



# **CITY OF ST. AUGUSTINE HISTORIC PRESERVATION MASTER PLAN**

**DRAFT 21 AUGUST 2017**



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Introduction

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## 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. While development pressure is a man-made threat the city is also facing a natural threat associated with rising sea levels. With the threats affecting St. Augustine's historic, neighborhood character, there is a rising desire to balance necessary change with preservation in a way that the city's essential culture and 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 the largest economy in St. Augustine, but the demands of tourists are encouraging modifications property to increase their rate of return irrespective of historic impact
- **Residences:** Residential buildings are being converted to commercial use, particularly in tourist areas; smaller homes are being demolished to construct larger homes; and lower income residents are being displaced from neighborhoods
- **Sea Level Rise:** Historic buildings typically do not meet current floodplain requirements, and when substantially modified, their integrity may be compromised

### Plan Purpose

The essential 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 three 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 resource
3. **How can it be Improved?** – Opportunities to improve those resources
4. **How to Meet the Goals?** – Development of an achievable, prioritized implementation strategy to address the challenges and take advantage of the opportunities

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 Burt Bender, of Bender & Associates of Key West, Florida, to undertake the development of this Historic Preservation Master Plan (Plan). The primary purpose of the Plan is to create a long-term vision that includes the identification of practical and achievable strategies for improving and expanding the historic preservation and archaeological 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



Figure 1.1: St. Augustine Streetscape

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 Plan 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.

The four articulated goals of the 1986 Historic Preservation Plan Element were to:

1. Preserve St. Augustine's historic Town Plan
2. Preserve archaeological resources
3. Identify and preserve historic neighborhoods, sites, buildings, structures and objects within the city
4. Assist in the restoration of the Colonial City

In the intervening 30-plus years, there were great strides and achievements in meeting the aspirations of the goals, although it must be acknowledged that every objective was not achieved. The success of the 1986 Plan's implementation can be seen in the desirability of St. Augustine as a place to live, work and visit. Since 1986, preservation projects have occurred across the city, with the greatest concentration in the locally designated historic districts, by individuals, businesses and institutions.

### Historic Preservation Today

Today, the administrative structure of the city's historic preservation program remains much the same as it did in 1986. The Historic Architectural Review Board (HARB) implements Ordinance 83-10 and is supported by a full-time, historic preservation staff member. Their jurisdiction includes reviews of Certificates of Appropriateness Applications in five designated local historic districts, and Certificate of Demolition Applications for all buildings 50 years of age or older across the city. In addition, a full-time archaeologist is engaged with the city, and an archaeological laboratory has been established to assess finds from excavations. These activities are supported by volunteer citizens, organizations and citizens, who aid in various aspects of historic preservation and archaeological activities.

In many ways, St. Augustine is a victim of its own success, with an economy that is largely driven by its heritage. Since 1986, the city has experienced a dramatic increase in tourism and associated commercial development, residential desirability and threats from sea level rise are all impacting the historic character of St. Augustine and its neighborhoods that could not have been anticipated at the time of the preparation of the 1986 Historic Preservation



Figure 1.2: Demesa Sanchez House Spanish Inn



Plan Element. The growth being experienced by the city is often at odds with the preservation of the history and character that makes it desirable. There is a shared sense that things are changing faster than many would prefer, and the unique character and sense of place are being lost.

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
- Impact of tourism and parking
- Documentation incomplete or outdated, particularly in outlying areas and neighborhoods
- Preservation goals deviating 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 archaeological program support
- Lack of community support for preservation activities

This Plan was largely guided by the major recommendations and themes presented 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 Tropical Storm Mathew in October, 2016.

#### **Development of the Historic Preservation Master Plan**

This Plan is intended to serve the City of St. Augustine, and thus, relied heavily on the 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 15 months, and included:

- Significant field work photography to better understand each neighborhood's character and features
- Researching preservation policies and cultural tourism impact and management from different cities
- Collecting community input and consulting with community experts, city board members and officials
- Preparation of the Plan

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

- **5/19/16:** Historic Preservation Master Plan Public Forum
- **8/18/16:** Public Meeting and Consultant discussion with the HARB



Figure 1.3: Garcia Dummett Graham House

- **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

The community's involvement and commitment to the preparation of the Plan ensures that it provides the framework to address the present preservation needs city while also allowing adaptation into the future.

The Strategies presented in this Plan reflect the issues and themes identified above:

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

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 1.4: Flager's Model Land Company

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The City Today

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## 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. Today, the City of St. Augustine has 5 local Historic Districts and two 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 listed on the National Register of Historic Places, including the Castillo de San Marcos, which is operated by the National Park Service.

The historic nature of the city has spurred 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.

### 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 country. 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 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.

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 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 tourist 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 take advantage of the city's lodging opportunities can take advantage of more attractions outside of the downtown. These include a visit the St. Augustine's beaches, Fort Mose Historic Site, the 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 3.1: Trolley in Town Plan Historic District



## 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:

- Replacement of residential use north of Cathedral Place with commercial uses
- Maximization of property build-out to increase 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 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 in the Town Plan Historic District result in more frequent and regular impact on the city's residents.

## 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?

Tourism is big business. In 2000, travel and tourism contributed \$584.3 billion to the U.S. economy. Travel and tourism is the third largest retail industry in the U.S. behind automotive dealers and food stores. Travel and tourism directly employs more than 7.8 million people and indirectly supports another 11.5 million jobs, creating 19 million jobs (Source: 2001 Tourism Works for America Report).

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). Between 1998 and 2000 57% of all travelers added one or more nights to their trip for a cultural activity according the Travel Industry Association of America and Partners in Tourism. 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.

- *Heritage Tourism Assessment & Recommendations for St. Augustine, Florida* (The National Trust for Historic Preservation. July 10, 2003)

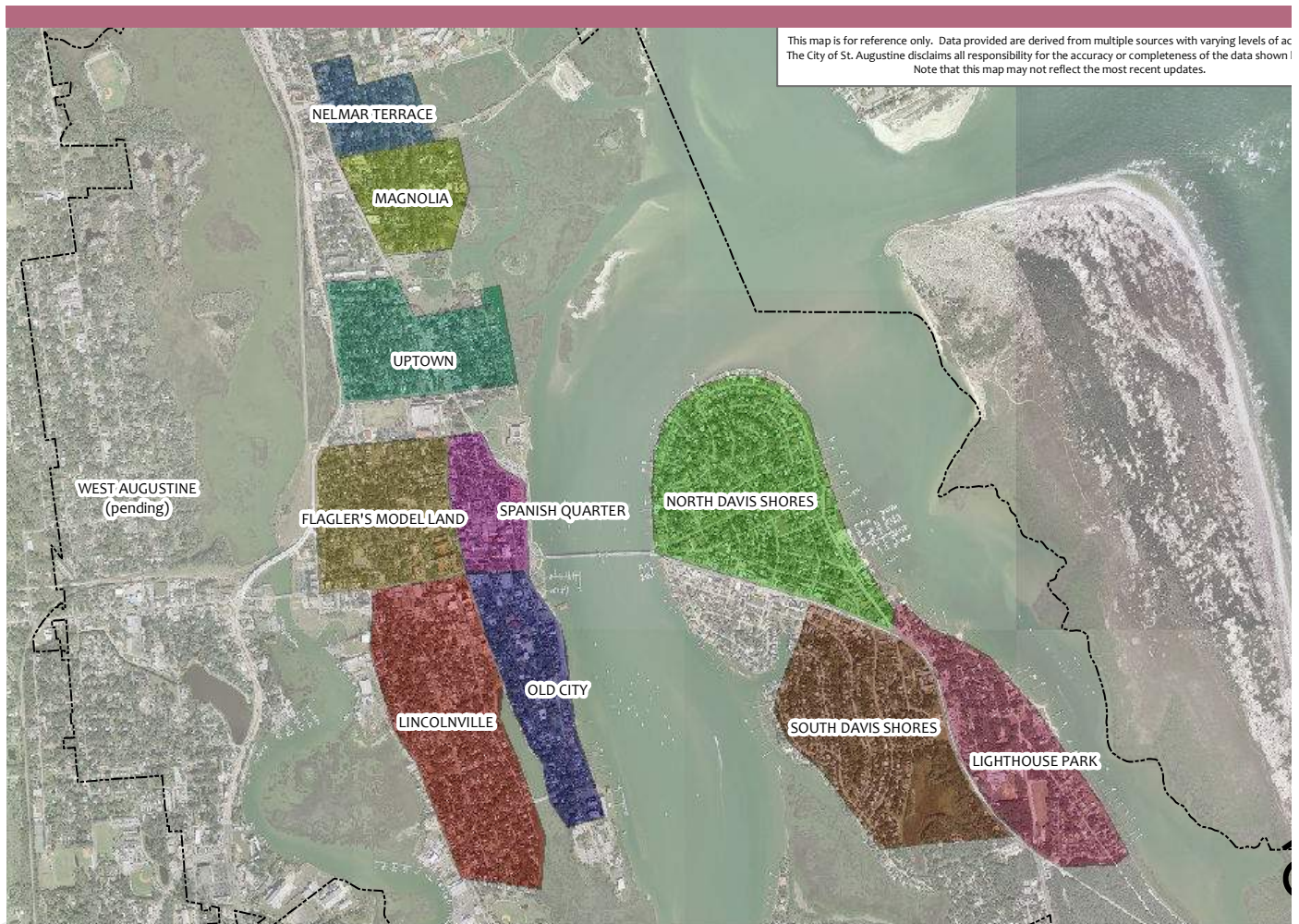


Figure 3.2: Registered Neighborhood Associations

## 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.

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:

- Spanish Quarter:** The northernmost portion of St. Augustine's walled, colonial city was first developed in the late 17th century to support the construction of the Castillo de San Marcos, and was largely rebuilt by the mid-eighteenth 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 commercial structures, 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 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, it represents the location of the 1565 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. It has remained primarily residential since the Civil War and contains one of the largest concentrations of 18th and 19th century structures within the city.
- **Lincolnvillle:** Early settlement in the Lincolnvillle area included the Palica and Pocotalaca Indian villages and several Spanish land grant holdings during the First 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. Lincolnvillle is defined, however, by a period of rapid growth beginning in 1886 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 residence with larger buildings.
- **Flagler’s Model Land:** Used by Spanish settlers for small-scale farming in the late-16th and 17th centuries, 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. Due to ownership of over two-thirds of the tract by large private estates and the federal government, 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 19th century Spanish land grants, including one to Tomas de Aguilar, which formed the northern portion of the colonial defense perimeter, known as the Mily y Quinientos.



Figure 3.3: Flagler's Model Land Company

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 – 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.
- **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 1950s and later acquired undeveloped land in the Davis Range in the 1870s. She constructed for investment purposes 71 residences and stores between 1877 and 1885. 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 19th century with the revival of the local economy with the arrival of Henry Flagler. Consequently, the Uptown neighborhood includes Antebellum Period structures; late-nineteenth, 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,



Figure 3.4: Mission Nombre de Dios, Magnolia

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 constructed in the mid-century a modern dividing line distinguished an area of town as West Augustine. Prior to that, as the west side of the San Sebastian River was developing then 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 is also known as the Arenta subdivision. It evolved from the 1850s beginning as cow pastures and farming lands, to exotic fruit groves, to the commercial and residential subdivision by the time of the Florida Land Boom and still visible today. Many buildings fit within a residential character from the first half of the nineteenth century and at least a few in the northern section were designed by local architect FW in the Mediterranean Revival style. Within the city limits and extending westward into the county’s jurisdiction is a significant heritage association with the African American population that continues today. Among the grid pattern of the neighborhood are significant features including Evergreen Cemetery, Oyster Creek, the FEC Railroad and the Old Dixie Highway.
- **Others:** Other, smaller pockets of historic and older neighborhoods exist within the city, such as the Fort Moosa Gardens subdivision that is situated around 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 Impact

The city’s population has been steadily increasing, placing greater development pressure on its residential neighborhoods and increasing property values. Many residents desire modern amenities found in new homes, and as a result, speculators and individual property owners are replacing existing buildings with new construction. The resulting demolition and new development is:

- Displacing existing residents
- Eroding the sense of place



Figure 3.5: Davis Shores



- Reducing cultural authenticity and neighborhood identity
- Altering historic environments

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 them 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.

### Transitional Areas

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 elements represent distinctive visual elements and 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 scattered within the city and 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 FEC towers, and the old industries related to power generation, water works and shipbuilding. Vacant parcels within the context of these sites is especially significant for its potential to impact the city's viewsheds of its natural resources.



Figure 3.6: Looking east across Maria Sanchez Lake

The following information was obtained from the Executive Summary of the “Economic Impacts of Historic Preservation in Florida” [update 2010] Florida Department of State, Division of Historical Resources with the assistance of the Florida Historical Commission. The study and report were prepared by the Center for Governmental Responsibility, University of Florida Levin College of Law, and the Center for Urban Policy Research (CUPR), Rutgers, The State University of New Jersey School of Planning and Public Policy.

([https://www.law.ufl.edu/\\_pdf/academics/centers-clinics/centers/executive\\_summary\\_2010.pdf](https://www.law.ufl.edu/_pdf/academics/centers-clinics/centers/executive_summary_2010.pdf))

## Economic Impact of Historic Preservation in Florida

### General Estimated Annual Findings

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

During the period 2007-08, historic preservation activities in Florida, including 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 instate 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.

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## Historic Preservation in St. Augustine

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# Historic Preservation in St. Augustine

*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.*

## The Ancient City

By William R. Adams

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. Many of the buildings they constructed in the next half-century or so remained standing in the early part of the twentieth century, when the historic preservation movement in America came of age.

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 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



Figure 4.1: Town Plan Historic District



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 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-nineteenth century architectural legacy comprises, in number of buildings and arguably their stylistic quality, Florida's most extensive and finest collection. Its late-nineteenth and early-twentieth century architecture, the legacy of the "Flagler Era," would, in any other location, earn that place unequalled 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 sixteenth 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



Figure 4.2: George Street

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.

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 forty-six 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.

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



Figure 4.3: King's Bakery

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 twentieth 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 U.S. Department of War to take urgent action to preserve Fort Matanzas, a seventeenth 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. Over the next twenty years and more, the Society went on to purchase other threatened historic buildings whose preservation at times it assured through resale with restricted covenants.

### The Advent of Modern Tourism

The automobile and an interstate 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



Figure 4.4: Flagler College Ponce de Leon Hall



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 used the same authority much later to acquire 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.”

### **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



Figure 4.5: Nelmar Terrace

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 and was later transferred to the City to purchase the Llambias House.

### **The Post-War Restoration Program**

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.



Figure 4.6: Old Wooden Schoolhouse



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.

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. One block, moreover, harbored a cluster of five surviving colonial buildings, 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-six 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.

### **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



Figure 4.7: Davis Shores

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, 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 1981 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 nineteenth 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



Figure 4.8: Fullerwood

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 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 4,000 years of prehistory.



Figure 4.9: Flagler's Model Land Company



## “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 within the last two years and the Waterworks Building in Davenport Park is currently under a long term and full rehabilitation.

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 within the last five years 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 update of the St. Augustine Town



Figure 4.10: Pena Peck House Spanish Treasury



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 archaeological excavations performed within the original walled city boundary with the Florida Master Site File and GIS database. 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 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 current multiple property nomination is being prepared to document the sites that witnessed events and associations with significant people during the height of the Movement in St. Augustine. Since 2010, the city nominated the Fullerwood Park, Nelmar Terrace, and North City National Register Historic Districts.

### **1986 Comprehensive Plan – Update: Historic Preservation Element**

Historic preservation in the United States has been traditionally a private and local activity. Individuals and municipal governments have exercised principal responsibility for preserving significant buildings and sites. The federal government's role in preserving privately held property has been mainly one of stimulating and encouraging individual and local efforts. Until the most recent decade, historic preservation occupied little national attention. Its devotees were often regarded as elitists joined to a cause whose indulgence required wealth and leisure.

Since the mid-1960s historic preservation has experienced a metamorphosis in popularity and nature. Post-war urban growth, rising consciousness about the nation's past, and the hard economic reality of inflation's impact upon the building industry and social patterns, among many factors, created a new awareness of the usefulness of historic buildings. Historic preservationists began to identify with community development actions and expanded their concerns from saving individual buildings to conserving whole neighborhoods and commercial districts. Public acquisition of every structure deemed "historic" was no longer practical or possible. New ways to protect historic buildings were needed. In this climate, the historic preservation ordinance, initiated in the 1930s, began to gain in popularity.

The preservation ordinance functions through designation of districts or individual buildings that are subjected to architectural controls. St. Augustine established its first historic preservation ordinance in 1974, creating five historic districts, a number later expanded to six (See Map 6). To implement the ordinance, a Historic Architectural Review Board (HARB) was created.



Figure 4.11: Davis Shores

In 1983 the ordinance was changed, the board restructured, and its duties and responsibilities redefined. At the same time, guidelines for architectural changes were adopted.

The concept of architectural control, or use of the municipal “police power” to enforce zoning for aesthetic purposes, has developed rapidly over the past half-century, culminating in the landmark 1978 Supreme Court case, *Penn Central Transportation Company v. New York City* (438 US 104), wherein the authority of the local government in such actions was upheld. The 1980 Amendments to the National Historic Preservation Act encouraged local governments to strengthen municipal legislation for the designation and protection of historic properties. In Florida, the home-rule law permits municipalities to exercise the powers of self-government, subject to the constitution and general laws of the state. Thus, the City of St. Augustine clearly has the authority to establish architectural controls over its historic resources. Its ordinance must, however, be consistent with federal and state laws permitting the exercise of such authority if it is to withstand potential legal challenge.

#### **Ordinance 83-10 Analysis**

Court rulings and legal opinion agree that a historic architectural control ordinance should contain the following parts: (a) purpose clause, (b) description of powers and authority, (c) creation of a review body, (d) criteria for designation of districts or individual sites meriting protection, (e) statement of reviewable actions, (f) criteria applied to review, (g) consideration of economic hardship, (h) appeals procedure, and (i) penalties for noncompliance. Preservationists also urge inclusion of a demolition clause, and a provision that addresses the problem of demolition-by-neglect.

The purpose of the ordinance should be clearly stated to give the document legal standing and tie preservation efforts to legitimate functions of government. The statement of purpose applied to the St. Augustine ordinance is contained in the guidelines attached to the document. While the listed purposes are reasonable and legitimate, they are located in an improper legal context.

The authority of the HARB is stated in Section 8 of Ordinance 83-10, and includes the following: review of all petitions for Opinions and Certificates of Appropriateness submitted by property owners within the six historic districts; review authority over applications for building permits on properties adjacent to historic districts (HP-1, HP-2, and HP-3); review of all applications for demolition throughout the city; participation in the process of adopting codes, ordinances, and procedures affecting historic districts; authority to advise the public on preservation measures and to conduct public meetings; authority to recommend issuance of a stop-work order to the Building Official for work not in compliance with Ordinance 83-10; and authority to develop rules and procedures for implementing its responsibilities. These powers are thorough. Particularly noteworthy is the authority to exercise control over property abutting historic districts, a wise provision seldom found in such laws.

Determining the boundaries of historic districts requires a statement of criteria within the ordinance to prevent the appearance of arbitrary or capricious designation. Aggrieved property owners might, in the absence of such criteria, argue that they are being subjected to “inverse condemnation.” The St. Augustine ordinance contains no criteria for designation, a situation that



Figure 4.12: Rodriguez Averro Sanches Watkins House

should be remedied. Because the St. Augustine historic districts are, for the most part, contained within National Register Historic Districts, there is little doubt that the areas are significant. Expansion of the municipal districts, however, should be preceded by the adoption of criteria that would provide guidelines for the designation of historic districts. It is recommended that these guidelines parallel the federal guidelines.

A statement of reviewable actions is important in determining the extent that a property is regulated by the review body. Many communities demand review only for activities that require a building permit, which often results in the removal of such building parts as decorative millwork, railing, original siding, and similar historic features. The St. Augustine ordinance stringently requires a Certificate of Appropriateness before any exterior alteration is performed, but it contains no explicit statement referring to such reviewable actions. Implied reviewable actions are found in Section 10 of 83-10, but should be placed in a separate section and made explicit. The ordinance also requires review of all demolition requests within the city, regardless of the structure's age or significance. Although there are arguments to be made for review of requests to demolish buildings not included in the Historic Sites and Buildings Survey, the requirement adds to the HARB's workload. On the other hand, the demolition ordinance permits only a six-month delay, regardless of the building's significance. The purpose of a delay is to permit time to seek alternatives to demolition.

The ordinance allows the Building Official or the Planning Director to approve or disapprove a Certificate of Appropriateness for architectural changes that are covered by pre-approved guidelines. Section 10(c)(5) provides authority to approve exterior construction "not visible," but does not state whether this addresses visibility from a public right-of-way. Section 10(a) states that in reviewing the application, the "interior visible from the outside" shall be considered, though Section 10(b)(6) says that the HARB "shall not have the authority to consider interior arrangements." In both cases, the language warrants clarification.

The preservation ordinance usually contains or refers to a set of architectural guidelines that apply to reviewable activities. These are often divided into general and specific criteria. The general criteria consist of broad principles that could be universally applied, the specific to the community's architectural characteristics. Section 10 does refer to the *Architectural Guidelines for Historic Preservation* (AGHP) issued by the City, which provides comprehensive and detailed specific criteria. It fails, however, to provide general criteria. Adoption of the ten principles found in the *Secretary of the Interior's Standards and Guidelines for the Rehabilitation of Older Buildings* would provide appropriate remedy.

The issue of "economic hardship" frequently arises in the process of architectural review. It derives from the idea that an owner be allowed "reasonable use" of his property. Such arguments have often been used to replace historic structures with parking lots that yield greater revenue, and accordingly the principle must be applied cautiously. The creation of high-rise units in the city to increase density of site occupation might be argued in this context, but as noted previously, this would disturb a primary historic feature of St. Augustine. The resort to compensations such as favorable tax treatment and Transfer of Development Rights, is, for various reasons, not applicable to St. Augustine, except those situations where property owners apply for tax advantages attached to rehabilitation.



Figure 4.13: Flager's Model Land Company



The appeals procedure provided for in the ordinance consists of a three-step process from the HARB to the City Commission to a court of law. The procedure, as outlined in Section 33-162 (f) of the City's Code of Ordinances, appears effective and thorough.

Section 12 of 83-10 outlines the enforcement process and refers to penalties for noncompliance. It provides authority to insure against demolition by neglect and empowers the Building Official to issue a stop-work order to prevent violations of the ordinance. Penalties are also provided for noncompliance with the review process. The features constitute an effective set of controls on architectural changes within the districts.

### Historic Preservation Regulations

The 1986 Comprehensive Plan also included an evaluation of the 1983 preservation ordinance which is now codified in Section 28, Article II, Division 3 of the St. Augustine Code of Ordinances. Recommendations for amendments for the current ordinance are included in the Strategies and Implementation chapters of this document and as such the ordinance is not evaluated independently of the city's overall preservation program.

However, when making changes to individual components of the ordinance the City must ensure that it is maintaining an effective and consistent policy. As a tool, standard criteria for preservation ordinances are available and will allow for considerations of the city and the state's unique legal framework.

Historic preservation law expert Timothy McLendon wrote a model historic preservation ordinance in 1995 and A Summary of Historic Preservation Law in 2008 published by The Florida Bar which serves as an important resource for local historic preservation regulations in the state. Mandatory provisions for historic preservation ordinances are outlined in the Florida Certified Local Government Guidelines. While there are variations in practice, he cites national historic preservation law expert Richard J. Roddewig's ten basic ordinance components:

- A. A statement of purpose for the ordinance
- B. A statement of powers and authorities
- C. Creation of a historic preservation commission
- D. Criteria for designation of landmarks and/or historic districts
- E. Procedures and criteria for nomination and designation of local landmarks
- F. Types of actions that are reviewable by the preservation commission and the legal effect of their review
- G. The criteria applied by the commission to the action reviewed
- H. Consideration of the economic effect of designation or review of an action
- I. Procedures for appeals from a preservation commission decision
- J. Fines and penalties for violation of ordinance provisions

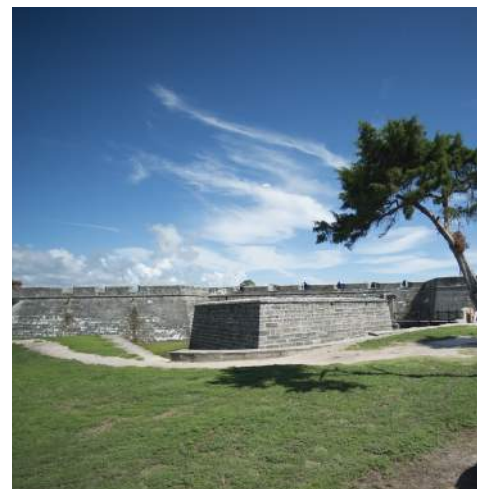


Figure 4.14: Castillo de San Marcos



### 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 their sense of place. This issue is further complicated by the effects of sea level rise and the impact on the built environment.

Although the 1983 Historic Architectural Review Board ordinance and the accompanying Architectural Guidelines for Historic Preservation (AGHP) have served to protect the historic core of the city, neither document could have anticipated the recent explosive growth. 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.

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.

The first step in planning for the protection of historic resources and neighborhoods, is their identification. Without the identification, the city and the preservation community will continue to be made aware of the vulnerability of its historic resources through the demolition application process.



Figure 4.15: Lighthouse Park



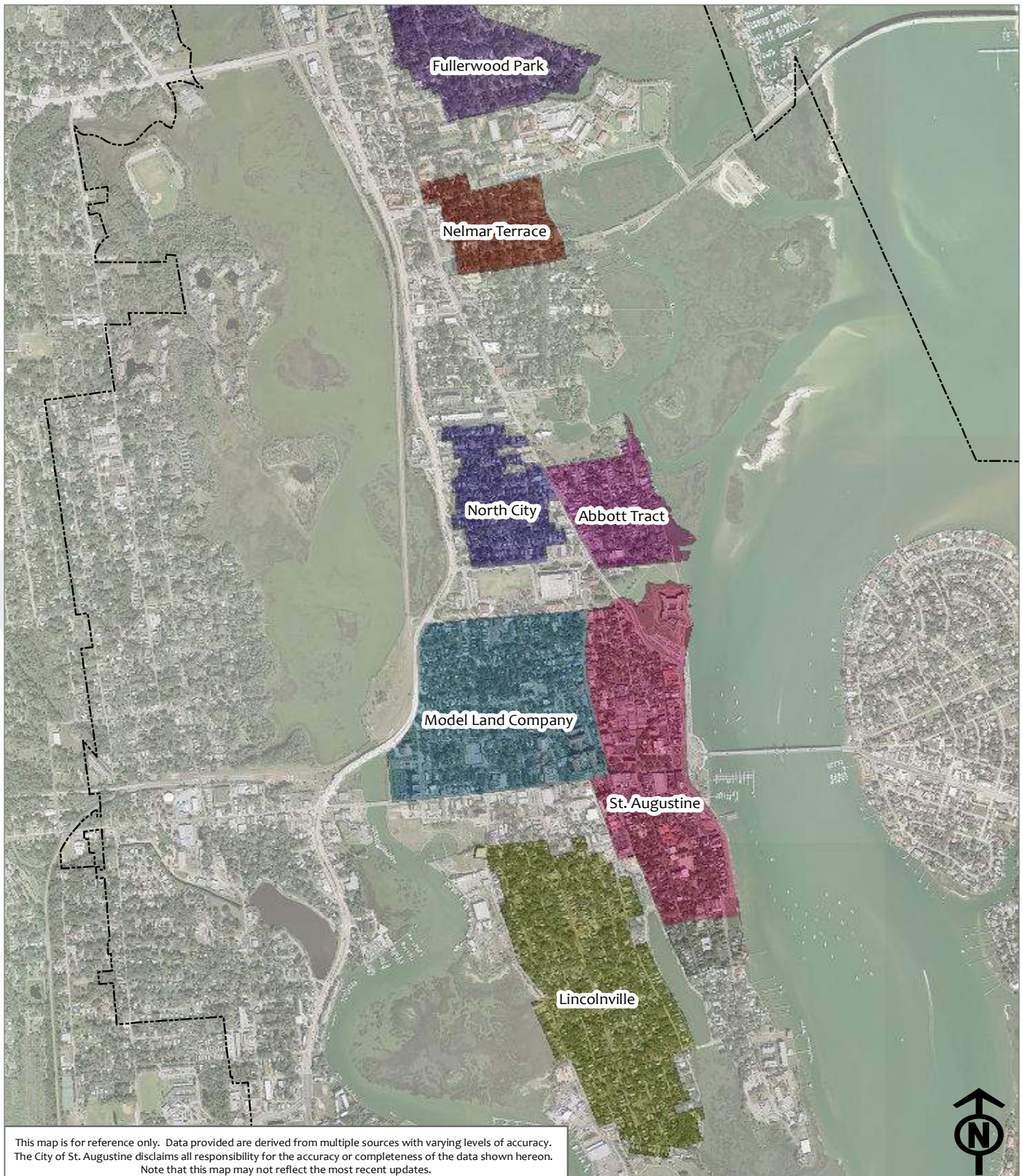


Figure 4.16: National Register Historic Districts

# 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.

## 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 (State Historic Preservation Office)
- 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
- Averó House – June 13, 1972 – 39 St. George Street
- 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

## 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



- 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 and Model Tract Historic District -- August 2, 1983
- Nelmar Terrace Historic District – March 28, 2011
- North City Historic District -- October 1, 2009
- O'Reilly House - October 15, 1974–131 Avilés Street
- Old St. Johns County Jail – August 27, 1987 – 167 San Marco Avenue
- Record Building – April 26, 2006 -- 154 Cordova Street
- Rodriguez-Avero-Sanchez 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, 1972w
- 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
- Ximinez-Fatio House – July 25, 1973 – 20 Aviles Street



Figure 4.17: Lighthouse Park



### 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 commutative 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). On 20 December 1986, the City of St. Augustine Archaeological Program Ordinance was adopted.

### 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 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 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 our inventory. As of 2016, there were over 3,700 resources recorded on the FMSF within St. Augustine. While local inventories can serve a regulatory function, the FMSF serves as an archive for information regarding historic properties across the state.

### 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. While the districts were amended over time, the applicable zoning for each district identified in the Zoning Ordinance, Chapter 28, Article III, Division 3. – Historic Preservation Districts. While the districts were amended over time, 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*

#### 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*



Figure 4.18: Design Overlays: HP Zoning Districts and Entry Corridors



## 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 modifications.

Local Landmarks that have been designated are:

- The Record Building, September 18, 2003
- St. Augustine Waterworks, June 20, 2013
- 32 Granada Street, September 15, 2016

## The Secretary of the Interior's Standards for Rehabilitation

**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 shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall 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 architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
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.
10. New additions and adjacent or related new construction shall 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.

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## Historic Preservation Program Overview

The City of St. Augustine's preservation program has deep traditions and the protection it offers is embraced by the residents as a means of protecting the city's unique historic character. Although the current historic preservation program has served the city well since the establishment of the Historic Preservation Zoning Districts in 1971, new challenges, including development pressures, sea level rise and increased demolition have suggested that the regulatory framework can be improved to further protect the city's historic resources and character.

### 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, the purposes of Historic Preservation zoning regulations are:

1. 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.
2. To educate the citizen to realize, understand, and appreciate the city's rich heritage.
3. 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.
4. To develop an atmosphere and feeling of old, historic St. Augustine by encouraging the preservation and restoration of historic structures within the districts.
5. To improve the environmental quality and overall livability of the historic section of St. Augustine.
6. To stabilize and improve property values in the district and to allow uses that encourage the restoration and conservation of historic sites and structures.
7. 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.
8. 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.



Figure 4.19: Davis Shores

## B. Historic Preservation Inventory

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 1978-1980 which later was used to successfully nominate the Model Land Company, Abbott Tract and Lincolnville 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 (Davis Shores).

The city regularly provides information for addition to the Florida Master Site File (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 survey was conducted on Anastasia Island including Davis Shores. Also, the records of archaeological investigations conducted over the last 75 years within the Town Plan Historic District were translated into the FMSF and GIS programs. 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 district have been designated after 1979. 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](http://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. 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.

### Historic Architectural Review Board

The summarized duties of the Historic Architecture Review Board (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*)

### Neighborhood Zoning Workbooks

In 2016, the city compiled Neighborhood Zoning Workbooks for 13 historic neighborhoods. 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.

- 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

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 (AGHP). The AGHP provides 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 and archaeology program is a division of the city's Planning and Building Department. 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 permits, and produce staff reports for the HARB hearings in addition to providing data and recommendations for city preservation policies.

#### **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 a professional planner who also serves as the Deputy Director Planning & Building

### **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. 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, the city is facing an increase in demolition and construction of replacement buildings that are often incongruent with surrounding historic neighborhood character.



Figure 4.20: Flager's Model Land Company



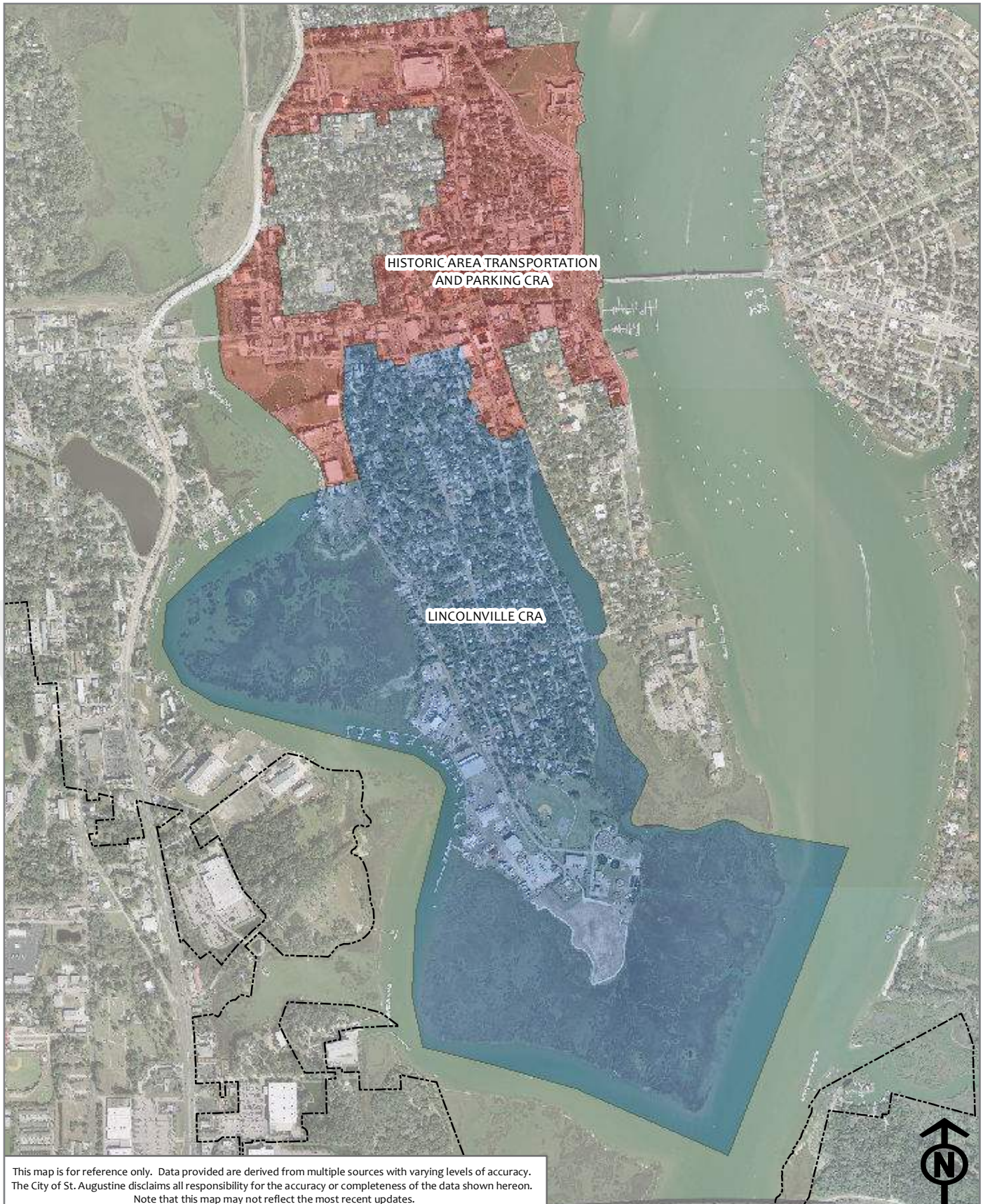


Figure 4.21: Community Redevelopment Areas



### **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 improvements.

### **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.

## **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 2012 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 Hurricane Matthew there may be hazard mitigation funding for additional research and prevention measures.

## **G. Archaeology**

Based up 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 Program Ordinance (adopted 20 December 1986). A City Archaeologist administers the City of St. Augustine Archaeological Program Ordinance. The City Archaeologist is supported by the volunteer efforts of the St. Augustine Archaeological Association (SAAA).

## **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. In addition, the advocacy group Citizens for the Preservation of St. Augustine (CPSA) was re-established in 2017, providing an opportunity for enhancing public engagement in historic preservation activities.

Although the city's preservation program has successfully preserved many of the city's most important resources, the regulatory framework can be improved. Improvements can include being more encompassing of the city's neighborhoods and to address emerging issues such as sea level rise. Detailed descriptions and recommendations for improvement can be found in section 5. *Historic Preservation Strategies*.

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## Historic Preservation Strategies

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## Historic Preservation Strategy Overview

St. Augustine is recognized throughout the United States for its unique confluences of history and culture. Financial investment in the protection of the city's historic resources began early, in 1834, with "repair and preservation of Fort Marion" – now known as Castillo de San Marcos – utilizing Congressional funding following requests of the town upon the the Florida Legislative Council and the Corps of Engineers. Local investment began with the repair of the City Gate in 1879 which had earlier been saved from demolition. Preservation efforts continued with the 1883 formation of the St. Augustine Institute of Science and Historical Society, dedicated to the research and documentation of the city's history, culture and architecture. Since that time, the city has greatly expanded its preservation efforts through municipal regulations, public and private investments in rehabilitation projects, private and state museum facilities, and multiple academic research projects. In part as a result of these efforts are the following designations:

- Castillo de San Marcos National Monument
- National Historic Landmark - 1 Historic District and 5 Individually Designated Resources
- National Register - 6 Historic Districts and 36 Individually Designated Resources (including 1 cemetery, 1 bridge and 5 archaeological sites)
- Local Historic Preservation Zoning Districts - 5

In addition, nearly 800 archaeological projects have been undertaken, providing insight into the city's early inhabitants and prehistoric occupation extending 4,000 years ago. These, and subsequent historic preservation activities, have served to enhance the livability and commercial vitality of the city and contributed to making St. Augustine a travel destination unlike any other in the United States.

Despite the historic preservation and archaeological efforts noted above, significant challenges remain in safeguarding the city's historic resources. Moving forward, the city and its preservation advocates will need to work in tandem to enhance historic preservation and archaeology tools in order to protect the character of the city's neighborhoods while balancing economic growth, tourism and the potential impacts of sea level rise.

This Historic Preservation Plan is organized by sections, each including goals, strategies and tasks to address critical preservation and archaeological issues. These 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. Archaeological Program
- H. Education & Advocacy

Implementation of these tasks will require partnerships between the Historic Architectural Review Board, the City Archaeologist, 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.



Figure 5.1: Lighthouse Park

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 Comprehensive Plans and Hazard Mitigation Plans, should incorporate the goals, strategies and tasks found in 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*

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 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 its historic and cultural resources.

## **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 been incorporated into the city's GIS mapping. 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.

## **C. Historic Preservation, Consercation & 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 Extreme Building Elevations & Historic Neighborhood Character*
- 5. Revise HARB Application Review Procedures*
- 6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances*

HARB review should be required for all designated Landmarks. In addition to HARB review, zoning tools can be utilized to promote the suitability of



Figure 5.2: Fullerwood

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. 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. There is a lack of clarity for property owners as to whether or not their property could be designated as a local landmark. 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.

#### **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.



Figure 5.3: Cathedral Basilica of St. Augustine



## 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. Archaeological Program

1. *Expand Archaeological Program*
2. *Enhance Support of Archaeological Program*

St. Augustine's Archaeological Ordinance establishes one of the most robust city-sponsored regulatory processes in the country, addressing early indigenous settlement as well as the first successful 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, through the collection of transportable artifacts, 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, and an increase in new construction associated with demolition applications. Expanded funding and support are necessary to adequately implement an archaeological program that responds to the unique below-grade resources in St. Augustine.

## 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 (SAAA), Florida Public Archaeology Network (FPAN), the Lighthouse Archaeological Maritime Program (LAMP) and individual museums. New initiatives, like the Citizens for the Preservation of St. Augustine and 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.



Figure 5.4: Old City Gates



# Strategies & Tasks

## 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 state 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.



Figure 5.5: Cordova Hotel

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

Although the locally and nationally designated historic districts in the city are well documented, several undesignated neighborhoods have not benefited from a basic evaluation of building and landscape elements, such as 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. 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 currently.

To properly understand the potential impact of planning initiatives on historic properties, it is critical to understand where historic resources are located and their distribution across the city. This includes not only documenting new resources, but also updating and completing 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.)

### A.2.2 Task – Identify Locations of Potential Archaeological Remains

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

### 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 impact designated districts, landmarks and archaeological sites. Following an assessment of the type of project and potential level of



Figure 5.6: SAAA Volunteers

Courtesy of the City of St. Augustine

impact, it can then be brought to HARB and/or archaeological 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. (Refer to sections G Archaeological 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-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. 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.



Figure 5.7: Uptown



## B. HISTORIC RESOURCE INVENTORY

Although 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 cultural resources survey. In addition, several existing surveys are over 20 years old and in need of re-evaluation. 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.



Figure 5.8: Uptown



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



Figure 5.9: Town plan Historic District

currently not as appreciated as Spanish Colonial buildings, the real risk to being torn down of 19th and early 20th century buildings makes them a preservation and, therefore, a documentation priority.

#### **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.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.

#### **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
- 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.)



Figure 5.10: Lincolnville

#### **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 by a smartphone. 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. 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.



Figure 5.11: Nelmar Terrace

## 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. 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 and review procedures for HARB can be found in the administrative section of St. Augustine Zoning Ordinance (Division 3).

Zoning ordinances provide the regulatory review framework for HARB review, but they can also be used to protect the general character of an area by zoning an area as a Historic Preservation (HP) Conservation District overlay. (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 identifying the types of permitted uses as well as establishing design standards unique to each neighborhood. Like a local Historic District, a HP conservation district requires clearly defined boundaries and administrative and 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 that 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.

Since not all National Register Historic Districts will be designated locally as Historic Districts or HP Conservation Districts however, 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.



Figure 5.12: Town Plan Historic District



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, undesigned 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 a streetscape's 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.

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 a gas station on Anastasia Boulevard was adapted into a coffee shop. Through sensitive adaptive reuse, these



Figure 5.13: St. Mary's Baptist Church

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 properties 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 underlining 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 should be approved by both the PZB and the City Commission, as well as 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.

### **C.1.4 Task – Consolidate Sliver Lots**

Some neighborhoods, such as North Davis Shores, benefit from regularly spaced homes that appear to have generous front and side yard setbacks. In many cases, multiple adjoining lots may belong to a single owner, with a home occupying one parcel and the side yard occupying an adjoining sliver parcel. Sliver lots with as little as 25' street frontage that are grandfathered in the current zoning regulations could potentially be developed as single-family homes, resulting in a dramatic increase in density and likely significant increase in building heights. The development of these sliver parcels would significantly alter the density and character of streetscapes in historic neighborhoods, with the possibility of obliterating the historic preservation value.

In addition to its potential impact on historic character, new construction on sliver lots could also have an environmental impact by reducing the neighborhood's impervious surface coverage and potential soil absorption through increased building density. Thus, this issue should be considered in light of the city's environmental conservation goals and its hazard mitigation planning. Although



Figure 5.14: Father Miguel O'Reilly House Museum

understood to be locally controversial, it is recommended that consideration should be given to consolidating sliver lots into larger parcels.

## **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

If supported by each neighborhood thorough the public meeting process, the zoning requirements can be expanded to include basic design elements such as materials and fenestration patterns.

To be successful, the boundaries of zoning overlay districts, and what is regulated, should be identified by neighborhood and 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.

## **C.4 Strategy: Balance Extreme Building Elevations & Historic Neighborhood Character**

As with most cities along Florida's coastline, St. Augustine is susceptible



Figure 5.15: Lincolnville Building Elevation



to flooding from storms and rising water. 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 building elevations 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.

#### **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 neighborhood support.



Figure 5.16: Lincolnville



The Historic Architecture 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.

It is not uncommon for local historic preservation review processes to operate in a specific way as a manner of tradition. It often takes a fresh set of eyes to be able to draw on the experiences of other communities in the review process and to make suggestions that might benefit HARB, their staff and the applicants alike. In most cases, 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.

#### **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 property, 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 – Limit Ex-Parte Communications with HARB Members**

Although HARB members are diligent about disclosing ex-parte communications related to applications under review, these



Figure 5.17: Town Plan Historic District

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. A simple way to remove the appearance of a conflict would be for all communications related to ongoing applications under review to be directed towards staff. This information could then be shared either in a written or oral format prior to or at the time of the meeting, giving all Board members the same information to consider as they evaluate an application. This would also allow the communication to become a part of the application review record, and shared with both the applicant and the public.

If an intermediate approach is preferred, communications with HARB should be limited to e-mails distributed to all members and made available to the applicant and public through the city's historic preservation website in advance of the meeting. (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.



Figure 5.18: Flager's Model Lands Company

#### **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 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, comingling 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.



Figure 5.19: Town Plan Historic District



#### 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.

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 the unique value.

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.*

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



Figure 5.20: North San Marco Avenue



- 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, 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.

#### **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



Figure 5.21: Town Plan Historic District

The Historic Architecture 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. 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.)



Figure 5.22: Lighthouse Park

## D. REDUCING HISTORIC BUILDING DEMOLITION

The historic increase in property values has resulted in a desire to maximize property values. With St. Augustine processing an ever-increasing number of Certificate of Demolition (COD) applications for properties over 50 years of age, demolition threatens to erode the historic character of neighborhoods across the city.

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:

Local designation:

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



Figure 5.23: Town Plan Historic District



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:*

- *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.

#### **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.



Figure 5.24: Town Plan Historic District



#### **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 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.



Figure 5.25: Fullerwood

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.

#### 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. 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.)

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.)



Figure 5.27: Town Plan Historic District

### 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 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.



Figure 5.28: Flager's Model Land

### 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 historically 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. 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.

### **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.

#### **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



Figure 5.29: Arrivas House



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 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 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 a consent 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 5.30: Memorial Presbyterian Church

DEMOLITION STRATEGY / RECOMMENDATION MATRIX	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					●		●	

## 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. It can also serve to increase neighborhood pride and reinvestment. Programs will need to take into consideration their effect on the surrounding neighborhood.

**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 (currently being revised). 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.



Figure 5.31: Storefronts in Town Plan Historic District

### **E.1.2 Task– Encourage Compatibility of Commercial Corridors and Residential Neighborhoods**

When updating their commercial properties, owners should be encouraged to develop new uses and buildings that are compatible with the surrounding historic residential neighborhoods. The redeveloped properties should be low-impact and appropriate to the scale of the surrounding area. (Refer to section H. Education & Advocacy.)

## **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 2012 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.

### **E.2.1 Task – Levy a Tourist Impact Tax**

St. Johns County should be requested to allow a Tourist Impact Tax to be levied in St. Augustine to promote historic preservation and archaeological activities consistent with the city's goals. These funds could be utilized to purchase threatened historically designated properties. (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



Figure 5.32: Magnolia



purchase future properties. City assistance could be supplemented with low-interest loans 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**

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 5.33: Town Plan Historic District

## **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.



Figure 5.34: The former Alcazar Hotel now houses City Hall and the Lightner Museum.

## 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

Although the hazard mitigation planning process can be challenging to navigate due to the involvement of multiple agencies, there are several steps that the city and HARB can take to plan for, 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](http://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. Archaeological 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



Figure 5.35: Residual stormwater in Lincolnville

firms with hazard mitigation expertise to complete the required documentation for FEMA-approved Hazard Mitigation Plans, there is a 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.

A tool that can be utilized for financial impact calculations is FEMA's HAZUS software ([www.fema.gov/hazus](http://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

#### **F.1.4 Task: Provide Protection for City's Historic and Cultural Resources**

The City of St. Augustine owns many important historic buildings, sites and resources. Providing protection can mitigate the impact of a potential hazard, and can provide leadership by example, encouraging other property owners to follow suit. Specific protection measures



Figure 5.36: Refuse from water damage



should be undertaken for the archaeological laboratory which contains archival documentation and sensitive artifacts.

## **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 can not 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.



Figure 5.37: Davis Shores

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 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](http://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).



Figure 5.38: Lincolnville post Hurricane Matthew .

## G. ARCHAEOLOGICAL 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 processes and procedures have been developed in the city to guide 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 resources before they are destroyed. Due to of funding limitations, the program heavily depends on volunteers from the St. Augustine Archaeological Association (SAAA) 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 (FPAN), Lighthouse Archaeological Maritime Program (LAMP), Flagler College and the University of Florida. A pressing concern is the effect of rising sea levels 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 last tangible remains of everyday life from the city's earliest residents and the only tangible evidence of its pre-historic periods.



Figure 5.39: Archaeological Lab

**G.1 Goal:** Provide sufficient support to the Archaeological 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 collection and archives.

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

### G.1 Strategy: Expand Archaeological Program

#### G.1.1 Task: Add Additional Archaeological Staff

St. Augustine currently has one full-time City Archaeologist, Carl D. Halbirt, who held the position since 1990 but is transitioning to retirement. Because of the length of his tenure, he holds the institutional memory of the city's archaeological resources. In addition to fieldwork, the responsibilities of the city's archaeology program include artifact curation and archival documentation to meet state reporting standards. Since the first project in 1987, approximately 800



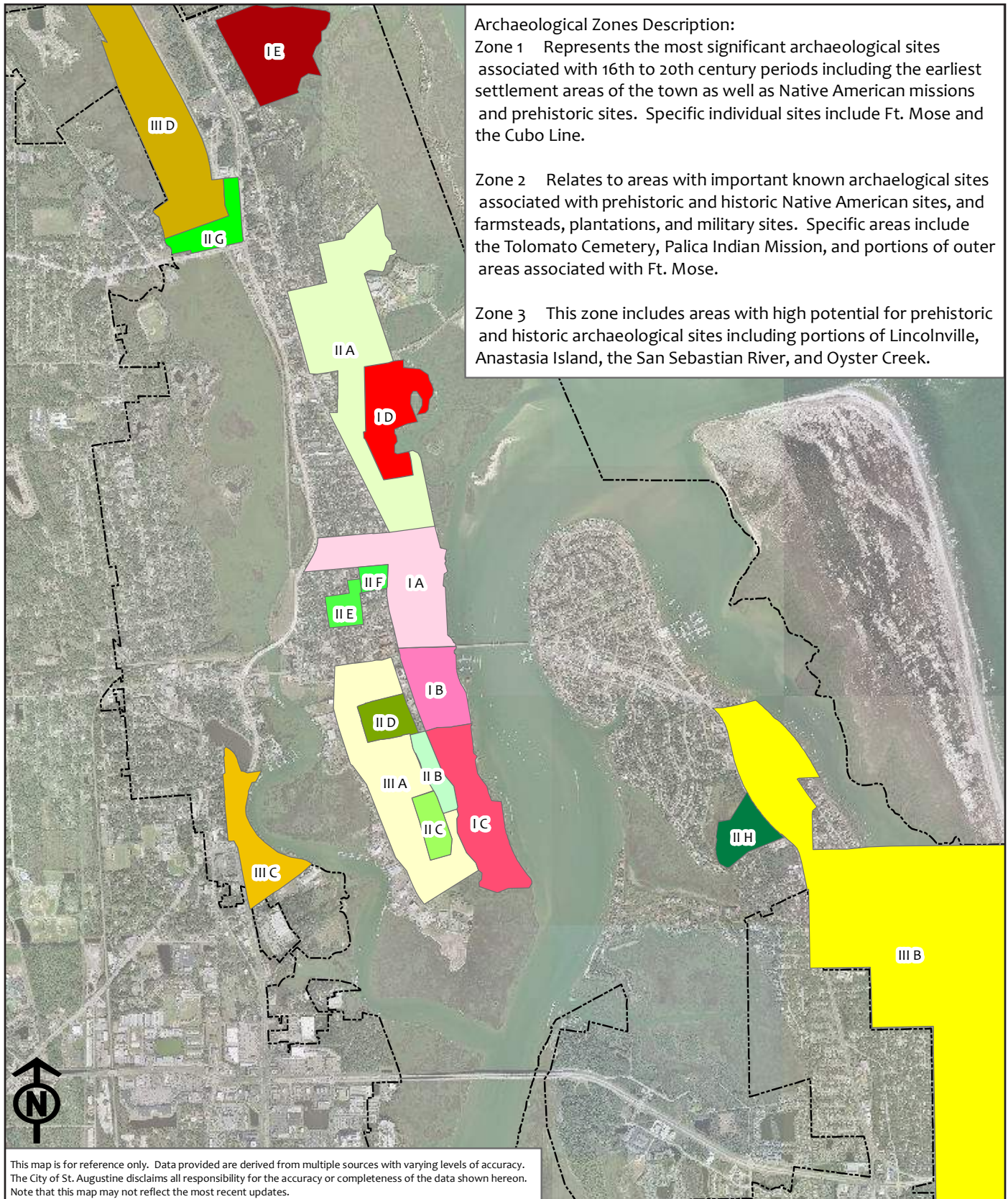


Figure 5.41: Archaeology Zones



archaeological projects have been implemented, which has resulted in a growing backlog of artifact curation and archival documentation. It is necessary that a second, full-time City Archaeologist be hired to address this backlog as well as share the institutional archaeological memory of the city.

#### **G.1.2 Task: Update Archaeological Zone Map**

The archaeological zone map should be updated to reflect the existing archaeological database and historical records including 2015-compiled GIS records. 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 archaeological program.

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 (SAAA) 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 the City Archaeologist in the performance of duties related to fieldwork and the processing of artifacts. It is recommended that the SAAA 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 to 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 and temporal boundaries.

#### **G.1.6 Task: Expand Archaeological Artifact Curation**

Following the retrieval of artifacts, additional support with staffing and technology is required to allow curation, data analysis and reporting to be performed in a manner consistent with the National Historic Preservation Act (NHPA). (Refer to Task G.1.1.)



Figure 5.42: Archaeological Documentation

### **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 below-grade construction be prohibited. This includes underground garages, basements and overly destructive foundation systems.

## **G.2 Strategy: Enhance Support of Archaeological Program**

### **G.2.1 Task: Develop an Information Pamphlet for Property Owners**

Create a user-friendly pamphlet describing the city's archaeological 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**

Because the archaeology program is driven by the building permit application process and construction will be reduced in parts of the city by rising sea levels, 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, including proper storage, analysis, reporting, cataloging and conservation of artifacts. (Refer to Economic Strategy E.2.)

### **G.2.3 Task: Earmark Archaeological Fees for Archaeological Programs**

Dedicate archaeological fees collected from permit applications to fund archaeological division activities including special projects, artifact analysis and interpretive programs.



Figure 5.43: Tolomato Cemetery

## 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 the National Park Service's interpretive programs at the Castillo de San Marcos, there are currently 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.

One of the critical components once present in the city is a strong advocacy voice for historic preservation. The recently formed Citizen's for the Preservation of St. Augustine has the opportunity to fill the void. 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 is beginning a preservation institute 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. 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 5.44: Town Plan Historic District



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 archaeological 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 SAAA volunteers, and filmed for web-streaming with the schedule posted on the city’s website.

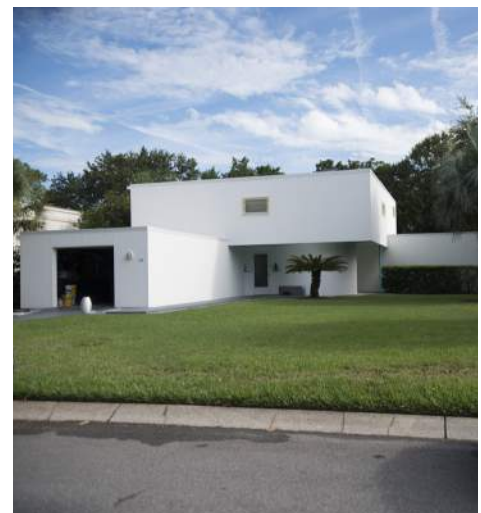


Figure 5.45: Davis Shores



#### **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 Realtor 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 and increase the opportunity to address potential threats facing the city with state and national leaders.



Figure 5.46: Magnolia

## 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 5.47: Town Plan Historic District

DRAFT

Implementation

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# 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, priority and participants that have been consolidated in an Implementation Matrix included in this Section.

## 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.

## Priority

The Implementation Matrix identifies the relative priority of timing for the completion of each strategy and task. In some cases the priority 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. For example, the Prioritization of Implementation section describes the need for a comprehensive survey to implement several of the Historic Preservation Strategies while also identifying strategies and tasks that are independent of the prior action.

In general terms, the priority timetable can be thought of as follows:

- 1 Within 2 years of Plan adoption
- 2 Within 2 to 5 years of Plan adoption
- 3 Within 5 to 10 years of Plan adoption
- On Ongoing

## Participants

The list of identified participants indicates anticipated parties necessary for the implementation of the strategy and/or task. Abbreviations utilized in this section include:

HARB	Historic Architecture Review Board
P&B	Planning and Building Department
PZB	Planning and Zoning Board
CC	City Commission

The identified participants should be considered preliminary and other entities may be necessary as the first steps are refined or the roles of entities are modified or new groups become active participants in the process.



Figure 6.1: Trees span road in Magnolia

## 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 locally, to levy a tourist tax (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 (C.5.2, 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).



Figure 6.2: The former Warden Castle houses the Ripley's Believe It or Not! Museum.

## 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.

As recommended in B. Historic Resource Inventory and this Plan, the survey will inform:

- Designation of historic resources to allow the regulatory protection (B.2)
- Property zoning designations and regulations (B.1, B.2, B.3, B.4)
- Correlation of recommendations in the AGHP to a property's significance and establishment of a protocol to allow increased staff review of buildings that lack significance (B.6, B.6.7, F.2.2)
- Reduction in the demolition of historically designated properties with greater protection for community-identified significant resources (D.1, D.2, D.3, D.4, D.5)
- Funding mechanisms for investments in historic properties (E.2)
- Development of a disaster response for historic properties (F.2)

Although the survey is crucial, there are several strategies and tasks that can be implemented immediately and potentially adjusted as the survey progresses. These include:

- Adopting city-wide policies for the protection of historic properties and archaeological resources (A.1, A.2)
- Establishing a protocol for reporting and identifying endangered historic properties and requiring the correction of unsafe conditions (B.3.1, D.3.1)
- Evaluating zoning designations and regulations for currently designated properties (C.1.1, C.1.2, C.4)
- Revising the HARB application procedures and eliminating style mandates in HP-1, HP-4 and HP-5 (C.5, C.6.4)
- Adopting a protocol of HARB review for changes to local Landmarks (C.5.7)
- Providing accessible, user-friendly information regarding historic resources, HARB application requirements, demolition applications and the archaeological program by providing information online as well as posting news on social media (B.4, C.5, C.6, E.1.1, E.3, F.2.5, G.2.1, H.1)

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



Figure 6.3: Lincolnville

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## Implementation Matrix

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
<b>A. City-Wide Planning</b>				
1. Incorporate Historic Preservation Elements in All Neighborhood, District & City-Wide Planning Initiatives		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	<b>1</b>	All City Departments, Boards and Commissions
2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	1. Complete Historic Resources Survey	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	<b>1, On</b>	HARB Staff, P&B
	2. Identify Locations of Potential Archaeological Remains	a. Update archaeological zone map to reflect any additional information since it was first created b. Incorporate GIS zone map in city mapping database	<b>1</b>	City Archaeologist, P&B, GIS Division
	3. Include Historic Preservation Staff in Planning Initiatives and Activities	a. Regularly involve/consult with HARB staff	<b>1, On</b>	All City Departments, Boards and Commissions
	4. Increase Interpretation of Historic Preservation and Archaeological Resources	a. City Archaeologist to facilitate public interpretation and education b. Archaeological program funding should allow performance of duties and responsibilities as outlined in the ordinance	<b>3</b>	City Archaeologist
	5. Install Signage to Identify Historic Districts, Landmarks and Select Archaeological Sites	a. Develop signage program and design approach b. Fund and install signage	<b>3</b>	HARB, HARB Staff, City Archaeologist Public Works, CC
	6. Require Restrictive Covenants on City Property Transactions	a. Evaluate significance of properties being sold by the city b. Establish covenants to protect significant portions of those resources	<b>1, On</b>	HARB, HARB Staff, P&B, CC, City Attorney
	7. Prioritize Protection of City-Owned Resources	a. Identify city-owned historic resources and potential threats b. Develop a mitigation plan and implementation process for their protection	<b>1, On</b>	All City Departments

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
<b>B. Historic Resource Inventory</b>				
1. Prepare Historic Resource Documentation	1. Complete a Reconnaissance-Level Survey of the City	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)	<b>1</b>	HARB Staff, P&B, Trained Volunteers, Code Enforcement, Consultant, GIS Division
	2. Document Vistas	a. Identify properties with high development potential located in historic resource vistas	<b>2, On</b>	HARB Staff, P&B, PZB, CC
	3. Develop Character Studies for Historic Neighborhoods	a. Identify neighborhoods that have not been surveyed b. Assess and secure resources for surveys and engage consultant	<b>2</b>	HARB Staff, Consultant
	4. Prioritize Surveys for Re-evaluation	a. Evaluate existing surveys and prioritize updates b. Assess and secure resources for surveys and engage consultant	<b>2, On</b>	HARB Staff, Consultant
	5. Identify and Document Thematic Surveys	a. Identify thematic surveys that should be conducted b. Assess and secure resources for surveys and engage consultant	<b>2</b>	HARB Staff, Trained Volunteers, Consultant
	6. Document the Recent Past	a. Identify recent past sites or neighborhoods b. Assess and secure funding for surveys and engage consultant	<b>2</b>	HARB Staff, Trained Volunteers, Consultant
	7. Document Oral Histories	a. Conduct written and oral histories and require as part of documentation for demolition of cultural properties (D.6)	<b>2, On</b>	HARB Staff, Trained Volunteers

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
2. Utilize Documentation to Prioritize Designations of Resources		<ul style="list-style-type: none"> <li>a. Prepare National Register nominations for identified historic resources (B.1)</li> <li>b. Prioritize local designation of Historic Districts and Landmarks based upon threats and/or significance (B.4)</li> <li>c. Establish a process to codify significance of existing and future locally-designated properties for their long-term protection</li> </ul>	2, On	HARB Staff, HARB, CC
3. Utilize Documentation to Identify Endangered Properties, Landscapes & Vistas	1. Develop and Maintain an Endangered Properties List	<ul style="list-style-type: none"> <li>a. Establish a protocol for reporting and identifying endangered properties</li> <li>b. Develop and maintain an endangered property list</li> </ul>	1, On	HARB Staff, P&B, Code Enforcement, City Attorney, Fire Department
	2. Develop Intervention Strategies for Threatened Properties	<ul style="list-style-type: none"> <li>a. Identify resources to assist financially-challenged property owners</li> <li>b. Develop a protocol for addressing demolition-by-neglect (D.3.1)</li> </ul>	1	HARB Staff, P&B, Code Enforcement, City Attorney, Community Housing Associates
4. Increase Access to Documentation		<ul style="list-style-type: none"> <li>a. Develop a GIS-based historic resource inventory</li> <li>b. Provide on-line access to historic resource maps and database</li> </ul>	1	HARB Staff, P&B, IT Department, GIS Division
5. Prepared Detailed Documentation of Most Significant Resources		<ul style="list-style-type: none"> <li>a. Identify most significant resources and appropriate survey technique</li> <li>b. Assess and secure funding to engage consultant</li> </ul>	3	HARB Staff, Consultant

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
<b>C. Historic Preservation, Conservation &amp; Zoning</b>				
1. Correlate Historic Preservation & Zoning Requirements	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	2	P&B, PZB, HARB, CC, Consultant
	2. Ensure Use Designation that Promotes Preservation and Reuse of Existing Buildings	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	2	P&B, PZB, HARB, CC
	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	2, On	P&B, PZB, HARB, City Attorney
	4. Consolidate Sliver Lots	a. Identify sliver lot and assess potential for individual development b. Assess historic character and environmental impact of potential development c. Evaluate alternatives to mitigate historic character and environmental impact	2	P&B, PZB, HARB, City Attorney, CC
2. Consider Form-Based Zoning for National Register Historic Districts		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	2	Neighborhood groups, HARB, P&B, PZB, City Attorney, CC
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	2	P&B, PZB, HARB, HARB Staff, CC, City Attorney



STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
4. Balance Extreme Building Elevations & Historic Neighborhood Character	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	2	HARB, Applicant, P&B, CC
	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)	2	HARB, PZB, P&B
	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)	2	HARB, PZB, P&B

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
5. Revise HARB Application Review Procedures	1. Ensure Existing and Future Designated Properties are Clearly Identified as Historic	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	1, On	HARB Staff, P&B, IT Department, GIS Division
	2. Require Submission of Digital Photographs and 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	1	HARB Staff, P&B, IT Department
	3. Make HARB Application Materials More Publicly Available	a. Post application materials on the City website	1	HARB Staff, IT Department
	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	1	HARB Staff, Audiovisual Staff
	5. Limit 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	1	HARB, HARB Staff
	6. Clarify Historic Architectural Review Board Ordinance	a. Provide clarification to HARB ordinance	1	HARB, HARB Staff, PZB, P&B, City Attorney, CC
	7. Establish Design Review Procedure for Local Landmarks	a. Modify ordinance to require HARB review of all local Landmark properties	1	HARB, HARB Staff, PZB, P&B, City Attorney, CC
	8. Ensure Compliance with HARB Approvals	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	1, On	HARB Staff, P&B

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	1. Revise AGHP to be More User Friendly	a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant c. Post updated AGHP online	3	HARB, HARB Staff, PZB, CC, Consultant, IT Department
	2. Create Guidelines for Individual Historic Districts as Needed	a. Evaluate whether AGHP addresses resources within all historic districts including those identified in reconnaissance survey (B.1.1) b. Secure funding and engage consultant	3	HARB, HARB Staff, PZB, CC, Consultant
	3. Address Newer Materials and Technologies	c. Evaluate AGHP to determine required modifications d. Secure funding and engage consultant	3	HARB, HARB Staff, PZB, CC
	4. Remove Mandates for Specific Building Styles for New Construction in HP-1, HP-4 and HP-5	a. Amend AGHP to reflect modification	3	HARB, HARB Staff, CC
	5. Incorporate Flood and Storm Mitigation Alternatives	a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant	3	HARB, HARB Staff, P&B, PZB, CC
	6. Include Sustainable Design Methods and Techniques	a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant	3	HARB, HARB Staff, P&B, PZB, CC, Consultant
	7. Expand Staff Review of Minor Applications	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	2	HARB, HARB Staff, PZB, City Attorney, CC, Consultant
	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	2	HARB Staff, P&B, PZB, CC, Code Enforcement

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
<b>D. Reducing Historic Building Demolition</b>				
1. Limit Properties Eligible for HARB Demolition Approval		a. Modify ordinance to reflect review based on designation and level of significance (B.2)	<b>2</b>	HARB, HARB Staff, PZB, P&B, CC, City Attorney
2. Supplement Financial Hardship Review Process	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	<b>2, On</b>	HARB, HARB Staff, PZB, P&B, CC, City Attorney
	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)	<b>2, On</b>	HARB, HARB Staff, PZB, P&B, CC, City Attorney
	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	<b>2</b>	HARB, HARB Staff, PZB, P&B, CC, City Attorney
	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	<b>2</b>	HARB, HARB Staff, PZB, P&B, CC, City Attorney
3. Reduce Demolition-by-Neglect	1. Require Correction of Unsafe Conditions	a. Modify ordinance to reflect review based on designation and level of significance (B.2)	<b>1, On</b>	P&B, Code Enforcement
	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	<b>1</b>	Real Estate Appraiser, HARB Staff, P&B, CC, City Attorney
	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	<b>2</b>	HARB, HARB Staff, PZB, P&B, CC, City Attorney



STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
4. Limit Replacement Building Size		a. Establish limitation for replacement building size and modify ordinance	1	HARB Staff, PZB, P&B, CC, City Attorney
5. Discourage After-the-Fact Demolition Applications	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	1	Real Estate Appraiser, HARB Staff, PZB, P&B, CC, City Attorney
	2. Require Reconstruction of the Building Envelope	a. Modify ordinance to require reconstruction of building envelope if required by HARB	1, On	HARB Staff, PZB, P&B, Code Enforcement, CC, City Attorney
	3. Delay Permits and Certificate of Occupancy for Replacement Building	a. Develop a permit and Certificate of Occupancy delay protocol and modify ordinance	1	Building & Planning, Code Enforcement, CC, City Attorney
6. Clarify Demolition Review Requirements & Processes	1. Clarify Demolition Review Requirements	a. Prepare a worksheet and submission checklist for demolition applications b. Modify to reflect ordinance updates	1, On	HARB Staff
	2. Clarify Pre-Demolition Requirements	a. Clarify required documentation options b. Prepare a worksheet clarifying documentation and submission requirements	1	HARB, HARB Staff
	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	1	HARB, HARB Staff, PZB, P&B, CC, City Attorney

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
<b>E. Economics</b>				
1. Integrate Preservation into Commercial Revitalization	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	3	HARB Staff, Volunteer Design Professionals
	2. Encourage Compatibility of Commercial Corridors and Residential Neighborhoods	a. Identify impacted historic properties b. Meet with property owners and tenants to identify available design assistance and economic incentive programs c. Promote Design Standards for the commercial areas along Anastasia Boulevard, King Street and San Marco Avenue	2	P&B, HARB Staff, IT Department
2. Create Preservation Reinvestment Opportunities	1. Levy a Tourist Impact Tax	a. Work with County to seek approval for establishment of tax b. Establish mitigation bank fund (E.2.4)	1	City Attorney, CC
	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	2, On	HARB Staff, City Attorney, CC, Non-profit
	3. Create Budget to Offset Building Permit Fees	a. Identify criteria for fee waiver b. Secure funding	1	P&B, CC, City Attorney
	4. Establish a Preservation and Archaeology Mitigation Bank Fund	a. Modify ordinance to establish a dedicated Mitigation Bank Fund b. Establish criteria for expenditures	1	City Attorney, CC, HARB Staff, City Archaeologist
3. Promote Preservation Programs & Incentives	1. Develop Informational Brochures	a. Develop brochure explaining available funding and criteria b. Distribute to property owners	1	HARB Staff
	2. Revise the City's Historic Preservation Webpage	a. Post information on the city's preservation webpage and provide links to program details	1	HARB Staff, IT Department
	3. Conduct Preservation Incentive Education Programs	a. Develop and conduct education program explaining available funding and application criteria	2	HARB Staff, Expert Speakers

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
4. Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods	1. Develop Partnerships with Community Housing Associates	a. Identify programs of mutual benefit b. Encourage preservation-friendly housing alternatives	2	HARB Staff, Community Housing Associates
	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	2	HARB Staff, P&B, CC, City Attorney

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STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
<b>F. Hazard Mitigation</b>				
1. Participate in the Disaster Mitigation Planning Process	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	1	P&B, HARB Staff, County Emergency Management
	2. Documentation of Historic Resources Related to Potential Hazards	a. Utilize HAZUS to map threatened properties to better understand flood and hurricane vulnerabilities	1, On	P&B, HARB Staff, County Emergency Management
	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	2	HARB, HARB Staff, Consultant
	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	1, On	HARB Staff, City Archaeologist, Public Works
2. Plan Historic Preservation Disaster Response	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)	2	HARB Staff, P&B, Building Department, County Emergency Management, Building Inspectors
	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	1	HARB Staff
	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	1	HARB Staff, Public Works
	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	1	Public Safety, County Emergency Management, HARB Staff, CC, Local and State Non-Profit Entities
	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	1	HARB Staff



STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
<b>G. Archaeological Program</b>				
1. Expand Archaeology Program	1. Add Additional Archaeological Staff	a. Increase archaeological Staff to include a City Archaeologist and a curatorial staff person	1	City Archaeologist, CC
	2. Update Archaeological Zone Map	a. Update archaeological zone map to reflect known resources and link to City's GIS mapping	1	City Archaeologist, P&B
	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	1	City Archaeologist, P&B, HARB
	4. Sustain and Grow the St. Augustine Archaeological Program	a. Increase opportunities for supervised field and laboratory support with added Archaeology staff and technology	1	City Archaeologist
	5. Nominate Archaeological Sites to the National Register of Historic Places	a. Following addition of 2nd full-time Archaeological staff member, prioritize resource and prepare nominations	3	City Archaeologist, CC
	6. Expand Archaeological Artifact Curation	a. Hire a full-time curator and expand regular, supervised SAAA volunteer participation b. Expand technological resources for database management	1	City Archaeologist, CC
	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	1	City Archaeologist, CC
2. Enhance Support of Archaeological Program	1. Develop an Informational Pamphlet for Property Owners	a. Prepare pamphlet describing program, zones, requirements and what to do in the event of an unexpected find	2	City Archaeologist
	2. Adequately Fund Archaeological Activities	a. Provide dedicated funding source for completion of archaeological field, curatorial and reporting requirements in accordance with the ordinance	1	CC
	3. Earmark Archaeological Fees for Archaeological Programs	a. Enact requirement to dedicate archaeological fees to archaeological projects	1	CC

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
<b>H. Education &amp; Advocacy</b>				
1. Increase Awareness of St. Augustine's Architectural, Archaeological & Cultural Resources	1. Regularly Update City Website with Preservation and Archaeological Activity and a Calendar of Events	a. Provide City website to host calendar b. Encourage listing of community sponsored events and update regularly	1, On	HARB Staff, City Archaeologist, IT Department, Local Non-Profits and Institutions
	2. Develop Historic District Education Materials	a. Encourage neighborhood associations to work with Historical Society, non-profits and City to develop education materials	3	Neighborhood Assoc., Historical Society, Non-Profits, HARB Staff
	3. Develop Archaeological Education Materials	a. Prepare pamphlet describing program, zones, requirements and what to do in the event of an unexpected find	2	City Archaeologist
	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	1, On	Public Information Officer, HARB Staff, City Archaeologist
	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	3	Neighborhood Assoc., Historical Society, Non-Profits, HARB Staff
	6. Develop Tour Protocol for Archaeological Sites	a. Designated trained SAAA members to provide visitor information on publicly accessible excavations	2	City Archaeologist, SAAA
	7. Develop a Lecture Series	a. Encourage institutions and organizations to develop a historic preservation lecture series	3	U of Florida, Flagler, Historical Society, SAAA
	8. Provide Realtor Training	a. Develop a training program for realtors regarding historic preservation and archaeology requirements	2, On	Local Realtor Offices, HARB Staff, City Archaeologist
	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	2, On	HARB Staff, IT Department
	10. Conduct Hands-On Preservation Workshops	a. Develop and present an education program on appropriate historic preservation construction techniques	3	SHPO, Florida Trust, NA, Trades Networks, Regional Contractors
	11. Encourage Volunteer Design Assistance	a. Identify volunteer design professionals and establish a schedule to provide assistance	3	Volunteer Design Professionals
	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	3	HARB staff, HARB, CC

STRATEGY	TASKS	FIRST STEPS	PRIORITY	PARTICIPANTS
2. Increase Awareness of How Historic Preservation Positively Affects the City	1. Hold a Preservation Awards Ceremony	<ul style="list-style-type: none"> <li>a. Establish categories and review criteria for preservation awards</li> <li>b. Conduct an annual or bi-annual awards ceremony</li> </ul>	2	HARB Staff
	2. Recap Preservation Achievements	<ul style="list-style-type: none"> <li>a. Identify a schedule and venue to report on achievements</li> <li>b. Post information on preservation website</li> </ul>	2	HARB Staff, City Archaeologist, IT Department

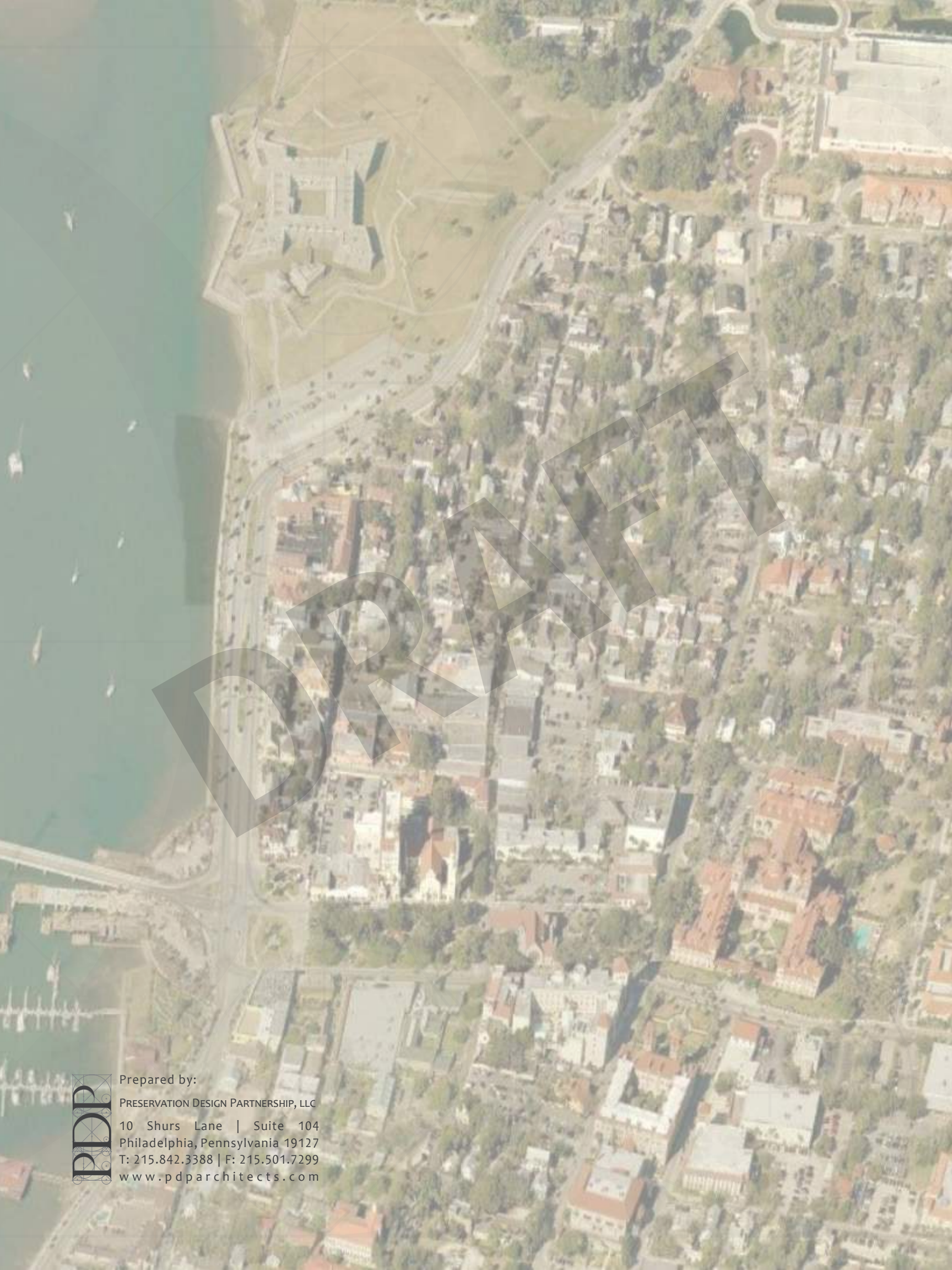
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