

AGENDA

Planning and Zoning Board and Historic Architectural Review Board



Joint Workshop
City of St. Augustine, Florida

Thursday March 14, 2019
9:00 am

Alcazar Room
City Hall

1. **Roll Call**
2. **General Public Comments for Items Not on the Agenda**
3. **Discussion and Public Comment Related to the Draft Historic Preservation Element of the Comprehensive Plan including Draft Goals, Objectives and Policies**
4. **Discussion and Public Comment Related to Evaluating and Ranking Historic Preservation Master Plan Work Plan Objectives for FY 2019/2020 and their Consistency with the Comprehensive Plan**
5. **Adjournment**

Notices: In accordance with Florida Statute 286.0105: "If any person decides to appeal any decision made by the Planning and Zoning Board with respect to any matter considered at this scheduled meeting or hearing, the person will need a record of the proceedings, and for such purpose the person may need to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based."

In accordance with the Americans with Disabilities Act, persons needing a special accommodation to participate in this proceeding should contact the individual or agency sending notice not later than seven days prior to the proceeding at the address given on the notice. Telephone: (904) 825-1007; 1-800-955-8771 (TDD) or 1-800-955-8770 (V), via Florida Relay Service.

Historic Preservation Element Data & Analysis

Prepared by:

**Planning and Building Department
City of St. Augustine
75 King Street
St. Augustine, FL 32084
March, 2019**

With reference to:

**City of St. Augustine
Historic Preservation Master Plan
Preservation Design Partnership, LLC (PDP)
10 Shurs Lane, Suite 104
Philadelphia, Pennsylvania 19127
October, 2018**

**The Comprehensive Plan – Update
Historic Preservation Element
Historic Property Associates, Inc. and the Planning and Building Department
City of St. Augustine
September, 1986**

Historic Preservation Element

Introduction

The Historic Preservation Element is an optional comprehensive plan element under Florida's Local Government Comprehensive Planning and Land Development Regulation Act (Chapter 163, Florida Statutes). The City is recognized as the oldest continuously occupied European settlement in the United States. Its colonial roots to Spain, and England are unique. The desire to protect, preserve, understand, and promote the unique cultural crossroads that St. Augustine represents prompted the City to include a Historic Preservation Element as part of the City's Comprehensive Plan. To this end, the Historic Preservation Element contains a historical outline, analysis of resources both built and archaeological, and a set of Goals, Objectives and Policies to establish preservation needs.

Purpose

The Historic Preservation Element helps to serve as a guide for the development and use of land within the City of St. Augustine. This includes recognizing all the aspects of preservation of the city, and the very real threats to the remaining historic built environment, archaeological record, and its unique characteristics. The historic colonial Town Plan, and the surrounding historic residential neighborhoods, and commercial corridors need to be considered from a preservation perspective as time moves forward.

Background

For over 450 years St. Augustine has worked to define itself, and promote its many opportunities. Historically the priorities have been surviving as a military outpost, and foothold in the New World against a constant barrage of enemies including fire, disease, pirates, invaders, bombardments, colonization, Spanish, British, and American influences, and eventually statehood.

Early on the identity of St. Augustine was recognized as unique with a Spanish Colonial Town Plan, and Fort, and subsequent surrounding neighborhood, commercial, and institutional development. The preservation of its architectural heritage, and archaeological record remain a high priority, as well as, its continued livability and balance of culture and economy.

The impacts and pressures of modern living are forcing considerations of balance to protect the quality of life, and natural resources, against a booming tourist economy, and rapidly growing County. The small town, mixed use, urban context begs to be defined and protected to maintain its hard working, charm and character for future generations.

Historic buildings are cultural resources that remind us about our past, convey singularity, and usually add to a community's charm and beauty attributes that contribute to social comfort. Like

natural resources or other physical parts of the community, cultural resources, which consist of buildings, sites, districts, and structures, constitute a valuable part of the community and, accordingly, must be identified, evaluated, and protected. In most cities, the litany of benefits ascribed to historic resources begins with a description of their cultural and social value, usually ending with a statement about economic importance. However, in St. Augustine the singular association of the city with its history and the primacy of the tourist industry, wholly dependent on historic sites, and surrounding areas, has required reversal of that order.

A small city by virtually any standard, St. Augustine nevertheless enjoys a national and even international reputation as the oldest continuously occupied community in the United States and one, moreover that played a role in the history of the New World completely disproportionate to its physical size. Among inhabitants of the United States, the city has long served as the object of interest for its association with the Spanish empire, strange in all its forms to a people reared in the English cultural tradition. For more than 200 years, Americans have traveled to St. Augustine to view with fascination buildings and sites that convey an image that is unique to the national experience.

Virtually every segment of the city's economy, whether directly or indirectly involved with tourists, depends upon the revenue generated by the industry locally. In a highly competitive state tourist economy, St. Augustine possesses an attribute of appeal that no other locality can claim. For that reason alone, the preservation of its historic sites, buildings, districts, and "sense of place" demands the mutual attention and effort of citizens and government.

Vision and Land Use Plan

Over the past 30 years, the City of St. Augustine has completed several planning exercises. The first and largest effort in the late 1980's and early 1990's included the submittal of the first statutory Comprehensive Plan and a complete compatible rezoning effort. This established the majority of the City's existing Comprehensive Plan, and the current zoning district pattern for the City.

Since that initial Comprehensive Plan the City has mainly reacted to specific proposals, annexations, and circumstances that included potential impacts on the Comprehensive Plan. The City has also gone through two (2) required evaluation processes, but no major changes were made to the City's "Plan".

In 2014 a major visioning process was initiated. It included an open dialogue with the community to understand the trends and forces that will potentially shape the future of the City of St. Augustine. For well over a year volunteers worked together to garner input, and provide feedback to develop a Vision Plan that was adopted in June 2015, the *Vision 2014 & Beyond* document.

The Vision Plan developed from this process will help guide the direction and purpose of the City's updated Comprehensive Plan.

In looking at all of the forces impacting the quality of life in the historic city the Land Use Plan has to balance residents, local commercial needs, broader economic commercial needs, and the life of neighborhoods in an urbanized area within a growing County, and increasing development and tourism pressures.

The perspective on the Land Use Plan includes focusing on the core downtown historic area, the historic neighborhoods, and corridors radiating out of the downtown, and the evolution of the more typical suburban development along the main arterials through the City. It is expected that with limited remaining vacant land the majority of new development will include infill, and intensification or redevelopment of existing properties within the existing City limits.

The Historic Preservation Element helps to make the case for protection and preservation of this unique city.

The Case for Preservation

The fundamental purpose of all preservation programs, including historic preservation elements within a community's comprehensive plan, is to insure the retention of properties that are considered, by responsible authorities and knowledgeable persons, worthy of preservation. Such properties may be considered valuable for their historical associations, cultural contribution, and economic importance. Recognition of the contributions that historic resources make to society is well established, and with that awareness has come a change in the definition of what constitutes such resources. Just fifty or sixty years ago, communities focused preservation efforts on singular places associated with prominent persons or great events. Today, historic districts, main streets, and industrial and commercial areas are the object of preservation efforts because they, like great individual buildings, speak to us about the community's history, or, more importantly, contribute to a "sense of place" that makes the community attractive. Likewise archaeological resources prehistoric and those associated with historic development are increasingly recognized for their cultural value. That is particularly true in St. Augustine, where much of the city's cultural heritage is contained in its archaeological record.

There are other compelling economic reasons for acting to preserve historic resources. Rehabilitated and protected historic sites and districts acquire prestige and distinction, which enhances property values. Communities employ design controls in historic districts as a means to preserve an atmosphere conducive to attracting shoppers or visitors or restoring life to urban areas that lost their appeal amid the post-war suburban flight. St. Augustine's experience with its restoration effort, the first major attempt in Florida to use historic resources as a means to revive an ailing urban economy, has been widely emulated throughout the state and admired for its cultural, as well as its economic, contribution to the state and the city.

There are also cultural and social benefits to historic preservation that compel the participation of government in the process. The older or historic buildings in a community give it individuality and unique character, setting the locality apart from others. Historic preservation can also be a reinvestment in neighborhoods, often resulting in a reevaluation of and broader understanding of development in certain areas. Historic preservation programs draw neighborhoods together and

instill a community pride that is socially constructive. By stressing the positive aspects of a neighborhood, historic preservation becomes an agent of renewal, reinvestment, and redevelopment.

The historic preservation element focuses community effort on preserving historic resources that are recognized for their economic, social, or cultural value, and it defines the role of government in that process. Preservation must be a community or neighborhood effort to succeed, and, accordingly, all participants in the process, citizens and government officials, must understand the goals that are sought to be achieved and the means that the community will employ to achieve them. As a set of goals and objectives, the historic preservation element constitutes an agreement on the historic resources that have community value and what should be done to preserve them. By providing assurances that the particular sense of place which distinguishes the community and attracts residents to it will be protected, people are given reason to make a commitment to neighborhoods and to community. The historic preservation element should invite residents to help protect the aspects of the community that drew them to it--its historic character and distinct charm.

For generations the City of St. Augustine left the management of historic resources to private whim. The result was an erosion of the resource that ultimately required intervention by state and local governments and private organizations to preserve what remained of the city's unique architectural heritage. The establishment of local historic districts in 1973 and the passage of a municipal ordinance governing their appearance signaled the city's determination to play a role in preserving at least the colonial portion of its historic resources. Between 1973 and 1986 the city's role was essentially confined to reacting to the plans and projections of property owners. No effort had been made to formulate a document that clearly stated the intent of the municipality toward the governance of its historic character. The result was confusion among officials, residents, developers, and property owners over the intent of architectural regulations and the thrust of what the city regarded as its obligation to preserve its heritage.

In addition to municipal self-interest, there were compelling statutory and legal reasons for introducing a historic preservation element into the city's comprehensive plan. Legislation at the federal and state levels had for decades leaned in the direction of formal planning for historic preservation purposes. The first piece of federal historic preservation legislation was the Antiquities Act of 1906, which levied penalties for damaging or destroying historic or prehistoric sites on public lands and authorized the President to reserve appropriate national landmarks for protection. The Historic Sites Act of 1935 provided the first declaration of a national preservation policy and authorized the Secretary of Interior to begin a survey of nationally significant historic sites. The act also established the National Register of Historic Places.

The 1966 National Historic Preservation Act, a key piece of legislation, called for a systematic appraisal of significant cultural resources and established state historic preservation offices to direct such studies and implement the National Register program, which was expanded to include sites of local and state importance. The 1966 act also created The Federal Advisory

Council on Historic Preservation to advise the President and the Congress on matters pertaining to historic preservation responsibilities. Executive Order 11593, signed by the President in 1971, directed federal agencies to adopt measures for identifying and nominating properties under their control that were potentially eligible for the National Register. The President also ordered review of federal programs to insure that they would not adversely affect National Register properties, if avoidable. Tax legislation in 1976 and 1981 helped to create a more favorable investment climate for preserving older structures.

In the twentieth century there was a growing body of case law that upheld the right of local governments to employ the "police power" for aesthetic purposes. The 1980 amendments to the National Historic Preservation Act encouraged strengthening of local legislation for the designation and protection of historic properties. Many local governments had enacted such legislation before 1980, but came under legal attack, particularly before the 1978 Supreme Court decision in the case of Penn Central Transportation Company vs. City of New York, which sustained the constitutionality of employing the so-called police power of local government for aesthetic purposes.

Historical Overview

Historic preservation is an imprecise term whose meaning embraces the identification, protection, and interpretation of a community's architectural, archaeological, and historic properties. The phrase "cultural resource management" more appropriately describes the process that through usage has become identified with historic preservation. Consciously, or unconsciously, management of historic resources has been practiced in St. Augustine for more than two centuries, a very long time in the context of American history. Within the city, the development of concern for preserving its cultural resources has paralleled the national experience, though within the State of Florida, St. Augustine has often been a pathfinder. Being first has created mixed blessings for the city's preservation efforts.

Colonial Period (1513-1821)

Founded in 1565, St Augustine is the oldest continuously occupied settlement of European origin in the United States. The city's history did not begin then, however, for aboriginal Indians had occupied the locality for centuries before the Spanish conquerors arrived. Archaeological and documentary evidence of occupation by Indians and early European settlers exists in abundant measure. Middens and other archaeological features testify to the existence within the city of numerous Indian camp sites and villages, and despite more than 450 years of intensive occupation, considerable archaeological evidence remains from the early period of Spanish occupation.

The architectural legacy of the city's past is much younger, testimony to the impermanent quality of the earliest structures and to St. Augustine's troubled history. Only the venerable Castillo de San Marcos, completed in the late seventeenth century, survived destruction of the city by invading South Carolinians in 1702. The survival of any evidence of so lengthy a period of intensive occupation in a location that has for the past 400 years

experienced every imaginable form of human and natural impairment indicates that some form of cultural resource management has persisted over the centuries.

Vestiges of the First Spanish Colonial Period (1565-1764) remain today in St Augustine in the form of the town plan originally laid out by Governor Canzo in the late sixteenth century, and in the narrow streets and balconied houses that mark "the St. Augustine style," which has attracted the notice of Anglo-Saxon visitors for more than two centuries. That any buildings, even in greatly altered form, remain from that period is due primarily to the use for the first time of masonry materials, coquina and tabby, in construction. Wars, fire, weather, and insects assured the predominantly wooden houses of St Augustine a relatively short life. The more prosperous residents and the government officials who built houses or government buildings in the eighteenth century usually used stone and located the structures in a central part of town, close to the fortress. Houses on the perimeter of the settlement were made of wood and thereby consigned to oblivion.

Every existing colonial period structure in St. Augustine has undergone considerable change. This process began with the arrival of the English in 1764. The St. Augustine Style did not appeal to the English eye in the eighteenth century. The Spanish "consulted convenience more than taste," wrote one English 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 English accordingly exhibited no aesthetic 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 roofs. What they did not change, they destroyed. John Bartram reported two years after the arrival of the English that half the town had been torn down for firewood.

In 1784 the Spanish returned to St. Augustine, which they continued to occupy until 1821, when the United States acquired possession of Florida. The first Spanish governor of the last colonial epoch 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." In their remaining years, the Spanish overlords of the city made a sizable contribution to its architectural legacy. The government constructed the impressive Basilica-Cathedral in the 1790s and residents built a number of substantial homes. St. Augustine was still an outpost on the frontier's edge, but the frontier was growing and fortunes were being made by residents engaged in trade and commerce. There were about 200 homes in the city in 1796 and 300 when the Spanish departed for the last time in 1821.

Early National Period (1821-1865)

Despite the considerable activity, the town retained the basic configuration of Governor Canzo's plan and it continued to exhibit the architectural characteristics that attracted Anglo-Saxon notice. Except for the substantial dwellings of rich merchants and government officials, much of the town reflected the rawness and temporary qualities of a frontier village. The first American surveyor to enter the town found it a "ruinous, dirty, and unprepossessing" place, and he condemned the Spanish for causing its "decay." Buildings soon began to suffer from

neglect. Abandoned mansions were often cannibalized for materials used in building other structures.

A local minister, the Reverend Sewell, wrote about St. Augustine that it "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 said that the view of the city from a distance, entering the harbor, "is decidedly pleasing. Its deformities -- the narrow streets, dilapidated buildings, with their projecting balconies -- are lost to the eye in the distance." 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 Baptist minister who visited the city in 1844 concluded that St. Augustine "seems destitute of all ideas of civilized architecture" and that the old Spanish homes, which he called "rat castles," were "only lit for owl's nests." Another visitor from the North estimated that there were no more than a dozen residences in the town that "would be considered comfortable" in the North. According to most antebellum observers, only the poverty of the community saved many colonial houses from demolition.

Turn of the Century (1865-1920)

A reversal of opinion occurred after the Civil War. A leisure class developed with money and appetite for travel. Many northern contributors to the books and magazines which fed that appetite discovered exotic virtue in St. Augustine. In a typical article titled "Our Ancient City," one writer described St. Augustine as "a place of more interest than any spot this continent contains. Here was Christianity first planted...here was held the ancient Spanish court, with its lords and ladies of high degree; and they tell me the buildings still remain that echoed to the tread of knights in armor 300 years ago. Here Sir, is a foreign city, at this day, with a foreign language and customs in the possession of our great Yankee union. It is a wonder Sir, a great wonder! We keep it to show our sneering European visitors, who say we have not 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 walls abutting the street, overhanging balconies, and narrow streets, had become a familiar theme in travel magazines and brochures. Buildings were no longer described as dilapidated, but were now termed "quaint." A typical comment was offered by Harriet Beecher Stowe: "The aspect of St. Augustine is quaint and strange, in harmony with its romantic history. It has no pretensions to architectural richness and beauty; and yet it is impressive from its unlikeness to anything else in America. It was as if some little, old, dead-and-alive Spanish town...had broken loose, floated over here, and got stranded on a sandbank."

The site which attracted greatest attention was then, as now, the Castillo de San Marcos, called Ft. Marion by its military owners. A travel writer, Edward King, indignantly reported in 1875 that there had been talk of demolishing the two-centuries-old castle to make way for a railway terminal. "Such vandalism would be a disgrace to us," he wrote. "The fort should be tenderly

clung to." Although the magnificent fort escaped outright destruction, it suffered at the hands of tourists who chipped away at its sentry boxes and portals for souvenirs. One observer complained in 1866 that if some sort of protection were not established, the fort would disappear like "the relics of Mt. Vernon." The comparison with Washington's home is intriguing, for only a few years before. Mt. Vernon had been the object of an early preservation struggle.

The economic potential of St. Augustine's historic sites became apparent. "With a little enterprise on the part of the whole community, St. Augustine can be made one of the most attractive of American cities," one writer observed in 1871. Such enterprise was not long in coming. In the 1880s entrepreneur Henry Flagler made St. Augustine the southern terminal for his railroad and, to accommodate the visitors it carried in, built two large hotels. Flagler inaugurated a period of economic prosperity fed by construction and tourism. Many of the wealthy people who spent the winters in Flagler's splendid Spanish Renaissance Revival hotels built homes for themselves in the city, creating fine examples of the picturesque styles that dominated turn-of-the-century architecture. Some, like Flagler's hotels, were designed by prominent or soon-to-be prominent architects.

The theme of industrial America was, as it still is, "progress," synonymous with "new." There was little sympathy for the cultural remnants of the past unless they could be economically exploited. Some surviving colonial structures were razed to make way for the buildings constructed during the prosperous Flagler era. A part of one architectural legacy made way for another. An enemy even more ruinous was fire. Widespread destruction resulted from conflagrations in 1887 and 1914. By the early twentieth century only some 50 of the 300 colonial era buildings remained in the city. But an appreciation of the economic and cultural value of St. Augustine's historic resources had developed. This became evident in 1907, when a women's group successfully defeated an attempt by the city to demolish the stone gate portals which stood at the northern entrance to St. George Street. Interestingly, the incident followed by less than a year congressional approval of the 1906 Antiquities Act, the first piece of national historic preservation legislation.

The St. Augustine Historical Society was formed in 1883 to gather documents, maps, and books relating the city's history. But the Society also worked to preserve historic resources. One of its first acts was to issue an appeal to the Secretary of War to take urgent action to preserve Ft. Matanzas, a seventeenth century fortress astride the Matanzas River, about eleven miles south of St. Augustine. The most ambitious part of the Society's cultural resource management activities was the acquisition and rehabilitation of threatened historic buildings and sites. This began in 1918 with the purchase of the Gonzales-Alvarez House (Oldest House), which the Society still possesses and where it continues to maintain an exhibit of St. Augustine history.

Boom and Depression (1920-1940)

The Williamsburg restoration program, begun in 1923 under the auspices of John Rockefeller, provided inspiration for the rescue of historic sites. In 1935 St. Augustine Mayor Walter B.

Fraser instigated organization of a national committee to formulate plans to save what remained of the physical history of St. Augustine and to develop its historic and natural resources. Fraser approached the Carnegie Institution of Washington to underwrite the effort. A preliminary meeting of a national committee on October 26, 1936 in Washington discussed undertaking a historic survey of the city. The committee reported that "the historic setting should be faithfully preserved to the extent which documentary evidence and other reliable data and resource will permit." A subcommittee was formed to provide information on early history of the city and to begin archaeological excavations.

The committee began its work with a survey and collection of documentary materials in the National Archives in Washington and called for the collection of the East Florida Papers, or Spanish documents relating to the early history of the area. Pictures and photographs were gathered and photographs were made of existing historic buildings in the city. A tentative bibliography of archaeological materials was compiled. The historian directing the work cautioned that no reconstruction work could be done without prior archaeological investigation of the site. Notes were taken on interesting structural remains, including wells, arches, gardens, walls, chimneys, and so forth.

In 1936 the WPA undertook historical records surveys at the national and state levels to discover records pertaining to the history of St. Augustine. A historian associated with the project, Francis Lingelbach, declared that the study of history should not ignore the recent past. He said that the Flagler era was part of a "fundamental economic and sociological development in American history," and he urged preservation of documents and architectural remnants of that era. A former National Park Service archaeologist assigned to the survey in St. Augustine said that his survey was only the beginning of a systematic study of archaeology in St. Johns County. "A complete historical survey could include in its archaeological phase complete studies of mounds and village sites," many of which could be found within the city itself, he stated.

The Recent Era (1940-1986)

World War II interrupted the ambitious program, and at the close of the conflict St. Augustine, like most other American cities, became caught up in an era of frantic physical change and development. The changes began quickly to threaten the city's historical legacy. Despite protests from members of the St. Augustine Historical Society, federal highway planners in 1947 approved construction of a four-lane highway along the bayfront, closely skirting the Castillo de San Marcos. The Society purchased three colonial buildings in the early 1950s to prevent their destruction. With celebration of the city's quadricentennial approaching, city officials and civic leaders called upon the Governor of Florida, LeRoy Collins, for assistance in reviving the restoration concept of the 1930s and providing state support and direction for the program. Working within the framework of the Florida Parks and Memorials Association, Governor Collins named a special advisory committee chaired by historian A. Curtis Wilgus to present recommendations to him. The committee suggested a program that resulted in legislation creating the St. Augustine Historical Restoration and Preservation Commission, signed into law by Governor Collins on June 19, 1959. This was the first major historic

preservation agency created in the state and was designed to exercise responsible management of historic and archaeological resources that the blue ribbon committee judged to have unique state and national value.

Employing concepts formulated by the Carnegie sponsored commission and using some of its research materials, the state commission proposed to conduct a program of restoration and reconstruction of colonial and territorial structures throughout the central part of the city. Initial work was hastened to prepare for the 1965 celebration of the city's founding. Historical and archaeological research conducted by the Commission's staff, in cooperation with the University of Florida and Florida State University, located the foundations of colonial buildings and provided the documentary and research basis for recreating historic structures. The number of such projects completed within the city since the inception of the program in 1959 eventually numbered close to fifty.

In 1971, the colonial "Walled City" was placed in the National Register of Historic Places and ultimately gained the status of a National Historic Landmark District. The City of St. Augustine created five municipal historic districts and enacted an ordinance controlling architectural modifications and commercial uses within them. In the succeeding decade, research continued and knowledge about historic sites and buildings in the city accumulated. Archaeological investigation of the Arrivas House, the first project undertaken by the state commission, had established a precedent for accurate research to support restoration efforts. In the early 1970s Dr. Charles Fairbanks of the University of Florida applied the "backyard archaeology" concept to the study of the city's historic resources, attempting to define the lifestyles and social habits of colonial residents.

A systematic study of the city's architecture was finally undertaken in 1978. Previous research and studies had focused exclusively on the city's colonial structures, but there remained hundreds of buildings and sites constructed after 1821 that in most other municipal contexts would have excited preservation activity. Efforts by the city's Historic Architectural Review Board, formed in 1974 to enforce the municipal ordinance governing historic districts, were hindered by a lack of definitive knowledge about individual buildings outside the colonial period, architectural styles of later eras, and the historical relationships of neighborhoods developed after 1821. Moreover, a new era of growth threatened the integrity of St. Augustine's cultural sites and the ambiance of its historic neighborhoods. Comprehensive planning for management of sites and conservation of neighborhoods was a clear necessity.

The survey of historic sites and buildings, conducted by the Historic St. Augustine Preservation Board, was completed in 1981. More than 2,500 individual sites, buildings, and objects were examined and described historically and architecturally. Individual site reports were completed and placed on file with the Florida Department of State's Division of Archives, History and Records Management and at the Preservation Board's office in Government House. They are now available for review at City Hall. A survey report that contains an examination of the city's architecture, a description of the location and significance of buildings and neighborhoods, a history of its physical development, and an inventory of historic buildings, sites and objects was issued. As a result of the survey, two

additional historic districts, the Model Land Company Historic District and the Abbott Tract Historic District, were added to the National Register of Historic Places. More importantly, the information necessary to make historic preservation decisions became more readily available.

In May, 1983, the City Commission adopted Ordinance 83-10, which reorganized the Historic Architectural Review Board, defined more closely its duties and responsibilities, and provided for adoption of architectural guidelines by the Board. In 1985, the city adopted the Comprehensive Plan - 1980 Evaluation and Appraisal Report which addressed the need to complete a "Historic and Scenic Preservation Assessment Element." The plan endorsed the existing ordinances regulating development in historic areas and encouraged review of the city's preservation policies, including consideration of placing additional districts and buildings under architectural control. In an effort to pursue the development of an historic preservation element, the City Commission applied for grant assistance from the Florida Department of State.

Comprehensive Planning (1986 to Present)

(Excerpted from Dr. Adams essay)

The preservation initiative also expanded in the 1970s to embrace resources outside the colonial city. The Preservation Board completed in 1980 a three-year long archaeological and building survey, compiling information about historic resources that permits agencies, property owners and, especially, the Historic Architectural Review Board to make informed preservation judgments. Employing the information gathered from the survey, the Board's staff wrote nominations embracing two historic neighborhoods, the Abbott Tract Historic District, located north of Castillo de San Marcos, and the Model Land Company Historic District, comprised of the residential blocks situated west and north of the Ponce de Leon Hotel. 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 the 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. By 1990, the City employed a professional archaeologist to perform the investigations.

In general, preserving buildings and other historic resources was left to property owners and market forces. A relatively small number of property owners took advantage of federal tax laws that accorded an investment tax credit for the rehabilitation of historic buildings. Many eligible

public agencies and non-profit entities received state and federal grant assistance for historic preservation improvements to historic buildings. Only within the historic districts controlled by municipal ordinance were changes to the historic architecture or landscape officially monitored.

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

The Historic St. Augustine Preservation Board experienced some fitful years after 1988, resulting in a one-year legislative abolishment of the agency in 1990-1991. When it was reconstituted, the Board was placed under close control from Tallahassee. The apathy of state officials toward maintaining the historic program became increasingly apparent. Faced with growing evidence that the Board's years were numbered, St. Augustine's Mayor and City Manager began quietly in 1993 to inquire about the costs and problems associated with the City's assumption of the program's management. When the State Legislature ended the program in 1997, the Florida Department of State gave the City a five-year lease upon the buildings and properties that had been assembled during the state's thirty-six years of operation and responsibility for managing the museums associated with those properties. The City Commission established a new department to administer the former state program and also subsequently approved the acquisition of additional properties in the area associated with the Restoration, indicating a municipal purpose to continue the work.

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

more than 4,000 years of prehistory.

(Conclusion of Dr. Adams essay)

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

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

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

were not represented in the architectural inventory of the city. In 2015, one year prior to the devastation of Hurricane Matthew, an architectural survey was performed. The following year, a survey update of the St. Augustine Town Plan National Register Historic District was completed which also performed an evaluation of the integrity of historic resources for the Town Plan National Historic Landmark District. A marker program was undertaken to ensure that the original remaining colonial buildings and individually designated buildings are recognized and interpreted to visitors and residents.

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

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

Preserving St. Augustine's Past into the Future

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

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

The city's historic preservation program includes both the built environment and the below ground resources that contain information in the archaeological record. All resources that constitute the cultural inventory of the city need to be preserved and/or documented and are under

the auspice of the city's historic preservation program. This includes the cultural landscape, archaeological sites, buildings, objects, districts, cemeteries, submerged sites and features, and significant elements of the streetscape. In total, these features begin to tell the whole story of St. Augustine from the Native American experience, Spanish Colonial mission sites, and outpost of the Spanish and British military through American Territorial and United States historic periods. The first step in planning for the protection of these resources is their identification.

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

Description of Architectural Resources

Needs to be updated

The built environment of St. Augustine is unique for a state whose intensive era of development occurred within a relatively short period of time in the twentieth century. The built environment is unique, moreover, for a nation in which most development has a definite northern European tradition. The built environment of St. Augustine represents the evolution of 450 years of change, with each major period, Spanish, British, and American, contributing a thread to the current urban fabric.

St Augustine still exhibits the first town plan in the United States and contains buildings and structures dating from the late seventeenth century. The remnants of the city's Hispanic past appeal to visitors and scholars from all parts of the United States, Latin America, and Europe. Post-colonial development, most evident in the monumental late nineteenth century buildings designed by some of America's foremost architects, has contributed to St Augustine's diverse architectural heritage, as has the "Restoration Area", in which the colonial legacy of the city and state is represented and interpreted within a viable, living community.

Town Plan

Much of the ambiance of St Augustine is the result of the colonial Town Plan, an irregular checkerboard pattern of streets that was designed for the needs of the city's inhabitants centuries ago. The Town Plan includes an approximately twenty-two-block area bounded by the Matanzas River, Orange, Cordova, and St. Francis streets. Although the early governors and settlers modified the 1563 and 1573 royal ordinances regulating the laying out of settlements in the New World, the urban plan of the colonial section of St. Augustine nevertheless resembles hundreds of other town plans throughout Spanish America. The plaza, narrow thoroughfares, and smaller blocks of the sixteenth-century plan have survived relatively intact in the area south of the plaza to St. Francis Street, as have the street patterns of later colonial growth. The Town Plan encompassing maximum colonial development, the

urban area enclosed by the early eighteenth-century defense lines, was designated in 1970 as a National Historic Landmark on the National Register of Historic Places.

Patterns of colonial development, however, exerted a powerful influence on development in the nineteenth and twentieth centuries as well. Although the Spanish confined their urban activities to the area between present-day Orange, St. Francis, and Cordova streets and the bayfront, the Town Plan that evolved outside the colonial city was a function of the subdividing of homesteads that the Spanish governors granted in the late eighteenth and early nineteenth centuries. As a result, many subdivision and street patterns correspond closely to the boundaries of late colonial land grants. A number of streets outside the colonial city also date from the Late Colonial Period, including Kings Ferry and Bridge Streets (British Period) and San Marco Avenue (Second Spanish Period). Because of these persistent developmental patterns, the St. Augustine Town Plan, as seen in its entirety, best exemplifies the colonial heritage of the city.

Buildings

The most tangible aspect of the built environment is evident in the numerous old buildings situated throughout St. Augustine. The 1980 Historic Sites and Buildings Survey identified 2,356 buildings that had been constructed before 1930, the standard fifty-year rule adopted by the National Register. Fifty more recent buildings were also judged to have architectural or historical merit. St. Augustine may have the greatest density of pre-1930 buildings in the State of Florida. Almost one-half of the buildings in the city were fifty years old or older, a figure which would be substantially higher if the hundreds of residences and businesses in the two essentially post-World War II developments, Davis Shores and Ravenswood, were not excluded from the total. Many neighborhoods, particularly in the Southwest Peninsula and the southern section of North City, consist almost entirely of pre-1930 buildings, and modern intrusions generally are limited to their perimeters.

Among the buildings surveyed in 1980, 73.9% were constructed in the twentieth century, 25.1% in the nineteenth century, and less than 1% in the seventeenth and eighteenth centuries. In 1986 thirty-five buildings survived from the colonial period. The Castillo de San Marcos, the nation's oldest masonry fort, is also the oldest extant structure in St. Augustine, having been built between 1672 and 1695. Despite historical and contemporary claims to the contrary, no domestic structures survived the 1702 destruction of the city at the hands of the invading South Carolinians. In 1986, thirteen buildings dated from the late First Spanish Period (1702-1763), one building from the British Period (1762-1784), and twenty-one buildings from the Second Spanish Period (1784-1821).

In 1986 only eighteen buildings constructed in the Territorial-Early Statehood Period (1821-1865) had survived, two-thirds of them within the colonial city area, although it must be remembered that relatively little new construction took place in St. Augustine during these years. However, those at 22 and 23 Water Street and 19 Joiner Street in Abbott Tract, 115 Bridge Street in Dumas Tract, 102 King Street on the former Anderson estate, and 9 Martin Luther King Avenue on the former Foster estate represent the oldest buildings lying outside

the boundaries of the walled city area and, as pioneer buildings and homesteads, set patterns for subsequent development in their respective neighborhoods.

The 147 buildings built in the two-decade recovery from the Civil War form the first significant cluster of buildings outside the colonial city, particularly in subdivisions like Abbott Tract and the eastern portion of Dumas Tract. In 1986 almost 23% of the buildings surveyed were constructed during the Flagler Era, St. Augustine's economic and cultural renaissance of the late nineteenth and early twentieth centuries (1885-1904). St. Augustine's best examples of post-colonial architecture are found in this period, especially in the 1885-1899 span, as wealthy northerners filled the monumental hotels and churches and built stately residences in the colonial city area or immediately to the west in Flagler's Model Land Company Subdivision. Other subdivisions containing a high concentration of Flagler Era buildings include: City of St. Augustine Blocks 46 A-C and E-J, Masters Tract, Garnett Addition, Abbott Tract, Williams Addition, east Dumas Tract, Atwood Tract, Genovar Addition, and Buena Esperanza.

Two-thirds of the surveyed buildings in 1986 were constructed between 1904 and 1930, although over 62% of these date from the Boom Period following the First World War. Most of the buildings in the 1917-1930 period were built either in new subdivisions in outlying areas such as Fullerwood and Nelmar Terrace or in neighborhoods such as Rhode and Carvers subdivisions that were first developed in the Flagler Era, but were never extensively built up after that era. Twenty-eight of the fifty post-1930 buildings were built in the 1960s and 1970s by the Historic St. Augustine Preservation Board, the St. Augustine Restoration Foundation, Inc., and the St. Augustine Historical Society, as historic reconstructions in areas within the colonial city. The remaining twenty-two newer buildings were either owned or occupied by prominent personalities, or possessed sufficient architectural merit, such as the Neoclassical Revival school building at 47 Orange Street.

In 1986, eighty percent of the buildings could not be described in terms of any well-defined architectural style and were therefore listed as Frame or Masonry Vernacular. These buildings represent a wide range of types, from the one-story simple frame house to the two-story residence with extensive decorative gingerbread, and from the basic concrete block rectangular shell to the massive brick tobacco factory. The next two most common styles are, not surprisingly, Bungalow (4.8%) and Mediterranean Revival (4.7%), the most popular types constructed throughout the city during the Florida Boom Period. Fifty-five buildings (2.2%), all located within the colonial city, are built in the Spanish Colonial style, although thirty are indigenous to colonial structures and twenty-five are historic reconstructions. A related style, the St. Augustine Colonial Revival, was quite popular in the 1960s and early 1970s as property owners remodeled twenty-two older buildings (0.9%), almost all within the colonial city, into Spanish-looking structures. Fifty-three Colonial Revival buildings (2.2%) are still standing throughout St. Augustine, but more commonly in Model Land Company, Abbott Tract, and Fullerwood subdivisions. Quite surprisingly, St. Augustine has only fifteen surviving Queen Anne Style buildings (0.6%), most of which are modest examples of the style, despite the popularity of the style during Flagler Era growth. Perhaps one explanation is that many of the

well-to-do Northerners regarded their homes here merely as winter cottages and temporary quarters.

In addition to the colonial buildings, St. Augustine architecture is best known for its few, but highly significant Flagler Era churches, hotels, and residences. The monumental Hotel Ponce de Leon, Alcazar Hotel, and Grace United Methodist Church, all designed by Carrere and Hastings, are the three classic examples of Spanish Renaissance Revival architecture in the country. The contemporary Flagler Memorial Presbyterian Church and original manse, also designed by Carrere and Hastings, are outstanding examples of Venetian Renaissance Revival architecture. The nearby Ancient City Baptist Church, built at the same time, is done in the interesting though less flamboyant Romanesque Revival style. All these grandiose buildings are located within or next to Flagler's Model Land Company Subdivision, which lies immediately to the west of the colonial city area.

The eight Moorish Revival buildings from the Flagler Era form perhaps the largest collection of this style in the country and range from the simple at 33 Old Mission Avenue to the ornate at 83 King Street and 174 Avenida Menendez to the monumental at 95 Cordova Street (Cordova Hotel). Other styles also evident from the Flagler years include two Second Empire buildings (8 Arenta Street and a remodeled colonial residence at 279 St. George Street), three Italianate buildings (22 Granada Street, 34 St. Francis Street, and 20 Rhode Avenue), and one octagon house (62 Lighthouse Avenue).

St. Augustine has a scattered collection of other noteworthy nineteenth and twentieth century styles, most particularly Carpenter Gothic (the best example is at 232 St. George Street), Gothic Revival (223 and 241 St. George Street), Tudor Revival (57 Weeden Street and 22 East Park), Greek Revival (65 Fullerwood Drive), Italianate (Florida East Coast Offices at 1 Malaga Street), Mediterranean Baroque (161 Cordova Street), Neoclassical Revival (47 Orange Street), and Mission Revival (20 Dufferin Street and 24 Fullerwood Drive).

Update condition from building survey/add section for mid-century summary

Other Features

St. Augustine in 1986 consisted of more than just streets and buildings. Other lesser known features of the urban landscape also contributed to the totality of the built environment. Without these structures, objects, and historical sites, St. Augustine would lack some of its important historical attributes and lose much of its charm and ambiance.

Structures

St. Augustine possesses a number of highly significant structures: most particularly the 1808 coquina City Gate, the former main entrance through the Cubo defense line, the 1872 Lighthouse on Anastasia Island, and the 1926 Bridge of Lions spanning Matanzas Bay. The City Gate, owned by the National Park Service, is in a good state of preservation. The Lighthouse is well maintained, and the Keeper's Quarters is fully restored. The facility is a

significant resource to appreciate and promote the maritime heritage of the city. After a proposal to widen the Bridge of Lions was withdrawn in the early 1980's a major rehabilitation was completed to restore the bridge to its original look with some safety improvements. However, it is still a two-lane draw bridge limiting function, and impacting traffic flow along the bayfront. Additional traffic in the area still poses a serious threat to the integrity of the colonial town plan, particularly in the vicinity of the plaza.

Several historic walls also merited documentation in the course of the 1980 survey. The seawall, parts of which date to 1840, is the most prominent, although three old house walls south of the plaza are highly significant. The south wall at 214 St. George Street (Horruytiner-Lindsley House) is the only extant colonial tabby wall in St. Augustine, and part of a tabby house section can be seen in the coquina property wall that enclosed the mid-eighteenth century Cavedo House at the southwest corner of Cadiz and Aviles Streets. The coquina wall that surrounds the northern portion of the St. Joseph's Academy lot was constructed out of rubble from a two-story house that stood on St. George Street near Cadiz Street and served as a school in the late colonial period. A lesser known feature is the massive coquina base underlying the former Monson's Motor Lodge, now the Bayfront Hilton, at the corner of Treasury Street and Avenida Menendez was part of the Rodriguez-Leslie House built in the mid-eighteenth century and known as the Vedder Museum, destroyed by fire in 1914.

Objects

The objects which contribute to St. Augustine's built environment are generally of more recent origin than the structures, with only one object, the Constitution Obelisk, dating from the colonial period. Several were erected later in the nineteenth century, including the Dade Massacre Monuments (1842) in the National Cemetery, the Confederate War Memorial (1872) in the plaza, the Pell Horse Fountain (1887) next to Government House, and the fountain (1899) behind Government House. The remainder were built in the twentieth century with erection dates clustering around both world wars and the restoration boom period of the 1960s and 1970s.

Most of the twenty-one statues, memorial, and fountains are located in or near the plaza and lend considerable visual pleasure to the downtown area. A second cluster is found at another well-visited site, the Mission of Nombre de Dios on San Marco Avenue.

Historical Sites

The seven historical sites surveyed in 1980 represent a broad range of St. Augustine history, beginning as far back as the 1565 Menendez landing place and subsequent Indian mission site, continuing with the 1740 battery site that Oglethorpe set up on Anastasia Island during the siege of St. Augustine, and ending with the Flagler Era park in west Model Land Company subdivision that fronted the now demolished railroad station, which is the site of the new St. Augustine Main Fire Station. Eighteenth and nineteenth century cemeteries constitute the rest of the historical sites listed. The old, weathering gravestones and landscaping of these cemeteries contribute to the overall historical ambiance of the town and continue to attract

visitors daily. The colonial Catholic Tolomato Cemetery, the oldest visible cemetery in St. Augustine, is situated just outside the walled city area, and the Protestant Public Burying Ground, erroneously called the "Huguenot Cemetery," is located just to the north of the colonial city. The National Cemetery at the southern end of the National Guard complex and the La Leche Cemetery at the Mission Grounds are two other pre-Civil War cemeteries within the city of St. Augustine.

Description of Archaeological Resources

St. Augustine contains the most significant archaeological resources in the United States pertaining to the Spanish colonial regime. As the oldest continuously occupied settlement of European origin in the nation, the city is especially important to early exploration and colonization. Studies in the 1970s and 1980s focused on the adaptation of colonists to the New World, particularly the integration of cultures. Archaeology is an integral part of this process of study, as it has been of preservation itself in St. Augustine for past 80 years. A systematic program of research-oriented excavation carried out under the direction of the St. Augustine Preservation Board, the University of Florida, and the City Archaeologist has continued to add to the knowledge base. The artifacts recovered through excavation are housed by the City, and the University which maintains one of the largest repositories of colonial Hispanic archaeological material in the United States. Much remains beneath the earth, however, and it is such resources that suffer the greatest impact from urban development.

Archaeological sites may be divided into prehistoric sites (defined as those which date, from before arrival of Europeans), and historic sites (defined as both Indian and European sites dating from after 1500 A.D.). Both types of archaeological resources are represented in St. Augustine's rich historic heritage.

Evaluation of Historic Resources

The description of historic resources provided in this report does not constitute an evaluation of their significance, individually or relatively. Not every building or structure in St. Augustine more than fifty years of age nor every shred of pottery scraped from the ground possesses significance, nor can everyone be the object of preservation activity. In the process of planning for historic preservation within the community, priorities must be established. Preservation action, moreover, must often concentrate upon elements of the community that assume importance only in their mutual relationship. This includes groups of buildings or neighborhoods or aspects of the community that are not individually distinguishable, such as the city's skyline or the Town Plan.

This section will examine the community elements that have historic significance and that community officials, planners, and residents should acknowledge in the preservation process. Although it is difficult to establish an order of absolute significance to resources, priorities

must, as has been stated, be set. Principally, however, this list is provided to instill awareness of the conceptual approach that must be adopted if community historic preservation is to succeed.

Another tool that the City has is the adopted Historic Preservation Master Plan. The evaluations, recommendations, goals, strategies and tasks outlined in the Plan will also help to establish preservation priorities.

The Town Plan

Few buildings dating from the Colonial Period remain in St. Augustine as reminders of the city's distinctive Spanish heritage. Aside, perhaps, from the Castillo de San Marcos, whose massive presence provides a conspicuous reminder of Spain's colonial domination, the most significant and, excepting archaeological resources, oldest surviving element of the colonial era is the Town Plan. This plan, which prominently includes the plaza and the street pattern in the colonial section of the city, dates from the last decade of the sixteenth century and is accordingly the first town plan established in the United States. Much of St. Augustine's character is derived from this plan. According to 1563 and 1573 royal ordinances, the plaza in the Spanish town was to function as the principal area of the community and was to be surrounded by important governmental and ecclesiastical buildings. This explains the location of the Cathedral and Government House, as well as the plaza itself, which in the colonial era was used as a recreational, meeting, and market place.

The Town Plan consists of an approximately forty-block area flanked to the east by Matanzas Bay, to the west by present-day Cordova Street, to the north by the Castillo de San Marcos and the Cuba Line, and to the south by the Franciscan Convent (now the Florida National Guard Headquarters). This area, with its surviving historic structures, has been recognized as a National Historic Landmark. Its configuration has remained relatively undisturbed since the plan was designed by Governor Mendez De Canzo. The principal changes to the street pattern include the extension of Cathedral Place from St. George Street to Cordova Street and the extension of the bayfront, which was done in the 1940s. Within this original town plan are thirty-four surviving colonial structures and a rich archaeological resource. The threats to this aspect of the community's past might include alterations of the street pattern to accommodate modern traffic, removal of colonial buildings, disturbance of the archaeological resources, and introduction of buildings or other elements that are not harmonious with existing architecture.

Colonial Structures

There are few structures in St. Augustine that survive from the pre-1821 era and are thus associated with the Spanish or British occupations of the city. Those whose architectural characteristics exhibit the character of St. Augustine's Spanish legacy are especially significant, for they are associated with that aspect of the city's past which lends its greatest historical distinction. The structures range from the Castillo de San Marcos to modest residences. In 1821, when the United States assumed control of Florida, there were more than three hundred structures in St. Augustine. Attrition by various causes reduced their number to thirty-six in the 1930s, when, for the first time,

state and national authorities took alarm and initiated activity to rescue what remained from the period. Many of the structures have been secured through public acquisition designed to preserve them. Many remain in private or institutional ownership that leaves their disposition uncertain.

Restoration Area

Recognition in the 1930s that St. Augustine's colonial legacy was on the verge of disappearing led to the formation of a movement to preserve what remained and to recreate a portion of the colonial city. The "Restoration Area" came under the sponsorship of the State of Florida in 1959. Subsequently, public and private efforts have resulted in the reconstruction or restoration of numerous colonial era buildings and in the creation of a "Restored Area" at the north end of St. George Street. Although many of the buildings within the area are state or institutionally owned, some parcels remain privately held. The permitted uses and the architectural controls established within the "Restored Area" should be more stringent than elsewhere and designed to maintain the special character and the historic integrity that people of St. Augustine and Florida have strived to create.

Several privately held buildings with modern uses, including restaurants, hotels and other uses have been built in the St. Augustine style at the north end of St. George Street. This new construction brings to question whether some buildings within the "Restoration Area" that are now approaching or are now 50 years old warrant protection in their own right or are just vestiges of an aging preservation concept that helped to confirm St. Augustine's place as a tourist destination.

Archaeological Resources

Relatively little of the city's architectural legacy remains intact. Colonial wars, insects, time, and human destruction, often done in the name of progress, have, over the centuries, resulted in the destruction of buildings reflecting the culture and civilization of St. Augustine's past inhabitants. The largest body of material evidence that remains from which the record of the past can be compiled consists of the below-ground or archaeological resources. Appreciation of the need for protecting such invisible resources is often difficult to instill. Like buildings, however, the tangible remnants of the past that remain underground constitute a direct link with history and in many cases provide the only available body of evidence upon which understanding of that history can be acquired.

The value of archaeological resources to our understanding of the past is related to the care and knowledge with which they are excavated and studied. Material objects taken out of their earthen context without accompanying study are generally rendered useless and the ability to gain information from them, lost. It is important, therefore, that measures be taken to insure that before private or public excavation of ground occurs within areas of the city that possess the potential for harboring significant bodies of archaeological resources, "mitigation" efforts will be conducted. This should be completed before any archaeology is allowed. Supervision must then be performed by skilled and knowledgeable practitioners.

Surveys conducted by the Historic St. Augustine Preservation Board and excavations performed under the auspices of various organizations and universities, and almost 30 years of a professional archaeologist on staff at the city have produced a relatively sophisticated idea of the distribution and location of archaeological resources. There are areas of the city known to contain potentially rich sources of material, including virtually the entire unexcavated portion of the colonial city embraced by the Town Plan and the North City area. Other areas, particularly those whose disturbance has been recorded, are known to be archaeologically vacant. The chronological distribution of the resources reaches from prehistoric times to the early twentieth century. Of special interest is the material culture pertaining to the early First Spanish Colonial Period, for that it is not only a singular chapter of America's history, but provides a potential for yielding knowledge about a process of acculturation important to our understanding of early America that can be best studied in the context of St. Augustine.

The distribution of archaeological zones within the city where significant deposits of archaeological materials exist is identified on Map X. Threats to this resource emanate from many sources, principally development of new infrastructure requiring below ground site preparation, street and road construction, and utility installation. Ideally, salvage excavation in advance of below grade work exceeding one cubic meter should be conducted. The minimum level of archaeological preparation for such excavation should include augur survey and subsequent monitoring. Artifacts recovered from city and county lands are public property belonging to the respective government entity from whose jurisdiction they came. Some of the artifacts may be prepared for public exhibit, such as the display at the Visitor Information Center or assembled in traveling lecture display cases for use in public schools to provide a better understanding of the city's historic heritage and the need to protect and preserve it.

Potential National Register and Landmark Buildings

Besides those remaining from the Colonial Era, there are many buildings in St. Augustine that possess architectural and historical distinction. By far the largest part of the city's historic architecture, which numbers approximately 2,400 buildings constructed before 1935 as surveyed in 1980, remains from the late nineteenth and early twentieth centuries. There is also a generous number of territorial and early statehood buildings that, in virtually any other urban context, especially Florida, would excite significant preservation concern and activity. Especially noteworthy are the Flagler Era buildings, legacy to an architectural renaissance that inspired emulation throughout the country for the more than a half century after their appearance.

Some of these buildings are individually listed in the National Register of Historic Places. Others that would normally be eligible for such recognition have not been nominated because they are located within National Register Historic Districts. Most, though not all, are situated within historic districts controlled under municipal ordinance. Such buildings, like those remaining from the Colonial Period, possess exceptional individual significance and merit special protection under municipal ordinance. These, for want of description, are termed here "landmark" buildings. A prominent example is the Bronson Cottage at 252 St. George Street, designed by Alexander Jackson Davis, one of America's most influential nineteenth century architects. Were this building not located within an existing National Register Historic District, it would warrant individual

listing. Moreover, it is also situated within a municipal historic district and subject to architectural control. Such controls do not, however, prohibit the removal or demolition of the building. A list of National Register and exceptional, or "landmark," buildings appears in the Appendices. National Register Districts, Buildings and Sites are located on Map X.

Additional surveys and updates to the previous survey have been completed adding evaluations and research material of areas including development prior to 1968. This work finally includes buildings between 1930 and 1968 further recognizing significant areas of the city, such as Davis Shores and other "mid-century" structures. The final area to be surveyed is the west side, which is recognized to also contain many older, and a cluster of mid-century development as well.

Residential Neighborhoods

St. Augustine presently contains seven (7) National Register historic districts: The St. Augustine Historic District, essentially the area comprised by the sixteenth century Town Plan; The Model Land Company Historic District, the Flagler Era tract that developed around the Ponce de Leon Hotel; the Abbott Tract, a late nineteenth century development; the Lincolnville neighborhood, a nineteenth century Black settlement; North City, another late nineteenth century development with main street traditional commercial areas; and the Nelmar Terrace, and Fullerwood Park neighborhoods including turn of the century residential development. Excepting the northern part of the St. Augustine Historic District, areas along the south end of San Marco Avenue, and buildings surrounding the plaza, all the districts are essentially residential. Their architectural character and the historic relationships expressed by that architecture would suffer from the introduction of buildings and building uses that did not support their residential nature.

Add section for entry corridors

The Silhouette of St. Augustine

During the colonial period, St. Augustine's Spanish inhabitants developed a style of architecture that consisted of an adaptation of European forms and methods to the New World environment. The result, examined in Albert Manucy's The Houses of St. Augustine 1565-1821, has been termed the "St. Augustine Style" because the buildings exhibited unique characteristics of architecture. Among the features were a respect for mass and scale, the absence of setback, balconies, and a fairly uniform height to the buildings, featuring generous numbers of steeply sloped hip and gabled roofs. The massive buildings introduced during the Flagler Era with their graceful towers accentuated the picturesque skyline which the city had developed over the preceding century and a half. Even the Atlantic Bank Building, the city's one "skyscraper", constructed in 1927, exhibits a cupola expressly designed to complement the watch tower that juts out from the Castillo de San Marcos. St. Augustine thus provides the classic silhouette of a European town. Its skyline reflects the scale and design of the buildings that comprise its historic inner city.

Threats to Historic Resources

This section presents a discussion of general conditions, and practices that may threaten historic resources. In some cases, such as incompatible development, the city has architectural controls in an effort to remove or to alleviate the threat. There is an awareness that problems exist with potential infill and redevelopment projects, and development pressures.

Incompatible Development

The community recognizes that the introduction of unharmonious elements within a historic setting can destroy the integrity and effectiveness of the resource. This is true not merely in the case of historic resources, but with all elements of community development and planning. It is for precisely such reasons that zoning restrictions of all kinds are established, whether these apply to historic districts or otherwise. Historic architectural controls are merely a special kind of zoning and are considered reasonable regulation of property.

Zoning is the most common historic preservation tool and one that at the same time presents significant dangers to historic resources if it is wrongfully applied. The permitted introduction of commercial buildings in a residential neighborhood, for example, can lead to that neighborhood's destruction. The term zoning encompasses a number of land use controls that are discussed elsewhere in this element. Examples are the establishment of historic districts and the creation of an architectural review board to control architectural changes in the districts. The recommendation for creation of a landmark ordinance falls under the realm of zoning. Permitted uses in those historic districts are one form of zoning application.

Among other controls that St. Augustine has established to maintain the city's historic character are the height limitation on buildings, the requirement for architectural review of exterior appearances within municipal historic districts, and entry corridors, the prohibition against demolition without approval of the Historic Architectural Review Board, the sign ordinance, and specific lot coverage and setback requirements for primary and secondary structures, additions, and connections, as well as landscaping and parking regulations. Despite these controls, threats persist. In desirable neighborhoods offering limited area for new development, there may be a demand to introduce buildings that are not in scale with the neighborhoods. This is particularly destructive of single family neighborhoods. Architectural controls were instituted to retain the character of the city's historic architecture and its setting, and should be regarded in that light. St. Augustine's historic character is the product of several centuries of development. The introduction of unharmonious elements within existing neighborhoods and the downtown area may quickly destroy its effect and appeal. This is also true in the National Register District areas, and areas that may be eligible for designation, but are not officially designated, and the roadways leading in and through the city.

At the same time, permitted uses in historic districts should be reviewed to insure that they accommodate historic buildings. The concept of "adaptive reuse" is accepted in historic preservation. This concept is based on the realization that buildings constructed for one purpose a century ago may not serve the same purpose today and that uses of buildings in particular areas of

a city change over time. Modern costs of maintaining a building are usually much greater than in the past and large historic buildings are often threatened by neglect or abandonment for that reason.

Traffic and Transportation

Traffic patterns and transportation loads pose a threat to the integrity of buildings and the historic Town Plan, as well as, the neighborhoods and commercial districts adjacent to the limited transportation corridors in and through the city. Transportation plans should be reviewed and adopted with the conservation of cultural resources, including the urban plan, in mind. Street routes that attract inappropriate or congested traffic through historic areas can be destructive to historic settings. Expansion of Alternate U.S. 1 along the bayfront in the late 1940s, against the protests of the St. Augustine Historical Society, led to its adoption as a thoroughfare and the subsequent development of many businesses on Anastasia Boulevard that now depend upon the route's continuance. Consequently, the Bridge of Lions is a major barrier to free flowing traffic. However, the Bridge contributes to the skyline of St. Augustine and helps to maintain the scale of downtown. If it were enlarged, it would probably invite even greater traffic loads through the colonial grid and inevitably lead to future demands for further destructive changes affecting the Town Plan.

Parking presents an ancillary transportation problem. The issue of transportation and parking cannot, however, be separated from the issue of economic impact any more than it can be separated from the threat that traffic and the need for parking space present to historic resources. Historic buildings, to survive, must, like all buildings, serve a useful purpose. Buildings that serve a commercial purpose generally depend upon automotive access and, generally, parking. That is even truer in urban sectors devoted to commercial usage. To insure the survival of historic buildings, therefore, traffic needs must be accommodated, and it is incumbent on preservation-minded citizens to assist in the search for appropriate solutions.

Additional Archaeological Protection

This element discusses the significance of the city's archaeological resources and threats to these resources. The controls over activity that jeopardizes this invaluable resource must be re-emphasized here. Archaeological resources in many cases provide our only link with the city's historic past. They can be compared to a book, which there is but one copy that can be read only once and whose usefulness is thereafter lost, unless the information is recorded. Once the context in which archaeological resources reside is disturbed and the material object removed, its usefulness and significance cannot be regained. Archaeological features often consist of little more than shadowed imprints in the earth that tell the trained observer much about the past. In St. Augustine, much remains to be learned from the archaeological record.

Building and Fire Codes

The police power authorizes state government to enact laws for the protection of the health, safety, morals and general welfare of the community. Pursuant to this power, the state has in turn authorized the city and county governments to adopt building, fire and housing codes

providing minimum standards for the design, construction, use, and maintenance of all buildings and structures within their jurisdictions. In certain circumstances, the building, fire and housing codes may present a deterrent to preservation of historic structures by establishing standards that cannot be accommodated to the historic structures. A requirement for elevators or wider stairways, for example, may force changes to a building that jeopardize its historic character.

Priorities

Many of the following priorities have been discussed in previous sections of this element and are adopted in some form in the Goals, Objectives and Policies of the Comprehensive Plan. They are discussed here in order to emphasize their importance to protecting, preserving, understanding and promoting the importance of the history of St. Augustine.

Preserve the Town Plan

Protect Archaeological Resources

Strengthen the Architectural Ordinance

Maintain the City Skyline

Traffic and Parking

Buildings

Streetscape

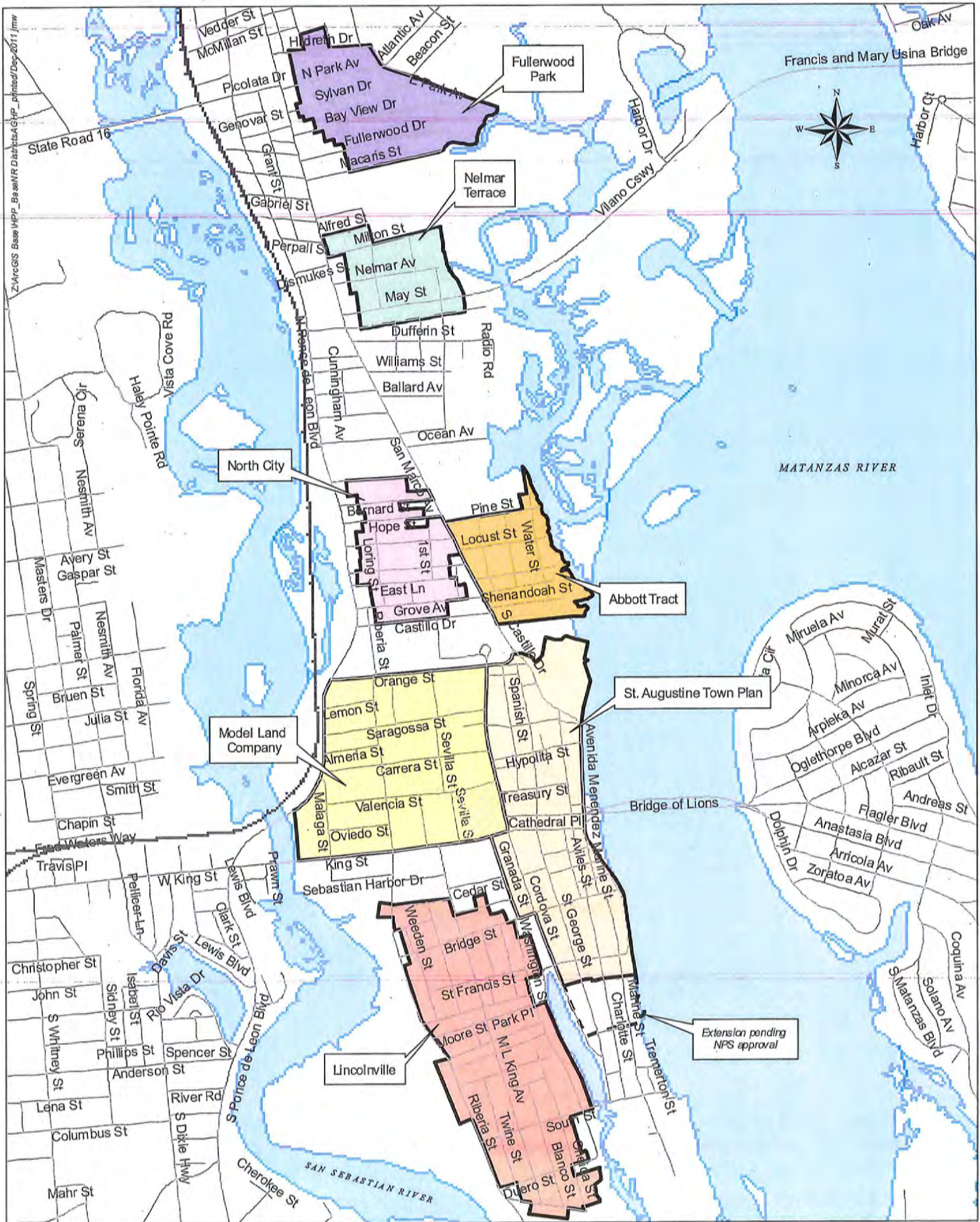
Urban Design Guidelines

Protect Historic Districts and Neighborhoods

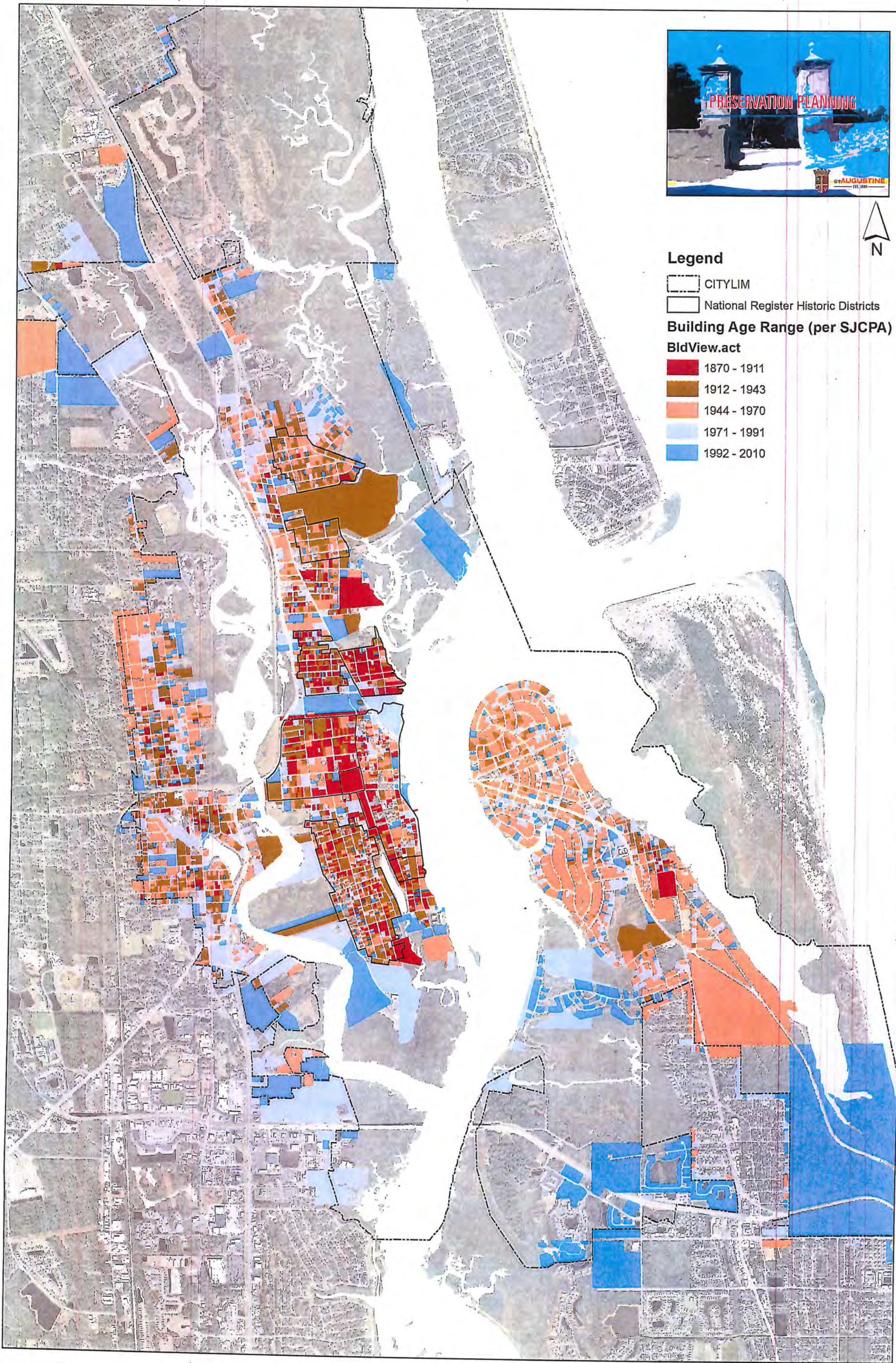
Conclusion

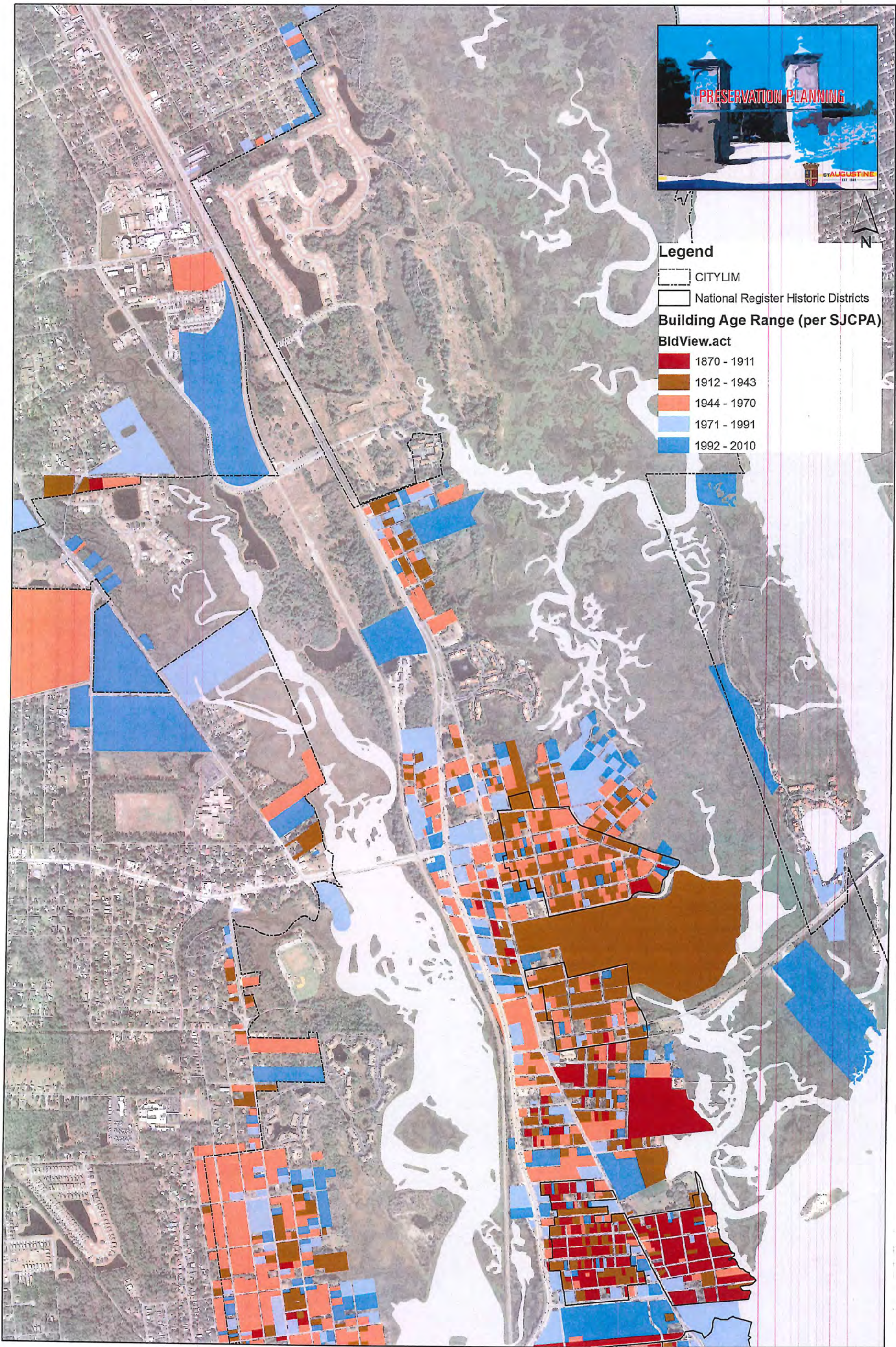
Appendices

Appendix A	Historic Resource Details
Appendix B	Archaeological Resource Summary
Appendix C	Maps
Appendix D	Character Analysis



St. Augustine National Register Historic Districts



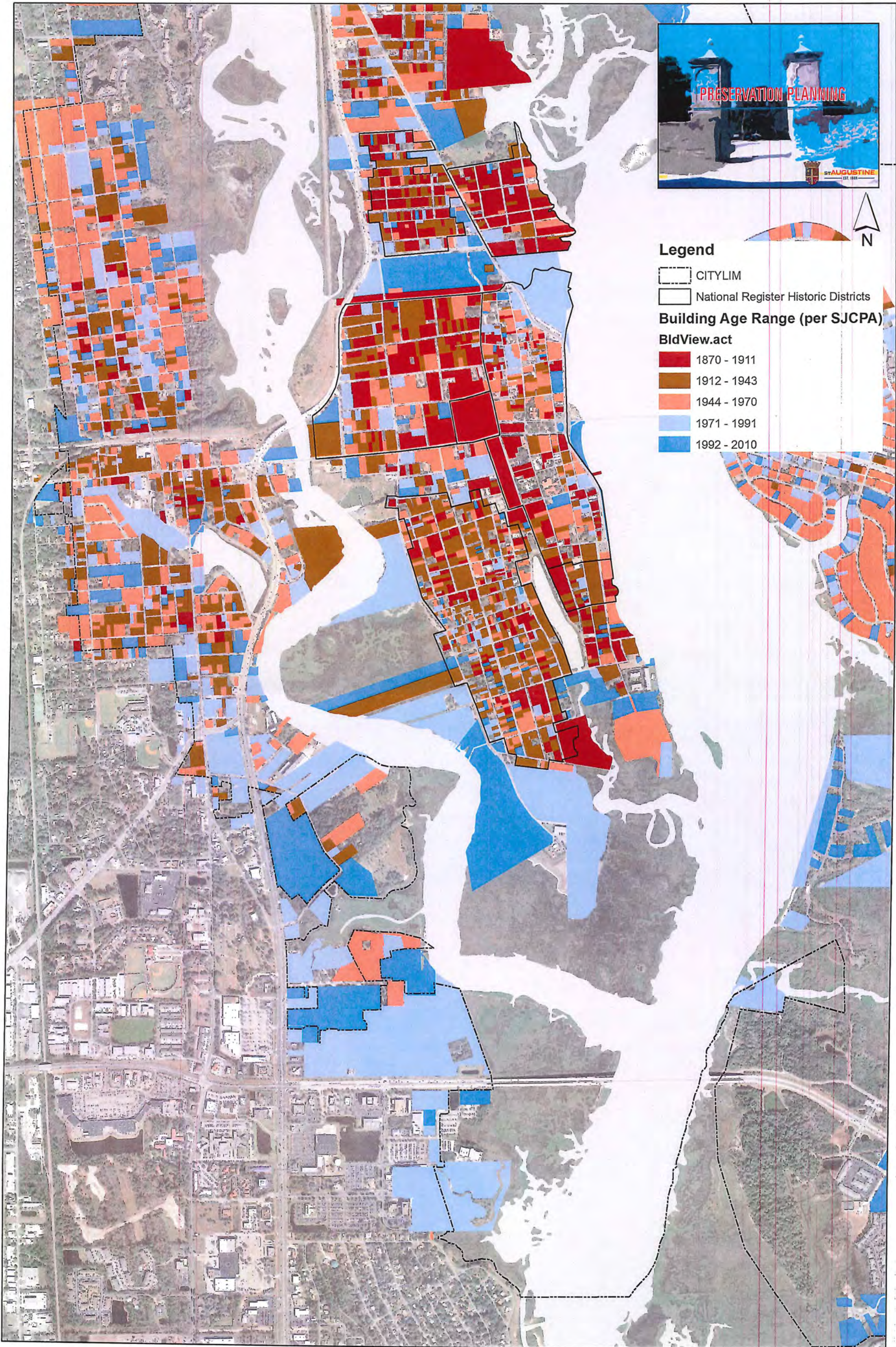


City of St. Augustine

PLANNING AND BUILDING DEPARTMENT
P.O. Box 210, St. Augustine, FL 32085 Phone: (904) 825-1065

COMMUNITY CHARACTER ANALYSIS BUILDING PATTERNS AND NRHD

SHEET
2 of 4

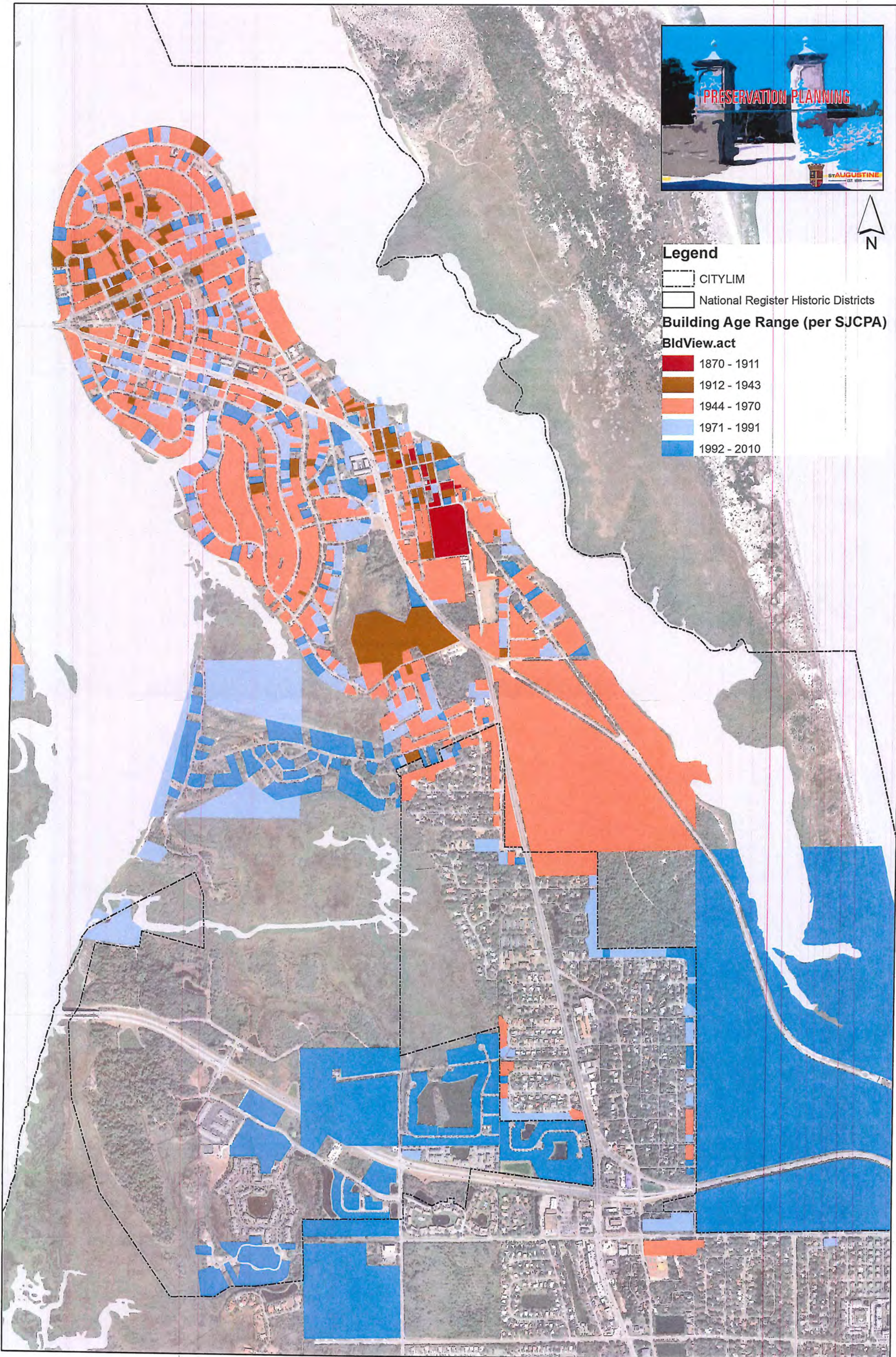


City of St. Augustine

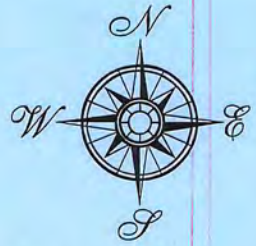
PLANNING AND BUILDING DEPARTMENT
P.O. Box 210, St. Augustine, FL 32085 Phone: (904) 825-1065

COMMUNITY CHARACTER ANALYSIS BUILDING PATTERNS AND NRHD

SHEET
3 of 4



CITY OF ST. AUGUSTINE ARCHAEOLOGICAL ZONES



Legend

St. Augustine City Limits

Archaeological Zones I

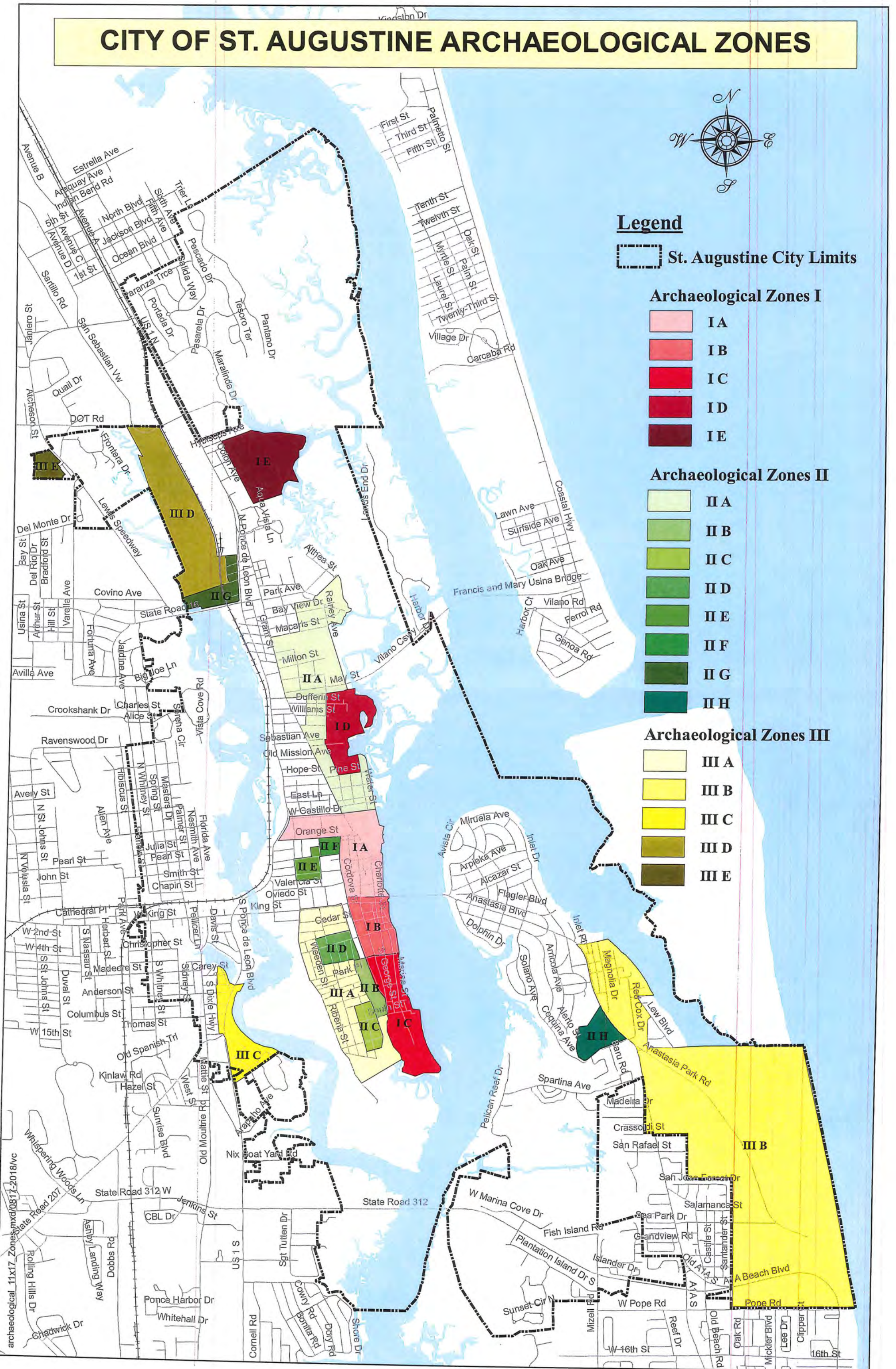
- I A
- I B
- I C
- I D
- I E

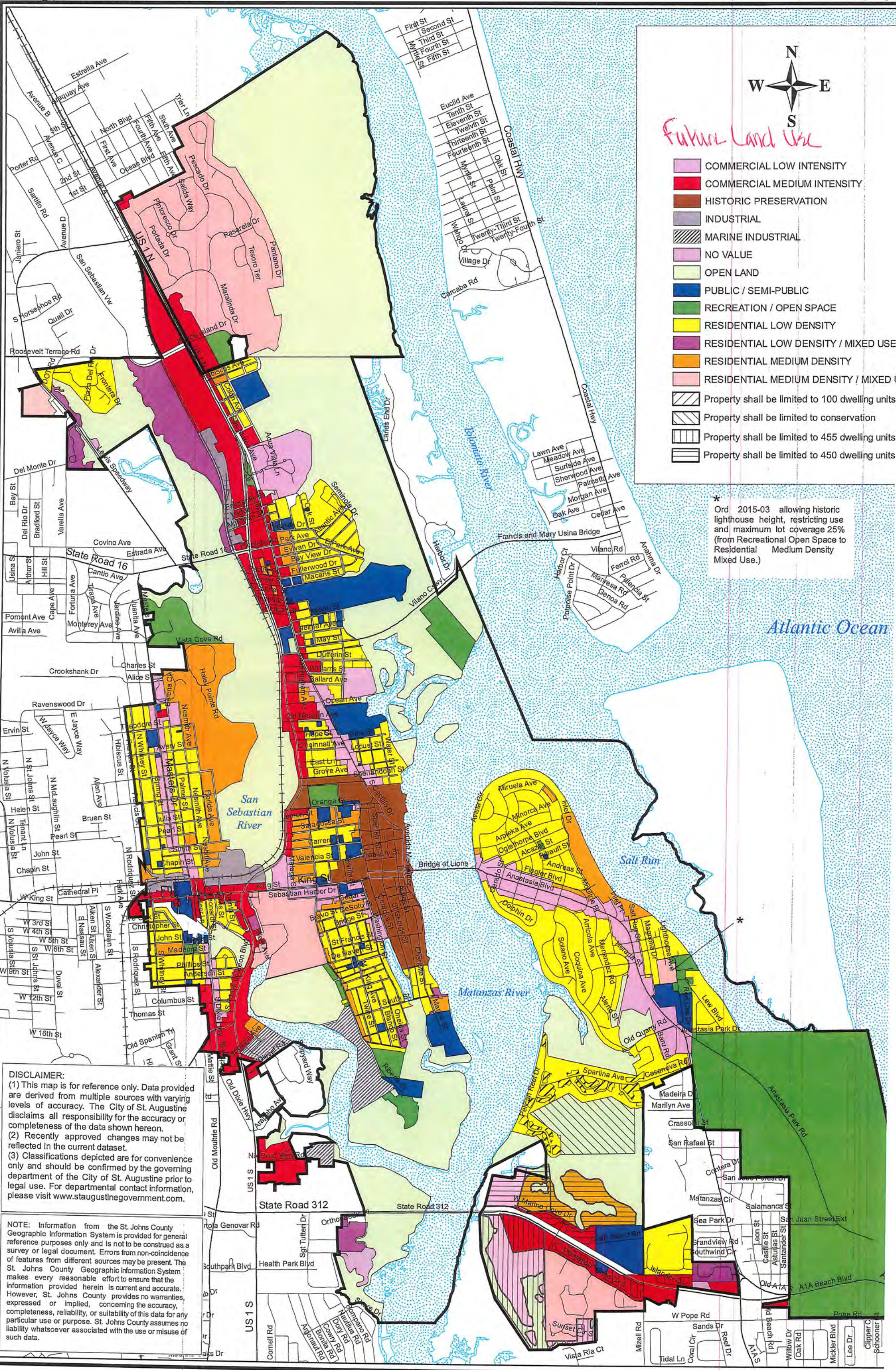
Archaeological Zones II

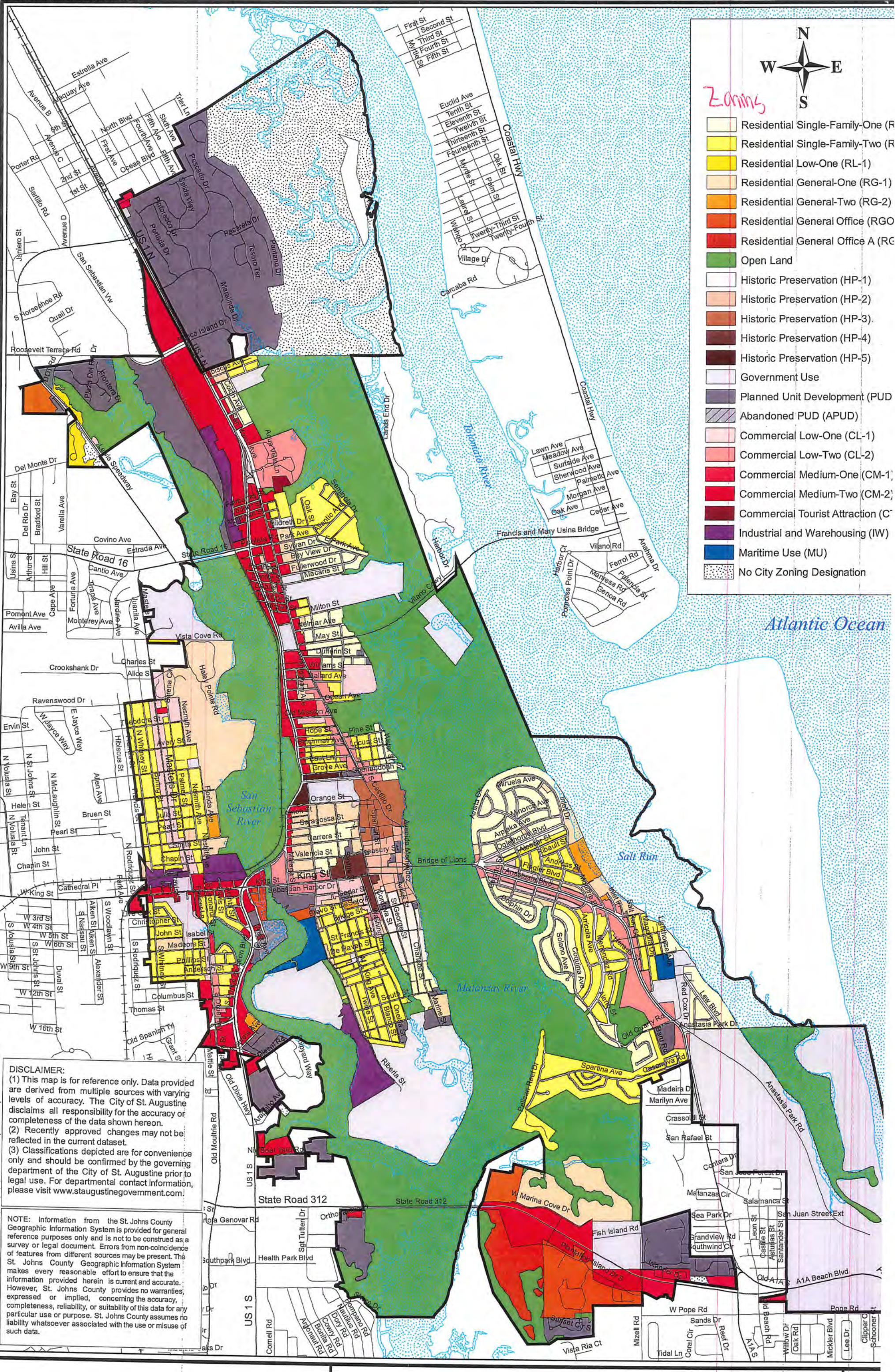
- II A
- II B
- II C
- II D
- II E
- II F
- II G
- II H

Archaeological Zones III

- III A
- III B
- III C
- III D
- III E







Historic Preservation Element Goals, Objectives and Policies

Historic Preservation Element

HP Goal

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

HP Objective 1

Continue to identify and preserve historic neighborhoods. The measurable targets for this objective are: [1] that the Town Plan continues to be listed on the National Register of Historic Places as a National Landmark; [2] that the Model Land Company Subdivision, the Abbot Tract Subdivision, Lincolnville North City and the Fullerwood Park District continue to be listed on the National Register of Historic Places; and [3] that other deserving neighborhoods such as Lighthouse Park, Kingsland Addition, D. H. Cherry Subdivision, Rohde Addition, Masters Tract, Garnett Addition and Nelmar Terrace be nominated to the National Register of Historic Places.

HP Policy 1.1

Maintain the present street pattern and restore colonial street widths where practical in the area bounded by Orange, Cordova, and St. Francis Streets and the bay front.

HP Policy 1.2

Maintain the current thirty-five foot height limit on construction within the locally designated historic preservation zoning districts and National Register Districts.

HP Policy 1.3

The Architectural Guidelines for Historic Preservation (AGHP), as amended from time to time by the City Commission, included by reference as part of the City Code shall continue to contain the specific architectural development guidelines for all of the architectural styles represented in the city, and shall continue to be used as the standard for review for: new construction, additions, renovations, and adaptive reuse, parking lots, signs, landscape materials and features, fences and walls, demolitions and relocations in the locally designated historic preservation districts. Amendments to the AGHP shall require an advertised public hearing before the Historic Architectural Review Board (HARB) with recommendation to the City Commission, an advertised public hearing before the Planning and Zoning Board (PZB) with recommendation to the City Commission, and two (2) advertised public hearings before the City Commission prior to consideration of approval. Said public hearings before the City Commission shall be scheduled with at least thirty (30) days between public hearings, and all public hearings shall be advertised

as a display advertisement in a newspaper of general circulation and not in the legal section of the newspaper.

HP Policy 1.4

The City shall prohibit the use of roadways other than King Street, Cordova Street, Cathedral Place, Avenida Menendez and the Bridge of Lions in the area of the City of St. Augustine National Register District as arterials in the State highway system.

HP Policy 1.5

When new streets are named or existing streets are renamed, consideration should be given to well-known historic people associated with St. Augustine's past. Examples include novelists Marjorie Kinnan Rawlings and Zora Neal Hurston; generals John Schofield, Martin D. Hardin and Edwin Kirby Smith; civil rights leaders Fred Watersway and Dr. R.B. Hayling; and architects James Renwick, Andrew Jackson Davis, Robert Mills, Franklin W. Smith, John M. Carrere and Thomas Hastings (Existing).

HP Policy 1.6

The City shall continue to nominate qualified neighborhoods to the National Register of Historic Places as staff time and budget constraints permit, subject to the approval of the residents in the neighborhoods.

HP Policy 1.7

The City shall continue to implement the streetscape design guidelines which establish guidelines for appropriate street and sidewalk surfaces, street furniture, street lights, and similar municipal appurtenances in the locally designated historic preservation zoning districts when existing fixtures are repaired or replaced by the City.

HP Policy 1.8

The City shall continue to enforce the provisions of Chapter 28 of the City Code pertaining to demolitions. Demolitions of structures which are in a locally designated historic preservation zoning district or which are listed on the Master Site File shall be approved by the Historic Architectural Review Board. Demolitions of structures through the City's building abatement program which are in a locally designated historic preservation zoning district or which are listed on the Master Site File shall be approved by the Historic Architectural Review Board. Demolition of any Colonial Period (1563-1821) structure shall be approved by the Historic Architectural Review Board. In all cases, the Master Site File form and a structural condition survey from a qualified individual clearly indicating the condition of the structure and its potential for

rehabilitation shall be presented to and considered by the board or commission in determining whether or not to approve the demolition.

HP Policy 1.9

All traffic control signs, traffic signals, transformers, switching gear and related accessory equipment to be installed in the public right-of-way in locally designated historic preservation zoning districts shall be approved by the Historic Architectural Review Board.

HP Policy 1.10

New electrical, telephone and cable television wires and related equipment to be installed in locally designated historic preservation zoning districts shall be installed underground wherever possible.

HP Objective 2

Continue to identify and preserve archaeological resources. The measurable target for this objective is the number of archaeological investigations conducted as required by the City's archaeology program.

HP Policy 2.1

Continue to enforce the City's archaeological program contained in Chapter 6 of the City Code. The intent of the City's archaeological program is to document those archaeological remains that will be subject to disturbance from construction activities. The aims are to understand the nature of the remains that are buried on the site, how those remains will be impacted by construction, and to recover as much information as possible prior to and during construction so that the site's archaeological heritage is not lost. These aims are integrated with research goals which are intended to address issues concerning St. Augustine's growth, development, ethnic affiliations and interactions, and cultural history.

HP Policy 2.2

The City shall continue to maintain laboratory and curation facilities to support the City's archaeology program.

HP Policy 2.3

The City shall nominate archaeological sites to the National Register of Historic Places if and when, in the professional judgment of the City archaeologist, archaeological sites of sufficient significance to merit nomination are discovered.

HP Objective 3

Continue to identify, preserve and encourage the adaptive reuse of historic structures in all areas of the City. This objective is implemented by HP Policies 1.3, 1.4, 3.8, 3.11, 3.12, A, D and E and Housing Policies 4.1 and 4.5. The measurable targets for this objective are: [1] conditions of the buildings listed on the Master Site File; [2] the number of demolitions of buildings listed on the Master Site File; [3] the number and condition of buildings individually listed on the National Register; [4] the number and condition of contributing buildings to the City's National Register Districts; and [5] the number of buildings rehabilitated qualifying for the Historic Preservation Property Tax Exemption program. Building conditions are as measured during the land use and building condition survey conducted every five years.

HP Policy 3.1

Restoration of the Cubo defense line on public lands shall be incorporated into City park planning as the City plans for the development of individual sites identified in the Recreation and Open Space Element.

HP Policy 3.2

The City shall continue to award plaques to buildings or sites that possess significant historic or architectural qualities according to locally established criteria.

HP Policy 3.3

The City shall continue to provide and maintain landscaping, street lights, and similar municipal appurtenances in the public rights-of-way along San Marco Avenue, King Street, Ponce de Leon Boulevard and Anastasia Boulevard to provide an aesthetically pleasing streetscape which will encourage the maintenance, use and adaptive reuse of existing buildings.

HP Policy 3.4

The City shall continue to encourage the rehabilitation and adaptive reuse of historic buildings through the Historic Preservation Property Tax Exemption Program adopted pursuant to Sections 196.1997 and 196.1998 Florida Statutes.

HP Policy 3.5

The City shall continue to provide special inspections for homeowners and developers upon request. These special inspections are intended to help determine the condition of a structure after a fire or in the event that the owner is considering rehabilitation of the structure.

HP Policy 3.6

The City shall make The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings and similar technical publications available on request to property owners or developers interested in rehabilitating historic structures.

HP Policy 3.7

Maintain existing procedures contained in Chapter 28 of the City Code requiring a Certificate of Appropriateness from the Historic Architectural Review Board before a building permit is issued for construction activities within the locally designated historic preservation zoning districts.

HP Policy 3.8 Continue to involve the St. Augustine Historical Society in developing and updating guidelines and development regulations related to historic preservation.

Historic Preservation Element

Draft

Goals, Objectives and Policies

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Historic Preservation Element

Overall HP Goal

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

The overall goal of the City's historic preservation program is to protect and preserve the historic resources of the city's built and archaeological environment, understand and enhance the City's historic integrity, and promote an authentic, livable community amid changing environmental circumstances.

Historic Resources

HP Goal 1

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; and,
- Recognize the impacts and potential mitigation measures of adapting to changing environmental circumstances on historic resources.

HP Objective 1.1

Survey areas of the City that have not been surveyed to determine additional historic resources within the next five (5) years.

HP Policy 1.1.1

Initiate documentation of areas in the city where there is little information, such as, the areas west of US Highway 1, to develop the preliminary documentation needed to evaluate the historical significance of these areas.

HP Policy 1.1.2

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. Research funding sources to potentially offset the cost of documentation by applying for Certified Local Government grants or other ways to complete the documentation by collaborating with the Historical Society, college programs and/or neighborhood associations.

HP Policy 1.1.3

Complete a comprehensive windshield survey of the city to identify both potential Historic Districts as well as potential individual Landmarks.

HP Policy 1.1.3.1

If additional documentation is warranted based on HP Policy 1.1.3, pursue funding by the Florida Division of Historical Resources for the recordation of historic sites for the Florida Master Site File as well as the National Register of Historic Places.

HP Policy 1.1.3.2

St. Augustine benefited from the post-World War II boom in Florida as a whole and has neighborhoods, such as North Davis Shores and the west side, with high concentrations of mid-century modern architecture, and the more recent past that needs to be documented.

HP Policy 1.1.4

Prepare Detailed Documentation of the Most Significant Resources with techniques 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.

HP Policy 1.1.5

Develop a prioritized list 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.

HP Objective 1.2

Utilize documentation to prioritize designations and resources following survey efforts. A list of properties potentially eligible for historic designation should be maintained and regularly updated.

HP Policy 1.2.1

Documentation efforts can be used to 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; and
- City inspections or citations.

HP Policy 1.2.2

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.

HP Policy 1.2.3

Develop Intervention Strategies for Threatened Properties.

The appropriate interventions will be determined by the options available to address the threat. These strategies can include providing:

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

HP Goal 2

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.

HP Objective 2.1

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

HP Policy 2.1.1

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.

HP Policy 2.1.2

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.

HP Policy 2.1.3

Develop Character Studies for Historic Neighborhoods which includes reference to the neighborhood workbooks that 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 a point of reference to weigh potential impacts of proposed development.

HP Policy 2.1.4

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

HP Policy 2.1.5

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

Reducing Historic Building Demolition

HP Goal 3

Preserve and protect the historic character of St. Augustine by minimizing the demolition of historic buildings and structures.

HP Objective 3.1

In an effort to reduce demolitions limit properties that are Eligible for HARB demolition approval without proven extenuating circumstances. It is recommended that properties with these designation types and levels be required to meet higher thresholds for demolition:

Local Designation: Historic District significant, contributing; Landmark

National Register Designation: Historic District, contributing, individual

HP Policy 3.1.1

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

HP Policy 3.1.2

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.

HP Policy 3.1.3

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. 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.

HP Objective 3.2

Improve the demolition financial hardship review process.

HP Policy 3.2.1

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. 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

HP Policy 3.2.2

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.

HP Policy 3.2.3

To prevent premature demolition and the potential for a vacant lot, 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.

HP Policy 3.2.4

It is recommended that if the sale or relocation of property is not feasible that it be demonstrated for properties with the following designation types and levels:

Local Designation: Historic District significant, contributing; Landmark

National Register Designation: Historic District contributing, individual

HP Policy 3.2.5

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.

HP Policy 3.2.5.1

To offset the City's expenditures associated with any performed assessments, the demolition section of the Land Development Code (LDC) 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

HP Policy 3.2.6

It is recommended that a mechanism for City-engaged expertise related to a demolition application 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

HP Objective 3.3

Discourage after-the-fact demolition applications by applying the following policies to all buildings and structures in St. Augustine.

HP Policy 3.3.1

It is recommended that replacement building sizes be limited for the following designation types and levels:

Local Designation: All parcels

National Register Designation: All parcels

HP Policy 3.3.2

A replacement building is limited to only 10% larger than the previous structure to encourage the consideration of an addition rather than full demolition and new construction.

HP Policy 3.3.3

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. 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.

HP Policy 3.3.4

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 delay period could be waived if the Building Department is satisfied that the demolished building posed a threat to public safety.

HP Objective 3.4

Reduce demolition by neglect which 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.

HP Policy 3.4.1

It is recommended the correction of unsafe conditions be required and that these requirements be applied to all buildings and structures in St. Augustine.

HP Policy 3.4.2

Include required maintenance of properties to prevent them from becoming unsafe or hazardous in the City land development code.

HP Goal 4

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.

HP Objective 4.1

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.

HP Policy 4.1.1

It is recommended that a procedure be established for staff review of non-designated properties, and 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

HP Policy 4.1.2

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.

HP Objective 4.2

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

HP Policy 4.2.1

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.

HP Policy 4.2.2

The specific level of necessary pre-demolition documentation, including photography and drawing requirements and formats, should be detailed. Where applicable, oral histories may be available to document unrecorded history of the property. The level of required documentation could be adjusted based upon the significance of the historic resource.

HP Policy 4.2.3

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

Hazard Mitigation

HP Goal 5

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.

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, and protection of the city's historic resources from potential hazards should be a priority.

HP Objective 5.1

The City should participate in the Disaster Mitigation Planning process recognizing that there are several steps that the city and HARB can take to plan, mitigate and respond to disasters.

HP Policy 5.1.1

Engage in the Hazard Mitigation Planning process working with the St. Johns County Emergency Management Division, and the development, annual update and quarterly public meetings, which can provide preservation advocates a forum to emphasize the importance of protecting and integrating concerns related to historic resources in St. Augustine into the Plan.

HP Policy 5.1.1.1

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 in anticipation of potential hazards.

HP Policy 5.1.1.2

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.

HP Policy 5.1.2

Update and maintain 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.

HP Policy 5.1.3

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 city 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.

HP Policy 5.1.3.1

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

HP Policy 5.1.4

Prior to a flood event, the city should identify preservation partners from adjacent communities, volunteers 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 in the event of flooding.

HP Policy 5.1.5

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.

HP Objective 5.2

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

HP Policy 5.2.1

Prepare Design Guidelines for Flood Mitigation as a stand-alone document or a chapter in the AGHP. 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.

HP Policy 5.2.2

St. Augustine participates in the National Flood Insurance Community Rating System (CRS) 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 additional points related to historic preservation issues may further impact the City's CRS rating.

HP Policy 5.2.3

Preservation advocates and stakeholders can identify clear policies that address both flood mitigation and preservation in the community.

Policies in the flood and wind mitigation Guidelines 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; and,
- Identifying acceptable water-resistant materials for flood-prone areas.

HP Policy 5.2.4

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

HP Policy 5.2.5

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

HP Policy 5.2.5.1

An expedited historic property review process can include the identification of stabilization measures and minor repairs that can be completed without formal HARB review. This could expedite stabilization and provision of a weather-tight building enclosure and reduce the administrative burden on property owners.

HP Policy 5.2.5.2

Similarly, Planning and Building Department staff can be authorized to approve certain changes utilizing the previously approved AGHP. Planning and Building Department staff, with clear guidance, can expedite permits for proposed work without the need for a HARB review meeting.

HP Objective 5.3

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. The City may establish a method to salvage historic debris.

HP Policy 5.3.1

One of the best means of minimizing the loss of historic materials and components is to establish a salvage plan, and a debris management plan. This can also be promoted as a sustainable option to disposal. To be effective, a plan or plans should include training personnel to sort debris and salvage historic materials and components rather than discarding all debris in a landfill.

HP Policy 5.3.2

The City should develop information for property owners to assist immediately after a disaster, as property owners 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. Websites, brochures and/or pamphlets should be readily available for distribution in the immediate aftermath of an event.

HP Policy 5.3.3

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 should be provided to encourage property owners to conduct sensitive repairs and reduce the unnecessary loss of historic materials.

HP Policy 5.3.4

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.

Historic Preservation Planning

HP Goal 6

Preserve and protect the historic sites and culture of St. Augustine, including its neighborhoods, districts, structures, buildings, vistas and heritage.

HP Objective 6.1

Existing and future historic resources should be identified city-wide. A GIS database, indicating the need for HARB and/or archaeological review as part of a permit application process should be developed and include information from cultural resources surveys.

HP Policy 6.1.1

Mandates for Specific Building Styles for New Construction in HP-1, HP-4 and HP-5 should be removed.

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 land development code is more in keeping with preservation, restoration and adaptive reuse. For HP-1, HP-4 and HP-5, and any likely future District.

HP Policy 6.1.2

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 street

- Fenestration patterns and predominant rhythms
- Architectural projections (i.e. chimneys, porches, entrances)
- Façade proportions
- Trim, details, and transparency
- Materials

HP Policy 6.1.3

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.

HP Objective 6.2

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. Therefore, future development citywide should be considered in the context of historic preservation goals.

HP Policy 6.2.1

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

HP Policy 6.2.2

To properly understand the potential impact of planning initiatives on historic properties, it is critical to understand where historic and cultural resources are located and their distribution across the city. This includes not only documenting new resources, but also updating existing, incomplete surveys more than 20 years old. Moving forward, local surveys should categorize

properties as significant, contributing and non-contributing, establishing a hierarchy that can facilitate streamlining the historic preservation review process. This documentation effort will necessitate a comprehensive survey of the city, completed at a reconnaissance level, supplemented by intensive level surveys befitting a property's level of significance.

HP Policy 6.2.3

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.

HP Policy 6.2.4

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.

HP Policy 6.2.5

Include Historic Preservation Staff in Planning Initiatives to help determine the potential impact of proposed development in or on designated districts, landmarks, objects and archaeological sites. Following an assessment of the proposed project and potential level of impact, it can then be brought to HARB and/or archaeology staff for review as appropriate.

HP Policy 6.2.6

The installation of signage identifying each historic neighborhood or place should be expanded beyond the locally-designated Historic Districts and Lincolntown. 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.

HP Policy 6.2.7

The City of St. Augustine is the steward of many historic buildings, sites, objects and archaeological resources including the curation facility. Historic preservation should be

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

HP Policy 6.2.7.1

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.

HP Policy 6.2.8

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

HP Policy 6.2.9

Adaptive reuse can be a valuable tool in protecting historic buildings that have outlived their intended uses. Through sensitive adaptive reuse, these buildings have been saved and continue to play active roles in the community. Zoning should continue to promote the creative reuse and repurposing of buildings in the city.

HP Policy 6.2.9.1

Encourage the use of zoning incentives, coupled with historic preservation review for 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.
- Rezoning a property can encourage the retention of a building with a non-viable initial use by permitting a new use for which the property can be easily adapted, such as reclassifying a large single-family home as multi-family housing.
- Any property rezoning would need to be consistent with the underlying land uses as defined in the City Comprehensive Plan.
- Zoning can also be modified to permit a reduction in required setbacks and impervious

surface coverage, such as a maximum 20% reduction in a setback, as an incentive to preserve historic buildings.

- Zoning incentives must be presented for recommendation by the PZB and heard by the City Commission for approval, and should necessitate a deed restriction ensuring long-term preservation.
- In exchange for zoning incentives, the property owner must protect the historic character of the resources on the property for the benefit of the community at large. A means of achieving this would be designating the property as a local Landmark, thus mandating HARB review of not only the impact of the proposed zoning incentives, but also any future exterior alterations to the property. Additionally, local landmarks are eligible for financial incentives.

HP Objective 6.3

Consideration should be given to designating each of the National Register of Historic Places neighborhoods a local HP Conservation District and utilizing form-based zoning or other overlay or supplemental regulations deemed appropriate 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 potentially address the form, mass and scale of buildings relative to their neighbors.

Some of the basic elements typically reviewed as part of these zoning tools include:

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

HP Policy 6.3.1

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

HP Policy 6.3.2

The boundaries of zoning overlay districts, and what is regulated, should be identified by their neighborhood and must include support from property owners, HARB, the PZB and the City Commission.

HP Policy 6.3.3

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.

HP Objective 6.4

Encourage the preservation and protection of the overall character of historic areas by maintaining visual continuity along streetscapes and scenic vistas.

HP Policy 6.4.1

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.

HP Policy 6.4.2

As new residential buildings are constructed, and existing buildings elevated. The resulting first floor height will often exceed by several feet the 1% flood level (a.k.a. 100-year floodplain), defined by FEMA. The resulting buildings are often significantly taller than their neighbors with extended vertical proportions creating an inconsistent streetscape and disrupting neighborhood character. The City will establish land development regulations to encourage the maintenance of connections to the street and neighborhood scale.

HP Objective 6.5

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

HP Policy 6.5.1

New construction within locally designated historic areas should be planned to preserve archaeological resources, sites, landscapes, development patterns and buildings.

HP Policy 6.5.2

The construction of new buildings that are in scale with their surroundings can be achieved by ensuring that zoning designations for allowable new construction are consistent with the streetscape or district's existing character. Also, by regulating that the size of new construction be compatible with neighboring construction, demolitions may be reduced.

HP Policy 6.5.3

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.

HP Policy 6.5.4

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.

HP Policy 6.5.5

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.

HP Policy 6.5.6

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; and,
- 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);
- The existing conditions;
- The location and extent of the proposed alteration; and,
- The Historical Architectural Review Board land development code 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.

HP Goal 7

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.

HP Objective 7.1

The HARB Application Review Procedures should be updated and revised to clarify and streamline the review process.

HP Policy 7.1.1

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.

HP Policy 7.1.2

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 serves to demonstrate the benefits of the process.

HP Policy 7.1.3

During HARB meetings, audience members do not typically have access to photographs and drawings of proposed work, making it difficult to follow discussions these items should be projected during meetings. 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.

HP Policy 7.1.4

Consolidate Ex-Parte Communications with HARB Members and remove the appearance of a conflict by requiring that all communications related to ongoing applications under review to be directed to the board in written form such as a unified email correspondence. This provides an opportunity for public comments and applicant correspondence to be shared in a written record prior to the time of the meeting, giving all Board members the same information to consider as they evaluate an application. This would also allow the communication to become a part of the application review record, and shared with both the applicant and the public.

HP Policy 7.1.5

There are certain practices that have become routine for HARB, they are not clearly defined in the Historic Architectural Review Board land development code and require clarification.

These include:

- Definitions of terms associated with the Historic Architectural Review Board section of the land development code;
- 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;
- Identification of impacts associated with building code and zoning regulations;
- Application details to document financial hardship; and,
- The process of identifying and pursuing a case of demolition by neglect.

HP Policy 7.1.6

It is recommended that the land development code be amended 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.

HP Policy 7.1.7

A critical component of any approval process is compliance with the granted applications. To ensure compliance trained personnel should be available to review whether projects are completed meeting the requirements of HARB approval orders throughout the building permit process.

HP Objective 7.2

The Architectural Guidelines for Historic Preservation (AGHP) need to be updated and revised including 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 land development code.

HP Policy 7.2.1

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

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

HP Policy 7.2.1.1

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.

HP Objective 7.3

Amend the AGHP to provide 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 and associated modifications to address stairs, lifts and extended foundations among others.

HP Policy 7.3.1

Sustainable practices, and design methods 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.

HP Policy 7.3.2

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.

HP Objective 7.4

Incorporate Historic Preservation & Archaeology in all City Planning Initiatives

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

HP Policy 7.4.1

Increase Interpretation and Preservation of Archaeological Resources

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

HP Policy 7.4.2

Identify Locations of Potential Archaeological Remains

The current archaeological zone map should be revised to reflect the current archaeological database with known historical records and linked to city GIS mapping.

Archaeology Program

HP Goal 8

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

HP Objective 8.1

Expand the Archaeology Program.

HP Policy 8.1.1

In addition to fieldwork, it is a goal of the city's archaeology program to include artifact curation and archival documentation to meet professional reporting standards. Typically fieldwork should account for no more than 25 percent of archaeological investigation efforts. The rest comprises artifact analysis and lab work, report writing, artifacts and records curation, and dissemination of the project results to the public all in accordance with state and federal professional standards. This has been difficult with one staff archaeologist. The City should provide a position to focus on documentation and curation.

HP Policy 8.1.2

The archaeological zone map should be updated to reflect the existing archaeological knowledge and historical information. These records should be included in the city's GIS mapping layers.

HP Policy 8.1.3

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, it could also be subject to review by the city's Archaeology Program. This review should be early in the development review process.

HP Policy 8.1.4

City projects including Public Works Department permits for development activity that also involves ground penetration requires coordination with the City Archaeologist.

HP Policy 8.1.5

It is recommended that the St. Augustine Archaeological Association be sustained and developed to continue supporting the activities of the city archaeology program.

HP Policy 8.1.6

The City should support the nomination of significant archaeological sites for listing in the National Register of Historic Places provides formal documentation of some of the city's oldest resources, enhancing their appreciation and understanding and providing additional protection.

HP Policy 8.1.7

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

HP Policy 8.1.8

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

HP Policy 8.1.9

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

HP Policy 8.1.10

Create user-friendly information describing the city's archaeology program. This can include a map of the city's archaeological zones and descriptions of the type of archaeological

monitoring, testing or excavation that may be required under the Ordinance. It can also include the appropriate protocol for unexpected archaeological finds.

HP Objective 8.2

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

HP Policy 8.2.1

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

Economics

HP Goal 9

Integrate Preservation into all aspects of city governance impacting neighborhoods, tourism, infill, commercial revitalization, and redevelopment.

HP Objective 9.1

Provide preservation assistance to commercial thoroughfares and nodes including King Street, San Marco Avenue and Anastasia Boulevard as important commercial and transportation

thoroughfares through the city and its historic neighborhoods which is recognized in the Design Standards.

HP Policy 9.1.1

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.

HP Policy 9.1.2

Design standards apply to properties along Anastasia Boulevard, King Street and San Marco Avenue and the historic preservation zoning districts. 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.

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; and,
- Storefront merchandizing.

HP Policy 9.1.3

Existing state legislation allows for collection of a Tourist Development Tax and Tourist Impact Tax administered by the county government. The detailed language of these programs identify the allowable collection sources and expenditures. Amendments to these programs should be pursued to allow municipal administration and authority within the collection area where applicable and to expand the allowable expenditures to include broader historic preservation and archaeological activities.

HP Policy 9.1.4

Tax funds could be utilized to purchase threatened historically designated properties and conduct rehabilitation projects which contribute to the heritage tourism industry of the city.

HP Policy 9.1.5

A revolving fund that purchases endangered historic properties and resells them to new owners committed to their rehabilitation should be developed and operated. Funds from sold properties can be utilized to 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.

HP Policy 9.1.6

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

HP Policy 9.1.7

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; and,
- Processing artifacts from an archaeological investigation.

HP Objective 9.2

Property owners in St. Augustine have access to economic incentive programs. These include the Historic Preservation Property Tax Exemption (ad valorem) program, the Federal Rehabilitation Tax Credit program for commercial properties, and the 2013 Lincolnville Community Redevelopment Area (LCRA). 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.

HP Policy 9.2.1

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; and,
- Community Redevelopment Program.

HP Policy 9.2.2

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.

HP Policy 9.2.3

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.

HP Policy 9.2.4

The historic preservation website should be revised to include information and direct links to initiatives and programs that benefit historic preservation.

HP Policy 9.2.5

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.

HP Objective 9.3

Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods.

HP Policy 9.3.1

Partnerships should be developed with community housing organizations to encourage affordable and low-income housing in historic neighborhoods.

HP Policy 9.3.2

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.

HP Policy 9.3.3

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, 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.

Education and Advocacy

HP Goal 10

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

HP Objective 10.1

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

HP Policy 10.1.1

Regularly Update the City Website with a Preservation and Archaeological Activity and a Calendar of Events.

HP Policy 10.1.2

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. 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, among others.

HP Policy 10.1.3

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.

HP Policy 10.1.4

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.

HP Policy 10.1.5

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.

HP Policy 10.1.6

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.

HP Policy 10.1.7

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.

HP Policy 10.1.8

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

HP Policy 10.1.9

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.

HP Policy 10.1.10

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 training.

HP Policy 10.1.11

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 any adopted Historic Preservation Conservation Districts. These pamphlets could be distributed by realtors and the city to new property owners as part of a welcome package.

HP Policy 10.1.12

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.

HP Policy 10.1.13

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.

HP Policy 10.1.14

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.

HP Objective 10.2

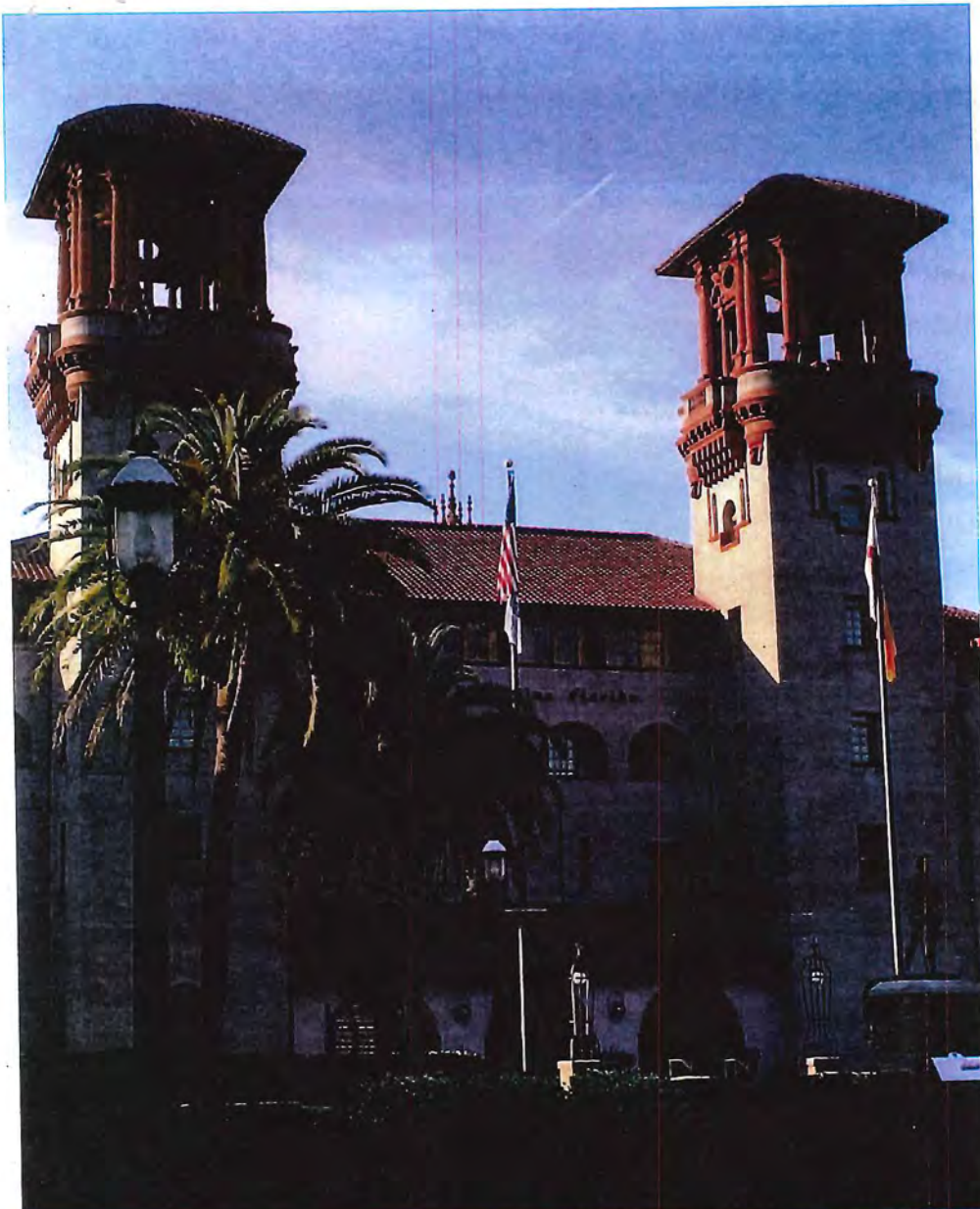
Increase Awareness of How Historic Preservation Positively Affects the City

HP Policy 10.2.1

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.

HP Policy 10.2.2

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 City website and shared in the opening remarks at a preservation themed event.



St. Augustine Historic Preservation Master Plan: FY 2019-2020 Work Plan

**Jenny Wolfe, Historic Preservation Officer
Dr. Andrea White, City Archaeologist
Planning and Building Department
City of St. Augustine**

*HARB and PZB Workshop
March 14, 2019*



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Introduction

2018 Historic Preservation Master Plan

- Adopted in October 2018 following 14 public meetings and/or workshops, on-line surveys, and multiple reviews of draft documents
- Historic preservation plans are planning tools that respond to the goals set forth by the community and forms the basis of the community's preservation program
- The St. Augustine HPMP was organized into 8 identified themes and supported by goals, strategies, and tasks
- The implementation matrix organized the tasks into 3 project types based on their priority, feasibility schedule, or logical project progression
- Staff has performed a preliminary ranking
- Projects, priorities, and budgets will impact each year's work plan which will support an evolving annual evaluation of the HPMP progress



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Today's Objectives:

1. Staff will present administrative updates which may or may not be reflected in the drafted work plan
2. Staff will provide an overview of the formatted work plan and summarize the types of projects derived from the Plan
3. Staff will offer recommendations regarding the evaluation and ranking of the work plan items
4. Board discussion and public comment related to the work plan
5. Staff will collect and summarize the resulting ranked priorities based on the boards' recommendations



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EST. 1565

Highlights of the Administrative Updates:

1. A second, full-time city archaeologist (Research and Collections Archaeologist) began January 28, 2019 (HP Division now includes 4 FTE)
2. Print and digital media materials are being developed to include general HARB application processes and the archaeology ordinance; HARB has begun discussing potential updates to board motions and staff report processes
3. The city's website has been modified, the city is also pursuing website changes in the future which will affect our digital platform
4. Application worksheets for demolition are now available to help applicants and board members evaluate economic hardship and building condition assessments; additional language being drafted with the City Attorney's office

Historic Preservation

Archaeology

Architectural Guidelines for Historic Preservation (HARP)

Early Colonial Design Standards

Historic Architectural Review Board (HARB) Applications

Historic Preservation Element of the Comprehensive Plan

Historic Preservation Ordinances

Historic Preservation Master Plan

Historic Preservation Projects

Historic Preservation



Historic and cultural resources in St. Augustine are represented by buildings, structures, objects, districts and sites above ground, as well as, under the surface of our streets and landscapes as part of the archaeological record. Our community has a rich heritage of resources from Native American, Spanish, British, and French Colonial interactions and eventual American development into Florida's statehood. Interpreting, collecting, preserving, and redeveloping these resources falls into the broad category of Historic Preservation.

The Planning and Building Department monitors changes to historic and cultural resources through the issuance of building permits and analyzing commercial activity.

OBSERVATIONS	ASSESSMENT DESCRIPTION Describe as many details as possible for any of the features listed which are relevant to the building condition assessment	GOOD	FAIR	POOR	% DAMAGED				
					0%	1-30%	30-60%	60-90%	90-100%
BUILDING ENVELOPE	1B. Foundation: Describe the materials/type of foundation and identify any deficiencies								
	Ability to be repaired?								
	2B. Roofing: Describe the roof type, material and pattern, thickness/layers, exposure, age if known, size and type of rafters, presence of any roof features/detailing; and identify any deficiencies								
	Ability to be repaired?								
BUILDING ENVELOPE	3B. Exterior Siding: Describe the material, the size/shape/pattern, age if known, exposure; and identify any deficiencies with specific reference to location and extent								
	Ability to be repaired?								
	4B. Windows: Describe the type(s) of windows, materials,								



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Highlights of the Administrative Updates:

5. The HPO and SAHS ED will attend at least one meeting per year of each other's board meetings to share updates regarding HPMP goals and projects; HPO now attends SJC Local Mitigation Strategy Meetings, CA maintains routine involvement with SAAA
6. Grants: The city was ranked #1 for two grants and #4 for another grant so it is likely they will be funded July 1, 2019 and managed by the HPO; these cover multiple tasks identified in the plan related to flooding adaptation, survey work, and stewardship
7. A significant investment in GIS for the department and particularly for the benefit of historic preservation is underway for completion this spring to complement citywide initiatives for providing more access to information; additional projects are proposed to continue using GIS for cultural resource management
8. Comprehensive Plan EAR is progressing
9. CLG Training, KHAW, Florida Trust, speakers...



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EST. 1565

Work plan formatting:

THIS SIDE OF THE PAGE IS TAKEN FROM THE ADOPTED HPMP IMPLEMENTATION MATRIX, NO NEW INFORMATION				THESE COLUMNS ARE STAFF NOTES AND PRELIMINARY RANKING			BOARD USE
HPMP PROJECT TYPE	STRATEGY	TASK	FIRST STEPS	FEASIBILITY and BUDGET IMPACT FOR FY2019-2020	PROJECT AND IMPLEMENTATION NOTES	STAFF RANKING	BOARD EVALUATION for items marked "In progress" "Done" "Outside partners" OR, RANKING
1	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.8. Conduct annual evaluation and develop workplan	a. Establish a framework and timeline for HARB and staff to develop a proposed workplan for the upcoming year which prioritizes projects for the preservation program, identifies budget needs, and allows public participation. Include a summary of prior/current year's accomplishments.	Yes. No budget impact to produce the workplan itself.	Workplan scheduled to include both HARB and PZB annually in the spring. Priorities may need budget allocation from commission.	Done	
1	E.3. Promote Preservation Programs & Incentives	E.3.2. Revise the City's Historic Preservation Webpage	a. Post information on the city's preservation webpage and provide links to program details	Yes. No budget impact to maintain text of existing website.	Should follow/be incorporated with brochure development E.3.1 and H.1.9. First pass update completed.	Done	
1	F.1. Participate in the Disaster Mitigation Planning Process	F.1.1. Engage in the Hazard Mitigation Planning Process	a. Attend meetings of the Local Mitigation Strategy Plan Taskforce and promote mitigation strategies and responses to protect historic resources	Yes. Budget impact if additional resources required to develop mitigation and protection training/activities.	HPO now included on email-list serv for meeting notices and class offerings.	Done	
2	C.5. Revise HARB Application Review Procedures	C.5.3. Make HARB Application Materials More Publicly Available	a. Post application materials on the City website	Yes, already in progress.	Packet materials are being posted on the website now	Done	
2	C.5. Revise HARB Application Review Procedures	C.5.5. Consolidate Ex-Parte Communications with HARB Members	a. Establish a procedure for all public comments to be addressed to HARB member email following application submission until a HARB decision has been rendered	Yes, already in progress.	Email address created, posted on city website, discussed at HARB on February 23, 2019.	Done	
3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.7. Develop a Lecture Series	a. Encourage institutions and organizations to develop a historic preservation lecture series	Yes, to the extent that cooperation among all entities is successful. No budget impact if existing human and technical resources are sufficient.	Several organizations currently offer lectures that are intertwined with some aspect of preservation, discussed with SAHS executive director. This is ongoing cooperative effort, no action item recommended.	Done/Outside partners	
3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.12. Advocate for Resources and Recognition for the Preservation of St. Augustine Outside of the Community	a. Identify untapped grant, recognition programs and national level designations	Yes, ongoing.	Various grant programs are consistently being researched however managing the grant from application to implementation requires concerted staff time; many require matching funds which limits the grants for which the City could apply. This will be ongoing cooperative effort, no action item recommended.	Done	
1	A.1. Incorporate Historic Preservation Elements in All Neighborhood, District & City-Wide Planning Initiatives	A.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	Yes. As a means of policy there is no budget impact.	HP is already consideration of city actions and coordination can be enhanced with HP staff and HARB input as needed. HARB should discuss the extent of formal review and expectation for review of city projects that are outside of the local districts. When SAHS meetings are held, encourage other department staff. To be developed in future.	In Progress	
1	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.1. Complete Historic Resources Assessment	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	Yes. Budget impact if supplemental survey is required outside of HP staff. Potential for contingency/consulting services budget. \$500 allocated in current budget. (\$5)	HP is already a consideration of city actions and coordination can be enhanced with HP staff and HARB input as needed. HP staff participate in project types will be provided. When necessary and if mitigation is recommended may impact the project's budget and schedule. HP is a consideration of city actions and coordination can be enhanced with HP staff and HARB input as needed. HP staff participate in	In Progress	

Information copied from HPMP

Staff notes

Board Notes & Ranking



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EST. 1565

Work plan formatting:

How is the work plan organized?

The left side is copied directly from the HPMP matrix in chapter 6; staff notes provided on the right

- Items are ordered based on the Staff Ranking column and the Task number, regardless of the HPMP project type:

Done – items that staff suggests are done

In Progress – items that have begun, the Board can review the project notes and provide additional feedback

Numerically Ranked tasks – items that staff ranked as feasible for the FY 2019-2020 and grouped by association where applicable

Outside Partner – items that are best suited for non-city entity with recommendations for Board feedback and plans for annual updates by staff

Not Ranked for this Fiscal Year – items that require other projects to be completed first or items that are not suggested as feasible based on the associated budget requirement and/or work volume

Feasibility and Budget Impact for FY2019-2020:

Staff notes regarding 1) Is it feasible to undertake the work in the upcoming year; and 2) Is there a budget impact, if so, \$-\$\$-\$\$\$ is used to indicate estimated variation of that impact

Project and Implementation Notes

Staff notes identifying the issues and vision for how this could be implemented, with some questions directed to HARB and/or PZB as applicable

Staff Ranking: see above Done, In Progress, Ranked, Outside Partner, Not Ranked



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EST. 1565

Summary of Work Plan Projects:

When it looks overwhelming, keep in mind these evolving project themes across the work plan:

- ☐ **Reconnaissance (Recon) Survey:** recommend further survey work, identify white elephants, identify vistas/viewsheds, identify threatened properties, identify potential future districts/landmarks
- ☐ **GIS:** currently in contract with a consultant to develop the city's geodatabase and provide ready-to-use information for the city's website; future use of GIS as a tool will be on-going for maintaining the database/updating the records, adding more cultural resource layers particularly for archaeology and geo-referenced maps
- ☐ **Print/Media resources:** improving paper and digital media resources along with dynamic information
- ☐ **Neighborhood/community sector evaluations:** expand neighborhood zoning workbooks and consider opportunities to promote/preserve character
- ☐ **Diversify resources for the Archaeology Program** related to the volunteer program, future internships, and technology resources
- ☐ **Code modifications** related to HARB ordinance and AGHP; **minor** and **major** phases including comprehensive AGHP update
- ☐ **Identifying and updating archaeological resource surveys** for submerged and terrestrial resources
- ☐ **Developing a resource for design assistance** to projects in the design review areas (HP and Entry Corridors)
- ☐ **Multiple outreach, education, and documentation programs** with outside partners
- ☐ **Developing preservation resources** and economic incentives

*Regardless of recommended priorities, staff will be managing 3 state grants beginning July 1, 2019



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ST. AUGUSTINE
— EST. 1565 —

RECOMMENDATIONS REGARDING THE EVALUATION AND RANKING OF THE WORK PLAN ITEMS

❖ Projects have been ranked by Staff with a note about its status or with a numerical priority ranking. Please go through the spreadsheet, with the following notes in mind, and use the right most column to record your evaluation.

1. Done: Evaluate the task, ask questions, provide consensus to consider it done or provide staff with additional direction
2. In Progress: Review reported progress, ask questions, provide additional direction and/or clarify expectations for staff to keep moving forward if applicable
3. Outside Partner: review the task and provide consensus that seeking outside partners for these items is appropriate. Progress will be monitored and reported to the board(s) annually.

For the sake of time, staff is not preparing to address the above items (1, 2, 3) line by line on the spreadsheet unless directed to do so by the boards. Rather, please be prepared to raise any of your specific questions and/or demonstrate consensus on these categories that they are "done" "in progress" or can be completed with "outside partner."

4. Numerical Ranking: Rank tasks for the upcoming fiscal year, Oct 2019 – Sept 2020, using #1 as the highest priority ranking. You may choose not to rank a task if it is not a priority or not feasible for the upcoming year.
 - Assess critical needs and threats
 - Consider the tools required to perform the tasks
 - Recognize process required to update city code, design guidelines, and standards
 - Budget prioritization will occur at the City Commission budget hearings
 - Grants will also be pursued for projects when possible
5. Recommend any other revisions to the work plan for next year
 - Example: Staff recommends splitting up the survey, documentation, and nomination projects into two tasks in order to 1) maintain a list and then 2) to undertake projects from the list



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BOARD RANKED PROJECTS:



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Dr. Andrea White, City Archaeologist
904.823.2263 awhite@citystaug.com

Planning and Building Department
City of St. Augustine

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HPMP PROJECT TYPE	STRATEGY	TASK	FIRST STEPS	FEASIBILITY and BUDGET IMPACT FOR FY2019-2020	PROJECT AND IMPLEMENTATION NOTES	STAFF RANKING	BOARD EVALUATION for items marked "In progress" "Done" "Outside partners" OR, RANKING
1	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.8. Conduct annual evaluation and develop workplan	a. Establish a framework and timeline for HARB and staff to develop a proposed workplan for the upcoming year which prioritizes projects for the preservation program, identifies budget needs, and allows public participation. Include a summary of prior/current year's accomplishments.	Yes. No budget impact to produce the workplan itself.	Workplan scheduled to include both HARB and PZB annually in the spring. Priorities may need budget allocation from commission.	Done	
1	E.3. Promote Preservation Programs & Incentives	E.3.2. Revise the City's Historic Preservation Webpage	a. Post information on the city's preservation webpage and provide links to program details	Yes. No budget impact to maintain text of existing website.	Should follow/be incorporated with brochure development E.3.1 and H.1.9. First pass update completed.	Done	
1	F.1. Participate in the Disaster Mitigation Planning Process	F.1.1. Engage in the Hazard Mitigation Planning Process	a. Attend meetings of the Local Mitigation Strategy Plan Taskforce and promote mitigation strategies and responses to protect historic resources	Yes. Budget impact if additional resources required to develop mitigation and protection training/activities.	HPO now included on email-list serv for meeting notices and class offerings.	Done	
2	C.5. Revise HARB Application Review Procedures	C.5.3. Make HARB Application Materials More Publicly Available	a. Post application materials on the City website	Yes, already in progress.	Packet materials are being posted on the website now	Done	
2	C.5. Revise HARB Application Review Procedures	C.5.5. Consolidate Ex-Parte Communications with HARB Members	a. Establish a procedure for all public comments to be addressed to HARB member email following application submission until a HARB decision has been rendered	Yes, already in progress.	Email address created, posted on city website, discussed at HARB on February 21, 2019.	Done	
3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.7. Develop a Lecture Series	a. Encourage institutions and organizations to develop a historic preservation lecture series	Yes, to the extent that cooperation among all entities is successful. No budget impact if existing human and technical resources are sufficient.	Several organizations currently offer lectures that are intertwined with some aspect of preservation, discussed with SAHS executive director. This is ongoing cooperative effort, no action item recommended.	Done/Outside partners	
3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.12. Advocate for Resources and Recognition for the Preservation of St. Augustine Outside of the Community	a. Identify untapped grant, recognition programs and national level designations	Yes, ongoing.	Various grant programs are consistently being researched however managing the grant from application to implementation requires concerted staff time; many require matching funds which limits the grants for which the City could apply. This will be ongoing cooperative effort, no action item recommended.	Done	
1	A.1. Incorporate Historic Preservation Elements in All Neighborhood, District & City-Wide Planning Initiatives	A.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	Yes. As a means of policy there is no budget impact.	HP is already consideration of city actions and coordination can be enhanced with HP staff and HARB input as needed. HARB should discuss the extent of formal review and expectation for review of city projects that are outside of the local districts. When workshops are held, encourage other department participation along with HARB members and staff. To be developed in HP Comp Plan Update.	In Progress	
1	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.1. Complete Historic Resources Assessment	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	Yes. Budget impact if supplemental survey is required outside of HP staff. Potential for contingency/consulting services budget, \$5000 allocated in current budget. (\$\$)	HP is already a consideration of city actions and coordination can be enhanced with formal policy. HARB should provide input to clarify project types and locations that should be reviewed either by HP staff or the Board. A list of city-owned properties and recommended project types will be provided. When formalized, HP staff review time will be necessary and if mitigation is recommended it may impact the project's budget and schedule.	In Progress	
1	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.3. Include Historic Preservation Staff in Planning Initiatives and Activities	a. Regularly involve/consult with HARB staff	Yes. No budget impact.	HP is a consideration of city actions and coordination can be enhanced with HP staff and HARB input as needed. HP staff participate in Development Review Meetings and provide comments on HARB/PZB applications. Monthly staff meetings are held to review all board agendas.	Done	
1	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.6. 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	Yes, confirm with Legal. Budget impact if outside counsel required or additional staff required to monitor properties under covenant. (\$)	Mechanism to record the covenant is needed so that permit activity is reviewed by HP staff, sample covenants being collected. In effect, monitoring adds a layer of review similar to properties in the local historic districts and demolition permits. Aside: Covenants have perception of impact to ROI for owner and requiring adherence to SOIS also may affect maintenance costs for owner.	In Progress	

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1	C.5. Revise HARB Application Review Procedures	C.5.8. 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	Yes. Budget impact if outside expertise brought in for workshops/training. (\$)	HP is already a consideration in development review and permitting. Enhancing internal coordination is already under way with HP staff review of daily inspection sheets. Training should be ongoing. Does HARB have any additional recommendations?	In Progress	
1	F.1. Participate in the Disaster Mitigation Planning Process	F.1.2. Documentation of Historic Resources Related to Potential Hazards	a. Utilize HAZUS to map threatened properties to better understand flood and hurricane vulnerabilities	Possible 2019-2020, \$100,000 anticipated with grant and city match. Budget already allocated.	"Resilient Heritage in the Nation's Oldest City" grant ranked #1, will begin July 1 if legislature funds the grants. Will use multiple tools, not necessarily HAZUS.	In Progress	
1	F.1. Participate in the Disaster Mitigation Planning Process	F.1.4. Provide Protection for City's Historic and Cultural Resources	a. Identify vulnerable city-owned historic and cultural resources (due to hazards) b. Provide protection to minimize vulnerabilities	Possible 2019-2020, \$100,000 anticipated with grant and city match already allocated. Major budget impact if physical mitigation/protection undertaken. (\$\$\$)	"Resilient Heritage in the Nation's Oldest City" grant ranked #1, will begin July 1 if legislature funds. Will identify city-owned properties and recommend mitigation methods.	In Progress	
1	F.2. Plan Historic Preservation Disaster Response	F.2.2. Identify Preservation Partners to Assist in Post-Disaster Review Process	a. Contact regional and state preservation officials and develop protocol for joint disaster response	Yes. No budget impact to establish protocol and potential partnerships outside of disaster response.	Previous hurricane events resulted in partnership with UF HP program, other volunteers. Florida Trust, DHR, and UF have established communication networks and tangible resources with city staff contributions; P&B Department is preparing tool box.	In Progress	
1	F.2. Plan Historic Preservation Disaster Response	F.2.3. Establish a Debris Management Plan	a. Develop debris management plan b. Train Public Works to recognize and retain historic materials c. Identify material storage locations	Yes, \$100,000 anticipated with grant and city match. May impact budget to implement policy recommendations resulting from grant. (\$\$)	"Resilient Heritage in the Nation's Oldest City" grant ranked #1, will begin July 1 if legislature funds. Will recommend various policies. Coordinate with private entities for storage options. Implementation requires coordination with Public Works and property owners.	In Progress	
1	F.2. Plan Historic Preservation Disaster Response	F.2.4. Develop and Integrate a Plan for Historic Preservation in Local Response	a. Ensure emergency responders are aware of historic property status b. Identify design professionals and contractors available to assess and stabilize properties	Yes. Budget impact if outside expertise brought in for workshops/training and any physical mitigation. (\$\$)	Will require coordination with emergency responders or more participation with HP staff. Private sector contribution to establish volunteer support, get Florida Trust to produce resource list statewide. Incorporate with F.1.1. LMS review meetings.	In Progress	
1	F.2. Plan Historic Preservation Disaster Response	F.2.5. Develop Information for Property Owners	a. Develop information for property owners identifying County Emergency Management response and specific historic preservation review requirements and/or funding opportunities	Yes. Budget impact for printing/distribution. (\$)	Much information is already collected and just needs to be finalized in print form. Determination is needed to add this to other departmental notices or hand out separately to targeted areas/resources.	In Progress	
1	G.1. Expand Archaeology Program	G.1.3. Establish a Process to Conduct Archaeological Assessment Early in Planning Process	a. Establish a process to utilize updated mapping to identify a proposed project's potential impact and solicit City Archaeologist's input	Yes. No budget impact.	Archaeology staff provide comments for private development via Development Review Committee and PZB/HARB applications. Coordination has also been enhanced with Public Works and General Services but will require ongoing cooperation. Does HARB have additional recommendations?	In Progress	
2	C.5. Revise HARB Application Review Procedures	C.5.4. Project Photographs and Drawings on Screens During Meetings	a. Provide HARB staff reports from podium to facilitate projection of photographs and applications materials for public and web-based viewing	Yes. No budget impact.	Discussed at HARB February 21, 2019, staff is preparing revised format for HARB's future consideration. HARB recommended implementation for benefit of applicants and audience awareness/education.	In Progress	
2	D.2. Supplement Financial Hardship Review Process	D.2.2. Establish a Separate Financial Hardship Review Process	a. Establish protocol to complete financial hardship review prior to design review b. Modify ordinance to reflect review based on designation and level of significance (B.2)	Yes and no. Financial hardship worksheet now created. Modifying the code recommended for future evaluation.	Currently the financial hardship is voluntary process and can be applied to levels of significance already established. Modifying the code as recommended in the HPMP and as in D.1 and D.2 can include this portion: Discussed at HARB February 21, 2019, staff is preparing draft language for HARB's future consideration.	In Progress	
2	D.6. Clarify Demolition Review Requirements & Processes	D.6.1. Clarify Demolition Review Requirements	a. Prepare a worksheet and submission checklist for demolition applications b. Modify to reflect ordinance updates	Yes, but will need to be updated to reflect any changes from D.1 - D.5.	Partial: Improvements now complete for the interim (creating more informative application, developing a brochure to outline the process, and improving website) but comprehensive update and code change will be needed if D.1 - D.5 are implemented. Brochure and worksheets underway.	In Progress	
2	E.3. Promote Preservation Programs & Incentives	E.3.1. Develop Informational Brochures regarding preservation programs and incentives	a. Develop brochure explaining available funding and criteria b. Distribute to property owners	Yes, for current/existing programs. Budget impact to print brochures currently allocated (\$500) shared with other print media. (\$)	Information has been developed in brochure format but any changes will require these materials to be updated. Brochures based on current programs in development.	In Progress	

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2	G.1. Expand Archaeology Program	G.1.4. Sustain and Grow the St. Augustine Archaeological Association	a. Increase opportunities for supervised field and laboratory support with added Archaeology staff and technology	Yes, budget impacts for additional computers, software, supplies, and volunteer recognition events. Some funding (~\$1000+hardware) already included in FY 2018-2019 budget. (\$\$)	While this task is focused on the SAAA, archaeological staff is taking a lead as part of the first steps. With the addition of the second archaeologist, current efforts are to revise the volunteer program (recruiting, training) and increase volunteer opportunities in the lab. This is subject to the current work load and one archaeologist remaining in the lab most of the time. Additionally, the number of volunteers that can be accommodated is proportional the number of city staff available to supervise.	In Progress	
2	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.9. Develop a Property Owner's Pamphlet re: cultural resources	a. Prepare pamphlet describing types of preservation review and update as regulation changes b. Post on Preservation webpage	Yes, already in progress. Budget impact to print any hard copy materials. \$500 allocated along with archaeology brochures currently. (\$)	Brochures based on current programs in development and will translate to web updates, see E.3.2. Does HARB have additional recommendations?	In Progress	
3	H.2. Increase Awareness of How Historic Preservation Positively Affects the City	H.2.1. Hold a Preservation Awards Ceremony	a. Establish categories and review criteria for preservation awards b. Conduct an annual or bi-annual awards ceremony	Yes. Budget impact for reception and awards. \$500 allocated in current fiscal year. (\$)	Recommended as a Fall seasonal activity with HARB making selection and presented by City Commission. Proposed as a fall activity, budgeted for 2018-2019.	In Progress	
3	H.2. Increase Awareness of How Historic Preservation Positively Affects the City	H.2.2. Recap Preservation Achievements	a. Identify a schedule and venue to report on achievements b. Post information on preservation website	Yes. No budget impact if using existing city resources.	Annual report can be presented to the City Commission as a consent items in the future annual evaluations and re-capped at fall preservation awards.	In Progress	
1	B.1. Prepare Historic Resource Documentation	B.1.1. 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)	Partial. Budget impact for supplies and potential expertise regarding hierarchical system and/or outside personnel for survey. Significant staff/community effort could be used. See potential CLG training workshop at no cost. (\$\$)	Partially in progress with West Augustine to be surveyed (2019-2020) if grant is funded and will mostly conclude neighborhood evaluation (a). GIS project underway now, will need to be updated with all results of recon survey. HARB should discuss how survey should be undertaken and determine ranking method. This is an opportunity to incorporate active community participation with volunteer work evaluated at public HARB meeting.	1 Recon	
1	B.1. Prepare Historic Resource Documentation	B.1.2. Document Vistas	a. Identify properties with high development potential located in historic resource vistas	Partial, see above. Budget impact if consultant expertise required for training and/or survey work. Significant staff/community effort could be used, possible subject of CLG training at no cost. (\$\$)	Can be incorporated into staff/community recon survey in B.1.1. This component of the recon survey is not in progress.	1 Recon	
1	B.1. Prepare Historic Resource Documentation	B.1.4. Prioritize Surveys for Re-evaluation	a. Evaluate existing surveys and prioritize updates b. Assess and secure resources for surveys and engage consultant	Yes. Outside consulting services required at a budget impact, possible to be done in concert with recon. (\$\$)	Model Land, Abbott Tract, and Lincolnville are areas in need of survey update unless HARB makes additional recommendations below. Can be undertaken by staff/volunteers during Recon survey.	1 Recon	
1	B.3. Utilize Documentation to Identify Endangered Properties, Landscapes & Vistas	B.3.1. Develop and Maintain an Endangered Properties List	a. Establish a protocol for reporting and identifying endangered properties b. Develop and maintain an endangered property list	Yes. Budget impact if conducted by outside personnel. Training is possible subject for CLG workshop at no cost or CAMP training. (\$\$)	HARB/community should contribute to protocol development and maintaining/identifying endangered properties and determine how survey should be undertaken, may be a project that a committee from the St. Augustine Historical Society could undertake. Information can be used to target opportunities. Note: For the City's role, this task does not include calling attention to properties as in a marketing or social campaign like non-profits do for annual 'endangered' lists.	1 Recon	
1	C.1. Correlate Historic Preservation & Zoning Requirements	C.1.2. 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	Yes, see B.1.1 Recon Survey. Potential budget impact if outside personnel required. (\$\$)	HARB/community should participate in this identification and evaluation process to be undertaken during recon survey and determine how survey should be undertaken. Note: Any information will be used to support private property owner requests for relief from zoning or financial incentives to preserve property, not to initiate any involuntary zoning changes.	1 Recon	

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2	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.2. 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	Yes. Budget impact to hire or continue GIS consultant services. Also costs for digital scans of historical maps. (\$-\$-\$-\$)	This task is focused on creating Historical GIS geodatabase, which includes a GIS site inventory to understand where previous investigations have occurred across the city and incorporates archaeological and historical data (overlying historical maps, property records, city directories, etc.) to ascertain where undiscovered sites might be located. Would build upon the 2015 GIS grant. GIS data will require continual updating with each new project. The full Historical GIS project would take considerable time and GIS consultants, but it can be phased and tied to other HP GIS projects. Additional partnerships can be established with archives to incorporate various datasets that are mutually beneficial.	2 GISv2	
1	B.4. Increase Access to Documentation	B.4. Increase Access to Documentation	a. Develop a GIS-based historic resource inventory b. Provide on-line access to historic resource maps and database	Yes. \$50,000 allocated already. Expanding on-line access beyond the current scope will require additional budget. (\$)	Jones Edmunds developing GIS inventory at current professional standards, to be completed Spring 2019. Maintaining on-line access to greater depth will require continued investment or staff maintenance.	2 GISv2	
1	C.5. Revise HARB Application Review Procedures	C.5.1. 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	Yes, see B.4. Scope does not include all aspects of maintenance and will incur staff time and continued maintenance. (\$)	Jones Edmunds developing GIS inventory at current professional standards, to be completed Spring 2019. Expanding on-line access will require continued investment or staff maintenance. Project will require staff time to develop the data for locally designated properties, update new properties, and detail the attributes for contributing/non-contributing properties. Opportunity for volunteer assistance.	2 GISv2	
1	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.7. 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	Yes. Budget impact to develop threat analysis of all city properties for consideration of all applicable threats. Mitigation action will impact budget additionally. (\$\$\$)	Threat analysis includes various forms and sources beyond flooding. Enhanced coordination with other departments to share list of historic resources and threats so that mitigation measures can be considered during CIP evaluation and/or routine maintenance. Note: Mitigation includes any actions recommended to offset impacts to the historic resource from the threat, whether it is redevelopment, maintenance, all natural hazards, pests, deterioration, etc. Historic Structure Reports are the best thorough analysis but will require considerable budget resources to perform for each city resource. Consider phased implementation, with HARB input on how phases are prioritized (Colonial, archaeological, archival, flood plain etc)	3	
3	G.1. Expand Archaeology Program	G.1.6. Expand Archaeological Artifact Collections Analysis and Curation	a. Hire a full-time curator and expand regular, supervised SAAA volunteer participation b. Expand technological resources for database management	Yes and no. Budget impacts could include technology costs and possible outside consultant to design database. (\$) Additional staff increase beyond 2 FTE will be significant budget increase. (\$\$)	Expanding the technological resources is the immediate priority. Additional curatorial staff would require significant future budget request (see G.1.1). In the meantime, options to expand professional staff are being explored such as internships and expanding the volunteer program (see G.1.4).	4	
1	G.2. Enhance Support of Archaeology Program	G.2.1. Develop Digital and Print Media for Property Owners re: archaeology program	a. Prepare digital and printed information describing program, zones, requirements and what to do in the event of an unexpected find	Yes, printing costs and graphic design software subscriptions included in current proposed budget. Design in-house. (ongoing subscriptions need budget (\$))	Older versions and/or current drafts of print media are on file. Brochure currently in development. Continued technology subscriptions and resources required.	5 Print/media	
1	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.1. Regularly Update City Website with Preservation and Archaeological Activity and a Calendar of Events	a. Provide City website to host calendar b. Encourage listing of community sponsored events and update regularly	Yes. No budget impact if working with existing website infrastructure.	Need to coordinate with Public Information Office. Should be unified Historic Preservation Division inclusive of HP and Archaeology and may include a blog posting schedule. To be completed once brochures are finished so the HP image is consistent across print and digital media. City-wide website re-development already being considered by Public Affairs office.	5 Print/media	
1	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.3. Develop Archaeological Education Materials	a. Prepare pamphlet describing program, zones, requirements and what to do in the event of an unexpected find	Yes, printing costs and graphic design software subscriptions included in current proposed budget. Design in-house. (ongoing subscriptions need budget (\$))	Older versions and/or current drafts of print media on file. Need to update/refresh and include broader digital access. Incorporate with G.2.1. Does HARB have additional recommendations?	5 Print/media	

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3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.4. Post Historic Preservation and Archaeological News in Multiple Media Formats	a. Develop protocol to all HARB staff and City Archaeologist to request regular posting of information	Yes. Budget impact if new resources are needed (beyond current human and technical resources)	Consolidate with H.1.1. Will need to follow brochure development, could include blog postings.	5 Print/media	
1	B.1. Prepare Historic Resource Documentation	B.1.3. Develop Character Studies for Historic Neighborhoods	a. Identify neighborhoods that have not been surveyed b. Assess and secure resources for surveys and engage consultant	Yes. Consulting services required for qualitative character studies with community input. (\$\$)	West Augustine is last major neighborhood not surveyed; Fort Mosea Gardens/Ft. Mose area will remain if not captured in next year's survey. Zoning workbooks were produced by Planning and Building Dept. in 2016 but detailed neighborhood character studies/cultural landscape studies are needed with community input. Should follow Recon survey.	6	
2	G.2. Enhance Support of Archaeology Program	G.2.2. Adequately Fund Archaeological Activities	a. Provide dedicated funding source for completion of archaeological field, curatorial and reporting requirements in accordance with the ordinance	Yes, budget impacts at various levels including report production, curation supplies, and outside consultants. (\$\$)	Require exploring various funding options: grants, adding volunteers (see G.1.4), and supplementing staff with internships, post-docs, and part-time staff. While the mechanisms to fund the program is crucial, completing the tasks are essential. The task supported by this funding involves current and future projects, as well as the back log of projects from the previous 30 years. This includes documenting previous archaeological project with the FMSF. Previous excavation work will need to be phased over a decade or more. Does HARB have additional recommendations?	7	
2	C.5. Revise HARB Application Review Procedures	C.5.6. Clarify Historic Architectural Review Board Ordinance	a. Provide clarification to HARB ordinance	Yes. May require budget allocation if consulting expertise is necessary beyond Staff and HARB. (\$\$)	Requires code change and workshops. The HPMP recommends clarification regarding: definitions, designation process for districts and landmarks as well as implications of designation, partial demolition, cross references to building and zoning code regulations, financial hardship, demolition by neglect. Does HARB have a recommendation regarding the ability to evaluate code changes with staff or would require a consultant?	8 (Minor Code Mods)	
2	C.5. Revise HARB Application Review Procedures	C.5.7. Establish Design Review Procedure for Local Landmarks	a. Modify ordinance to require HARB review of all local Landmark properties	Yes. Should be incorporated into C.5.6. May require budget allocation if consulting expertise is necessary beyond Staff and HARB. (\$\$)	Requires code change, see above.	8 (Minor Code Mods)	
2	D.3. Reduce Demolition-by-Neglect	D.3.1. Require Correction of Unsafe Conditions	a. Modify ordinance to reflect review based on designation and level of significance (B.2)	Yes and no. Should be cross-referenced with B.3.2 and may need re-evaluation with recent building code changes adopting 2018 International Property Maintenance Code published by ICC	Will require code change if undertaken as recommended. Proposed changes to the building code may overlap or pre-empt the need for this recommendation. Scheduled as discussion item with the building official for March 21, 2019 HARB meeting.	8 (Minor Code Mods)	
2	D.6. Clarify Demolition Review Requirements & Processes	D.6.2. Clarify Pre- Demolition Requirements	a. Clarify required documentation options b. Prepare a worksheet clarifying documentation and submission requirements	Yes, but will need to be updated to reflect any changes from D.1 - D.5. No budget impact for the worksheet.	Improvements can be made in the interim (creating more informative application, developing a brochure to outline the process, and improving website) but comprehensive update and code change will be needed if D.1 - D.5 are implemented	8 (Minor Code Mods)	
2	D.6. Clarify Demolition Review Requirements & Processes	D.6.3. Establish a Procedure for Staff Review of Non-Locally Designated Properties	a. Identify criteria, process and submission requirements for Staff review b. Modify ordinance to reflect process for Staff review following approval on HARB consent agenda	Yes, but would be better to be considered during comprehensive revisions D.1 - D.5. No budget impact to change the code; recommended criteria can be proposed by staff and voted on by HARB/PZB/CC.	Recommend waiting for full demolition ordinance evaluation in D.1-D.5. This item requires a code change and there has been debate on whether the community wants this type of change so it will need full discussion.	8 (Minor Code Mods)	
1	B.1. Prepare Historic Resource Documentation	B.1.8. Inventory Submerged Resources	a. Compile survey data from existing reports to identify locations of submerged resources b. Areas that have not been surveyed will need to be surveyed c. Potential resources/targets should be investigated	Possible for 2020-2021. Should seek partnership with LAMP. Budget impact for survey and target investigation. (\$\$)	Should follow the completion of the terrestrial GIS site inventory first. Also need to understand location of city-owned bottom lands. Information to be shared with city departments for consideration of impacts to city property/projects. Will be incorporated to HP comments for private development projects.	9	

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3	E.1. Integrate Preservation into Commercial Revitalization	E.1.1. Provide Preservation Assistance to Commercial Thoroughfares and Nodes	a. Develop informational brochures regarding financial incentive programs b. Identify professional volunteers willing to provide design assistance	Yes and no. Developing design professional advisors may require budget allocation. (\$)	If the Corridor Review Committee was modified to include a consultant designer this could be considered addressed. Assembling a volunteer design team may be challenging and is best suited for management through an independent entity versus city sponsor so there is no presumption that approval (formal or informal) has been granted. Evaluate during final review of all completed DSEC areas.	10 (volunteer design)	
3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.11. Encourage Volunteer Design Assistance	a. Identify volunteer design professionals and establish a schedule to provide assistance	Yes and no. Developing design professional advisors may require budget allocation. (\$)	There could be a challenge with the perception that using volunteer design professionals would "guarantee" approval when this is not the case; still up to HARB determination. Also need to consider limitations of volunteers that would remain on a consistent basis.	10 (volunteer design)	
1	B.1. Prepare Historic Resource Documentation	B.1.5. Identify and Document Thematic Surveys	a. Identify thematic surveys that should be conducted b. Assess and secure resources for surveys and engage consultant	Possible for 2020-2021. Budget impact for consultant. (\$\$)	The Civil Rights sites is a thematic study performed in 2017 and under review by DHR. HARB should identify other surveys that should be conducted to determine the need for additional thematic surveys. In the meantime, a list of future surveys should be curated.	11	
1	B.1. Prepare Historic Resource Documentation	B.1.6. Document the Recent Past	a. Identify recent past sites or neighborhoods b. Assess and secure funding for surveys and engage consultant	Possible for 2020-2021. Budget impact for consultant. (\$\$)	West Augustine to be surveyed 2019-2020 if grant is funded; UF PISA student may do the Downtown/Preservation Movement study. HARB should identify other sites/neighborhoods. In the meantime a list of future surveys should be curated.	12	
2	E.2. Create Preservation Reinvestment Opportunities	E.2.1. Pursue State Legislative Action to Modify Tourist Tax Programs	a. Lobby the state legislature to amend language of Tourist Impact Tax and Tourist Development Tax b. Establish mitigation bank fund (E.2.4)	Neutral, this would have to be a legislative agenda item for the City Commission.		N/A	
2	B.1. Prepare Historic Resource Documentation	B.1.7. Document Oral Histories	a. Conduct written and oral histories and require as part of documentation for demolition of cultural properties (D.6)	Yes if oral histories are conducted as a responsibility of the applicant. If oral histories are to be collected by staff or a consultant then there is a budget impact.	Will require changing the code to include oral histories as part of conditions for documentation. Develop a recommended list of oral histories with HARB. Or, recognize SAHS as resource for oral history programming.	Outside partner	
2	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.6. Develop Tour Protocol for Archaeological Sites	a. Designated SAAA members to provide visitor information on publicly accessible excavations	No, recommended in next phase unless an opportunity presents itself. Potential budget impacts for signage and interpretive materials. (\$)	This task is subject to the right project(s) and circumstances. City archaeological staff can assist with tour development and information.	Outside partner	
3	E.3. Promote Preservation Programs & Incentives	E.3.3. Conduct Preservation Incentive Education Programs	a. Develop and conduct education program explaining available funding and application criteria	Yes. May have a budget impact if outside consultants are used. (\$)	This is a great program that could be sponsored by the St. Augustine Historical Society. Annual preservation training classes with the NAPC and SHPO should remain a regular opportunity for additional training but these programs should be geared to property owners, versus professionals and officials.	Outside partner	
3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.2. Develop Historic District Education Materials	a. Encourage neighborhood associations to work with Historical Society, non-profits and City to develop education materials	Yes, to the extent that cooperation among all entities is successful. No budget impact if existing human and technical resources are sufficient.	This is a great program that could be sponsored by the St. Augustine Historical Society. The City can work toward bringing these groups together by hosting an annual cooperative event, and recommending more frequent meetings between the neighborhood associations and the Historical Society. New water accounts can be monitored to alert outreach needs.	Outside partner	
3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.5. Develop Walking Tours and Podcasts of Historic Neighborhoods	a. Encourage neighborhood associations and non-profits to work with Historical Society and City to develop tours	Yes, to the extent that cooperation among all entities is successful. No budget impact if existing human and technical resources are sufficient.	This is a great program that could be sponsored by the St. Augustine Historical Society. The City can work toward bringing these groups together by hosting an annual cooperative event, and recommending more frequent meetings between the neighborhood associations and the Historical Society.	Outside partner	
3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.8. Provide Real Estate Agent Training	a. Develop a training program for realtors regarding historic preservation and archaeology requirements	Yes. Budget impact if outside consultants are used to provide this training. (\$)	Consult with realtors and local association to determine the best method to convey this information.	Outside partner	

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3	H.1. Increase Awareness of St. Augustine's Cultural Resources	H.1.10. Conduct Hands-on Preservation Workshops	a. Develop and present an education program on appropriate historic preservation construction techniques	No, recommend in future phase. Potential budget impact to either bring in consultant presenters and/or to provide incentives for attendees (CEUs/refreshments) (\$)	This is a great program that could be sponsored by the UF Historic St. Augustine/Preservation Institute St. Augustine.	Outside partner	
3	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.4. Increase Interpretation of Historic Preservation and Archaeological Resources	a. City Archaeologist to facilitate public interpretation and education b. Archaeology program funding should allow performance of duties and responsibilities as outlined in the ordinance	No, recommend in future phase. Budget impact. Additional staff or outside archaeological contracting. (\$\$)	Needs additional assesment. At this time, the ability to meet these tasks are hampered by the current volume of projects and workload. It would require additional paid and volunteer staff. Some progress is being made with public interpretation and outreach efforts (see G.2.1 and H.1.3).	Not ranked for this FY	
3	A.2. Incorporate Historic Preservation and Archaeology in all City Planning Initiatives	A.2.5. Install Signage to Identify Historic Districts, Landmarks and Select Archaeological Sites	a. Develop signage program and design approach b. Fund and install signage	No, recommend in future phase. Budget impact. Signage for/on any private property should be initiated by that property owner. (\$)	A comprehensive interpretation program using signage should be developed so the signage is strategic, cross-referenced, and compatibly designed.	Not ranked for this FY	
2	B.2. Utilize Documentation to Prioritize Designations of Resources	B.2. Utilize Documentation to Prioritize Designations of Resources	a. Prepare National Register nominations for identified historic resources (B.1) b. Prioritize local designation of Historic Districts and Landmarks based upon threats and/or significance (B.4) c. Establish a process to codify significance of existing and future locally-designated properties for their long-term protection	No. Budget impact for multiple consultants. (\$\$\$)	Should follow the recon survey, West Augustine survey, and Resiliency study work planned for 2019-2020. Would also require code change to 'codify' levels of significance. In the meantime, a working list of potential nominations should be curated.	Not ranked for this FY	
2	B.3. Utilize Documentation to Identify Endangered Properties, Landscapes & Vistas	B.3.2. Develop Intervention Strategies for Threatened Properties	a. Identify resources to assist financially-challenged property owners b. Develop a protocol for addressing demolition-by-neglect (D.3.1)	No, recommended for next phase. Re-evaluate with respect to building code changes from the International Property Maintenance Code 2018.	Should follow the recon survey planned for 2019-2020 and evaluate in context of building code changes. Would also require code change if procedures/changes are needed to existing code regarding demolition by neglect.	Not ranked for this FY	
2	B.5. Prepared Detailed Documentation of Most Significant Resources	B.5. Prepared Detailed Documentation of Most Significant Resources	a. Identify most significant resources and appropriate survey technique b. Assess and secure funding to engage consultant	No, recommended for next phase. Budget impact for the documentation necessary. (\$\$)	Should follow the recon survey planned for 2019-2020 and two grant projects.	Not ranked for this FY	
2	C.1. Correlate Historic Preservation & Zoning Requirements	C.1.1. Revise Zoning to be Consistent with Neighborhood Character	a. Identify conflicts between zoning designation and site/streetscape planning b. Secure funding and engage consultant c. Modify zoning to be consistent with neighborhood character	No, recommended for next phase. Budget impact for neighborhood character assessments, design criteria, code language. (\$\$\$)	Should follow the recon survey and neighborhood character studies. Changes to zoning will require code change.	Not ranked for this FY-Major Code/AGHP	
2	C.1. Correlate Historic Preservation & Zoning Requirements	C.1.3. Ensure Zoning Promotes Preservation and Reuse of Existing Buildings	a. Identify characteristics of a property that make reuse or adaptation difficult b. Assess zoning incentives in exchange for long-term preservation	No, recommended for next phase. Budget impact is probable , should be incorporated with C.1.1. (\$\$\$)	Should follow the recon survey planned for 2019-2020. Changes to zoning will require code change to provide for the implementation of incentives.	Not ranked for this FY-Major Code/AGHP	
3	C.2. Consider Form- Based Zoning for National Register Historic Districts	C.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	No, recommend in future phase after recon survey and after neighborhood character studies. Will require budget allocation for design guidelines. (\$\$\$ for comprehensive AGHP update)	Should follow recon and neighborhood character study. Will require neighborhood/property owner support and also a code change to implement.	Not ranked for this FY-Major Code/AGHP	
2	C.3. Establish-Overlays to Protect Vistas around Historic Resources	C.3. Establish Overlays to Protect Vistas around Historic Resources	a. Identify vistas to and from historic resources and at boundaries b. Modify zoning code to recognize vista properties and how to protect views to and from	No, recommended for next phase. Budget impact for vista identification, design criteria, and code language. (\$\$\$)	Should follow the recon survey planned for 2019-2020. Changes to zoning will require code change to provide for vista regulations.	Not ranked for this FY-Major Code/AGHP	
2	C.4. Balance Extreme Building Elevations & Historic Neighborhood Character	C.4.2. Limit Curb Widths for Residential Properties and Street-Facing Garage Doors	a. Assess traditional curb-cut widths and street-facing garage doors in neighborhoods b. Correlate zoning ordinance with neighborhood character (C.1, C.2)	No, recommended for next phase. May require budget allocation if design analysis is needed. Should be incorporated with C.4.1 (\$\$\$ for comprehensive AGHP update)	Should follow the Resiliency in the Nation's Oldest City grant planned for 2019-2020. Will require code change to implement.	Not ranked for this FY-Major Code/AGHP	

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2	C.4. Balance Extreme Building Elevations & Historic Neighborhood Character	C.4.3. Require Screening for Elevated Foundations and Raised Equipment	a. Incorporate screening requirements in AGHP (C.6) b. Assess and establish visual screening outside of HARB-regulated properties (C.6)	No, recommended for next phase. May require budget allocation if design analysis is needed. Should be incorporated with C.4.1, C.4.2 (\$\$\$ for comprehensive AGHP update)	Should follow the Resiliency in the Nation's Oldest City grant planned for 2019-2020. Will require code change to implement.	Not ranked for this FY-Major Code/AGHP	
2	C.4. Balance Flood Mitigation & Historic Neighborhood Character	C.4.1. Limit Height of First Occupied Floor to Reduce Overall Elevated Building Height	a. Establish a procedure to require applicants to identify base flood elevation b. Establish a design flood elevation height that meets or exceeds code requirements	No, recommended for next phase. May require budget allocation if design analysis is needed. (\$\$\$)	Should follow the Resiliency in the Nation's Oldest City grant planned for 2019-2020. Will require code change to implement.	Not ranked for this FY-Major Code/AGHP	
2	C.5. Revise HARB Application Review Procedures	C.5.2. 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	No, recommended in next phase. Electronic materials can be received in digital media format anytime with no budget impact other than maintaining server space.	We do not have technical ability to upload materials from the website at this time. Additional permitting software module or program necessary and is being considered.	Not ranked for this FY	
2	C.6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.5. Incorporate Flood and Storm Mitigation Alternatives	a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant	No, recommend for next phase. Should be incorporated with other AGHP changes recommended above. Will create a budget impact. (\$\$\$ for comprehensive AGHP update)	Should follow the Resiliency in the Nation's Oldest City grant planned for 2019-2020 and recon survey. Will require AGHP update to implement.	Not ranked for this FY-Major Code/AGHP	
2	C.6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.8. Allow Broader Use of Staff Approval Following a Hazardous Event	a. Establish a process to waive HARB review requirements and encourage permit approvals in accordance with the AGHP	No, recommended in next phase. No budget impact. (\$\$\$ for comprehensive AGHP update)	Should follow Resilient Heritage in the Nation's Oldest City grant planned for 2019 - 2020. Will require code change and update to AGHP.	Not ranked for this FY-Major Code/AGHP	
3	C.6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.1. 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	No, recommend in future phase. Will require budget allocation. (\$\$\$ for comprehensive AGHP update)	AGHP can be updated incrementally or comprehensively. HARB recommended a comprehensive update, cannot be undertaken until recon and numerous code revisions are evaluated.	Not ranked for this FY-Major Code/AGHP	
3	C.6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.2. 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	No, recommend in future phase after recon survey and after neighborhood character studies. Will require budget allocation incorporated with C.6. (\$\$\$ for comprehensive AGHP update)	AGHP can be updated incrementally or comprehensively. HARB recommended a comprehensive update, cannot be undertaken until recon and numerous code revisions are evaluated.	Not ranked for this FY-Major Code/AGHP	
3	C.6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.3. Address Newer Materials and Technologies	c. Evaluate AGHP to determine required modifications d. Secure funding and engage consultant	No, recommend in future phase. Will require budget allocation. (\$\$\$ for comprehensive AGHP update)	AGHP can be updated incrementally or comprehensively. HARB recommended a comprehensive update, cannot be undertaken until recon and numerous code revisions are evaluated.	Not ranked for this FY-Major Code/AGHP	
3	C.6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.4. Remove Mandates for Specific Building Styles for New Construction in HP-1, HP-4 and HP-5	a. Amend AGHP to reflect modification	No, recommend in future phase. Will require budget allocation. (\$\$\$ for comprehensive AGHP update)	AGHP can be updated incrementally or comprehensively. HARB recommended a comprehensive update, cannot be undertaken until recon and numerous code revisions are evaluated.	Not ranked for this FY-Major Code/AGHP	
3	C.6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.6. Include Sustainable Design Methods and Techniques	a. Evaluate AGHP to determine required modifications b. Secure funding and engage consultant	No, recommend in future phase. Will require budget allocation. (\$\$\$ for comprehensive AGHP update)	AGHP can be updated incrementally or comprehensively. HARB recommended a comprehensive update, cannot be undertaken until recon and numerous code revisions are evaluated.	Not ranked for this FY-Major Code/AGHP	
3	C.6. Revise Architectural Guidelines for Historic Preservation & Associated Ordinances	C.6.7. 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	No, recommend in future phase. Will require budget allocation. (\$\$\$ for comprehensive AGHP update)	AGHP can be updated incrementally or comprehensively. HARB recommended a comprehensive update, cannot be undertaken until recon and numerous code revisions are evaluated.	Not ranked for this FY-Major Code/AGHP	

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2	D.1. Limit Properties Eligible for HARB Demolition Approval	D.1. Limit Properties Eligible for HARB Demolition Approval	a. Modify ordinance to reflect review based on designation and level of significance (B.2)	No, recommended in next phase. May require outside legal consultation to develop defensible language. (\$\$)	Should follow recon survey and project to assign/develop levels of significance. Will require code change.	Not ranked for this FY-Major Code/AGHP	
2	D.2. Supplement Financial Hardship Review Process	D.2.1. Require Exploration of Reasonable Adaptations	a. Modify ordinance to reflect review based on designation and level of significance (B.2) b. Modify ordinance to establish a procedure and timeframe for exploration	No, recommended in next phase. May require outside legal consultation to develop defensible language. Should be incorporated with D.1. (\$\$)	Should follow recon survey and project to assign/develop levels of significance. Will require code change.	Not ranked for this FY-Major Code/AGHP	
2	D.2. Supplement Financial Hardship Review Process	D.2.3. Require Demonstration that the Sale/ Relocation of a Property is Not Feasible	a. Modify ordinance to reflect review based on designation and level of significance (B.2) b. Establish criteria/timeframe to demonstrate whether sale of a property is feasible and modify ordinance	No, recommended in next phase. May require outside legal consultation to develop defensible language. Should be incorporated with D.1 and D.2 (\$\$)	Should follow recon survey and project to assign/develop levels of significance. Will require code change.	Not ranked for this FY-Major Code/AGHP	
2	D.2. Supplement Financial Hardship Review Process	D.2.4. Establish Mechanism for City-Engaged Expertise	a. Modify ordinance to reflect review based on designation and level of significance (B.2) b. Establish a rate structure for City- engaged expertise to be paid by applicant	No, recommended in next phase. May require outside legal consultation to develop defensible language. Should be incorporated with D.1 and D.2 (\$\$)	Should follow recon survey and project to assign/develop levels of significance. Will require code change. HOWEVER: the 2018-2019 budget includes an allocation for outside expertise should it be needed by HARB. This recommendation includes codifying a process as to when outside expertise is engaged and that the applicant must pay for this consultation.	Not ranked for this FY	
2	D.3. Reduce Demolition-by-Neglect	D.3.2. Require Mitigation Bank Funding for Historic Preservation and Archaeology Projects (E.2.4)	a. Analyze and develop a mitigation rate table for demolition b. Modify ordinance to establish mitigation bank, funding mechanisms and approved expenditures	No, recommended in next phase. May require outside consultant (legal, policy) to develop language and methodology. Should be incorporated with D.1 and D.2. (\$\$)	Comprehensive analysis of demolition ordinance should be undertaken together if these and D.1 and D.2 are implemented. Should not be undertaken until levels of significance are assigned and recon survey is performed.	Not ranked for this FY-Major Code/AGHP	
2	D.3. Reduce Demolition-by-Neglect	D.3.3. Establish Mechanism for City-Engaged Expertise	a. Modify ordinance to reflect review based on designation and level of significance (B.2) b. Establish a rate structure for City- engaged expertise to be paid by applicant	No, recommended in next phase. May require outside legal consultation to develop defensible language. Should be incorporated with D.1 and D.2 (\$\$)	Comprehensive analysis of demolition ordinance should be undertaken together if these and D.1 and D.2 are implemented. Should not be undertaken until levels of significance are assigned and recon survey is performed.	Not ranked for this FY	
2	D.4. Limit Replacement Building Size	D.4. Limit Replacement Building Size	a. Establish limitation for replacement building size and modify ordinance	No, recommended in next phase. May require outside consultant (legal, policy) to develop language and methodology. Should be incorporated with D.1 and D.2. (\$\$)	Comprehensive analysis of demolition ordinance should be undertaken together if these and D.1 and D.2 are implemented. Should not be undertaken until levels of significance are assigned and recon survey is performed.	Not ranked for this FY-Major Code/AGHP	
2	D.5. Discourage After-the-Fact Demolition Applications	D.5.1. Require Mitigation Bank Funding for City Historic Preservation and Archaeology Projects (E.2.4)	a. Analyze and develop a mitigation rate table for demolition b. Modify ordinance to establish mitigation bank, funding mechanisms and approved expenditures	No, recommended in next phase. May require outside consultant (legal, policy) to develop language and methodology. Should be incorporated with D.1 - D.4. (\$\$)	Comprehensive analysis of demolition ordinance should be undertaken together if these and D.1 and D.2 are implemented. Should not be undertaken until levels of significance are assigned and recon survey is performed.	Not ranked for this FY	
2	D.5. Discourage After-the-Fact Demolition Applications	D.5.2. Require Reconstruction of the Building Envelope	a. Modify ordinance to require reconstruction of building envelope if required by HARB	No, recommended in next phase. May require outside consultant (legal, policy) to develop language and methodology. Should be incorporated with D.1 - D.4. (\$\$)	Comprehensive analysis of demolition ordinance should be undertaken together if these and D.1 and D.2 are implemented. Should not be undertaken until levels of significance are assigned and recon survey is performed.	Not ranked for this FY-Major Code/AGHP	
2	D.5. Discourage After-the-Fact Demolition Applications	D.5.3. Delay Permits and Certificate of Occupancy for Replacement Building	a. Develop a permit and Certificate of Occupancy delay protocol and modify ordinance	No, recommended in next phase. May require outside consultant (legal, policy) to develop language and methodology. Should be incorporated with D.1 - D.4. (\$\$)	Comprehensive analysis of demolition ordinance should be undertaken together if these and D.1 and D.2 are implemented. Should not be undertaken until levels of significance are assigned and recon survey is performed.	Not ranked for this FY-Major Code/AGHP	
2	E.2. Create Preservation Reinvestment Opportunities	E.2.2. Establish Historic Preservation Revolving Fund	a. Identify non-profit entity to manage program b. Identify criteria for funding monitoring procedure and criteria for recapturing funds c. Secure initial funding	No, recommended in next phase. This requires considerable institutional and financial development particularly seed money. (\$\$\$)	Ideally this would be a non-city entity but the city may need to spearhead its development. Recommend when incentives are evaluated as per E.2.3.	Not ranked for this FY	
2	E.2. Create Preservation Reinvestment Opportunities	E.2.3. Create Budget to Offset Building Permit Fees	a. Identify criteria for fee waiver b. Secure funding	No, recommended in next phase. Budget impact for potential consulting/policy/program development. (\$\$)	Economic incentives will take more analysis on the legal basis, structure, and code language to establish.	Not ranked for this FY	

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2	E.2. Create Preservation Reinvestment Opportunities	E.2.4. Establish a Preservation and Archaeology Mitigation Bank Fund	a. Modify ordinance to establish a dedicated Mitigation Bank Fund b. Establish criteria for expenditures	No, recommended in next phase. Budget impact for potential consulting/policy/program development. Recommend incorporating financial incentive programs together (E.2 - E.4) (\$\$)	Economic incentives will take more analysis on the legal basis, structure, and code language to establish.	Not ranked for this FY	
2	E.4. Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods	E.4.2. Establish an Unnecessary Hardship Review Process	a. Identify criteria for identifying low income requirements b. Establish a review procedure and modify ordinance as required	No, recommended in next phase. Budget impact for potential consulting/policy/program development. Recommend incorporating financial incentive programs together (E.2 - E.4) (\$\$)	Economic incentives will take more analysis on the legal basis, structure, and code language to establish.	Not ranked for this FY	
3	E.4. Promote Preservation Programs to Encourage Affordable Housing in Historic Neighborhoods	E.4.1. Develop Partnerships with Community Housing Associates	a. Identify programs of mutual benefit b. Encourage preservation-friendly housing alternatives	No, recommend in future phase. Determining successful housing programs may require outside consulting. (\$)	Requires additional research and community assessment, cooperation with St. Johns Housing Partnership and evaluation of successful implementation in other communities.	Not ranked for this FY	
1	F.1. Participate in the Disaster Mitigation Planning Process	F.1.3. Prepare Design Guidelines for Flood Mitigation	a. Identify appropriate mitigation options for property owners and update AGHP (C.6) b. Secure funding and engage consultant	No, should evaluate during/after Resiliency grant. Budget impact for multiple consultants. (\$\$)	See Resiliency grant that will identify select strategies for city-owned property. DHR may receive mitigation funds for statewide best practices as reference. Post-pone until after Resiliency Grant.	Not ranked for this FY-Major Code/AGHP	
2	F.2. Plan Historic Preservation Disaster Response	F.2.1. Create an Expedited Review Process for Disaster Response	a. Develop protection plan for historic properties in a disaster b. Utilize revised AGHP to identify approvals that can be granted without HARB review following a disaster (C.6)	No, recommend for next phase. Budget impact possible depending on level of detail for protection assessment and plan (\$)	Should be incorporated with F.1 following Resiliency grant and updates to AGHP should be undertaken comprehensively per HARB's previous discussion.	Not ranked for this FY	
1	G.1. Expand Archaeology Program	G.1.1. Add Additional Archaeology Staff	a. Increase Archaeology Staff to include a City Archaeologist and a curatorial staff person	Partial, 2nd archaeo position for the lab has been hired. Budget impact for additional staff. (\$\$\$)	Position for dedicated curatorial staff not currently proposed in the budget.	Not ranked for this FY	
2	G.1. Expand Archaeology Program	G.1.2. Update Archaeological Zone Map	a. Update archaeological zone map to reflect known resources and link to City's GIS mapping	No, recommended in next phase. May require outside consultants (legal, archaeological) to develop language and methods. (\$\$)	Updating the zone map will also require a code change and associated review/approval process which may have objections. Proposing zone updates should follow the GIS site inventory of known archaeological resources and previous investigations. See A.2.2	Not ranked for this FY	
2	G.1. Expand Archaeology Program	G.1.5. Nominate Archaeological Sites to the National Register of Historic Places	a. Following addition of 2nd full-time Archaeology staff member, prioritize resource and prepare nominations	No, recommended in next phase. Budget impacts if outside consultants hired to complete work. (\$\$)	Should occur after the GIS site inventory. In the meantime, a list should be curated identifying potential future nominations.	Not ranked for this FY	
2	G.1. Expand Archaeology Program	G.1.7. Prohibit Large- Scale Underground Construction in Archaeological Zone 1	a. Modify archaeological ordinance to prohibit large-scale underground construction in Zone 1 without CC approval	No, recommended in next phase. May require outside legal consultation to develop defensible language. (\$\$)	This task requires updating the archaeological ordinance and associated review/approval process which may have objections. Could consider this task when other parts of the archaeological ordinance are updated. See G.1.2.	Not ranked for this FY	
2	G.2. Enhance Support of Archaeology Program	G.2.3. Earmark Archaeological Fees for Archaeological Programs	a. Enact requirement to dedicate archaeological fees to archaeological projects	No, recommended in next phase. May require outside legal and policy consultation. (\$\$)	Requires additional analysis. May require coordination with city finance staff.	Not ranked for this FY	