be More User Friendly	<ul style="list-style-type: none"> a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant c. Post updated AGHP online 		X	X		T	5.21		
	C.6.2 Create Guidelines for Individual Historic Districts as Needed	<ul style="list-style-type: none"> a. Evaluate whether AGHP addresses resources within all historic districts including those identified in reconnaissance survey (B.1.1) b. Secure funding & engage consultant 		X	X		T	5.21		
	C.6.3 Address Newer Materials and Technologies	<ul style="list-style-type: none"> a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant 		X	X		T	5.21		
	C.6.4 Remove Mandates for Specific Building Styles for New Construction in HP- 1, HP-4 and HP-5	<ul style="list-style-type: none"> a. Amend AGHP to reflect modification 	X	X	X	Y	T	5.22		
	C.6.6 Include Sustainable Design Methods and Techniques	<ul style="list-style-type: none"> a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant 		X	X	X	T	5.23		
	C.6.7 Expand Staff Review of Minor Applications	<ul style="list-style-type: none"> a. Define Staff review associated with significance of building, existing conditions and proposed modification b. Secure funding to engage consultant c. Modify AGHP and ordinance to direct non-compliant applications to HARB 	X	?	X	X	T	5.23		

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TYPE 3 PROJECT									
E. Economics									
E.1 Integrate Preservation into Commercial Revitalization	E.1.1 Provide Preservation Assistance to Commercial Thoroughfares and Nodes	a. Develop informational brochures regarding financial incentive programs b. Identify professional volunteers willing to provide design assistance	X		X		T 5.33		
E.3 Promote Preservation Programs & Incentives	E.3.3 Conduct Preservation Incentive Education Programs	a. Develop and conduct education program explaining available funding and application criteria	X				S 5.36		
E.4 Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods	E.4.1 Develop Partnerships with Community Housing Associates	a. Identify programs of mutual benefit b. Encourage preservation-friendly housing alternatives	X		X		S 5.36		
G. Archaeology Program									
G.1 Expand Archaeology Program	G.1.6 Expand Archaeological Artifact Collections Analysis and Curation	a. Hire a full-time curator and expand regular, supervised SAAA volunteer participation b. Expand technological resources for database management	X		X		S 5.43		

1 = In addition to Public Hearings

2 = Includes Public Hearings

T = Terminal

S = Sustained



STRATEGY	TASK	FIRST STEPS	Participants			More Information			
			City Staff	Outside Personnel	Community	Update Required ²	Project Parameter		
TYPE 3 PROJECT									
H. Education & Advocacy									
H.1 Increase Awareness of St. Augustine's Cultural Resources	H.1.2 Develop Historic District Education Materials	a. Encourage neighborhood associations to work with Historical Society, non-profits and City to develop education materials			X		S 5.45		
	H.1.4 Post Historic Preservation and Archaeological News in Multiple Media Formats	a. Develop protocol to all HARB staff and City Archaeologist to request regular posting of information	X				S 5.46		
	H.1.5 Develop Walking Tours and Podcasts of Historic Neighborhoods	a. Encourage neighborhood associations and non-profits to work with Historical Society and City to develop tours			X		S 5.46		
	H.1.7 Develop a Lecture Series	a. Encourage institutions and organizations to develop a historic preservation lecture series			X		S 5.46		
	H.1.8 Provide Real Estate Agent Training	a. Develop a training program for realtors regarding historic preservation and archaeology requirements			X		S 5.46		
	H.1.10 Conduct Hands-On Preservation Workshops	a. Develop and present an education program on appropriate historic preservation construction techniques			X		S 5.47		
	H.1.11 Encourage Volunteer Design Assistance	a. Identify volunteer design professionals and establish a schedule to provide assistance			X		S 5.47		
	H.1.12 Advocate for Resources and Recognition for the Preservation of St. Augustine Outside of the Community	a. Identify untapped grant, recognition programs and national level designations	X		X		S 5.47		
H.2 Increase Awareness of How Historic Preservation Positively Affects the City	H.2.1 Hold a Preservation Awards Ceremony	a. Establish categories and review criteria for preservation awards b. Conduct an annual or bi-annual awards ceremony	X		X		S 5.47		
	H.2.2 Recap Preservation Achievements	a. Identify a schedule and venue to report on achievements b. Post information on preservation website	X				S 5.47		

1 = In addition to Public Hearings

2 = Includes Public Hearings

T = Terminal

S = Sustained



Appendices



Appendix A: SWOT Analysis

Strengths	Weaknesses	Threats	Opportunities
<ul style="list-style-type: none">Archaeological/historical resourceBrand as the “Oldest City in the US”Core of professional preservationists, and related fieldsLocal historic preservation districtsCity of “firsts”Demolition OrdinancePassionate Community	<ul style="list-style-type: none">Core of Volunteers (particularly in archaeology)Walkability, ConnectivityOnly 17th Century Fortification in the USAccessibility of Local GovernmentPolitical StrengthPresence of the following: National Park Service, Flagler College, University of Florida	<ul style="list-style-type: none">Tell the whole story of St. Augustine, including areas outside of DowntownLack of enforcementDemolition by neglectLack of preservation incentivesNo Florida tax credit programNo design review for many historic areas in the City (i.e. Lincolnville)Addressing traffic congestion	<ul style="list-style-type: none">Tourism pressureZoning deviates from the original intent of the neighborhoodsRestoration vs. renovation issuesInappropriate infillNeed more support for the archaeology programContractors are not trained in preservation – there is a need for more education in that industrySometimes community support for historic preservation is absent

Ideas for Historic Preservation in St. Augustine

- 6 month zoning moratorium
- Let neighborhoods tell their story
- Educating the public about the local historic preservation process, legislation, etc.
- Recognize the importance of addressing sea level rise
- Enforce the code
- Preserve the essence of St. Augustine for the future
- Educate through coloring books – accessible education
- Avoid spot zoning
- Issues with noise and garbage on north St. George Street
- Eliminate billboards and overhead power lines
- Keep living history alive
- Reduce number of tourists/impact on historic structures
- Bring historic preservation education component into schools

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Appendix B: Historic Resources Under City Stewardship

Resource Type	Description	Address	Date	FMSF
Building	Casa del Hidalgo	35 Hypolita Street	1965	SJ961
Building	Civic Center (Visitor Information Center)	10 West Castillo Drive	1938	SJ396
Building	Customer Service Center	50 Bridge Street	1973	na
Building	Dismukes Clinic	West Castillo Drive (moved from 24 Orange St)	1924	SJ1526
Building	Fire Station #2	200 Red Cox Drive	1973	na
Building	Hotel Alcazar minus portion for Lightner Museum	75 King Street	1888	SJ60
Building	Llambias House (deed in trust only)	31 St. Francis Street	1763	SJ68
Building	Peña-Peck House	143 St. George Street	1748	SJ75
Building	Water Pump House	254 West King Street	1930	SJ1068
Building	Water Treatment Plant	254 West King Street	1937	SJ1068
Building	Waterworks Building	184 San Marco Avenue	1898	SJ2050
Object	Anderson Fountain	Plaza de la Constitución	1921	SJ2486
Object	Confederate War Memorial	Plaza de la Constitución	1872	SJ2484
Object	Constitution Obelisk	Plaza de la Constitución	1814	SJ2490
Object	Flora Statue	75 King Street, south side	1949	
Object	Leo C. Chase, Jr. Monument	555 W King Street	1965	SJ5395
Object	Lightner Gravestone	75 King Street	1950	SJ60A
Object	Menendez Statue	75 King Street	1965	SJ60C
Object	North Gate (conquistador statues)	North Ponce de Leon (next to Ft. Mose Trail)	1956	SJ5217
Object	North Gate (coquina wall and fountain)	San Marco/North Ponce triangle		
Object	Oglethorpe Monument	Oglethorpe Park	1939	SJ2478
Object	Pell Horse Fountain	King Street @ Government House	1887	SJ2488
Object	Ponce de Leon Statue	East of Plaza	1923	SJ2498
Object	Spanish Public Well	Plaza de la Constitución	1975	SJ2487
Object	World War I Memorial	Anderson Circle	1921	SJ2482
Object	World War II Memorial	Plaza de la Constitución	1946	SJ2481
Object	Zero Milestone Marker	SW Corner of Castillo & San Marco	1928	SJ2480
Objects	Lions on Bridge of Lions	West side, Bridge of Lions	1927	SJ2460
Objects	Streetscape and landscape features that contribute to the Town Plan	various brick streets, granite curbing, survey markers, etc.	various	
Site	Defensive features	Rosario, Cubo, Hornabeque, Mose wall in city rights-of-way; Fort #9	Sp. Colonial	
Site	Nuestra Señora de los Remedios burying ground	Charlotte Street	ca. 1572	
Site	Oglethorpe Battery Park	Arredondo between Oglethorpe and Alcazar	1740	na





Figure B.1: Historic resources under city stewardship. (Sensitive archaeological sites not shown.)





Resource Type	Description	Address	Date	FMSF
Site	Plaza de la Constitucion	Intersections of Cathedral Place, King Street, St. George Street, Avenida Menendez	1573	SJ5597
Site	Railroad Park	Malaga Street (Railway Park)	1894	SJ2492
Site	Seawall Boat Basin	South end of Avenida Menendez beneath road and park between the road and the granite seawall	19th c.	SJ5509
Site	Spanish Watchtower ruins	Salt Run/Lighthouse Park	ca1730	SJ3702
Site	Spengler's Island	San Sebastian River		
Site	St. Augustine Miniature Golf	111 Avenida Menendez	1949	SJ5637
Site	St. Francis Bicentennial Park	St. Francis Street and St. George Street		
Sites	Maritime resources	bridges, jetties, groins, submerged resources in city bottomlands	various	
Structure	Avenida Menendez Seawall	south of Bridge of Lions	ca1846	SJ4971
Structure	Aviles Street Arch	Aviles St and King St	1953	SJ6588
Structure	Bandstand	Plaza de la Constitución	1917	SJ1711
Structure	Coate's Bridge	75 King Street/Hotel Alcazar courtyard	1948	SJ60B
Structure	Coquina Jetties	Salt Run/Lighthouse Park	1840	SJ2477
Structure	Public Market Place	Plaza de la Constitución	1824	SJ1710
Structure	Seawall, south of Bridge of Lions	Bayfront	1690/ 1842	SJ10(B)



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Appendix C: Resources

Organizational Resources

- St. Augustine Historic Preservation Officer
Planning and Building Division
City Hall, 75 King Street, Lobby B, 4th Floor
904-209-4356
www.citystaug.com
- St. Augustine Historical Society
Aviles Street and Artillery Lane, St. Augustine, FL 32085
(904) 825-2333
www.saintaugustinehistoricalsociety.org/
- University of Florida Archives
Government House
48 King Street
St. Augustine, FL
www.archive.org/details/ufgdp
- St. Augustine Archaeological Association
www.saaa.shutterfly.com/
- Florida Public Archeology Network
74 King Street
St. Augustine, FL
www.flpublicarchaeology.org
- St. Augustine Lighthouse Archaeological Maritime Program
81 Lighthouse Avenue
St. Augustine, FL
www.lampmaritime.org

Additional Resources

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Appendix D: St. Augustine Map



Figure D.1: St. Augustine Map.

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