



SPECIAL MEETING AGENDA

Planning and Zoning Board City of St. Augustine, Florida

Alcazar Room

Wednesday, June 16, 2021 at 9:00 a.m.

(amended)

Agenda

- 1. Roll Call**
- 2. General Public Comments for Items Not on the Agenda**
- 3. Discussion and Recommendation Related to the Building Code Task Force**
 - a. Presentation of the Building Code Task Force for Existing Properties – Final Report
 - b. Planning and Zoning Board discussion and recommendation
- 4. Continued discussion from the June 1, 2021 meeting regarding proposed amendments to Chapter 28 Zoning related to the review process for partial demolition**
 - a. Summary of proposed ordinance revisions and previous PZB comments
 - b. Community outreach plan
 - c. Planning and Zoning Board discussion (*no recommendation requested at this time*)
- 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.

Please note that one or more members of the City Commission or its appointed boards or committees may attend this meeting and participate, however they may not engage in a discussion or debate amongst themselves on any issue that will likely come before their respective elected or appointed body.

The materials prepared and presented are part of the City’s ongoing Florida Public Records and Government in the Sunshine compliance and are not intended to be relied upon or to reach investors or the trading markets.

CITY OF ST. AUGUSTINE

MEMORANDUM

TO: Planning and Zoning Board

DATE: June 16, 2021

RE: **Building Code Task Force for Existing Properties – Final Report**

On November 9, 2020, the City Commission appointed the Building Code Task Force for Existing Properties. The task force is composed of seven citizen volunteers with backgrounds in architecture, real estate, contracting, engineering, archaeology and environmental science and it is chaired by Commissioner John Valdes. The task force was created to explore ways to update the city code related to flood protection and resiliency. To focus the scope of the project even further, the Task Force was given three specific goals.

Goal #1 – Protect older homes from the flooding impacts of new home construction.

Goal #2 – Provide incentives for property owners to use building techniques which do not require land filling for new home construction.

Goal #3 – Limit the amount of impervious surface that is allowed on residential lots.

The Task Force held four public meetings and produced a final report to the City Commission with their findings and recommendations.

On March 8, 2021, the City Commission accepted the final report of the Building Code Task Force. The City Commission has forwarded this report to the Planning and Zoning Board for the board's input and formal recommendation on the adoption of new land development codes.

If you have any questions, please let me know.

David Birchim

David Birchim, AICP
Director, Planning and Building Department

Building Code Task Force for Existing Properties Final Report and Recommendations

The City Commission created the Building Code Task Force for Existing Properties to explore amendments to the city's land development code. Specifically, the intent of this project is to increase stormwater resiliency within the city's older, established neighborhoods.

The City Commission instructed the Building Code Task Force to focus on three goals.

1. Protecting older homes from the drainage impacts of new homes that are required to be built at higher elevations.
2. Providing incentives for property owners to use building techniques which do not require land filling for new home construction.
3. Limiting the amount of impervious surface that is allowed on residential lots.

GOAL #1 – PROTECTING OLDER HOMES FROM DRAINAGE IMPACTS OF ADJACENT DEVELOPMENT

RECOMMENDATION

A. An approved lot grading plan will be required for building and site development for all infill residential single-family development, except those private communities with master stormwater plans, according to the following rules. The intent of this section is to safeguard residential properties from the drainage impacts of new development. These regulations will not apply to private communities with approved master stormwater infrastructure.

1. Before a building permit is issued, a survey will be submitted to include spot elevations of the property, the location and size of all roofed areas and impervious surfaces of the property and the elevations of all neighboring properties 10 feet outside of the boundaries of the subject property. The survey will be produced by a licensed surveyor and will be used to design a lot grading plan.
2. The property owner, builder or general contractor will submit the proposed lot grading plan with the building permit submittal. The lot grading plan will demonstrate the following;
 - a. The lot grading plan will show that no stormwater drainage will occur on adjacent private properties as a result of site grading and new construction. Lot grading is intended to direct stormwater onto the subject property for storage but lot grading may be designed to direct stormwater into the public right of way or onto adjacent public properties, if there is no feasible way to

- store stormwater on site and if discharge in the city right of way or city property is approved by the city Public Works Department.
- b. The lot grading plan will maintain existing drainage patterns and will not disrupt or “dam” the natural flow of water from neighboring properties.
 - c. The lot grading plan can incorporate the use of gutters (downspouts and leaders), swales, retaining walls and similar methods to achieve stormwater drainage without adverse impacts, as approved by the city.
3. The lot grading plan is reviewed and approved by the city Public Works Department. If grading is not sufficient or feasible, then the use of gutters, swales, retaining walls or similar methods, may be required to divert or manage stormwater on the site and this must be approved by the city Building Official (Floodplain Manager) and the city Public Works Department.
 4. A lot grading inspection will be done by the city. The grading inspection can be done at the rough grading phase of the project. The inspection will be done prior to closing out of the building permit and prior to a Certificate of Occupancy or Certificate of Completion being issued by the city, if applicable. A self-certification of grading improvements can be conducted by a Florida licensed surveyor or a Florida licensed engineer and submitted to the city Planning and Building Department prior to final closing of the building permit, in lieu of an inspection by the city.
 5. Any new increase of 400 square feet or more of impervious surface on a residential lot, measured cumulatively within a 5 year period, will require an approved lot grading plan.
- B. A variance process will be created to allow relief from the above rules if it can be demonstrated that application of these rules is technically infeasible and if a property contains a unique physical characteristic in which deviance from the strict application of these rules will not create any off-site drainage impacts and will not intensify any existing drainage problems.**

GOAL #2 – PROVIDE INCENTIVES FOR PROPERTY OWNERS TO USE CONSTRUCTION TECHNIQUES WHICH DO NOT REQUIRE LAND FILLING

RECOMMENDATION

- A. Property owners in residential single-family districts RS-1 and RS-2 are eligible for an additional 5% lot coverage if they comply with all required conditions listed below.**
1. Pier foundation construction (open crawl space, without a slab under the structure) is the only allowable foundation type on the lot for all buildings, existing and proposed, to be eligible for this lot coverage bonus.

2. The installation of gutters, downspouts and leaders directing rainwater into the property and away from adjacent private properties is required to be installed and maintained on all structures with roofs or a lot grading plan must be approved by the city. Other techniques to retain stormwater on site can include rain barrels, rain gardens in swales and the use of native plant
3. The only materials allowed for driveways, walkways and patios are pervious or semi-pervious in nature.
4. The property owner must maintain a minimum of 1 Florida native shade tree on the property. (A minimum size (dbh) needs to be determined.) A list of acceptable Florida native shade tree species can be found in the St. Johns River Water Management District Xeriscape Plant guide and Sec. 11-27 *Definitions - Significant tree*.
5. The maximum impervious surface ratio for the property is 70%.
6. A natural bufferyard at least 5 feet in width must be maintained adjacent to all property lines. This bufferyard can contain utilities, driveway openings, walkway openings and fences, walls and gates but can not contain any other type of structure. If a fence or wall is proposed in the bufferyard, it must be demonstrated that the fence or wall will not alter any existing drainage patterns.

GOAL #3 – LIMIT THE AMOUNT OF IMPERVIOUS SURFACE THAT IS ALLOWED IN RESIDENTIAL DISTRICTS

RECOMMENDATION

- A. The maximum impervious surface ratio allowed for single family residential development in all residential districts, including accessory structures and uses is 70%. This regulation does not apply to residential communities with private master stormwater systems.
- B. Add the definitions of “Impervious Surface” and “Impervious Surface Ratio” in the City Code.

EDUCATION AND PUBLIC OUTREACH – A program to inform property owners and builders of any new rules and regulations shall accompany these city code changes. Additional promotion efforts including information and techniques for homeowners to become more resilient should also be done by the City.

ORDINANCE NO. 2021-XX

AN ORDINANCE OF THE CITY COMMISSION OF ST. AUGUSTINE, FLORIDA, AMENDING CHAPTER 28, SECTION 28-2 ADDING DEFINITIONS RELATED TO ARCHITECTURAL TERMS, DEMOLITION AND RELOCATION; AMENDING CHAPTER 28, SECTION 28-89 REVISING AND CLARIFYING CRITERIA FOR THE REVIEW OF CERTIFICATE OR OPINION OF APPROPRIATENESS, RELOCATION OR DEMOLITION; AMENDING CHAPTER 28, SECTION 28-90 ADDING REFERENCE TO PARTIAL DEMOLITION; PROVIDING FOR INCLUSION IN THE CODE OF THE CITY OF ST. AUGUSTINE; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, § 166.041, Florida Statutes, provides for procedures for the adoption of ordinances and resolutions by municipalities; and

WHEREAS, the City of St. Augustine is recognized as the Nation's Oldest City; and

WHEREAS, the intent of the City's Comprehensive Plan, Historic Preservation Master Plan, and implementing land development codes and architectural guidelines are to preserve and protect historic structures, and the nature and character of the City's historic neighborhoods; and

WHEREAS, the City Commission, the Historic Architectural Review Board, and the Planning and Zoning Board are aware that new development, code requirements, full and partial demolitions, and relocations of structures can contribute to a change in the character of the historic downtown and historic neighborhoods of the City; and

WHEREAS, the historic assets of the city contribute to the character of residential neighborhoods, quality of life, and equate to an economic value of \$2.9 billion dollars according to the 2020 publication *Resilient Heritage in the Nation's Oldest City*; and

WHEREAS, on **July 6, 2021** the Planning and Zoning Board acting as the designated land planning agency for the City of St. Augustine recommended the included additions and revisions to Chapter 28, the Zoning Code to the City Commission; and

WHEREAS, the City Commission for the City of St. Augustine finds that it is in the best interest of public health, safety, and general welfare that the following amendments be adopted consistent with the requirements of Section 166.021(4), Florida Statutes.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COMMISSION FOR THE CITY OF ST. AUGUSTINE, FLORIDA, AS FOLLOWS:

Section 1. Amendment to Chapter 28, Article I, Section 28-2. Chapter 28, Article I, Section 28-2 is hereby amended, as follows:

“Sec. 28-2. - Definitions.

For the purpose of this chapter, certain words and terms used herein shall be interpreted to have meanings as defined below. Where words or terms are not defined, they shall have their ordinarily accepted meanings or such as the context may imply. Words used in the present tense include the future; the singular number includes the plural and the plural includes the singular. The word "shall" is mandatory; the word "may" is permissive. The word "used" or "occupied" includes the words "intended, designed or arranged to be used or occupied." The word "lot" includes the word "plot" or "parcel." The word "structure" includes the word "building" as well as other things constructed or erected on the ground, attached to something having location on the ground, or requiring construction or erection on the ground. The word "land" includes the word "marsh," "water" or "swamp." The word "map" shall mean the "Zoning Maps of the City of St. Augustine, Florida" and the "city" shall mean the City of St. Augustine, Florida, a corporation of the State of Florida.

...

Archaeological preservation ordinance refers to Chapter 6 of the St. Augustine Code of Ordinances which identifies archaeological zones the requires archaeological review when the threshold of ground disturbance activity is met or exceeded with development and utility permits.

...

Architectural feature includes but is not limited to the following: architectural style, scale, massing, siting, general design, and general arrangement of the exterior of the building or structure; type and texture of exterior materials; size, type, placement, and patterns of roof(s), windows, doors, and all attached appurtenances including porches, stairs and stoop features, dormers, additions, trim details, balconies and railings or other decorative attachments.

...

Architecturally similar means having substantially the same façade design or exterior appearance using like characteristics in terms of height, mass, scale, footprint, arrangement of openings, pattern and materials.

...

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

...

Design compatibility refers to new construction or alterations to a historic building or setting that preserves significant materials, features and form, and preserves the building's historic character. For alteration to a historic building, repairs using historic materials is preferred; however, there are circumstances where substitute materials that imitate historic materials may be used if the appearance and properties of the historic materials can be matched closely and no damage to the remaining historic fabric will result.

...

Façade includes the face of a building and is most commonly referred to as a street façade and/or visible façade.

...

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

Historic integrity is the authenticity of a property's identity, evidenced by the survival of physical characteristics that existed during the property's historic period including evaluation of any changes that may have occurred through time which could contribute to the building's later-acquired historic character and significance. An overall sense of past time and place are evident in the composite of seven qualities: location, design, setting, materials, workmanship, feeling and association.

Historic period is the primary timeline for which the historic building derived its historic association with an event, person, place, pattern of development or other context.

...

In-kind features or materials means using architecturally similar material and design to convey the visual appearance of the remaining parts of the feature and finish.

...

Material deficiency refers to the inability of the building material, or a majority of building materials that comprise a feature or structure, to serve its purpose and documented as beyond repair.

...

National Register of Historic Places is the list of historic properties significant in American history, architectural, archaeology, engineering and culture maintained by the Secretary of the Interior, as established by the National Historic Preservation Act of 1966, as amended. May be significant at the local, state or federal level.

...

Preservation the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction.

...

Reconstruction the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

...

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

...

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

...

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

...

Routine maintenance and repair in terms of historic preservation means using the same materials in a way that matches the architectural style of the existing building.

...

Significant architectural feature is an architectural feature(s) that comprises the historic character of the structure and built near the same time as the building or added features and alterations that maintain the historic character of the building.

...

Technical requirement refers to performance mandates established by local, state or federal governments and their supporting regulatory documents.

...”

Section 2. Amendment to Chapter 28, Article II, Section 28-89. Chapter 28, Article II, Section 28-89 is hereby amended, as follows:

“Sec. 28-89. - Criteria for certificate or opinion of appropriateness, relocation or demolition review.

The criteria for opinion of appropriateness, certificate of appropriateness, relocation or demolition review shall be as follows:

(1) In reviewing an application ~~for a certificate of appropriateness~~, the board and/or building official and/or planning director shall consider the design and appearance of the structure, including ~~the interior visible from the outside~~, front, sides, rear and roof; materials, textures and colors; plat plan or site layout, including features such as walls, walks, terraces, plantings, accessory structures, signs, lights, awnings, canopies, and other appurtenances. The decision to approve or deny the proposed work ~~issue or not to issue the certificate~~ shall be based on the conformance of the proposed work to the Architectural Guidelines for Historical Preservation (AGHP) or applicable entry corridor design standards of the City of St. Augustine as from time to time promulgated by the historic architectural review board or the city commission and approved by ordinance of the city commission, hereinafter referred to as 'AGHP,' and Albert Manucy's Houses of St. Augustine - 1565-1821, and the Design Standards for Entry Corridors. ~~When reviewing a certificate of relocation of a structure, consideration will be given to the immediate surroundings and to the district or districts in which it is located or to be located.~~ The board shall not exercise any control over land use, such as governed by this chapter, or over

construction, such as is governed by the building code, unless such control is within the intent and scope of this chapter.

a. In the case of an opinion of appropriateness HARB shall make a determination that the general concept, preliminary construction plans, details or specifications of a project meet the architectural requirements of the AGHP, but that the information may be insufficient to meet the requirements of a certificate of appropriateness or to obtain a building permit.

b. In the case of a certificate of appropriateness HARB shall make a final determination that the details are sufficient, construction plans are complete, and details and specifications for a project meet the AGHP requirements. A certificate of appropriateness is required before a building permit may be issued. Only those plans and details approved by HARB may be reviewed by the Building Official during the building permit review process.

c. In the case of a certificate of relocation of a structure consideration will be given to the immediate surroundings and to the district or districts in which it is located or to be located, that the relocation of the structure will not adversely impact the city's historic preservation efforts or negatively affect the streetscape. If the building is going to be relocated on the same site, or moved to a new site in a locally designated historic preservation zoning district, then the process and plan requirements for a certificate of appropriateness also apply to the building's new location.

d. In the case of a certificate of demolition or partial demolition a determination is made that the demolition of the structure will not adversely impact the city's historic preservation efforts. The applicant may also be required to submit information on the structural condition of the building from an engineer or architect to justify the need for demolishing the structure.

(2) Before approving the plans for any proposed structure or signs located or to be located in a district, the board shall find:

a. In the case of a proposed alteration or addition to an existing structure, that such alteration or addition will not materially impair the architectural or historic value of the structure.

b. In the case of a proposed new structure, that such structure will not, in itself or by reason of its location on the site, materially impair the architectural or historic value of a structure on adjacent sites or in the immediate vicinity.

c. In the case of a proposed new structure, that such structure will not be injurious to the general visual character of the district or districts in which it is to be located.

d. In the case of the proposed demolition of an existing structure, that the removal of such structure will not be detrimental to the historic and architectural character of the city or that, balancing the interest of the city in preserving the integrity of the city and interest of the owner of the property, approval of the plans for demolition in the latter event the board may issue an order ~~to~~ postponing demolition for a period of not to exceed twelve (12) months after which the owner must reapply. The board may issue a second postponement with the total postponement period not to exceed two (2) twelve (12) month periods. If the board concludes that the demolition should be postponed, it shall, before issuing any final order with respect to such postponement, afford the applicant an opportunity to appear before the board to offer any evidence ~~he~~ they may desire to present

concerning the proposed order. Within the period of postponement, the board shall ascertain what the city or other agency or organization may do to preserve such structure and shall make recommendations to that effect to the city commission or otherwise cause the structure to be preserved. This section shall not apply to any permit for demolition which has been applied for, in proper form, prior to the effective date of this section. If the building or structure is of exceptional significance, is a contributing property to a National Register of Historic Places District or has been individually listed on the National Register of Historic Places, the board can deny the demolition if the board finds the removal of such building or structure will be detrimental to the historic and architectural character of the city and the applicant has not proven the denial will cause an undue economic hardship. The destruction of colonial buildings listed on the Florida Master Site File, designated Local Landmarks, or buildings meeting the criteria for eligibility on the National Register of Historic Places must be approved by the city commission.

Additional application requirements:

1. The owner shall permit access to the subject property for the purpose of inspections and/or appraisals required by the board or preservation officer.
2. Signs required. The planning and building department shall cause a sign or signs to be posted on any land upon which an application with respect to relocation or demolition has been made not less than seven (7) days in advance of the date of the public hearing at which such application is to be considered. Such sign shall show the date of construction of the existing building and be erected in full view of the public on each street side of such land. Where such land does not have frontage on a public street, such signs shall be erected on the nearest street right-of-way with an attached notation indicating generally the direction and distance to the land concerning which a public hearing is scheduled. Such sign shall be posted in full view of the public and shall be maintained by the applicant until final determination has been made by the board or city commission.
3. Mailed notices. Not less than ten (10) days in advance of the date of the required public hearing(s) at which an application for a certificate of demolition is to be considered, the time and place of the public hearing shall be posted by United States mail by the applicant to all owners of real property within one hundred fifty (150) feet of the boundaries of the land upon which the application is made. For the purpose of notice requirements to adjoining owners within one hundred fifty (150) feet, the names and addresses shall include information obtained from the St. Johns County Property Appraiser records within ninety (90) days prior to the application date. Such list prepared for any required public hearing with the historic architectural review board, if appealed, shall also be used for a required public hearing with the city commission. A record of the date on which the list was compiled shall be provided to and maintained by the planning and building department.
4. Applications for a certificate of demolition, including partial demolition shall be presented to the historic architectural review board by the property owner or representative.
5. Applications for partial demolition of buildings listed in the National Register of Historic Places, contributing to a historic district in the National Register of Historic

~~Places, listed as a local landmark pursuant to this code, listed as a potential landmark identified in the Historic Preservation Element of the Comprehensive Plan, Master Plan or identified by historic preservation planning staff as culturally significant within the recent past, may apply for the demolition of additional components of the building as part of a more comprehensive rehabilitation plan. Staff may require that the application be reviewed as a full demolition, however it may be recognized that applicants may encounter unforeseen building damage, site conditions, flood mitigation obstacles, or other significant and demonstrable reasons justifying a more extensive partial demolition as part of the rehabilitation. As a condition of In~~ issuing a certificate of demolition/~~partial demolition~~, the board may ~~include approval of both the partial demolition and potential related additional demolition and its require the rehabilitated~~ replacement design ~~under one application be approved by the board and that no permit be issued for the demolition of said structure until~~ This will allow the approval of drawings sufficient for a building permit and ~~that~~ all necessary requirements for the ~~new~~ construction ~~of a new building related to the partial demolition have been are~~ submitted for ~~the new construction permitting review and approval.~~

6. As a condition of issuing a certificate of demolition, ~~including partial demolition~~ the board may require, at the applicant's expense, salvage and preservation of significant building materials, architectural details and ornaments, fixtures, and the like for reuse in restoration of other historic properties. The board may also require at the applicant's expense the recording of the structure for archival purposes prior to demolition. The recording may include, but shall not be limited to, photographs and measured drawings.

7. If an owner/applicant fails to appear for three historic architectural review board meetings, the application may be considered as withdrawn.

e. In the case of any proposed new or altered sign, that the sign will not materially impair the architectural or historic value of any structure to which it is attached, nor any adjacent structure, and that such sign is consistent with the architecture of the building and the historical character of the area.

f. The board shall not have the authority to consider interior arrangements.

...”

Section 3. Amendment to Chapter 28, Article II, Section 28-90. Chapter 28, Article I, Section 28-2 is hereby amended, as follows:

“Sec. 28-90. - Administration and records.

(a) Any necessary building or demolition permit and/or certificate of occupancy shall not be issued unless the building official and/or the planning director and/or the historic architectural review board approves the application for a certificate of appropriateness. Such permit shall be subject to the terms of such approval as well as other necessary provisions of this Code.

(b) Applications for certificates of appropriateness shall be submitted through the office of the building official and/or planning director and shall include, in duplicate, all plans, elevations and other information necessary to determine the appropriateness of the features to be passed upon.

(c) Prior to issuance or denial of a certificate of appropriateness required by the board, the board shall take such action as may reasonably be required to inform the owners of any property likely to be materially affected by the application and shall give the applicant and such owners an opportunity to be heard. The board shall hold a public hearing concerning each application.

(d) Every decision of the board and/or building official and/or planning director in passing upon plans for structures or signs located or to be located in the district shall be in the form of a written order stating the finding of the board, its decisions and reasons therefor.

(e) The board shall not disapprove any plans without giving its recommendations for changes necessary to be made before the plans will be reconsidered. Such recommendations may be general in scope, and compliance with them shall qualify the plans for reconsideration by the board.

(f) An appeal may, within thirty (30) days thereafter, be taken by any aggrieved person to the city commission from the board's action in granting or denying an opinion or certificate of appropriateness, relocation or demolition. The appeal shall be as prescribed in section 28-29(g). Any appeal from the decision of the city commission shall be heard by the circuit court of the county, on writ of certiorari, as in the case of any other zoning decision from the city commission. All orders to approve certificates of demolition, except for partial demolition, shall become effective on the 31st day following the date of the rendered order, unless this waiting period is specifically granted a written waiver by the city commission or city manager. The owner-applicant of an order to approve a demolition certificate may request a hardship waiver to the city manager for emergency humanitarian reasons including the health and safety of the occupants of a structure in need of immediate emergency repairs, renovation or reconstruction. In the alternative, the owner-applicant of an order to approve a demolition certificate may request a waiver from the city commission if the delay in demolishing the structure would create an undue burden on the owner-applicant that would be greater than the public interest served in preserving the thirty-day waiting period. All decisions to grant or deny the waiver shall be rendered in writing within five days of the decision, mailed by standard U.S. mail to the owner-applicant and posted on the city's website. The decision of the city manager or city commission shall serve as the final administrative appeal of the waiting period.

(g) Any decision of the historic architectural review board certified by the planning director to be in conflict with a determination or decision of the planning and zoning board or of the board of adjustments and appeals; shall be reviewed by the city commission in the same manner as an appeal and the commission shall review the determination of the historic architectural review board, and the decision of the planning and zoning board or board of adjustments and appeals as to which it is certified to be in conflict and shall determine whether the decision of the historic architectural review board should be affirmed, modified or reversed and the decision of the commission shall supersede the decision reviewed. All affected persons shall be notified of the hearing by the city commission in the same manner as that provided for appeals from decisions of the planning and zoning board. The hearing before the commission shall be de novo.”

Section 4. Inclusion in Code. The City Commission intends that the provisions of this ordinance shall become and shall be made part of the Code of the City of St. Augustine, that repealed language shall be removed and that the sections of this ordinance may be re-numbered or re-lettered and that the word ordinance may be changed to section, article or other such appropriate word or phrase in order to accomplish such intentions.

Section 5. Conflict with Other Ordinances. All ordinances or parts of ordinances in conflict herewith are hereby repealed.

Section 6. Severance of Invalid Provisions. If any section, subsection, sentence, clause, phrase, word or provision of this ordinance is held to be invalid or unconstitutional by a court of competent jurisdiction, then said holding shall not be so construed as to render invalid or unconstitutional the remaining provisions of this ordinance.

Section 7. Effective Date. This ordinance shall become effective ten (10) days after passage, pursuant to § 166.041(4), Florida Statutes.

PASSED by the City Commission of the City of St. Augustine, Florida, this _____ day of _____, 2021.

ATTEST:

Tracy Upchurch, Mayor-Commissioner

Darlene Galambos, City Clerk
(SEAL)

CITY OF ST. AUGUSTINE

MEMORANDUM

TO: Planning and Zoning Board

DATE: June 16, 2021

RE: **Workshop Agenda Item 4**
Continued discussion from the June 1, 2021 meeting regarding proposed amendments to Chapter 28 Zoning related to the review process for partial demolition

Please refer to your June 1, 2021 Planning and Zoning Board member packet for the staff information presented in support of the initial discussion and request for a recommendation. An abbreviated summary will be provided in the attached; however, the discussion for the workshop is focused on the specific concerns identified by the Board during that meeting. The concerns and questions raised by the Board include clarification on the impacts of the proposed ordinance and the strategy for community outreach.

The staff presentation is being provided in advance as the support materials for this workshop item and covers the following topics:

1. Summary of proposed amendments to City of St. Augustine Zoning Ordinance Section 28-2, 28-89, and 28-90
2. Justification and analysis of the proposed amendments
3. Community outreach plan

Following the presentation is revised ordinance language which incorporates the definitions and the resized “Exterior Building Renovations for Historic Properties” which were also comments provided at the previous Board meeting.

Thank you for your attention to this matter. If you have any questions, please feel free to contact me at (904) 209-4326 or email at jwolfe@citystaug.com.

Jenny Wolfe
Historic Preservation Officer
Planning and Building Department



Workshop

Agenda Item 4

**Continued discussion from the
June 1, 2021 meeting regarding
proposed amendments to Chapter 28
Zoning related to the review process
for partial demolition**

**Amendments to Chapter 28 Zoning related to partial
demolition and the historic building envelope**

Agenda item 4



CITY OF
ST AUGUSTINE
EST. 1565

Page 17 of 47

In Comparison...

Existing Ordinance

1. Defines demolition in a way that leaves room to interpret how to apply partial demolition: *Demolition* means the act or process of demolishing; to tear down, destroy, raze or remove all or a significant portion of a building or structure, and including partial demolition.
2. All buildings 50 years old or older require review by HARB prior to demolition which by above includes partial demolition (*currently approximately 4,000+ buildings*)
3. The requirements section includes language allowing HARB to review replacement design as a condition of demolition approval
4. The administration section requires a 30-day waiting period for demolition which by above includes partial demolition
5. The AGHP is adopted by reference and describes partial demolition by identifying specific building elements “and similar major features”

Proposed Amendments

1. Definitions modified to include the following which are referenced in the “Exterior Building Renovations for Historic Properties in St. Augustine” policy proposal
 - Contributing property
 - Design compatibility
 - Façade
 - Historic character
 - Historic integrity
 - Historic period
 - Material deficiency

Note that other key terms are referenced in the AGHP
2. Reduces partial demolition to designated buildings (*currently at approximately 1,659 buildings depending on final list*)
3. Qualifies the requirements section and expands HARB authority to include design review for the rehabilitation of elements associated with partial demolition application
4. Excludes partial demolition from the 30-day waiting period
5. Adopts “Exterior Building Renovations for Historic Properties in St. Augustine” through an amendment to the AGHP

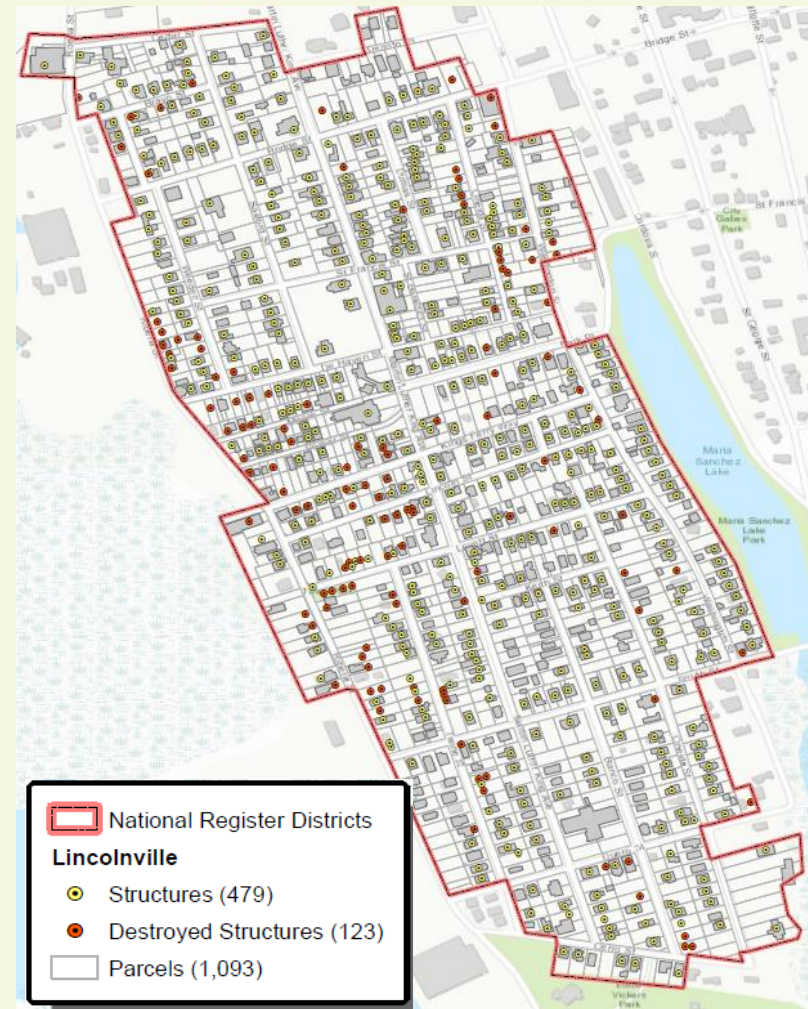
Insert proposed ordinance here

Timeline and Justification

- ❑ October 2018 City Commission adopted the Historic Preservation Master Plan including a goal to reduce historic building demolitions
- ❑ November 2019 City Commission adopted the 2040 Comprehensive Plan including the Historic Preservation Element which incorporated many of the strategies identified in the HP Master Plan
- ❑ March 2019 HARB and PZB prioritized demolition in the annual workplan
- ❑ January 2020 HARB began discussing partial demolition review and reached consensus with current proposal February 2021

What is at stake:

- ✓ Authenticity of the City of St. Augustine
- ✓ Quality of life for residents
- ✓ Status of current National Register District designations (rule of thumb is 50% must be contributing buildings)
- ✓ Ability of current and future historic property owners to get economic incentives
- ✓ Heritage assets are valued at \$2.9B and will decrease exponentially with loss of historic fabric
- ✓ Historic preservation grants



Amendments to Chapter 28 Zoning related to partial demolition and the historic building envelope

Agenda item 4



Historic Building Envelope:

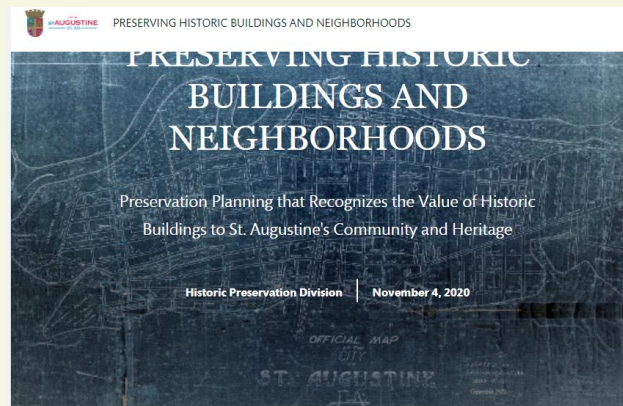


Historic Building Envelope:



Community Outreach

- ☐ HARB meetings: January 2020, February 2020, November 2020, February 2021
- ☐ PZB meeting June 1, 2021
- ☐ Scheduled July 11 Discussion with St. Augustine Neighborhood Association Council Chairs
- ☐ Individual NHA meetings as requested
- ☐ Mailouts to designated property owners
- ☐ StoryMaps and city communication tools
- ☐ Exterior Renovations document



“
Historic buildings have values beyond just financial. These values can be aesthetic, social, environmental, educational, and cultural; and they can be enjoyed by a larger group of beneficiaries than just the property owner.
PlaceEconomics”

StoryMaps

(Not yet publicly accessible)

<https://storymaps.arcgis.com/stories/54530ef548a24c88b96b67f0e1f183c5>

<https://storymaps.arcgis.com/stories/56910ccbf99e49fabe0d60d91f744c0b>



Exterior Building Renovations for Historic Properties

Preserving the 5 Critical Elements of the Historic Building Envelope to preserve the building's historic integrity

COSA Historic Preservation Division | June 3, 2021

Amendments to Chapter 28 Zoning related to partial demolition and the historic building envelope

Agenda item 4



CITY OF
ST. AUGUSTINE
EST. 1565
Page 23 of 47

Discussion comments:

1. Comments here
2. ...
3. ...



EXTERIOR BUILDING RENOVATIONS FOR HISTORIC PROPERTIES IN ST. AUGUSTINE

How the City Preserves Historic Buildings and Neighborhoods outside of the downtown historic zoning districts

If you own a building that is a local landmark, listed in the National Register, or is a contributing property to a Historic District, the attached standards will guide you through the review process by explaining the essential elements of the building's exterior fabric, known as the 'Building Envelope'

LOCAL LANDMARK...

A building, object, site, or structure of the highest historical, architectural, cultural, or archaeological importance and whose demolition, removal, relocation, or alteration would constitute an irreplaceable loss to the character and quality of the city. A list of these resources is on file with city staff and available on the city's website.

NATIONAL REGISTER...

The official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources. Designated historic resources may be a building, district, object, site, or structure that meets the criteria of significance and integrity. A list and a map of these buildings is on file with city staff and available on the city's website.

CONTRIBUTING STRUCTURE...

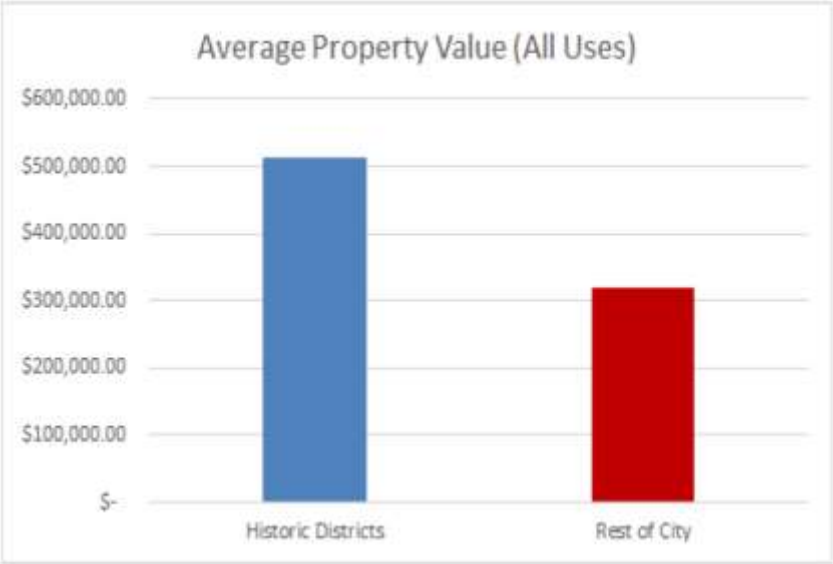
Adds to the historical or traditional cultural associations, historic architectural qualities, or archeological values for which a property or district is significant. Each of the city's National Register Historic Districts has a list and a map of contributing and non-contributing resources. Buildings marked Contributing and/or Contributing but Altered are considered designated buildings. These records are on file with city staff and available on the city's website.

A "HISTORIC PROPERTY" MEETS ONE OR MORE OF THE ABOVE CRITERIA

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WHAT: Standards of review are proposed to encourage the preservation of the historic building envelope which characterizes the St. Augustine citywide landscape. In the city’s preservation ordinance, HARB is charged with the responsibility to review demolition including partial demolition of properties 50 years old and older. In some cases, partial demolition is warranted and combined with standards of review will result in an improved appearance that balances the existing historic character of the building. This design review authority only relates to partial demolition and is further limited only to design of replacement features on designated historic structures. It does not apply to undesignated buildings and in-fill development on vacant or developed lots regardless of location (except for HP zoning districts). **This process is an opportunity for staff and the HARB to encourage property owners to recognize and celebrate the unique and original features of their historic building.**

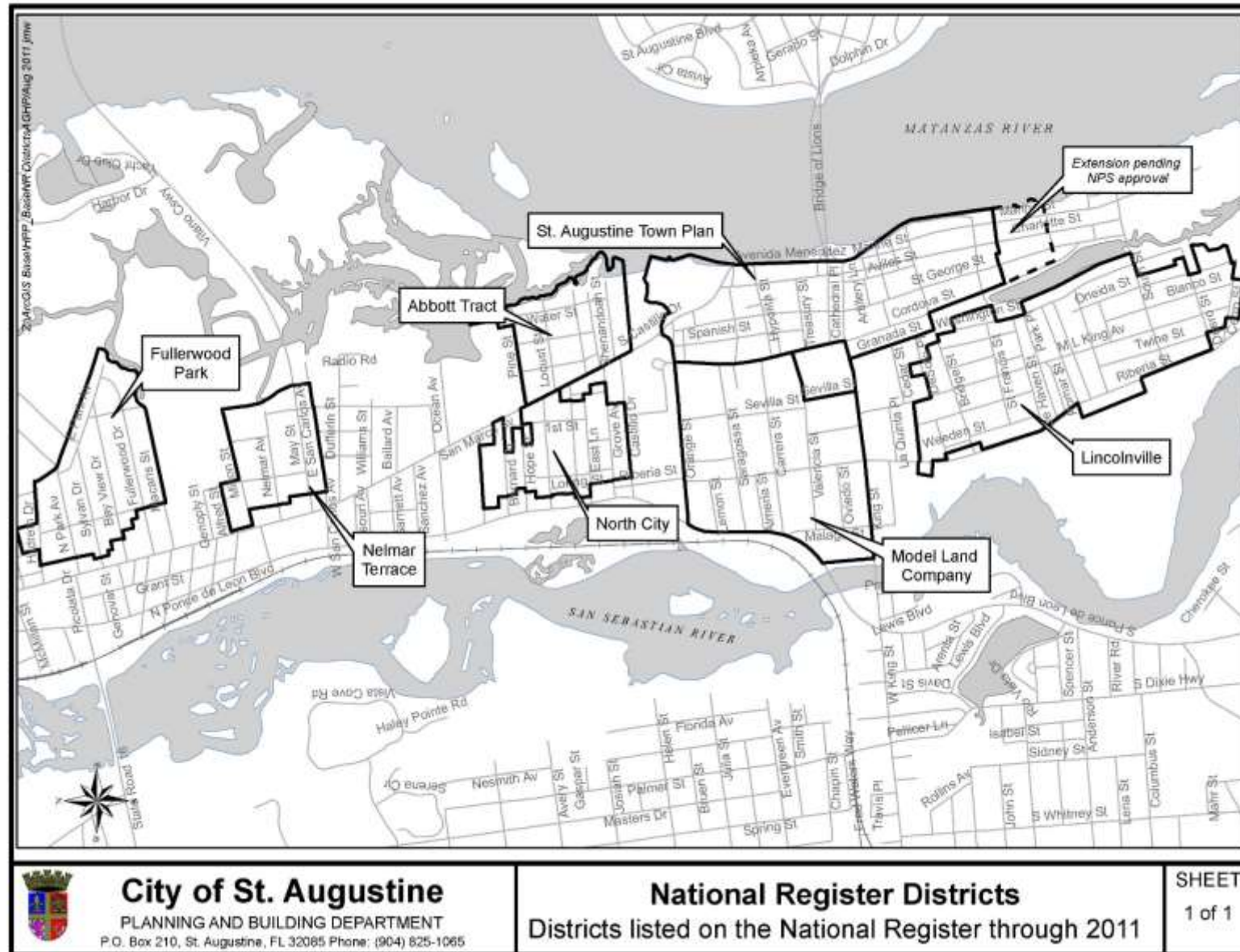
WHERE: These (proposed) standards for review apply to designated historic buildings including local landmarks, contributing buildings to a National Register Historic District, and buildings individually listed in the National Register. This is a small minority of the buildings in the city, and the property owners of these structures are valued for their stewardship. **Currently there is a total of 1,659 designated buildings which is about 20% of the buildings in the city.** The historic districts are only 7% of the city’s land mass. These districts currently include the St. Augustine National Register Historic District, Model Land Company, Lincolnville, Abbott Tract, North City, Nelmar Terrace, and Fullerwood Park.



PlaceEconomics in *Resilient Heritage in the Nation’s Oldest City*, 2020

WHY: Incremental demolition of historic buildings or reconstruction of historic buildings from the inside out can eventually threaten the validity of the National Register Historic Districts. **For example, Lincolnville has gone from a concentration of 81% of historic buildings to 67% when just considering full demolition, which could be greater if buildings that have lost integrity through partial demolition are included.** The purpose of these review standards is to increase the city’s ability to protect and preserve the historic resources of the city’s built environment, enhance the city’s historic integrity, and promote an authentic and livable community amid changing economic and environmental circumstances (City of St. Augustine Comprehensive Plan, Historic Preservation Goal).

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Property values in the historic districts account for 41% of the city's assessed property values, and their value increases more than other areas of the city so it is in their individual financial interests to preserve the historic character of their buildings.

127 Oneida Street before and after rehabilitation which used the 10-yr historic property tax exemption to reduce the taxable value by almost \$150,000

contributing properties to a district are eligible for tax benefits. If the building or district is no longer historic this incentive would not be available to current and future property owners across the city. Also, a 2020 economic study in *Resilient Heritage in the Nation's Oldest City* found that heritage tourism is driven largely by the volume of historic resources. A reduction of 10% of historic buildings in the city results in a 2% loss of visitor parties, and a reduction of 50% of historic buildings in the city results in 34% loss of visitor parties. The quality of life for residents and visitors alike would be negatively impacted without the community's commitment to historic preservation.

The Historic Preservation Master Plan includes specific tasks related to the goal to minimize demolition of historic buildings and provide clear guidance to applicants of the review process. Designated historic properties and

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HOW: Historic preservation staff will review all building permits on buildings that are designated under this proposed policy. The staff is already reviewing most permits for exterior construction activity on buildings that are 50 years old or older. Through those reviews it was clear that historic properties are suffering from unintended consequences of partial demolition which is what prompted the need for more clarity in the demolition review process. The result of the proposed process will reduce the volume of permits that need to be reviewed by historic preservation staff by focusing only on full demolitions across the city and partial demolition only of designated buildings. From the applicant side this will expedite the building permit review process for undesignated buildings. Measuring partial demolition follows the National Park Service definitions of historic building integrity that consider the combination of location, design, setting, materials, workmanship, feeling, and association. The review process will require substantiation of the alterations to include an evaluation the replacement cost, life span of the replacement feature versus repair of the existing feature, and the lifespan of the existing feature. When preservation actions are prioritized, there are financial incentives for historic property owners that are not available city-wide.

Recognizing and celebrating significant features of a building discourages loss of integrity from incompatible alterations on designated historic buildings, protects the validity of the city's historic districts, contributes to the unique character of the city, and preserves their contribution to the local economy.

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If you own one of St. Augustine's historic buildings and need to make exterior changes this process provides guidance to encourage preservation of the historic character that makes your building and St. Augustine unique. Preservation standards accepted nationally and recognized in the St. Augustine Architectural Guidelines for Historic Preservation were used to establish protocols in this document. Emergencies and damage from natural disasters will be handled on a case by case basis with officials.

1. Request a preliminary review with a historic preservation planner in the Planning and Building Department by sending photos, a sketch building and site plan, and material details to harb@citystaug.com. When the review process is activated in part from a visibility issue, note that a public right-of-way may be a local, state, or federally owned sidewalk, alley, street, or unimproved area.
2. Upon confirmation that the change is subject to the city's ordinance, the staff will guide you on whether or not the change can be administratively approved or whether a review by the HARB (Historic Architectural Review Board) is required:
 - a. Administrative reviews (historic preservation planning staff approvals) is limited and described in this document and city ordinance. General guidance for approvable alterations will be provided by the historic preservation staff. Formal approval will be granted during the regular building permitting process. No additional paperwork or fees are required other than necessary documentation/fees for the building permit and any other associated agency reviews as normally required.
 - b. HARB reviews will require a Certificate of Appropriateness or a Certificate of Demolition and the associated fee to be submitted online at www.citystaug.com in the Document Center for the Planning and Building Department Permits and Applications. Some types of applications may qualify for the HARB's expedited agenda items which is an abbreviated public hearing process.
 - c. The HARB meetings are public hearings and comprised of City Commission-appointed volunteer experts in related fields of historic preservation. Meetings are held once per month and application deadlines occur once per month, generally a month prior to the hearing. A staff report will supplement the application materials and be presented to the HARB for its review.
 - d. The HARB will approve, approve with conditions, deny, or continue the application to an additional hearing date if additional information is requested.
 - e. When proposed changes are required due to technical standards and/or material deficiencies that are sufficiently documented and the new feature/design/element matches the historic character of the building, the application will qualify for the expedited agenda review process if the change does not constitute full demolition.
3. After the changes are administratively approved or approved by the HARB a building permit may be submitted, and the permit will proceed through the regular review process. Any conditions set by ordinance or the HARB must be satisfied prior to issuance of the building permit.
4. Note that approved Certificates of Demolition have a mandated 30-day waiting period prior to issuance of a building permit and the Certificate of Demolition must be acted upon within one year of the approval. The waiting period may be waived for partial demolition.
5. As an incentive to encourage preservation strategies, historic preservation staff may assist with an ad valorem tax exemption application and expedite the review process. More information on this historic preservation incentive is in the AGHP.
6. The applicant is responsible for obtaining all other necessary approvals related to the project such as zoning requirements related to lot coverage, building setbacks, height, tree removal etc. as well as any archaeology review, building, fire, right-of-way, and utility codes.
7. The administrative decision (staff reviews) and/or the HARB determination on an application may be appealed as per city ordinance.

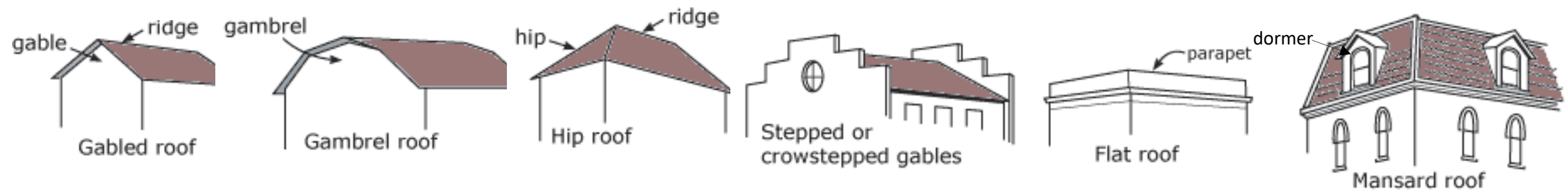
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5 CRITICAL ELEMENTS OF THE HISTORIC BUILDING ENVELOPE:

FOR LANDMARK, NATIONAL REGISTER, AND CONTRIBUTING BUILDINGS TO DESIGNATED NATIONAL REGISTER HISTORIC DISTRICTS

Feature descriptions are taken from the National Park Service Technical Preservation Services publication of the Secretary of the Interior's Standards for Rehabilitation

Roof: the form of the roof (gable, hipped, gambrel, flat, shed, mansard, etc.) is significant as are its decorative and functional features (appurtenances like cupolas, parapets, chimneys, dormers and soffit elements), roofing material, and size, color, and patterning.



When the current exterior feature has existed on the building for more than fifty years, HARB approval is required to:

- remove and change the following traditional roof coverings: clay or concrete tile, stamped metal shingle or diamond-patterned shingle systems
- remove decorative or functional features visible from a right-of-way
- change the configuration, shape and/or pitch on facades visible from a right-of-way
- and/or to remove 50% or more of the total roof structure (excluding roof sheathing)
- use a colored metal roofing material (ex: blue metal roof)

HARB approval will based on:

- ☐ An evaluation of how removal of the feature impacts the overall historic character of the building and historic integrity of the city. Can the building still convey a unique sense of time and place? Is the roof or roof feature significant enough that it should not be altered unless proven technically and/or materially required?

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Sample historic roofing materials:



Wood shingle roof



Diamond-patterned roof



Stamped metal shingle roof



Clay tile roof

- The design compatibility of the proposed work to ensure continuity of the building's historic value. Specifically, is the prominent character of the historic roof still the dominant visible feature; is there subtle but visible distinction of the new roof feature/element from the historic roof feature; does the new element match the size, scale, material/pattern of the historic roof?

Historic Preservation Staff will have the ability to approve the following during regular permit review:

- routine roof and trim repairs not meeting the above thresholds
- removal of a decorative or functional feature not visible from a right-of-way
- replacement of roof sheathing up to 100% of the roofed areas for existing asphalt shingle roofs, galvalume/sheet metal type roof, and other modern roof cladding

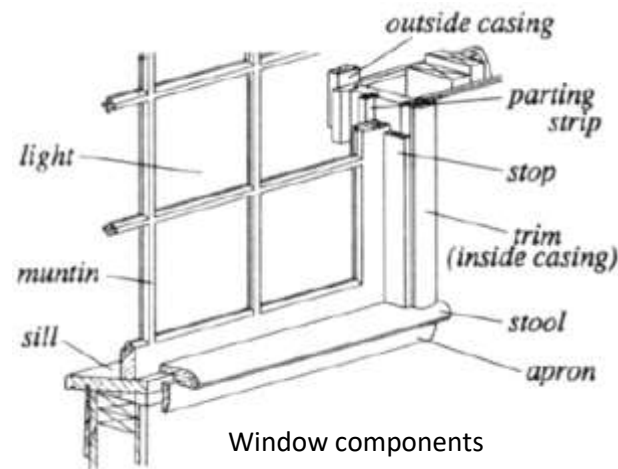
Example: Full replacement of any asphalt shingle or metal roof with a new asphalt shingle roof or metal roof (respectively) using a traditional color will be approved administratively



Historically this building had a clay barrel tile roof matching the barrel tile still evident on the lower parapet roof.

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Windows: window materials and how the window operates (e.g. double hung, casement, awning, or hopper) are significant as are its components (sash, muntins, pane configuration, sills, mullions, casings, or brick moulds) and related features such as historic shutters/awnings.



- When such features have existed on the building for more than fifty years, HARB approval is required to:
- ☐ remove and change window materials, components, design, or change their operational direction (ex: up/down sash to swing) on facades visible from a public right-of-way
 - ☐ and/or to remove 50% or more of all the building's windows (visible or not)

HARB approval will based on:

- ☐ An evaluation of how removal of the feature impacts the overall historic character of the building and historic integrity of the city. Can the building still convey a unique sense of time and place? Is the window feature or design significant enough that it should not be altered unless proven technically and/or materially required?
- ☐ Window condition assessment and consideration of replacement cost and life service of the replacement window versus the repair cost and life service of the original window (see photo caption next page)
- ☐ The design compatibility of the proposed work to ensure continuity of the building's historic value.



Example: Preferred window replacements, if required, that use characteristic exterior molding and muntin profiles may be approvable even if using different materials. Such changes may be recommended for an expedited hearing.

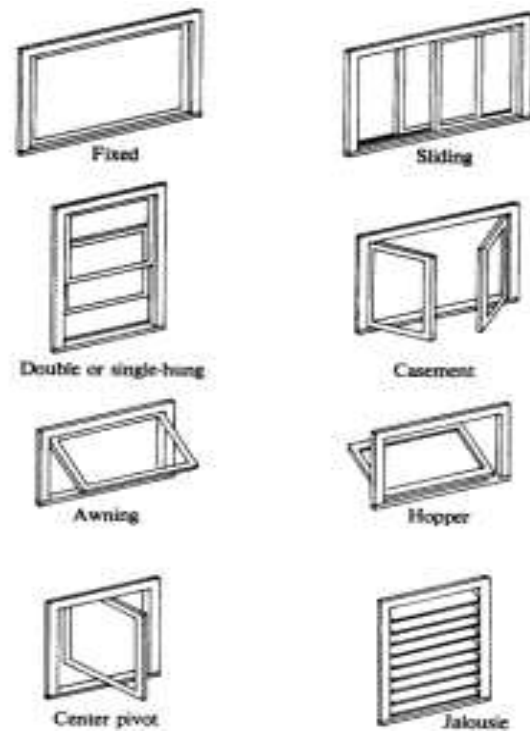
*The window design is described by the number of glass panes called 'lites' as shown in these examples. These patterns are not interchangeable because they are unique to the style of the building. Traditional wood, vertical sash windows:
Left is a 6/6 divided lite and right is a 2/2 divided lite*

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Historic Preservation Staff will have the ability to approve the following during regular permit review:

- ☐ repair and maintenance of windows not meeting the above threshold
- ☐ replacement of windows on facades not visible from a right-of-way under the 50% threshold
- ☐ replacement of non-historic windows with windows that match the design character of the building

Example: Removing a ranch-style picture window on a historic frame vernacular house and installing any vertical sash-type window will be approved by historic preservation staff



Window operation types



Hands-on training for DIY-ers

*See <https://savingplaces.org/stories/preservation-tips-tools-retrofitting-historic-windows#.X-4YhNhKh3A> and <https://austinhistorical.com/services/residential-window-restoration/> for data and analysis.

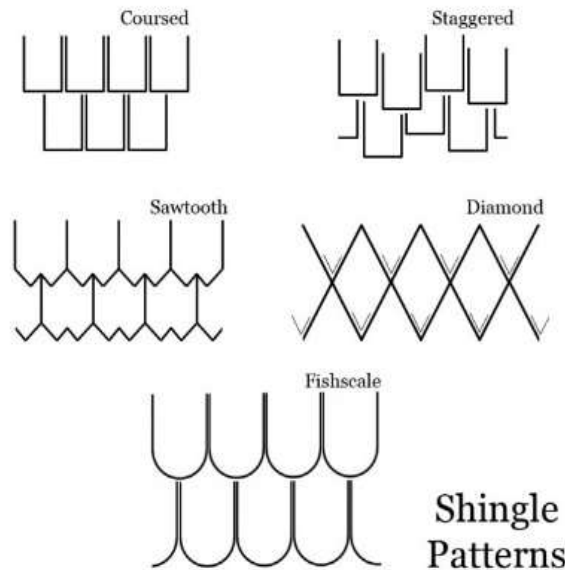
*Historic windows can be repaired and restored to last longer than the average replacement window. Therefore, when considering the lifetime cost of a window the original will be less expensive. Prices can range from \$500 to over \$1000 for restoration, comparable to replacement windows with a negative economic and historic impact.**



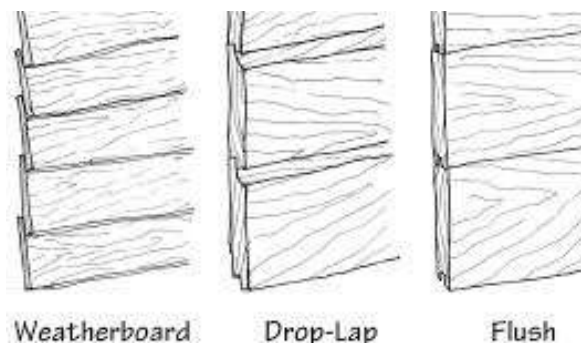
Original 3/1 and 4/1 lite vertical sash windows replaced with 1/1 across the entire building and would now require HARB approval if the building is designated historic.

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Exterior finishes: wood and masonry exterior features (walls, siding, brackets, railings, cornices, window and door surrounds, steps, and columns) and repetitive exterior detailing are important in defining the overall historic character of a building.



Sample wood siding profiles that contribute to the unique scale and pattern on a historic building:



When the current exterior features have existed on the building for more than fifty years, HARB approval is required to:

- ☐ remove and change wood and/or masonry wall finishes on facades visible from a public right-of-way

Example: removing wood horizontal siding, brick or brick veneer, stucco, coquina/coquina concrete and changing to a different material/pattern requires HARB approval

- ☐ and/or to remove 50% or more of these exterior features

HARB approval will be based on:

- ☐ An evaluation of how removal of the feature impacts the overall historic character of the building and historic integrity of the city. Can the building still convey a unique sense of time and place? Is the finish material and/or design significant enough that it should not be altered unless proven technically and/or materially required?
- ☐ The design compatibility of the proposed work to ensure continuity of the building's historic value. Specifically, is the prominent character of the exterior still the dominant visible feature and does it match the size, scale, material/pattern of the historic exterior?

Example: When necessary, replacing wood horizontal siding with composite horizontal siding maintaining a similar reveal and profile may be an approvable request and may be recommended for an expedited hearing.

Staff will have the ability to approve the following during regular permit review:

- ☐ Repair and maintenance of wall cladding when it does not meet the above threshold

Example: Removing singular elements/portions of the exterior finish that is deteriorated beyond repair and replacing it with the same material and design will be approved administratively.

- ☐ Repair or replacement of features on facades not visible from a right-of-way
- ☐ Replacement of non-historic exterior features that match the design character of the building

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Example: Removing asbestos siding and restoring/replacing traditional horizontal siding underneath will be administratively approved if it does not compromise the structural stability of the building



Traditional wood, coursed shingle finish. *Changing the shingle pattern to a staggered design would change the character of the historic building from Shingle Style to a Bungalow or Arts and Crafts*



Historic masonry finishes can be simple or highly detailed and have unique stucco texture



The siding on this building was altered (ca. 1930-50s) and shows the impact of replacement finishes that change the scale and detail of the building's historic character. Restoring the Queen Anne siding would be a staff-approvable request. Also note for reference the scale of historic horizontal siding shown on the adjacent historic building.

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Porches, balconies, stoops, loggias: these functional and decorative features along with their materials and features (doors, transoms, pilasters, columns, balustrades, stairs, roofs, canopies) are important in defining the overall historic character of a building.



Wrap-around porch with columns and balusters



When such features have existed on the building for more than fifty years, HARB approval is required to:

- ☐ remove a historic porch, balcony, or stoop
- ☐ and/or to remove 50% or more of their materials and features
- ✓ *Exception: see staff approval for flood mitigation project*

HARB approval will based on:

- ☐ An evaluation of how removal of the feature impacts the overall historic character of the building and historic integrity of the city. Can the building still convey a unique sense of time and place? Is the feature significant enough that it should not be altered unless proven technically and/or materially required?

Example: Reconstructing a balcony or porch that is deteriorated beyond repair with matching materials and design may be approvable and recommended for an expedited hearing.

- ☐ The design compatibility of the proposed work to ensure continuity of the building's historic value. Specifically, is the prominent character of the existing porch/balcony/stoop still the dominant visible feature and do changes match the size, scale, material/pattern of the historic feature?

Example: Removing a balcony and constructing a larger balcony that maintains scale, design, and materials of the building may be approvable.

Historic Preservation Staff will have the ability to approve the following during regular permit review:

- ☐ Repair and maintenance of porches/balconies/stoops when it does not meet the above threshold
- ☐ Repair or replacement of porches/balconies/stoops facades not visible from a right-of-way

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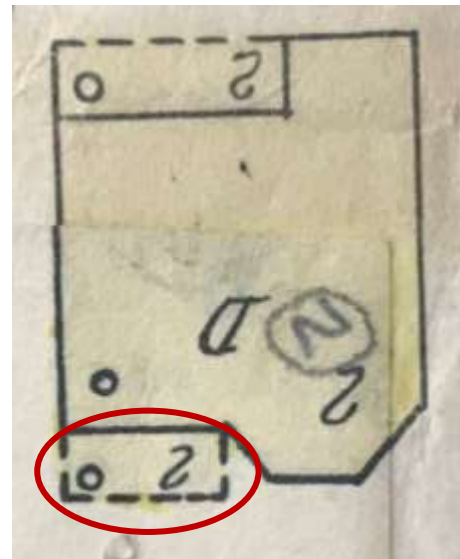
Centered porch with turned balusters and folk-style bracketed posts



Two-story front porch undergoing repairs that are in-kind with its historic character which could be approved by staff.

- Replacement of non-historic exterior features that match the design character of the building
Example: Restoring an enclosed porch to an open/screened porch will be staff approved if using/reinforcing the historic character of the building.
- Removal of porches or stoops when necessary for a flood mitigation project if using a best-practice approach

Example: Constructing a new but similar porch at the elevated location will be staff approved if it is context-sensitive and uses compatible materials.



Evidence on the Sanborn map (left) and the building shows there used to be a historic two-story frame porch likely removed ca. 1930-1950s when asbestos siding was added. Reconstructing a compatible porch could be approved by staff.

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Foundations: structural systems and visible features of such systems are important in defining the overall historic character of a building including the materials (wood, metal, and masonry), the type of system, and its features such as posts and beams, masonry columns, above-grade stone or masonry foundation walls or piers.



Coquina concrete block is a material unique to St. Augustine



A new brick pier foundation matches historic materials and scale

When such features have existed on the building for more than fifty years, HARB approval is required to:

- ☐ Removing and changing the foundation type (ex: brick pier to stem wall) or exterior material (ex: brick to concrete masonry unit/block)
- ☐ and/or to remove 50% or more of the above-grade foundation system
- ✓ *Exception: see staff approval for flood mitigation project*

HARB approval will based on:

- ☐ An evaluation of how removal of the foundation impacts the overall historic character of the building and historic integrity of the city. Can the building still convey a unique sense of time and place? Is the original foundation significant enough that it should not be altered unless proven technically and/or materially required?
- ☐ The design compatibility of the proposed work to ensure continuity of the building's historic value. Specifically, is the prominent character of historic foundation still the dominant visible feature and do changes match its size, scale, material/pattern?

Example: Constructing a replacement brick pier foundation that restores structural soundness and matches the original design may be approvable and may be recommended for expedited hearing.

Historic Preservation Staff will have the ability to approve the following during the regular permit review:

- ☐ Repair and maintenance of foundations that do not meet the above threshold

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A building elevation project revealed unique coquina stone piers (background) along with traditional brick piers (foreground)

Example: Replacing a singular, deteriorated brick pier with a matching brick pier in the same basic location will be staff approved.

- ☐ Removal of a foundation when necessary for a flood mitigation project if using a best practice approach

Example: Constructing a new but similar foundation using the same materials and scale will be approved by staff.

NOTE: Archaeological review may be required for any work that includes ground disturbances, consult the City Archaeologist and Archaeological Preservation Ordinance for more information.



Foundation (and porch) was removed to allow for the building to be elevated to a new floor height for a flood mitigation project.

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The following information is presented as a reference to assist property owners in identifying the unique characteristics of their historic building. It is not a full representation of the types of buildings in St. Augustine but rather a set of limited examples with features that are easily identifiable and referenced in this document.



Character defining features:

Asymmetrical two-story front building face façade with multiple roof pitches

Opening patterns: Paired wood, 2/2 vertical sash windows and single doors

Novelty wood horizontal siding mixed with coursed shingle siding

Note porch locations, size/scale, form

Porch posts that are a combination of turned and bracketed design

Porch railing design

Stoop location and materials

Foundation is obscured by contemporary screening but is likely a pier system

(Roof cladding is not historic so other materials could be allowable)



Character defining features:

Asymmetrical one-story form

Shed roofs in opposing position

Horizontal lines and brick stamped finish

Metal 1/1 vertical sash windows and corner windows

Likely a slab on grade foundation

(Roof cladding is not a prominent visual character)

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Character defining features:

*Three-block massing with central vertical chimney
Gable and parapet roof types with clay tile exterior
A unique stucco finish and texture
Arched windows with fanlights on top
Open entry porch and stoop framed with square piers
Plaster detailing along top of building face/facade
Likely a stem wall foundation*



Character defining features:

*Front face of the building is divided in three-bay in a symmetrical fashion
A large shed roof dormer sits on the second floor and the overall roof is a gable roof with metal crimp exterior finish
Front porch (historically enclosed) with knee-wall under a shed roof supported by block columns (the porch could be fully opened with minimal impact)
Simple single pane windows with no dividers
Horizontal siding
Stoop has been altered to accommodate a ramp and is easily reversible
Pier foundation*

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Character defining features:

Symmetrical design under single gable roof with composition shingles

Wood 6/1 vertical sash windows with operable louvered shutters

Entry stoop is a classical design

Brick façade is in a running bond pattern (unpainted) with distinguishable window lintels using a different brick pattern

Likely a continuous wall foundation



Character defining features:

Asymmetrical façade pattern under single hipped roof with metal crimped roof

Wood 1/1 vertical sash windows with inset of stained glass and arched lintel

Rough/rusticated, unpainted, concrete block exterior building elements

Open porch is under the main roof and has wood brackets and trim at the top

Entry stoop with matching block piers

Likely a continuous wall foundation

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KEY TERMS AND PRESERVATION PRINCIPLES

Archaeological Preservation Ordinance refers to Chapter 6 of the St. Augustine Code of Ordinances which identifies archaeological zones that requires archaeological review when the threshold of ground disturbance activity is met or exceeded with development and utility permits.

Architectural feature includes but is not limited to the following: architectural style, scale, massing, siting, general design, and general arrangement of the exterior of the building or structure; type and texture of exterior materials; size, type, placement, and patterns of roof(s), windows, doors, and all attached appurtenances including porches, stairs and stoop features, dormers, additions, trim details, balconies and railings or other decorative attachments.

Architecturally similar means having substantially the same façade design or exterior appearance using like characteristics in terms of height, mass, scale, footprint, arrangement of openings, pattern and materials.

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

Design compatibility refers to new construction or alterations to a historic building or setting that preserves significant materials, features and form, and preserves the building's historic character. For alterations to a historic building, repairs using historic materials is preferred; however, there are circumstances where substitute materials that imitate historic materials may be used (i.e. unavailability of historic materials or skilled craftspeople, inherent flaws in the original material, or code-mandated changes) if the appearance and properties of the historic materials can be matched closely and no damage to the remaining historic fabric will result. For new construction and additions, the materials and form should be harmonious with the historic building with just enough differentiation from the historic building to not be jarringly out of place or too similar to be confused as part of the original historic fabric.

Façade includes the face of a building and is most commonly referred to as a street façade and/or visible façade

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

Historic integrity is the authenticity of a property's identity, evidenced by the survival of physical characteristics that existed during the property's historic period including evaluation of any changes that may have occurred through time which could contribute to the building's later-acquired historic character and significance. An overall sense of past time and place are evident in the composite of seven qualities: location, design, setting, materials, workmanship, feeling, and association.

Historic period is the primary time line for which the historic building derived its historic association with an event, person, place, pattern of development or other historic context.

Material deficiency refers to the inability of the building material, or a majority of building materials that comprise a feature or structure, to serve its purpose and documented as beyond repair.

National Register of Historic Places is the list of historic properties significant in American history, architectural, archaeology, engineering and culture maintained by the Secretary of the Interior, as established by the National Historic Preservation Act of 1966, as amended. May be significant at the local, state, or federal level.

Preservation: The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction.

Reconstruction: The act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

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

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

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

Routine maintenance and repair in terms of historic preservation means using the same materials in a way that matches the architectural style of the existing building.

Significant architectural feature is an architectural feature(s) that comprises the historic character of the structure and built near the same time as the building or added features and alterations that maintain the historic character of the building.

Technical requirement refers to performance mandates established by local, state, or federal governments and their supporting regulatory documents.

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U.S. Department of the Interior: Secretary of the Interior's Standards for Rehabilitation

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.