

# **City of St. Augustine Comprehensive Plan 2040**

## **Historic Preservation Element Goals, Objectives and Policies**

Note: Unless indicated proposed Goals, Objectives and Policies replace previously adopted.

**July 2020**

# **Historic Preservation Element**

## **Goals, Objectives and Policies**

### **Chapter 163.3177 F.S. Optional Element**

#### **Historic Preservation Summary**

The Historic Preservation Element is an optional comprehensive plan element under Florida’s Local Government Community Planning Act (Chapter 163, Florida Statutes). The City is recognized as the oldest, continuously occupied European settlement in the continental United States. Its colonial connections 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 development outline, inventory of cultural resources, and a set of Goals, Objectives, and Policies to establish preservation needs.

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

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# Historic Preservation Element

## Goals, Objectives and Policies

### Chapter 163.3177 F.S. Optional Element

#### Overall HP Goal

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 economic and environmental circumstances.

#### Cultural Resource Inventory

##### HP Goal 1

Update and maintain a cultural resource inventory of the city to evaluate the status of known cultural resources, identify undocumented cultural resources, identify threatened resources, and to prioritize documentation needs and designation recommendations.

##### HP Objective 1.1

Conduct a phased inventory of the city's cultural resources to include a historic structure survey, archaeological sites survey, and windshield survey to evaluate the condition of existing resources and assess the significance of unrecorded cultural resources within the next five (5) years.

##### HP Policy 1.1.1

New historic structure surveys will include West Augustine, Oyster Creek, and neighborhoods in the Fort Mose area where there is little existing documentation, while previous surveys in the National Register Historic Districts will be updated.

##### HP Policy 1.1.2

Identify locations of potential archaeological remains, including submerged resources, and inventory all the previous archaeological investigations completed by the City.

##### HP Policy 1.1.3

Complete a comprehensive windshield survey of the city to identify unrecorded cultural resources such as potential historic districts and landmarks, objects and scenic vistas, and viewsheds.

#### **HP Policy 1.1.4**

Resources formally surveyed will be documented in professional survey programs and geospatial databases.

#### **HP Objective 1.2**

Evaluate and prioritize resource designation, documentation, and preservation planning efforts in accordance with significance, threat, and institutional capacity.

#### **HP Policy 1.2.1**

Establish a method to identify historic and archaeological resources as either significant, contributing, or non-contributing, and apply the data towards current local historic districts or future designations.

#### **HP Policy 1.2.2**

Develop and maintain an endangered sites and properties list to include properties facing deterioration, properties and archaeological sites within areas subject to greater development pressures, flooding and erosion hazards, properties transferred from a tax sale, and unique buildings which may have a historic use that is not viable in its current zoning designation. The list can be compiled from resource surveys, building inventories, demolition permits, and other inspections or citations.

#### **HP Policy 1.2.3**

Plan a strategy for prioritized documentation of the most significant and/or threatened resources which may include partnerships with the St. Augustine Historical Society, Florida Division of Historical Resources, the University of Florida Preservation Institute: St. Augustine, Florida Public Archaeology Network, and St. Augustine Neighborhood Associations. Resources may include original Spanish colonial structures, unique structures threatened from flooding (such as the D.P. Davis buildings), architecturally significant mid-century modern buildings, and archaeological resources.

#### **HP Policy 1.2.4**

Prioritize national and local designation of historic districts and landmarks based on physical or environmental threats and/or cultural significance, which may include concentrations of post-WWII neighborhoods, structures associated with the Civil Rights Movement, and Native

American and Spanish colonial archaeological sites, other themes deemed important to the City's heritage.

**HP Goal 2**

Promote the city's diverse history in a manner that is inclusive and accessible by using information from cultural resource inventories to increase local pride and community support of historic preservation activities.

**HP Objective 2.1**

Encourage community participation and broaden the documentation methods in user-friendly platforms to provide community members with information and tools to support preservation of the city's diverse cultural resources.

**HP Policy 2.1.1**

Provide survey inventories and related information to city staff and the public in an interactive geospatial web application which can be used in public and private planning projects, excluding specific locations of archaeological resources in accordance with state law.

**HP Policy 2.1.2**

In partnership with the oral history program of the St. Augustine Historical Society, efforts should be made to collect oral histories representing the diverse role St. Augustine's citizens have played in shaping the city's history.

**HP Policy 2.1.3**

Develop character studies for historic neighborhoods to build on the neighborhood workbooks that identify important physical and historical development patterns of an area, which can be presented to the public in a digital platform for user-friendly access.

**HP Policy 2.1.4**

Identify and document thematic surveys to document cultural histories that are tied to more than one geographic location. Thematic surveys may include African American cultural and development patterns, mid-century modern architecture, and the city's first major historic preservation movement.

## **Preserving Historic Structures**

### **HP Goal 3**

Preserve and protect the historic and authentic character of St. Augustine to minimize the demolition of older, historic buildings and structures.

#### **HP Objective 3.1**

Increase threshold requirements for certificate of demolition applications for buildings that meet the criteria for exceptional significance and supplement the review process for undue economic hardship.

##### **HP Policy 3.1.1**

Applications for demolition may require documentation that reasonable efforts were made to explore whether an alternative use could support preservation of the structure without requiring substantial modification to the historic character of the property.

##### **HP Policy 3.1.2**

Applications for demolition may require documentation demonstrating the sale of the property or relocation of the structure is not technically or financially feasible to support preservation of the structure.

##### **HP Policy 3.1.3**

Applications for demolition may require documentation that an undue economic hardship exists, which includes evidence that is supplied by the applicant and evaluated on its own merit.

##### **HP Policy 3.1.4**

For more complex projects, the city may conduct an independent assessment of a property proposed for demolition and seek reimbursement from the applicant(s). This assessment could evaluate overall condition and structural soundness, the potential costs associated with rehabilitation or adaptive reuse, and the evidence provided for the undue economic hardship.

##### **HP Policy 3.1.5**

To encourage preservation through rehabilitation and compatible additions, replacement of new construction can be limited to a 10 to 15% increase in footprint or gross floor area of the existing structure.

### **HP Objective 3.2**

Encourage compliance with demolition review requirements considering community awareness and limitations on after-the-fact demolition applications for all applicable properties.

#### **HP Policy 3.2.1**

Implement a process to provide notice to new business tenants and new property owners of the demolition review requirements and historic preservation incentives if they occupy buildings subject to the certificate of demolition requirement, which can be informed with data collected when new utility accounts are opened.

#### **HP Policy 3.2.2**

An owner may be required to reconstruct the building envelope including its footprint, height (with possible adjustment for floodplain elevation), form, materials and details when demolition is undertaken prior to receiving approval for demolition that is subject to the certificate of demolition requirement. To be effective, this requirement would need to be tied to a property's deed.

#### **HP Policy 3.2.3**

Consider adopting in the Land Development Code the authority to require a waiting period between the date of the demolition and the date that a building permit and/or a Certificate of Occupancy can be issued on the property when a demolition is undertaken prior to receiving approval for demolition that is subject to the certificate of demolition requirement. The delay period could be waived if the Building Department is satisfied that the demolished building posed a threat to public safety.

### **HP Objective 3.3**

Reduce demolition-by-neglect typically associated with a building or structure that is determined to be in a hazardous condition. Examples may include a building or feature subject to collapse and cause injury, unstable structural elements that are no longer able to carry loads safely, or conditions that make a building susceptible to water damage.

#### **HP Policy 3.3.1**

Apply provisions in the building code that require correction of unsafe conditions for older and historic structures, and provide notice to property owners or business tenants related to the demolition review requirements and historic preservation incentives.

### **HP Objective 3.4**

Provide assistance for properties identified on the endangered properties list that are in distress due to deterioration.

#### **HP Policy 3.4.1**

Identify the most severely deteriorated structures and attempt to contact the property owner to determine the obstacles that prevent maintenance and rehabilitation. Potential assistance may include design and technical preservation recommendations as well as providing information regarding economic incentives, preservation funding programs, and zoning opportunities that can support the long-term preservation of the structure.

### **HP Objective 3.5**

Evaluate financial mechanisms that could support the preservation and rehabilitation of privately owned historic properties that are culturally significant or are fifty years old or older.

#### **HP Policy 3.5.1**

A mechanism, such as a mitigation bank or historic preservation trust fund, should be created. Potential funding sources may include contributions from property owners seeking new construction that adversely impacts historic buildings or archaeological remains. Financial contributions would partially offset the community's loss by providing funding for the preservation of properties with equal cultural value elsewhere in the City. Adverse impacts can include cases of demolition-by-neglect or an after-the-fact demolition application, which will be officially recorded in the deed until satisfied.

### **HP Objective 3.6**

Provide zoning opportunities to encourage adaptive reuse of properties that meet the criteria of exceptional significance, which would allow an alternative use outside the limitations set by zoning designations. In these cases, there must be a balance between preservation of the building's historic integrity and the character of the surrounding context.

#### **HP Policy 3.6.1**



A process to request a historic preservation re-zoning application or variances can be created which requires the property owner to document that the building faces unique threats to its continued preservation within the current zoning requirements. There must be documentation that the new use provides a greater financial benefit and does not require substantial modification to the historic character of the property.

**HP Policy 3.6.2**

Properties which are not designated as historic within the criteria of exceptional significance may be required to seek designation as a local landmark or contributing to a local district which will designate the building as eligible for financial incentives and apply regulatory review of building alterations.

## **Preserving Archaeological Resources**

### **HP Goal 4**

Preserve and interpret St. Augustine's fragile and irreplaceable archaeological resources by providing sufficient support to the Archaeology Program, and also enhance opportunities to minimize or offset adverse impacts to archaeological resources.

#### **HP Objective 4.1**

To improve the staff's ability to meet the goals of the Archaeology Program and meet professional standards in accordance with the Archaeological Preservation Ordinance, the City shall maintain a staff of archaeologist(s) and seek future funding for additional curatorial and collection management staff to meet the US Department of the Interior curation standards.

##### **HP Policy 4.1.1**

Sustain and grow the Archaeology Program's volunteer efforts, which is essential to support the city's responsibilities for historic preservation through excavation, lab analysis, and long-term curation. Opportunities for training volunteers to perform advanced archaeological skills will be pursued.

##### **HP Policy 4.1.2**

Explore funding options and academic partnerships to supplement staff with internships, post-doctoral research candidates, and part-time staff who can be integrated within the existing field and laboratory work schedules.

##### **HP Policy 4.1.3**

Enhance access to Archaeology Program data by creating digital inventories, maintaining geospatial databases, producing timely reports summarizing archaeological investigations, and curating older collections of artifacts and records to meet professional standards for the ethical custodianship of St. Augustine's cultural resources.

#### **HP Objective 4.2**

Implement opportunities to minimize the adverse impacts of development projects on archaeological resources.

#### **HP Policy 4.2.1**

Conduct archaeological assessments early in a project's planning phase to provide an opportunity for the City Archaeologist(s) to comment on potential adverse project impacts that can be avoided with acceptable project alternatives.

#### **HP Policy 4.2.2**

Based on data obtained from an updated archaeological survey and inventory, an evaluation of the current Archaeological Zones can determine whether the geographic boundaries of each zone should be updated to reflect current archaeological knowledge and historic information.

#### **HP Policy 4.2.3**

To minimize impacts to significant archaeological resources in Zone I, which is the oldest and highest concentrated area of below-ground resources, the city should consider limiting some types of construction. Significant disturbance includes underground garages, basements, and excessively destructive foundation systems. Consideration should also include an evaluation of the impacts to archaeological remains created by underground stormwater retention.

#### **HP Policy 4.2.4**

Provide information to business tenants and property owners within archaeological zones about review requirements for project planning and new construction, which is regulated by the Archaeological Preservation Ordinance. The creation of new utility accounts may be a way to gauge when notices should be sent.

#### **HP Policy 4.2.5**

For projects that require an archaeological review within the parameters set by the Archaeological Preservation Ordinance, the City will explore mechanisms to discourage and deter applicants who complete projects without notification and/or approval from the City Archaeologist(s).

#### **HP Objective 4.3**

Provide a financial mechanism to support the preservation and interpretation of archaeological resources.

### **HP Policy 4.3.1**

A mechanism, such as mitigation bank or historic preservation trust fund, should be created. Potential funding sources may include contributions from property owners seeking new construction on a parcel that adversely impacts archaeological features to offset the community loss by providing funds for the preservation and interpretation of resources. Adverse impacts can include cases of an after-the-fact archaeology review applications or conducting work without complying with archaeological monitoring stipulations.

## **Preserving Community Character**

### **HP Goal 5**

Preserve and enhance the authentic features of St. Augustine's heritage and scale of the built environment in the distinctive neighborhoods, districts, structures, buildings, and vistas to strengthen St. Augustine's ability to convey the heritage of the city's diversity and development patterns.

#### **HP Objective 5.1**

Encourage preservation of the overall character of historic areas by evaluating opportunities to designate each of the National Register of Historic Places neighborhoods as local historic preservation conservation districts and implement overlay or supplemental land development regulations designed 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 adjacent properties and established patterns of the neighborhood.

##### **HP Policy 5.1.1**

The use of zoning tools is a community driven option 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 5.1.2**

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

##### **HP Policy 5.1.3**

Provide clearly illustrated design guidelines to assist property owners in understanding building terminology and the character-defining features of the neighborhoods to build on a neighborhood character study when overlay or historic preservation conservation districts are established.

#### **HP Objective 5.2**

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

### **HP Policy 5.2.1**

Consideration should be given to incorporating skyline, vista and viewshed restrictions to mitigate the impact of new development on historic resources including districts, sites, and individually designated National Register historic properties.

### **HP Objective 5.3**

Influence redevelopment patterns to be compatible with the scale of the surrounding built environment through zoning designations that promote consistency with the streetscape or district's existing character and use zoning to promote adaptive re-use of older and historic structures.

#### **HP Policy 5.3.1**

Use information gathered in the neighborhood character studies to identify buildings or areas with a distinct character and evaluate whether the current zoning designation promotes new construction that is consistent with that character in terms of building footprint, setbacks, and height to evaluate the potential for changes to the zoning designation.

#### **HP Policy 5.3.2**

Use information gathered to identify properties that may have a historic use that is not viable in its current zoning designation based on the building character which contrasts with the surrounding character or building uses in the zoning district to provide a list of potential properties that may seek zoning incentives to support their long-term preservation.

### **HP Objective 5.4**

Integrate preservation into the commercial thoroughfares and nodes which already includes King Street, San Marco Avenue and Anastasia Boulevard as important commercial and transportation thoroughfares through the city identified in the Design Standards.

#### **HP Policy 5.4.1**

Provide design and planning assistance to encourage revitalization of the major thoroughfares and other, smaller commercial connectors in a manner that recognizes the unique character of these areas to preserve broader aspects of the city's authentic heritage.

**HP Policy 5.4.2**

A variation on the Main Street program tailored to unique needs of the city could be developed to encourage façade improvements and supplement the Design Standards and Architectural Guidelines for Historic Preservation where they are already in place.

## **Economic Incentives**

### **HP Goal 6**

Provide financial tools and economic incentives to encourage more voluntary participation in preservation and rehabilitation of cultural resources.

#### **HP Objective 6.1**

Develop a strategy to establish a funding mechanism that promotes preservation and conservation of cultural resource activities that may include property acquisition or conservation, maintenance and rehabilitation of older or historic structures, and interpretation programs.

##### **HP Policy 6.1.1**

Pursue amendments to the Tourist Development Tax and Tourist Impact Tax programs that would allow municipal administration and authority within the collection area and to expand the allowable expenditures to include broader historic preservation and archaeological activities.

##### **HP Policy 6.1.2**

Develop the framework to allow implementation of a preservation mitigation bank where funds are contributed from required mitigation assessments and other allowable sources to enable financial support for rehabilitation of privately owned older and historic structures.

##### **HP Policy 6.1.3**

Determine whether a revolving fund or similar program that purchases endangered historic properties for resale to owners with preservation covenants can be developed and operated. This program 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 Objective 6.2**

Property owners in St. Augustine have access to economic incentive programs including 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) for qualifying properties. The city will continue to support and promote these programs and will also continue to evaluate opportunities to provide additional incentives.



### **HP Policy 6.2.1**

Reducing development and permit fees is an incentive that should be considered to encourage redevelopment of distressed historic properties or to simply reward compatible rehabilitation work. A fund may need to be established to offset building permit fees for projects that take advantage of the city's financial incentive programs.

### **HP Policy 6.2.2**

The city should create preservation reinvestment opportunities and identify and promote other financial incentive programs that can benefit historic preservation, economic development, and neighborhood revitalization which can include strategically pairing funding available through the St. Johns County Housing and Community Development Division or other affordable housing programs with local funding incentives to encourage reinvestment.

### **HP Policy 6.2.3**

Any 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.

### **HP Policy 6.2.4**

Historic preservation incentive brochures should be made available that can be shared with new tenants and property owners.

### **HP Policy 6.2.6**

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.

## **Community Awareness and Promotion**

### **HP Goal 7**

Increase community awareness of the city's historic preservation program and celebrate the value and diversity of the city's heritage with support from local institutions, organizations, groups and community members.

#### **HP Objective 7.1**

Improve the visible identity and documentary efforts of St. Augustine's cultural resources and increase access to the city's cultural resource inventory.

##### **HP Policy 7.1.1**

The installation of signage identifying each historic neighborhood or place should be expanded beyond the locally-designated Historic Districts and Lincolnville. This can include decorative street signs, directional signs, gateway signs, historical markers at significant sites, etc., and should be undertaken utilizing consistent graphics for clear visual identity. Descriptive information and labels will be based on documentary information to ensure its authentic representation of St. Augustine heritage.

##### **HP Policy 7.1.2**

Signage can be linked to digital media and supplemented by mobile access to the city's cultural resource inventory. Archaeological sites will be excluded to avoid unintended exposure that can pose risks to the site's preservation.

##### **HP Policy 7.1.3**

The City will use the cultural resource inventory and previous survey recommendations to support new nominations of significant archaeological sites, historic structures, objects and districts to be listed in the National Register of Historic Places which provides formal documentation of the city's cultural resources, enhances their appreciation and understanding as well as demolition review under local ordinance. The properties identified as eligible for potential National Register designation will be shared with the community to determine if property owners support moving forward with the formal designation process.

#### **HP Policy 7.1.4**

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, specific districts, to include contributing archaeological resources as well.

#### **HP Objective 7.2**

Improve existing print and multi-media materials and develop new materials and programming to share general historic preservation resources and information about the city's preservation program across multiple audiences.

#### **HP Policy 7.2.1**

Increase opportunities for public interpretation programs adjacent to current archaeological excavation sites which can include digital media accessible from remote mobile devices.

#### **HP Policy 7.2.2**

St. Augustine historic preservation division staff should work closely with organizations and educational institutions to expand resources for lecture 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 7.2.3**

Provide training to educate realtors, builders, and architects or other professionals 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 7.2.4**

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

### **HP Policy 7.2.5**

Print materials should be made available to the general public and also provided directly to new tenants and property owners that includes information about HARB, historic designation, preservation incentives, 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 Districts or similar areas. These pamphlets could be distributed by realtors and the city to new property owners as part of a welcome package.

### **HP Policy 7.2.6**

Walking tours and podcasts describing the Historic Districts and publicly accessible archaeological sites should be developed. This same information should be included in tour brochures made available at the Visitor's Center and City Hall.

### **HP Policy 7.2.7**

Develop a social media presence with accounts for historic preservation activities to provide 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 7.2.8**

Improve the information and organization of the city's website and multi-media resources for the historic preservation division to include links for preservation-related activities and events, current excavations under the city's archaeology program, archaeological review procedures, preservation incentives, current development reviews under the HARB, helpful preservation resources such as the Florida Master Site File, National Park Service Preservation Briefs, and information on National Register listings, among others.

### **HP Objective 7.3**

Increase awareness of how historic preservation positively affects the city and celebrate historic preservation achievements in the community.

#### **HP Policy 7.3.1**

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 awards ceremony.

**HP Policy 7.3.2**

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.

**HP Policy 7.3.3**

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.

## **Hazard Mitigation**

### **HP Goal 8**

Prioritize the protection of cultural resources in the larger context of the city's disaster management and resiliency planning efforts to include hazard mitigation, preparedness, response, and recovery methods that support the long-term protection and preservation of the historic structures, objects, and sites in the city.

#### **HP Objective 8.1**

Continue to incorporate historic preservation as a priority into the city's disaster planning and resiliency strategies while accumulating data and analysis that can be used to develop a historic preservation hazard mitigation plan.

##### **HP Policy 8.1.1**

Expand the cultural resource inventory to identify cultural resources threatened by natural hazards including tropical cyclone events, flooding, erosion, and sea level rise based on previous studies, maps, and any new information that is developed. Prioritize documentation of the most severely threatened resources. Include identifying the key historical and physical attributes of a property or site and/or identification of the area's sensitivity to potential hazards.

##### **HP Policy 8.1.2**

Evaluate the potential financial impacts of a disaster to the community's cultural resources including the potential impacts to the community's heritage tourism economy.

##### **HP Policy 8.1.3**

The historic preservation division staff should participate in the task force meetings of the St. Johns County Emergency Management Division and Local Mitigation Strategy development to identify the vulnerability of cultural resources to hazards and help prioritize mitigation projects that are eligible for funding.

##### **HP Policy 8.1.4**

Specific protection measures for cultural resources under stewardship of the City of St. Augustine will be developed to mitigate the impact of a potential hazard and provide leadership to encourage other property owners to follow suit. A specific plan should be undertaken for the archaeological laboratory which contains archival documentation and sensitive artifacts.

### **HP Policy 8.1.5**

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 to encourage community support and participation in disaster planning programs. Geospatial data can be an important tool to convey multiple layers of information.

### **HP Objective 8.2**

Identify clear policies that address flood mitigation and historic preservation in the community to recognize the significant vulnerability of the city to flooding and sea level rise.

#### **HP Policy 8.2.1**

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 8.2.2**

Define acceptable building elevation heights relative to the Base Flood Elevation (BFE) or Design Flood Elevation (DFE) and/or construction types.

#### **HP Policy 8.2.3**

Identify appropriate materials and design considerations for higher foundations and extended stairs as well as acceptable water-resistant materials for flood prone areas.

### **HP Objective 8.3**

Develop procedures to respond and recover from a disaster that preserves historic fabric and character.

#### **HP Policy 8.3.1**

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 an impending disaster.

### **HP Policy 8.3.2**

In the aftermath of a disaster, it is important to identify opportunities for historic preservation advocates and emergency management personnel responsible for recovery activities to protect historic resources. Sharing the cultural resource inventory and disaster mitigation techniques for historic structures can help inform recovery personnel of the city's preservation goals.

### **HP Policy 8.3.3**

To better protect historic resources, building inspection staff will be familiar with historic preservation requirements and be able to access preservation representatives in an emergency in an effort to process expedited permit reviews.

### **HP Policy 8.3.4**

Planning and Building Department staff can be authorized to approve minor repairs and stabilization measures without formal HARB review to expedite stabilization and provision of a weather-tight building enclosure and reduce the administrative burden on property owners. The AGHP or hazard mitigation design guidelines can provide specific examples of appropriate stabilization measures and repairs.

### **HP Policy 8.3.5**

Establish a plan that promotes repair and re-use of historic materials and components vulnerable to high winds and flooding such as porches, railings, windows, shutters, fences, and decorative plaster and wood interior features, etc. This can also be promoted as a sustainable option to disposal. To be effective, training collection personnel and providing educational materials or programs will be a key component.

### **HP Policy 8.3.6**

The City will develop information to guide property owners during the recovery phase including what they should and can do to protect their properties and return to normal. Websites, brochures and/or pamphlets should be readily available for distribution during preparation of an impending hazard and in the immediate aftermath of an event.

### **HP Policy 8.3.7**

Recommended strategies for mitigation and repairs of historic resources should be provided as well as information regarding the availability of historic preservation technical and financial assistance to encourage property owners to conduct sensitive repairs and reduce the unnecessary loss of historic materials.



## **Administration of Programs and Policies**

### **HP Goal 9**

Preserve and enhance St. Augustine's cultural resources and collections with continued leadership and stewardship within the city administration when evaluating future development for city projects.

#### **HP Objective 9.1**

Integrate preservation into all aspects of city planning initiatives that may impact cultural resources in older neighborhoods, historic districts, archaeological sites and heritage tourism programs and resources under city stewardship.

##### **HP Policy 9.1.1**

Include historic preservation staff in planning initiatives to help determine the potential impact of the city's proposed development activity on resources identified in the cultural resource inventory. Following an assessment of the proposed project and potential level of impact, it can then be brought to HARB for review as appropriate and/or further research by the archaeology staff to determine if any alternatives or mitigation actions can be considered.

##### **HP Policy 9.1.2**

Inter-departmental cooperation will be facilitated when structures or sites will be impacted from development activities to include Public Works and Utility Department permits with ground penetrating activity that requires review by and coordination with the City Archaeologist(s).

##### **HP Policy 9.1.3**

The City of St. Augustine is a steward of many cultural resources including the archaeological collections and archives, terrestrial and submerged sites, historic buildings and structures, objects, and landscape features. Historic preservation will continue to be a goal when considering the planning and design of public properties, facilities, spaces, and infrastructure including condition assessments, documentation measures, and management plans.

#### **HP Policy 9.1.4**

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 from damage, requiring HARB review of exterior alterations and/or prohibition of demolition of significant features or elements.

#### **HP Policy 9.1.5**

Continue to support staff positions of the Historic Preservation Division and professional development opportunities to manage the responsibilities outlined herein while advancing their ability to implement programs and policies that meet or exceed professional standards in the cultural resource preservation field.

#### **HP Policy 9.1.6**

Financial resources to supplement the city's budget and staff will continue to be pursued including state and national grant programs, partnerships with educational institutions, and related cultural organizations.

#### **HP Objective 9.2**

Maintain designation as a Certified Local Government with the Florida Division of Historical Resources and the National Park Service under the Department of the Interior.

#### **HP Policy 9.2.1**

Perform responsibilities of the Certified Local Government guidelines and agreement and maintain a positive standing by submitting monthly reports and meeting grant reporting requirements when applicable.

#### **HP Goal 10**

Facilitate a balance of economic growth and the preservation, continued use, and adaptive use of cultural resources with programs and policies that are user-friendly and responsive to the needs of the community.

### **HP Objective 10.1**

Conduct a regular evaluation of the city's historic preservation program to include tasks in the Historic Preservation Master Plan as a means of identifying priorities and measuring the program's progress.

#### **HP Policy 10.1.1**

An annual report and work plan for the upcoming year will be developed by HARB and/or PZB in a public workshop. Tasks from the work plan and other identified needs can be assessed for human resources and budget needs while providing a public forum each year to ensure the priorities of the preservation program are achieved.

### **HP Objective 10.2**

Promote preservation programs to encourage affordable housing in historic neighborhoods.

#### **HP Policy 10.2.1**

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

#### **HP Policy 10.2.2**

Compliance with historic preservation standards can place an undue economic burden on low and moderate income households by requiring the installation of specific materials when there are less costly options available. Provide a means for HARB approval in instances where conformance would place a financial hardship to individuals meeting income standards when the basic form and rhythm can be preserved and the work will not irreversibly affect the building's historic character.

### **HP Objective 10.3**

Continue administration of the municipal tax exemption for historic properties and seek other opportunities to encourage private investment in historic preservation.

#### **HP Policy 10.3.1**

See also other specific policies related to other opportunities for historic preservation investment and community revitalization and other methods to increase awareness about historic preservation incentives.

#### **HP Objective 10.4**

Revise the Historic Architectural Review Board ordinance and zoning chapter definitions, historic preservation applications, demolition review procedures, and associated meeting procedures to incorporate proposed revisions of the Historic Preservation Master Plan as they are approved or implemented. Other updates generated from changes to the Architectural Guidelines for Historic Preservation or other new policies may be required.

##### **HP Policy 10.4.1**

Historic resources should be easily identified in a city-wide, geo-spatial database indicating the need for HARB and/or archaeological review as part of a permit or HARB application process.

##### **HP Policy 10.4.2**

Clarify preservation standards and definitions that are not clearly defined in the ordinance such as definitions, process of designation of local and national historic districts, designation and administration of local landmarks, demolition review thresholds, corresponding implications from other ordinances, documentation of undue economic hardship, and procedures for identifying and pursuing a case of demolition-by-neglect.

##### **HP Policy 10.4.3**

Provide clear explanations of review requirements and processes associated with a demolition application to include a worksheet with a submission checklist and requirements for a building condition assessment and economic hardship when required.

##### **HP Policy 10.4.4**

Provide clear details on the variety of requirements that may be attached as a condition to approval of a demolition application including instructions for the Florida Master Site File, measured archival drawings, photography. The level of required documentation may be adjusted based upon the significance of the historic resource.

##### **HP Policy 10.4.5**

The demolition review procedures may be modified for buildings that are not designated which may include a preliminary determination as whether or not a property that is 50 years old or older is potentially eligible for local Landmark listing prior to HARB review. If HARB concurs

during the public meeting that the property is not eligible for local landmark or other designation, the building may be granted demolition approval with or without conditions. Alternatively, if the HARB determines the property may be eligible for designation the full demolition review will be required.

**HP Policy 10.4.6**

Design review by HARB may be required for designated local landmarks in order to balance the property's eligibility for zoning and financial incentives with historic preservation goals.

**HP Policy 10.4.7**

The administrative review authority of the historic preservation staff may be expanded for minor applications based on the type of alteration and its conformance with the AGHP, significance of the property, location of the property, and existing conditions with the provision that staff may determine that HARB review is required.

**HP Policy 10.4.8**

A requirement for applicants to provide both paper and digital photographs and application materials at the time of submission should be put in place to 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 consistent with department procedure.

**HP Policy 10.4.9**

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 Objective 10.5**

Revise the Architectural Guidelines for Historic Preservation (AGHP) to include changes in materials and technology and additional design guidelines and requirements to incorporate proposed revisions of the Historic Preservation Master Plan as they are approved or implemented. Other updates generated from changes to the city ordinances or other new policies may be required.

**HP Policy 10.5.1**

The AGHP should provide property owners an expectation of what will and will not be approved by HARB as part of the review process by addressing the issues relevant to today's property owners. This is often best accomplished via illustrations of appropriate and inappropriate alternatives, supplemented by descriptions in layman's language. Historic district guidelines written specifically for a district can often best address local character and issues and can be chapters added to the city-wide AGHP or a stand-alone document.

**HP Policy 10.5.2**

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 in the AGHP.

**HP Policy 10.5.3**

The AGHP can provide review criteria using design principles in a manner consistent with the building and/or context area when architectural style is not prescribed as the method of regulating new construction. Using architectural style can promote a specific ambience within a district, however it can create imitations of historic buildings and a false sense of history in conflict with the Secretary of the Interior's Standards for Rehabilitation.

**HP Policy 10.5.4**

Hazard mitigation or flood mitigation design guidelines for historic preservation that may be adopted can be incorporated into the AGHP or as a stand-alone document.

**HP Policy 10.5.5**

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.

**HP Policy 10.5.6**

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 (perils of flood).

**HP Policy 10.5.7**

The administrative review authority of the historic preservation staff may be expanded for minor applications and will need to be added to the AGHP to provide staff the detailed review criteria.

