

# PINELLAS COUNTY



## HISTORIC PRESERVATION TASK FORCE



## FINAL REPORT

# **FINAL REPORT**

## ***PINELLAS COUNTY HISTORIC PRESERVATION TASK FORCE (HPTF)***

**Prepared By**

**THE PINELLAS COUNTY PLANNING DEPARTMENT**

**For the**

**BOARD OF COUNTY COMMISSIONERS  
OF PINELLAS COUNTY, FLORIDA**

**February 19, 2008**

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**FINAL REPORT**

***Pinellas County  
Historic Preservation Task Force  
(HPTF)***

## **FINAL REPORT**

### ***PINELLAS COUNTY HISTORIC PRESERVATION TASK FORCE (HPTF)***

#### **Recognizing the Necessity to Preserve the Past**

Pinellas County is unique in that twenty four separate municipalities exist within a densely populated, urban area of 280 square miles. Each of these jurisdictions and the unincorporated area enjoy their own historical and cultural heritage, which taken together form a varied and rich past for all of Pinellas County.

Because of widespread growth and redevelopment in recent years, it has become imperative to preserve treasures of the past such as buildings, structures, public facilities, neighborhoods, and districts on a countywide basis. A prime example was the proposed redevelopment of the Belleview Biltmore Hotel, which rapidly captured the concern of the general public. The struggle to preserve this landmark also highlighted the fact that Pinellas County did not have a countywide policy to address historical protection and redevelopment issues among local communities.

In June 2005, the Board of County Commissioners took the initiative and adopted Resolution No. 05-135, which established the Historic Preservation Task Force (HPTF). (Appendix A-1) The purpose of the Task Force was to research and develop a plan for preservation in Pinellas County. Basic to such a plan was intergovernmental cooperation and mutual support between the county and municipalities, particularly those jurisdictions without preservation programs in place.

The Historic Preservation Task Force was originally chaired by Pinellas County Commissioner Ronnie Duncan; and since 2007, it has been chaired by Pinellas County Commissioner Karen Seel. From the beginning, Task Force members have consisted of historic preservation specialists and citizens with a working knowledge of that subject. These included planners, archaeologists, museum directors, architects, and representatives from historical societies, community advocates, and other interested citizens. (Appendix A-3, Appendix A-5) Meetings generally have been conducted on a monthly basis throughout the life of the Task Force. (Appendix B-1)

#### **Stepping Forward to Preserve the Past**

In its first step towards forming a countywide approach to historic preservation, the Task Force explored what action had been previously taken in this area. As it turned out, the county and various municipal governments had performed an inventory of historic structures. However, this data was approximately ten years old because the inventory had been conducted as part of implementing the Comprehensive Plan mandated by the State of Florida.

In light of this, the Task Force wanted to determine current historic preservation activity. Task Force Chairman and County Commissioner Ronnie Duncan sent a letter to all the cities inquiring what historic preservation measures they presently had in place, as well as soliciting their cooperation for an updated inventory. Three-fourths of the cities responded positively. Indeed, certain jurisdictions already had established plans, most notably St. Petersburg and Dunedin. Other municipalities responded with copies of their ordinances and statutes; several cities without plans sent letters of support. The Pinellas County Planning Department then developed a matrix documenting what each jurisdiction had in place with respect to historic preservation provisions. (Appendix C-1)

In reviewing these plans, ordinances, and statutes, the importance of developing countywide guidelines became readily apparent to the Historic Preservation Task Force. Guidelines were crucial in order to determine how landmarks, sites, and communities would be designated as protected historic resources. In updating the inventory, such criteria would protect resources already listed, as well as those potentially eligible to be placed in the inventory. In order to determine the criteria, it was first necessary to examine guidelines on a federal, state, and local level. (Appendixes C-3, C-10, and C-13)

The Task Force formed a subcommittee to draft guidelines for review by the entire Task Force. The listing of criteria was divided into two sections: general and local. The general criteria were based on those of the National Register of Historic Places. Local guidelines were drawn from an overview of Pinellas County history involving the following themes: coastal living, tourism, agriculture, transportation, wars, the Florida boom era, community life, and pre-history/archaeology. The Task Force then approved the criteria developed by that subcommittee. (Appendix B-20, Appendix B-23 and Appendix C-15, Appendix C-18) In order to disseminate this information, a public workshop was held to present the proposed historic resource criteria. This workshop was held in combination with the regular Task Force meeting on May 8, 2006, at Heritage Village. (Appendix B-19) Attendees included representatives from local municipalities, community associations, historic preservation boards, museums, historical societies, and other interested citizens.

In the meantime, the Pinellas County Planning Department updated the Geographical Information System (GIS) file of historic properties. Staff also reviewed the database, collected information from both the unincorporated areas and the cities, and inventoried historic properties.

The Task Force also explored promoting historic preservation through positive financial and tax incentives. Present Florida law outlines various financing, valuation, property assessment, and ad valorem tax exemptions as these relate to historic properties. (Appendix C-24) Urban planner Sam Casella explored the feasibility of such economic measures as tax abatement, adjustment of assessed valuations by the property appraiser, transfer of development rights (TDRs), tax-increment financing, and industrial revenue bonds. (Appendix C-21)

The Task Force had obtained input from local municipalities; updated the historic resources inventory; compiled criteria guidelines for designating future properties of historic significance; explored various economic means to save, restore, and maintain historic assets; and confirmed positive economic results from historic preservation.

In addition, the educational component of its overall plan continued to be defined as a critical part of the Task Force's work.

The focus of the Task Force turned towards getting the word out to the "citizen on the street," regarding the development of a countywide program for historic preservation. Public workshops were deemed the best venue for this purpose. Accordingly, these meetings were held on February 5, February 7, and February 13, 2007, in St. Petersburg, Tarpon Springs, and at Heritage Village respectively. (Appendix B-26) The PowerPoint presentation reviewed such topics as: outreach towards and input from local municipalities, the historic resources inventory update, development of suggested criteria for designating historic resources, and exploration of various economic and legal measures to encourage historical preservation. (Appendix B-27) Comments and recommendations from the attendees were incorporated into the Task Force's work.

As part of the work in progress, the Task Force then drafted a countywide ordinance for historic preservation as stated public policy, inclusive of all jurisdictions. The draft ordinance (Appendix B-60) was presented at two community workshops that were held on August 22, 2007, in Dunedin and August 29, 2007, in Pinellas Park. (Appendix B-50) The Task Force integrated comments and recommendations received at the workshops into the proposed ordinance.

In addition to the workshops, Task Force Chair Karen Seel visited individual municipalities with a PowerPoint presentation (Appendix B-51) and provided the latest version of the draft ordinance at council and commission meetings for their review and recommendations. The Task Force has refined the ordinance based on that feedback.

### **Preserving the Past in the Future**

The ordinance, as it is now drafted, contains the following elements of a historic preservation plan (Appendix D-1):

- establish a registry of historic resources both for the County and its municipalities
- develop and promote preservation regulations and programs supporting historic preservation
- provide education programs and technical assistance
- research, develop, and promote financial and tax incentives to encourage historic preservation
- preserve historic resources owned by Pinellas County
- place policies in the Pinellas County Comprehensive Plan concerning historic preservation
- identify how modifications can be made in the procedures of projects under review to avoid negative impact on historic resources
- update and amend the Pinellas County Comprehensive Plan and land development regulations
- evaluate a method to place proposals on hold that would threaten historic resources while alternatives to demolition are explored
- establish an ongoing program directed by a historic preservation board

As part of a historic preservation plan, certain features have been or are currently being addressed.

The Pinellas County Planning Department, under the direction of the Task Force, contracted with a professional historic preservation consulting firm. The firm conducted field surveys to identify and confirm possible historic resources. It also has reviewed, fine tuned, and updated the established GIS database. (Appendix C-35)

The County Planning Department has also applied for a state grant on behalf of the Task Force to develop a “Tool Box Kit” for historic preservation. A study commissioned by the Florida Department of State, Division of Historical Resources has substantiated a clear link between positive economic impact and historical preservation statewide. These positive impacts include addition of new jobs, increase in tourism, creation of a sense of place, and maintenance of property values, and so forth. (Appendix C-45) Such economic benefits serve as a strong incentive to protect historic resources, and the Tool Box will help promote these efforts. The Tool Box will consist of a book with each section being able to double as an individual flyer on specific topics, covering the A to Zs of historic preservation. Target audience for the “how to” project includes among others: special interest groups, regulatory offices, developers, and individual citizens. The Tool Box will also be available on the Pinellas County website.

Yet another option in encouraging historic preservation in the economic area is the possible future participation of county and local governments in the State of Florida’s Certified Local Government Program established in 1986. (Appendix C-81) On a federal level, the Certified Local Government (CLG) program was enacted as part of the National Historic Preservation Act Amendments of 1980. The program links three levels of government – federal, state, and local – into a preservation partnership. Certified Local Governments (CLGs) can apply for special matching grants from the Florida Bureau of Historic Preservation to assist with their programs. CLGs receive priority on grant submissions and could apply for grants “on their behalf” for smaller municipalities.

With the adoption of the proposed Historic Preservation Ordinance (Appendix D-1), the Task Force has fulfilled its purpose in establishing a historic preservation program for the county and local municipalities. Most importantly, the ongoing elements for developing the impetus and future means of protecting irreplaceable historic resources have been provided. Preserved historic resources serve as reminders of the countywide history and heritage, lifestyles, and cultural diversity that can be appreciated and enjoyed by generations to come.



## **APPENDIX A**

### ***Establishment of the Historic Preservation Task Force (HPTF)***

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS ESTABLISHING A COUNTYWIDE HISTORIC PRESERVATION TASK FORCE; PROVIDING FOR AUTHORITY TO APPOINT MEMBERSHIP TO THE TASK FORCE; AND PROVIDING FOR ITS RESPONSIBILITIES AND FUNCTION; AND PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, Pinellas County has private and public facilities, structures and places that have significant historic value to the community, and

WHEREAS, the need for the preservation of such valued historic assets has been heightened by the recent Belleview Biltmore Hotel redevelopment proposal, and

WHEREAS, the Board of County Commissioners appointed an ad hoc committee convened to discuss this situation, and

WHEREAS, Pinellas County does not have an established countywide program or approach to historic preservation, and

WHEREAS, there are a number of individual communities within the County that desire historic preservation and would benefit from a countywide collaborative approach, and

WHEREAS, the Board appointed ad hoc committee recommended establishment of a task force to study historic preservation for the County, and

WHEREAS, the Board appointed ad hoc committee indicated there are knowledgeable people in/or available to the County who could assist in defining a countywide historic preservation program, and

WHEREAS, the Board appointed ad hoc committee discussed the criteria for the membership categories of the historic preservation task force, and

WHEREAS, it is recognized that a countywide historic preservation program should be developed and proposed, and

WHEREAS, it is the intent of the Board of County Commissioners to establish a task force to guide the development of such a program to then be considered by the Board for implementation.

NOW THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF PINELLAS COUNTY THAT:

Section 1. There shall be established a Historic Preservation Task Force to study, analyze, and develop a historic preservation program plan for Pinellas County that will be presented in a workshop to the Board to consider for implementation.

Section 2. The Historic Preservation Task Force shall consist of 15 members, with representation by:

- Pinellas County Historical Commission
- Archaeologist
- History Museum Director
- Preservation Architect
- Architect
- Community Advocates
- Interested Citizens
- Preservation Planner
- Community Planner
- Members of Pinellas County local governments

Section 3. The Board hereby appoints the following people to be members of the Historic Preservation Task Force, identified in the attached exhibit. The County Administrator and Attorney shall assign appropriate staff to assist the task force.

Section 4. The Historic Preservation Task Force will regularly meet for 12-18 months to gather information and develop recommendations to be considered by the Board. During this time, the task force is authorized to meet with other appropriate agencies and groups to fulfill their responsibilities. A final report will be presented to the Board at the completion of their work.

The Resolution shall become effective upon its adoption.

Commissioner Duncan offered the foregoing resolution and moved its adoption, which was seconded by Commissioner Welch, and upon roll call the vote was:

AYES: Morroni, Welch, Harris, Seel, Latvala and Duncan.

NAYS: None.

Absent and not voting: Stewart

**PRESENT MEMBERSHIP  
HISTORIC PRESERVATION TASK FORCE (HPTF)**

For further information, please contact the Pinellas County Planning Department  
at 727-464-8200 or visit the [www.pinellascounty.org/historic](http://www.pinellascounty.org/historic) website

<b>NAME</b>	<b>AFFILIATION</b>
Karen Seel, Chair	County Commissioner
Sam Casella, FAICP	Planner The Planning Authority
Wally Clark	Attorney
Joan Deming	Archaeologist/Vice President Archaeological Consultants, Inc.
Terry Fortner	History Advocate
Charlie Harper	Board of Directors Largo Historical Society
Kimberly Hinder	Preservation Planner City of St. Petersburg
Bob Jeffrey	Preservation Planner Private sector
Deborah Kynes	City Commissioner City of Dunedin
Kathleen Monahan, Ph.D.	Cultural & Civic Services Director City of Tarpon Springs
Becky Nielsen	County partner non-profit Project Manager Trust for Public Land
Stephanie Oddo	Commissioner Town of Belleair
Robert Ray, AIA	Architect Hoffman Architects Pinellas County Historical Commission
Cheryl Robinson	Community Advocate Director Johnnie Ruth Clarke Health Center
Cyndi Tarapani	Preservation Planner Former Director Florida Trust for Historic Preservation

**PINELLAS COUNTY STAFF RESOURCES  
HISTORIC PRESERVATION TASK FORCE (HPTF)**

<b>NAME</b>	<b>AFFILIATION</b>
Jan Luth	Director Heritage Village and Historical Museum
Brian K. Smith	Director Pinellas County Planning Department

**ORIGINAL PROPOSED MEMBERSHIP  
HISTORIC PRESERVATION TASK FORCE**

Special note: Not all members on this list participated in the program

<b>NAME</b>	<b>AFFILIATION</b>
Ronnie Duncan Chair	County Commissioner
Becky Bremser	County partner non-profit Project Manager Trust for Public Land
Sam Casella, FAICP	Planner The Planning Authority
Wally Clark	Attorney
Joan Deming	Archaeologist/Vice President Archaeological Consultants, Inc.
Stephanie Ferrell, FAIA	Preservation Architect
Terry Fortner	History Advocate
Kenneth Hardin [Kathleen Hoffman, Ph.D. Vice President]	Archaeologist/President Janus Research
Bob Jeffrey	Preservation Planner Assistant Director of Development Services City of St. Petersburg
Vincent Luisi	Museum Director Dunedin Historical Society & Museum
Kathleen Monahan, Ph.D.	Cultural & Civic Services Director City of Tarpon Springs
Robert Ray, AIA	Architect Hoffman Architects Pinellas County Historical Commission
Cheryl Robinson	Community Advocate Director Johnnie Ruth Clarke Health Center
Cyndi Tarapani	Preservation Planner Former Director Florida Trust for Historic Preservation
Vacant	

**PINELLAS COUNTY STAFF RESOURCES  
HISTORIC PRESERVATION TASK FORCE (HPTF)**

<b>NAME</b>	<b>AFFILIATION</b>
Jan Luth	Director Heritage Village and Historical Museum
Brian K. Smith	Director Pinellas County Planning Department

## **APPENDIX B**

### ***Meetings and Presentations***

## **HISTORIC PRESERVATION TASK FORCE**

LOCATION: **Planning Department Conference Room**

DATE: **August 24, 2005**

TIME: **9:00 a.m.**

- I. WELCOME AND PURPOSE
  - II. INTRODUCTIONS – SELF
  - III. REVIEW RESOLUTION/EXPECTATIONS/ *Why?*
  - IV. WHAT ARE THE EXPECTATIONS OF TASK FORCE MEMBERS?
  - V. ELEMENTS OF HISTORIC PRESERVATION
    1. INVENTORY OF HISTORIC STRUCTURES
    2. CRITERIA FOR HISTORIC PRESERVATION
    3. MECHANISMS TO ENABLE HISTORIC PRESERVATION TO BE ACCOMPLISHED
    4. COMMUNITY AWARENESS/EDUCATION
    5. COUNTY-WIDE HOW TO WORK
    6. OTHER ISSUES TO CONSIDER
- ASSIMILATE ISSUES WITHIN THE ELEMENTS
- VI. OVERVIEW OF AVAILABLE RESOURCES
    1. COMMUNITY
    2. LARGER PICTURE
  - VII. MEETING LOGISTICS – FUTURE
    1. FREQUENCY
    2. LOCATION
    3. TIMES
    4. COMMUNICATION
    5. OTHER PARTICIPANTS
    6. ASSIGNMENTS

**HISTORIC PRESERVATION TASK FORCE  
COMMITTEE MEETING  
AGENDA**

**September 21, 9:00 a.m.**

- I. Call to Order
- II. Minutes August 24, 2005
- III. Opening Remarks by Ronnie Duncan
- IV. Committee Discussion on the Redevelopment Plan and refinements that will be suggested (attachments are the September addition of the plan and email from Sam Cassella).
- V. Review of grant submittal to the State for updating the GIS file on historic Properties
- VI. Review of what type of information should be on the website for the program
- VII. Review of a map of the communities in the County, with the idea of establishing some review criteria for Historic Preservation.
- VIII. Committee discussion as to follow up meetings, subjects to be covered, meeting locations and meeting dates.
- XI. Adjournment



**PRESERVATION TASK FORCE  
COMMITTEE MEETING  
AGENDA**

**OCTOBER 12, 2005,  
9:00 a.m.**

- I. Call to Order
- II. Minutes of September 21<sup>st</sup>, 2005
- III. Pinellas by Design – Committee Comment on Plan
- IV. Inventory of Historic Preservation Ordinances in the County
- V. Survey & Inventory of Historic Resources
- VI. Developing Local Criteria for Historic Preservation
- VII. Other Business
  - A. Committee Meeting Schedule
  - B. Other
- VIII. Adjournment

**HISTORIC PRESERVATION TASK FORCE  
COMMITTEE MEETING  
AGENDA**

**November 9, 9:00 a.m.**

- I. Call to Order
- II. Minutes of October 12th 2005
- III. Report on Charting Historic Ordinance in County
- IV. Historic Project – Grant Submittal - Status
- V. Discussion of Local Criteria for Historic Preservation
- VI. Other
  - a. Next meeting date



**HISTORIC PRESERVATION  
TASK FORCE  
COMMITTEE MEETING  
AGENDA**

**January 31, 2:00 p.m.**

**Pinellas County Planning Dept.**

- I. Call to Order
- II. Minutes of November 9<sup>th</sup>, 2005
- III. Chart of Historic Preservation Programs in the County
- IV. Historic Preservation Web Site
- V. Grant Program Submitted to the State
- VI. Review of St. Petersburg Program - Bob Jefferey
- VII Follow on Refinements to Criteria being developed by Committee
- VIII Other Business – Next meeting



**HISTORIC PRESERVATION  
TASK FORCE  
COMMITTEE MEETING  
AGENDA**

**March 6, 9:00 a.m.**

**Pinellas County Planning Dept.**

- I. Call to Order
- II. Minutes of January 31<sup>th</sup>, 2005
- III. Updates:
  - A. Historic Programs Chart
  - B. Program Web Site
  - C. State grant Submittal
- IV. Bob Jefferey - Presentation on St. Petersburg Program
- V. Program Definition – Discuss attached draft and organize assignments of work
- VI. Criteria – Status of Subcommittee work
- VII. Tax Exemptions – Research from Sam Cassella
- VIII. Other Business – Next meeting



**HISTORIC PRESERVATION  
TASK FORCE  
COMMITTEE MEETING  
AGENDA**

**April 3, 9:00 a.m.**

**Pinellas County Planning Dept.**

- I. Call to Order
- II. Minutes of March 6<sup>th</sup>, 2005 - Attached
- III. Updates:
  - A. Historic Programs Chart
  - B. Web Site for Historic Preservation
  - C. State grant Submittal status
- IV. Program Definition - The committee will discuss the definition for the program and then make assignments for more research based upon that review
- V. Criteria Sub-Committee Report - The sub committee has completed a report to be considered by the full committee - Attached
- VI. Other Business, Next meeting



## **HISTORIC PRESERVATION TASK FORCE**

**May 8th, 10:00 a.m. – 1:00 p.m.**  
(Regular Meeting 10 -11:30 a.m.)

### **Heritage Village**

**10:00 a.m. – 11:30 a.m.**

- I. Call to Order**
- II. Minutes of April 3rd**
- III. Database Project – Brian Smith**
  - A. Scope for Consultant Services
  - B. Intended Budget Action this Year
  - C. Committee Action
- IV. Tax Exemption/Evaluation Containment – Sam Casella**
- V. Program Definition – Ronnie Duncan**  
(The committee will continue to define its program)
- VI. Other Business – Next meeting**

**11:30 a.m. – 1:00 p.m.**

- VII. Workshop – White Paper on Historic Preservation  
Criteria for Pinellas County** (At a time certain of 11:30 the Committee will begin this Workshop)
  - A. Welcome to participants – Commissioner Ronnie Duncan**
  - B. Presentation of White Paper on Historic Preservation  
Criteria for Pinellas County – Cyndi Tarapani**
  - C. Comments by Participants on Paper**
  - D. Conclusion to any modifications or clarifications**



## HISTORIC PRESERVATION TASK FORCE

**May 31st, 9:00 a.m.**

**Planning Dept.**

- I. Call to Order**
- II. Minutes of May 8th**
- III. Database Project**
  - A. Initiate Consultant Selection Procedure - Status
  - B. Establish a Selection Committee
  - C. Refine & Confirm the Criteria for the Workshop
- IV. Follow-up on Incentives and Valuation in Historic Preservation**
- V. Program Definition - begin to define program**
- VI. Other Business**
- VII. Adjournment**



## HISTORIC PRESERVATION TASK FORCE

**July 12, 9:00 a.m.**

**Planning Dept.**

- I. Call to Order**
- II. Minutes of May 31<sup>st</sup> attached**
- III. Update of St. Pete Summit on Historic Preservation**
- IV. Database Project - Status of Consultant Procurement**
- V. Follow-up discussion concerning incentives and valuations to assist in the preservation of historic properties – Carrots & Sticks of Preservation – Bob Jeffrey**
- VI. Draft Ordinance concerning countywide Historic Preservation program - attached - Draft Ordinance & Bob Jeffrey email**
- VII. Other Business - Look Ahead**
- VIII. Next Meeting**
- VIV. Adjournment**





## HISTORIC PRESERVATION TASK FORCE

**November 29<sup>th</sup>, 2006**

**315 Court Street  
4<sup>th</sup> Floor, Clerk's Conference Room**

- I. Call to Order**
- II. Minutes of July 12<sup>th</sup> – attached**
- III. Review of Committee Presentation**  
Developed by Commissioner Duncan and to be distributed at the meeting
- IV. Review of Draft Ordinance for a Countywide Historic Preservation Program** – earlier rough draft attached for refinement by Committee
- V. Other Business**
  - a. Follow on work
  - b. Next meeting
- VIV. Adjournment**



## HISTORIC PRESERVATION TASK FORCE

**January 17<sup>th</sup>, 2007  
10:00 a.m.**

**Planning Dept. Conference Room  
600 Cleveland St. 7<sup>th</sup> Floor  
Clearwater, FL 33756**

- I. Call to Order**
- II. Minutes of November 29th – attached**
- III. Community Workshop Schedule – Announcement – attached**
  - Feb. 5<sup>th</sup> – Sunshine Center 7:00 p.m.  
330 – 5<sup>th</sup> St. N., St. Petersburg
  - Feb.. 7<sup>th</sup> – Tarpon Springs Cultural Center, 7:00 p.m.  
101 S. Pinellas Ave. Tarpon Springs
  - Feb. 13<sup>th</sup> – Pinewood Cultural Center, Heritage Village, 7:00 p.m.  
Pinellas Room, 11909 125<sup>th</sup> Ave. N. Largo
- IV. Review of Presentation for Workshops –**  
Presentation with review comments – attached
- V. Review of Draft Ordinance for Countywide Program**  
Draft with review comments -- attached
- VI. Other Business**
  - a. Historic sites GIS file project and consultant selection
  - b. Other
- VII. Adjournment**



## HISTORIC PRESERVATION TASK FORCE

**February 26<sup>th</sup>, 2007  
11:00 a.m.**

**Planning Dept. Conference Room  
600 Cleveland St. 7<sup>th</sup> Floor  
Clearwater, FL 33756**

- I. Call to Order**  
Introducing Karen Seel as the new Committee Chairman
- II. Minutes of January 17<sup>th</sup> – attached**
- III. Review of Community Workshops and  
Comments Received**
- IV. County Historic Preservation Ordinance – attached**  
Review of Proposal
- V. Confirm Consultant Selection Committee for  
Countywide Historic File**
- VI. Other Business**
  - A. Next Meeting
  - B. Other
- VII. Adjournment**



## HISTORIC PRESERVATION TASK FORCE

**April 2, 2007  
3:30 p.m.**

**Planning Dept. Conference Room  
600 Cleveland St. 7<sup>th</sup> Floor  
Clearwater, FL 33756**

- I. Call to Order**
- II. Minutes of February 26th – attached**
- III. County Historic Preservation Ordinance – draft attached**  
The Task Force is to continue refining the Draft Ordinance
- IV. Other Program Elements**  
The Task Force will discuss other activities that need to be accomplished to further the Program
- V. Consultant Selection Procedure – status**
- VI. Other Business**
  - A. Review of County Historical Commission
  - B. Next Task Force Meeting
  - C. Other
- VII. Adjournment**



## HISTORIC PRESERVATION TASK FORCE

**May 14, 2007  
3:30 p.m.**

**Old Clearwater Courthouse  
Clearwater, FL 33756**

- I. Call to Order**
- II. Minutes of April 2nd – attached**
- III. County Historic Preservation Ordinance**  
- Finalize
- IV. Consultant Selection Procedure**  
- Review of consultant scope
- V. Other Task Force activities**
  - A. Web Site
  - B. Brochure
- VI. Next meeting**



## HISTORIC PRESERVATION TASK FORCE

**June 11, 2007  
3:30 p.m.**

**Pinellas County Planning Department  
Conference Room  
Clearwater, FL 33756**

- I. Call to Order**
- II. Minutes of May 14th – attached**
- III. County Historic Preservation Ordinance**  
This item will include a review of the attorney comments
- IV. Consultant Project – Historic Data File**  
This item will involve discussion of the milestones for Committee review
- V. Task Force Report – Organization Approach**  
This item will be further discussion about the Committee report
- VI. Other – The Committee will review the status of the items below**
  - A. Web Site
  - B. Brochure



## HISTORIC PRESERVATION TASK FORCE

**Sept. 20, 2007  
2:30 p.m.**

**4<sup>th</sup> Floor Pinellas County Courthouse  
Clerk's Conference Room  
Clearwater, FL 33756**

- I. Call to Order**
- II. Minutes of June 11th – attached**
- III. Review of Consultant Progress on the Program Inventory files**  
Consultant scope attached
- IV. Review of Community Workshops on the Ordinance**
- V. Fine Tune the Draft County Historic Preservation Ordinance**  
Ordinance attached
- VI. Other Aspects of the Program**
- VII. Other Business**



## HISTORIC PRESERVATION TASK FORCE

**January 10, 2008  
12:00 noon**

**Pinellas County Planning Dept  
Conference Room  
Clearwater, FL 33756**

*(Lunch will be provided)*

- I. Call to Order**
- II. Minutes of Sept. 20th – attached**
- III. Belleview Biltmore Project Presentation**
- IV. Program Status**
  - A. Review of input from Workshops and Presentations
  - B. Schedule for County Commission consideration
- V. Finalize Draft County Historic Preservation Ordinance**
- VI. Report on Consultant (New South) Project**
- VII. Grant Submittal for Tool Box Project to State – attached**
- VIII. Review of other aspects of the Program**
- IX. Adjourn**





## HISTORIC PRESERVATION TASK FORCE

**May 8th, 10:00 a.m. – 1:00 p.m.**  
(Regular Meeting 10 -11:30 a.m.)

### **Heritage Village**

**10:00 a.m. – 11:30 a.m.**

- I. Call to Order**
- II. Minutes of April 3rd**
- III. Database Project – Brian Smith**
  - A. Scope for Consultant Services
  - B. Intended Budget Action this Year
  - C. Committee Action
- IV. Tax Exemption/Evaluation Containment – Sam Casella**
- V. Program Definition – Ronnie Duncan**  
(The committee will continue to define its program)
- VI. Other Business – Next meeting**

**11:30 a.m. – 1:00 p.m.**

- VII. Workshop – White Paper on Historic Preservation  
Criteria for Pinellas County** (At a time certain of 11:30 the  
Committee will begin this Workshop)
  - A. Welcome to participants – Commissioner Ronnie  
Duncan**
  - B. Presentation of White Paper on Historic Preservation  
Criteria for Pinellas County – Cyndi Tarapani**
  - C. Comments by Participants on Paper**
  - D. Conclusion to any modifications or clarifications**

# MEMORANDUM

**TO:** Chairman Ronnie Duncan and Members  
Historic Preservation Task Force

**FROM:** Criteria Sub-Committee  
(Ellen Babb, Joan Deming, Bob Jeffrey, Jan Luth, Becky Nielsen, Cyndi Tarapani)

**RE:** White Paper on Proposed Criteria

**DATE:** March 24, 2006

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## **Background**

At both the November , 2005 and January, 2006 Task Force meetings, members discussed the need to develop local criteria to guide decisions on what is historically significant in Pinellas County. Examples of the National Register of Historic Places criteria and local government ordinances were reviewed and discussed. The immediate use of the criteria would be to determine which buildings, sites and districts would be contained in the database of historic resources in Pinellas County. The Planning Department has submitted a grant application to the State of Florida Division of Historical Resources to partially fund the development of this database. The Task Force discussed the need to have criteria in place prior to initiating the development of the database. The Task Force further agreed that the substantial expertise of the members could develop the criteria for review by the selected historic preservation consultant.

At the January, 2006 meeting, the Task Force members listed above volunteered to form a sub-committee to develop the criteria for review by the full Task Force. At the request of the Sub-committee, Ellen Babb, Historian for Heritage Village also participated in the development of the criteria. The Sub-committee met as a group and then reviewed drafts via e-mail during the month of March, 2006 and now propose this draft criteria for review and discussion by the full Task Force.

## **Purpose of Criteria**

The purpose of the criteria is to guide decisions on the eligibility of buildings, sites and districts to be included in Pinellas County's database of historic resources. It is specifically NOT the purpose of these criteria to determine whether or not a building, site or district should be "designated" as a historic resource and be subject to local design review and protection. While these criteria may form a partial basis for that future decision, the purpose of these criteria is to establish the guidelines by which a resource would be added to the historic resources database that recognizes its significance in one or more areas.

The Sub-Committee believes that it is important to connect Pinellas County's survey and database activity to state and national accepted standards. Therefore, the proposed general criteria are based on the criteria of the National Register of Historic Places. In addition, the Sub-Committee also believes it very important that the unique local history of Pinellas County should be specifically referenced in the criteria and the second part of the criteria reflect this County's history.

## **Proposed Criteria**

The Sub-committee proposes the following criteria for review and discussion.

“Buildings, sites, structures, objects and districts within Pinellas County are considered historically significant resources if they possess and exhibit significance in American history, architecture, archaeology, engineering and /or culture.

Historically significant buildings, sites and districts shall be included on the County database of historic resources when they meet the following general and local criteria.

### **A. General Criteria**

1. The historic resource is at least 50 years of age. A building, site or district may be included on the Historic Resource Database if it is less than 50 years of age and meets the criteria of the National Register of Historic Places showing exceptional importance to the nation, State of Florida or Pinellas County.
2. The building, site or district is the location of a significant local, state or national event, and/or
3. The building, site or district is associated with the life of a significant person(s), and/or
4. The building, site or district embodies the distinctive characteristics of an architectural style, historical period, method of construction or is the work of a master builder, designer or architect whose individual work has influenced the development of the nation, State of Florida or Pinellas County, and/or
5. The site has yielded or is likely to yield information important to the prehistory or history of the nation, the State of Florida or Pinellas County.

### **B. Local Criteria**

Pinellas County further identifies the following major themes in the development of the County and recognizes that buildings, sites or districts that reflect one or more of these themes are also considered historically significant resources.

1. Coastal Living – Pinellas County’s location on the Gulf of Mexico, Tampa Bay and the Intercoastal Waterway are reflected in historic sites and buildings used by the County’s water-dependent industries such as fishing, shipping and sponging.
2. Tourism – Drawn by the beautiful beaches and weather, tourists have been attracted to Pinellas County since the late 1880s. Neighborhoods, hotels, beach lodgings and resorts developed to house the tourists while attractions were established to entertain them. Historic resources related to tourism include neighborhoods, historic hotels, resorts and motor courts, baseball spring training facilities, roadside attractions, gardens and other entertainment sites.
3. Agriculture – As the first industry in Pinellas County, agricultural historic resources are reflected in many areas of the County in farm/grove sites, warehouses, packing plants, support businesses, ditches/canals and other historic landscape features.

4. Transportation – The diverse modes of transportation (boat, railroad, car, airplane) greatly influenced the patterns of growth in Pinellas County at various periods in time. Historic resources related to transportation include piers and boat docks, train depots, bridges, airports, and historic/scenic roads and trails or sections of roads.
5. Wars – The effect of American wars is generally evidenced indirectly in Pinellas County, i.e., forts and other defense mechanisms instead of battlefields. Historic resources related to wars include Fort De Soto, military training facilities, airfields, and the Cold War defense industry buildings.
6. Florida Boom Era – Florida’s real estate boom in the 1920s was experienced in Pinellas County as evidenced by the explosion of construction especially in housing and tourist hotels. Historic resources of the Boom Era include neighborhoods, tourist hotels, resorts and commercial buildings.
7. Community Life – Pinellas County was settled by and continues to attract diverse ethnic communities from different parts of the nation and world. These residents bring with them their social and cultural lifestyles which are exhibited in historic resources such as schools, religious sites, hospitals, post offices or other government buildings, meeting places, entertainment sites (e.g., theatres) parks and recreation sites and cemeteries.
8. Pre-History/Archaeology – Prior to settlement by Europeans, Pinellas County was occupied for more than ten thousand years by a succession of aboriginal cultures. From the Paleoindian to the Safety Harbor periods, the prehistory and early history of Pinellas County is reflected in a variety of archaeological site types. These include aboriginal mounds, middens, cemeteries, quarries, camps and villages, ceremonial sites, as well as historic period fishing ranchos, forts, homesteads, trails, domestic and industrial refuse sites, work camps, and shipwrecks.”

### **Requested Action by Task Force**

The Sub-committee requests that the Task Force review the proposed criteria, make any revisions deemed necessary and adopt this criteria as the guidelines to be used in the development of the Pinellas County Historic Resource Database.

# PINELLAS COUNTY HISTORIC RESOURCES SURVEY

May 8, 2006 Presentation

**Buildings, sites, structures, objects and districts** within Pinellas County are considered historically significant resources if they **possess and exhibit significance in American history, architecture, archaeology, engineering and/or culture.**

Historically significant buildings, sites and districts shall be included on the County database of historic resources when they meet the following general and local criteria.

## A. **GENERAL CRITERIA**

1. The historic resource is **at least 50 years of age**. A building, site or district may be included on the Historic Resource Database if it is less than 50 years of age and meets the criteria of the National Register of Historic Places showing exceptional importance to the nation, State of Florida or Pinellas County.
2. The building, site or district is the **location** of a significant local, state or national event, and/or
3. The building, site or district is **associated with the life of a significant person(s)**, and/or
4. The building, site or district embodies the distinctive characteristics of an **architectural style, historical period, method of construction or is the work of a master builder, designer or architect** whose individual work has influenced the development of the nation, State of Florida or Pinellas County, and/or
5. The site has **yielded or is likely to yield information important to the prehistory or history** of the nation, the State of Florida or Pinellas County.

**B. LOCAL CRITERIA**

Pinellas County further identifies the following major themes in the development of the County and recognizes that buildings, sites or districts that reflect one or more of these themes are also considered historically significant resources.

1. **Coastal Living** - Pinellas County's location on the Gulf of Mexico, Tampa Bay and the Intercoastal Waterway are reflected in historic sites and buildings used by the County's water-dependent industries such as fishing, shipping and sponging.
2. **Tourism** - Drawn by the beautiful beaches and weather, tourists have been attracted to Pinellas County since the late 1880s. Neighborhoods, hotels, beach lodgings and resorts developed to house the tourists while attractions were established to entertain them. Historic resources related to tourism include neighborhoods, historic hotels, resorts and motor courts, baseball spring training facilities, roadside attractions, gardens and other entertainment sites.
3. **Agriculture** - As the first industry in Pinellas County, agricultural historic resources are reflected in many areas of the County in farm/grove sites, warehouses, packing plants, support businesses, ditches/canals and other historic landscape features.
4. **Transportation** - The diverse modes of transportation (boat, railroad, car, airplane) greatly influenced the patterns of growth in Pinellas County at various periods in time. Historic resources related to transportation include piers and boat docks, train depots, bridges, airports, and historic/scenic roads and trails or sections of roads.
5. **Wars** -The effect of American wars is generally evidenced indirectly in Pinellas County, i.e., forts and other defense mechanisms instead of battlefields. Historic resources related to wars include Fort De Soto, military training facilities, airfields, and the Cold War defense industry buildings.
6. **Florida Boom Era** - Florida's real estate boom in the 1920s was experienced in Pinellas County as evidenced by the explosion of construction especially in housing and tourist hotels. Historic resources of the Boom Era include neighborhoods, tourist hotels, resorts and commercial buildings.

B. **LOCAL CRITERIA, cont'd.**

7. **Community Life** - Pinellas County was settled by and continues to attract diverse ethnic communities from different parts of the nation and world. These residents bring with them their social and cultural lifestyles which are exhibited in historic resources such as schools, religious sites, hospitals, post offices or other government buildings, meeting places, entertainment sites (e.g., theatres) parks and recreation sites and cemeteries.
  
8. **Pre-History/Archaeology** - Prior to settlement by Europeans, Pinellas County was occupied for more than ten thousand years by a succession of aboriginal cultures. From the Paleoindian to the Safety Harbor periods, the prehistory and early history of Pinellas County is reflected in a variety of archaeological site types. These include aboriginal mounds, middens, cemeteries, quarries, camps and villages, ceremonial sites, as well as historic period fishing ranchos, forts, homesteads, trails, domestic and industrial refuse sites, work camps, and shipwrecks.”

# ***ANNOUNCEMENT***

## **HISTORIC PRESERVATION WORKSHOPS**

The Pinellas County Historic Preservation Task Force was established by the County Commission to define and propose an approach to historic Preservation that would apply countywide. The Task Force has spent several months evaluating how historic preservation is being considered throughout the various jurisdictions of our County. The Task Force would now like to review its progress with those in the community that have an interest in this subject. Therefore, three workshops have been established in early February to provide for this opportunity. County Commissioner Ronnie Duncan and other members of the Task Force will be present at those workshops to review the Task Force's work and to receive comments. The dates and locations are as follows:

**Monday, February 5<sup>th</sup>, 2007**

**7:00 p.m.**

**The Sunshine Center**

330 – 5<sup>th</sup> Street North

St. Petersburg, FL

**Wednesday, February 7<sup>th</sup>, 2007**

**7:00 p.m.**

**Tarpon Springs Cultural Center**

101 S. Pinellas Ave.

Tarpon Springs, FL

**Tuesday, February 13<sup>th</sup>, 2007**

**7:00 p.m.**

**Heritage Village**

The Pinellas Room

11909 125<sup>th</sup> Ave. N.

Largo, FL

These workshops are open to the public and everyone is encouraged to attend and participate. If you have any questions, or have need of information, please call the Pinellas County Planning Department at 464-8200





***PRESERVING OUR PAST***

***FOR OUR FUTURE***

***HISTORIC PINELLAS COUNTY***

*Presented by  
Historic Preservation Task Force  
Chairman, Commissioner Ronnie Duncan  
A Task Force of Pinellas County Government  
February 2007*

# **HISTORIC PRESERVATION**

- **What is Historic Preservation**
  - **What Does It Mean?**
- **What should be preserved?**
- **Why now?**
- **Let's take a tour to answer these questions**



**Sponge Docks  
Tarpon Springs**





**Tarpon Springs Train Station**





**Largo Feed  
Store**





**Philippe Park  
Indian Mound**





**Snell Isle Bridge**





**Andrews  
Memorial Chapel  
Dunedin**









**Euclid St. Paul Neighborhood  
St. Petersburg**





**Weedon Island Historic Site**





**Belleview Biltmore**

# **HISTORIC PRESERVATION** **TASK FORCE (HPTF)**

- **Created in June 2005**
- **To Address Demolition/Development Pressure on Historically Significant Structures**
  - **Buildings / Facilities**
  - **Neighborhoods / Communities**
  - **Public Facilities of Significance**
  - **Bridges / Roads**
  - **Cemeteries**
  - **Archeological Sites**



# **HISTORIC PRESERVATION**

- **What are other municipalities doing?**
  - **The Matrix**

# **HISTORIC PRESERVATION** **TASK FORCE (HPTF)**

- **Comprised of 12 Members from the Community**
- **Advisory to Board of County Commissioners**
- **Municipalities**
- **“Clearing House” of Information and Data**
- **Change process of development review**
- **Create incentives / encourage preservation countywide**



# **INITIAL STRATEGIES OF HPTF**

- Define historically significant (broad definition)
- What do we want to preserve?
- What time period are we speaking?
- Cultural preservation? Places
- Result = Create Criteria



Cleveland Street - 1895



## **INITIAL STRATEGIES OF HPTF**

- **Update inventory of historical or archeological sites utilizing the criteria**
  - **Outreach to municipalities**
  - **Understand those that have been surveyed and those that have not**
  - **Result: Create database / clearing house of inventory**

# **THE INVENTORY**

- Existing Database and ability to “sort”  
– from Planning Department
- Overlay of municipality inventory –  
based on consistent criteria
- Determine through critical criteria  
“what’s missing”
- Pursue grant from state to perform full  
and complete inventory
- Committee Report on Criteria to be  
used

# **ASSESSMENT OF OTHER PROCESS** **/ ORDINANCE DEVELOPMENT**

- **Local Municipalities – as a result of “outreach”**
- **State and Federal Legislation / Programs / Process - Assessment**
- **Review of law / ordinances in other states / cities**
- **Result = Create matrix of Pinellas County municipality participation**

# **DISCUSSION OF INCENTIVES / ENCOURAGE PRESERVATION**

- **Create a pool and information – low interest loans**
- **Government incentives through tax deferral / abatement**
- **Overlay Programs**
- **Financial Incentives**
- **Emergency Funding**
- **Site Improvements**
- **Process Incentives**
- **Community Incentives**

# **PROCESS / ORDINANCE** **DEVELOPMENT**

- **Process Change**
  - Development Review
  - Education / Outreach
  - Ordinance Development
- **Ordinance Development**
  - Legal Development / Review
  - Outreach to Communities
  - Follow-Up and Review
- **BCC Implementation**

# **NEXT STEPS**

- **Inventory Development**
  - Mapping
  - Categorization
- **Process Development & Change**
  - Education
  - Staff alteration in thinking
- **Ordinance Development**





# ***QUESTIONS?***

Contact us at:

[www.pinellascounty.org/historic](http://www.pinellascounty.org/historic)



**PINELLAS COUNTY  
HISTORIC PRESERVATION TASK FORCE  
WORKSHOPS**

The **Historic Preservation Task Force** for Pinellas County is hosting a workshop to review the progress of the program and review a Draft Ordinance that would establish a Historic Preservation Program for the County. The current Draft Ordinance is available for review on Pinellas County's internet page, under Historic Preservation.

The public is welcome to attend this meeting and provide comment on the program. Two workshops are being held at the following locations and dates:

**August 22, 2007  
3:00 p.m.- 4:30 p.m.  
Dunedin Library  
223 Douglas Ave.**

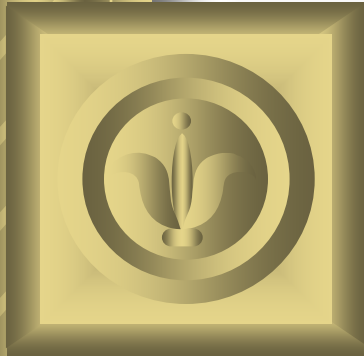
**August 29<sup>th</sup> 2007  
9:00 a.m. – 10:30 a.m.  
Pinellas Park City Auditorium  
7690 59<sup>th</sup> St. N.**

We invite you to attend one of these sessions and provide your ideas and input.

For further information, please contact Commissioner Karen Seel, at 464-3377, or the Pinellas County Planning Dept. at 464-8200.







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***HISTORIC PINELLAS COUNTY***

*Presented by  
Historic Preservation Task Force  
Chairman, Commissioner Karen Seel  
A Task Force of Pinellas County Government*



# **HISTORIC PRESERVATION** **TASK FORCE (HPTF)**

- **Created in June 2005**
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- Define historically significant (broad definition)
- What do we want to preserve?


**Result = Create Criteria**



**Cleveland Street - 1895**

## **INITIAL STRATEGIES OF HPTF**

- **Update inventory of historical or archeological sites utilizing the criteria**
  - **Outreach to municipalities**
  - **Understand those that have been surveyed and those that have not**
  - **Result: Create database / clearing house of inventory**

- 
- **Ordinance Summary**
  - **Establish a registry of historic resources**
  - **Develop preservation regulations and programs**
  - **Provide educational programs and technical assistance**
  - **Research and promote financial and tax incentives**
  - **Preserve historic resources owned by the County**
  - **Place policies in comprehensive plan**
  - **Modify project review procedure to avoid negative impact on historic resources**
  - **Update comprehensive plan, land development regulation and countywide plan**
  - **Evaluate a countywide ordinance to restrict the demolition of historic resources**
  - **The County commission to establish an ongoing program directed by a historic preservation advisory board**



# **PROCESS / ORDINANCE** **DEVELOPMENT**

- **Process Change**
  - Development Review
  - Education / Outreach
  - Ordinance Development
- **Ordinance Development**
  - Legal Development / Review
  - Outreach to Communities
  - Follow-Up and Review
- **BCC Implementation**

## **NEXT STEPS**

- **Inventory Development**
  - Mapping
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- **Process Development & Change**
  - Education
  - Staff alteration in thinking
- **Ordinance Development**







## ***QUESTIONS?***

Contact us at:

[www.pinellascounty.org/historic](http://www.pinellascounty.org/historic)

**ORDINANCE NO. \_\_\_\_**

**REVISED DRAFT  
Final Version Per May 14, 2007 Meeting**

**AN ORDINANCE ESTABLISHING A PINELLAS COUNTY  
COUNTYWIDE HISTORIC PRESERVATION PROGRAM;**

**WHEREAS**, on June 28, 2005, by Resolution 05-135, the Board of County Commissioners established a task force to evaluate historic preservation in Pinellas County and make recommendations concerning a countywide historic preservation program,

**WHEREAS**, the Historic Preservation Task Force included members from the diverse regions of Pinellas County with a variety of educational and professional backgrounds, representing municipalities, non-profit historic preservation organizations and historical societies, County staff and others,

**WHEREAS**, the Historic Preservation Task Force conducted independent research on the status of historic preservation programs generally and within Pinellas County,

**WHEREAS**, the Historic Preservation Task Force has met for two years and has now developed recommendations that can be considered by the Board of County Commissioners,

**WHEREAS**, the Historic Preservation Task Force has conducted three community workshops throughout Pinellas County to gain information and public input on the proposed Historic Preservation Program,

**WHEREAS**, the task force has filed its report with the County Commission and encourages the County Commission to adopt an ordinance that would establish the Countywide Historic Preservation Program.

**NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF PINELLAS COUNTY, FLORIDA, THAT A COUNTYWIDE HISTORIC PRESERVATION PROGRAM IS ESTABLISHED AS FOLLOWS:**

**Section 1. Declaration of Historic Preservation as Public Policy.** The Board of County Commissioners finds that Pinellas County and its municipalities have played an important part in the history of the State of Florida and the nation and that history is evidenced by the historic resources located throughout Pinellas County. Historic resources are defined to include historic buildings, structures and objects, historic districts and archaeological sites. The Board further finds that the preservation and protection of these historic resources are a public necessity due to their character and

value as visible reminders of the shared history and heritage of these municipalities, Pinellas County, Florida and the nation.

The Board finds that the preservation and protection of these historic resources contribute to the education, culture, economy and quality of life of the citizens of Pinellas County. The Board further finds that the County's historic resources are irreplaceable and therefore, this legacy must be protected for future generations.

The Board finds that preservation of historic resources will assist in the creation of a higher quality of life for all citizens; therefore, the Board directs that historic preservation goals be integrated into all aspects of County policies and procedures and encourages decisions that support and further the goals of historic preservation.

**Section 2. Benefits of Historic Preservation.** The Board of County Commissioners finds that there are many diverse and valuable benefits that arise from historic preservation including the following benefits:

- a. Historic resources are a tangible reminder of our past, of our ancestors and their way of life. The preservation of these historic resources educates us on our past, expresses the connections across generations and cultures and provides continuity of our shared history.
- b. Historic resources are valued as things of beauty as they evidence a variety of architectural styles, building methods and materials as well as expressing our cultural diversity and values.
- c. Through their architecture and aesthetic appeal, historic resources create a sense of place that is unique to each site, the surrounding community, the municipality and to Pinellas County.
- d. Historic preservation is a significant positive contributor to the economy of Pinellas County and Florida through heritage tourism, creation of jobs, private investment in historic sites and enhancement of the value of historic areas. In 2002, the total economic impact of historic preservation in Florida was \$4.2 billion dollars annually and this impact is expected to continue. (Source: *Economic Impacts of Historic Preservation in Florida* by the Center for Governmental Responsibility at the University of Florida College of Law and the Center for Urban Policy Research at Rutgers, the State University of New Jersey, September, 2002.)

**Section 3. Establishment of Countywide Historic Preservation Program.** The Board of County Commissioners hereby establishes the components of the Countywide Historic Preservation Program as follows:

1. Survey and Identification: The County shall establish and maintain a Register of Historic Resources (defined to include significant historic buildings, structures

and objects, historic districts and archaeological sites) within the County and its municipalities.

The Register of Historic Resources will be updated on a regular basis, readily available to the public through the County's website and shall be organized to allow for research on the major features of the site, such as building type, year built, style, location/jurisdiction, architect/builder and applicable County criteria. The criteria for listing historic resources on the County's Register shall be consistent with the standards established by the National Park Service for the National Register of Historic Places and with the criteria described on Exhibit A. The eight local criteria that reflect the themes of development and history in Pinellas County include: Coastal Living, Tourism, Agriculture, Transportation, Wars, Florida Boom, Community Life, Pre-History/Archaeology.

2. Preservation Programs: The County shall develop and promote preservation regulations and programs that support the historic preservation policies of this ordinance

Programs that will be pursued include the identification of a model historic preservation plan element, model preservation ordinance, model design guidelines as well as outstanding examples of preservation documents and programs from other governments or preservation sources. This information will be readily available to the public through the County's website and in publication form.

3. Educational Outreach: The County shall provide educational programs and technical assistance to municipalities, historic property owners, architects and contractors, preservation commission and historic society members, developers, historic preservation professionals and other citizens interested in historic preservation.

The educational programs may include but are not limited to a "how- to tool box" for preservation advocates describing preservation methods, workshops and conferences, technical assistance, preservation website, publications and presentations.

4. Financial Incentives: The County shall research, develop and promote financial and tax incentives at all levels of government that will encourage historic preservation.

In addition to promoting and adopting the existing historic preservation incentives such as the local ad valorem tax incentive and the federal income tax credit, other financial and tax incentives for adoption by local governments and the State of Florida shall be pursued. The program shall also develop and promote creative local incentives and emergency funding for threatened historic/ archaeological sites.

5. The County shall demonstrate leadership through protecting and preserving the historic resources owned or leased by the County.
6. The County shall integrate the historic preservation public policy of this ordinance and all historic resources into its planning processes, including the Comprehensive Plan and all of its elements, neighborhood/sector plans and any other applicable plans that govern the future development in the County. When reviewing a land use plan amendment, rezoning application and/or site plan application, the County shall evaluate the impact of such request on any historic resources within or in the vicinity of the site and determine if there are alternatives that will not negatively affect the historic resources.
7. Within one year after adoption of this ordinance, the County shall evaluate its Comprehensive Plan, Land Development Regulations, policies and procedures to determine their level of consistency with the historic preservation public policy as adopted in this ordinance. As soon as is practicable after the evaluation is complete, the County shall amend its Comprehensive Plan, Land Development Regulations, policies and procedures to include goals, objectives, regulations, policies and procedures that implement this historic preservation public policy.

The Board finds that a historic preservation protection ordinance is a critical component in the implementation of this Historic Preservation policy and directs the County staff to include such an ordinance in its implementation methods. The Board further recognizes that there are varying levels of significance among the historic resources on the Historic Register; therefore, the revised Comprehensive Plan and Land Development Regulations will reflect varying levels of protection for historic resources based on the differing levels of significance.

Immediately after adoption of this ordinance and while the review of the County's Comprehensive Plan and ordinances are underway, the County shall develop a process to identify threatened historic resources and a method to place a hold on irreparable harm to the historic resource while alternatives to demolition are explored.

8. The Board of County Commissioners directs the County staff to also conduct an evaluation of the Countywide Plan and Rules and any other applicable planning documents to determine their level of consistency with the historic preservation public policy as adopted in this ordinance. The Board directs that this evaluation be conducted within one year after adoption of this ordinance. As soon as is practicable after the evaluation is complete, the County staff, in cooperation with the Pinellas Planning Council, shall propose amendments to the Countywide Plan and Rules that implement this historic preservation public policy.
9. The protection of historic resources of countywide, state or national significance is declared to be in the County's public interest. Therefore, within one year of adoption of this ordinance, the County shall research and evaluate an ordinance to

restrict the demolition of historic resources that have countywide, state and/or national significance as determined by a qualified historic preservation professional.

10. The County shall authorize the staff and financial resources required to implement and administer the historic preservation public policy of this ordinance.

**Section 4. Local Historic Preservation Program for Municipalities.** The Board of County Commissioners encourages all municipalities within the County to embrace the importance of historic preservation public policy as adopted in this Ordinance and will assist and support the municipalities as they develop their local preservation program. The Board of County Commissioners strongly encourages each municipality to adopt a local historic preservation program with the following minimum components.

- a. Survey and identify historic resources (defined to include historic buildings, structures and objects, historic districts and archaeological sites) within its boundaries in accordance with the standards established by the National Park Service for the National Register of Historic Places. Historic resource surveys should be an ongoing systematic process with the goal to ultimately survey all historic areas within the municipality's boundaries.
- b. Protect the historic resources within its municipal boundaries through local regulations. The municipality is encouraged to develop its historic preservation program in compliance with the Certified Local Government program established by the National Park Service.
- c. Integrate the goals of historic preservation and all historic resources into its planning processes, including the Comprehensive Plan and all of its elements, neighborhood/sector plans and any other applicable plans that govern the future development in the municipality. When reviewing a land use plan amendment and/or rezoning application, the municipality will evaluate the impact of such request on any historic resources within or in the vicinity of the site and determine if there any alternatives that will not negatively affect the historic resources.
- d. Demonstrate leadership through protecting and preserving the historic resources owned or leased by the municipality.
- e. Develop and implement regulatory and financial incentives to encourage private property stewardship of historic resources.
- f. Municipalities who have adopted a local preservation program composed with these minimum components (Items a-e above) shall be given priority in technical assistance, educational opportunities, financial incentives and other preservation resources offered by the County.



The following elements are optional components of a historic preservation program and the Board strongly encourages the municipalities to additionally incorporate these components into its local preservation program.

1. The municipality is encouraged to develop diverse educational programs to inform historic property owners, citizens and the development community about the municipality's preservation program and the importance of historic preservation.
2. The municipality is encouraged to publish information about historic resources and make this information accessible to the public.
3. The municipality is encouraged to implement other preservation programs and projects that reflect its community character.

**Section 5. Implementation.** The Board of County Commissioners shall appoint a Historic Preservation Advisory Board to implement the historic preservation policy of this ordinance. The Historic Preservation Advisory Board shall be composed of a minimum of seven (7) and a maximum of fifteen (15) individuals to include one member from the Board of County Commissioners, who shall serve as the Chairman of the Advisory Board for the initial term.

The Historic Preservation Advisory Board shall be composed of community advocates; municipal representatives; and historic preservation professionals with expertise and/or knowledge in the historic preservation field and shall, to the extent possible, include representation from the following fields: archaeology, preservation architecture, history, architectural history, historical museum studies and preservation planning. The Historic Preservation Task Force as appointed in Resolution 05-135 shall serve as the Historic Preservation Advisory Board for an initial term to complete the initial education and information resources materials.

The Historic Preservation Advisory Board shall direct the development of the Countywide Program and assist the municipalities in developing their local preservation program. The Board of County Commissioners directs the Advisory Board to meet on a regular basis and to annually report to the Board as to its accomplishments and additional recommendations for the future.

**Section 6. Effective Date.** This ordinance shall become effective upon filing with the Florida Department of State.

## **EXHIBIT A**

### **PINELLAS COUNTY REGISTER OF HISTORIC RESOURCES REGISTER LISTING CRITERIA**

Buildings, sites, structures, objects and districts within Pinellas County are considered historically significant resources if they possess and exhibit significance in American history, architecture, archaeology, engineering and /or culture.

Historically significant buildings, sites, structures, objects and districts shall be included on the Pinellas County Register of Historic Resources when they meet the following general and local criteria.

#### **A. GENERAL CRITERIA**

1. The historic resource is at least 50 years of age.

A building, site, structure, object or district may be included on the Register of Historic Resources if it is less than 50 years of age and meets the criteria of the National Register of Historic Places regarding age showing exceptional importance to the nation, State of Florida or Pinellas County, and

2. The building, site, structure, object or district meets one or more of the following criteria:
  - a. The building, site, structure, object or district is the location of a significant local, state or national event, and/or
  - b. The building, site, structure, object or district is associated with the life of a significant person(s), and/or
  - c. The building, site, structure, object or district embodies the distinctive characteristics of an architectural style, historical period, method of construction or is the work of a master builder, designer or architect whose individual work has influenced the development of the nation, State of Florida or Pinellas County, and/or
  - d. The site has yielded or is likely to yield information important to the prehistory or history of the nation, the State of Florida or Pinellas County.

## B. LOCAL CRITERIA

Pinellas County further identifies the following major themes in the development of this County and recognizes that buildings, sites or districts that reflect one or more of these themes are considered historically significant resources.

1. **Coastal Living**-Pinellas County's location on the Gulf of Mexico, Tampa Bay and the Intercoastal Waterway are reflected in historic sites and buildings used by the County's water-dependent industries such as fishing, shipping and sponging.
2. **Tourism**-Drawn by the beautiful beaches and weather, tourists have been attracted to Pinellas County since the late 1880s. Neighborhoods, hotels, beach lodgings and resorts developed to house the tourists while attractions were established to entertain them. Historic resources related to tourism include neighborhoods, historic hotels, resorts and motor courts, baseball spring training facilities, roadside attractions, gardens and other entertainment sites.
3. **Agriculture**-As the first industry in Pinellas County, agricultural historic resources are reflected in many areas of the County in farm/grove sites, warehouses, packing plants, support businesses, ditches/canals and other historic landscape features.
4. **Transportation**-The diverse modes of transportation (boat, railroad, car, airplane) greatly influenced the patterns of growth in Pinellas County at various periods in time. Historic resources related to transportation include piers and boat docks, train depots, bridges, airports, and historic/scenic roads and trails or sections of roads.
5. **Wars**-The effect of American wars is generally evidenced indirectly in Pinellas County, i.e., forts and other defense mechanisms instead of battlefields. Historic resources related to wars include Fort De Soto, military training facilities, airfields, and the Cold War defense industry buildings.
6. **Florida Boom Era**-Florida's real estate boom in the 1920s was experienced in Pinellas County as evidenced by the explosion of construction especially in housing and tourist hotels. Historic resources of the Boom Era include neighborhoods, tourist hotels, resorts and commercial buildings.

**B. LOCAL CRITERIA, cont'd.**

7. **Community Life**-Pinellas County was settled by and continues to attract diverse ethnic communities from different parts of the nation and world. These residents bring with them their social and cultural lifestyles which are exhibited in historic resources such as schools, religious sites, hospitals, post offices or other government buildings, meeting places, entertainment sites (e.g., theatres) parks, recreation sites and cemeteries.
  
8. **Pre-History/Archaeology**- Prior to settlement by Europeans, Pinellas County was occupied for more than ten thousand years by a succession of aboriginal cultures. From the Paleoindian to the Safety Harbor periods, the prehistory and early history of Pinellas County is reflected in a variety of archaeological site types. These include aboriginal mounds, middens, cemeteries, quarries, camps and villages, ceremonial sites, as well as historic period fishing ranchos, forts, homesteads, trails, domestic and industrial refuse sites, work camps and shipwrecks.

## **APPENDIX C**

### ***Task Force Research and Reference Documents***

**HISTORIC PRESERVATION  
IN  
PINELLAS COUNTY**

LOCAL GOVERNMENT	HISTORIC PRESERVATION PROGRAM		HISTORIC PRESERVATION IN COMP PLAN*		HISTORIC PRESERVATION ORDINANCE	HIST. PRES. REVIEW BOARD
	Main Street	Other	Minimal	Subst.		
Belleair				X	Overlay/floating zones, variance, designation proc., COA, protection & maintenance	X
Belleair Beach			X		Variance condition	
Belleair Bluffs			X			
Belleair Shore			-		--	
Clearwater	X			X	Standards for designation, COA	
Dunedin		Preserve America		X	Definitions, COA, designation proc., overlay district, tax exemptions	
Gulfport (CLG**, 9/2/97)				X	Standards and process for designation, COA, variance, maintenance & repair	
Indian Rocks Beach			X		Variance conditions	
Indian Shores			X		Provide assistance to designate	
Kenneth City			X		Property deemed significant; flood control	
Largo	X			X	Façade restoration assistance	
Madeira Beach			X		Definition	
N. Redington Beach			X		Variance condition	
Oldsmar			X		Rehab/remodeling guidelines	
Pinellas Park			X		No ordinance; hist. structure factor in permitting	
Redington Beach			X		Variance condition	
Redington Shores			X			
Safety Harbor				X	Variance condition, definition	



St. Pete Beach (CLG**, 08/23/05)				X	COA, variance Conditions, maintenance, designation proc. & criteria, tax exemption	X
St. Petersburg (CLG**, 1/28/86)	X (2)			X	Designation proc. & criteria, districts, COA, maintenance & repair, alterations, tax exemption	X
Seminole			X		Definition	
South Pasadena			X			
Tarpon Springs (CLG**, 5/24/99)				X	Designation proc. & criteria, COA, maintenance & repair, alterations, incentives, arch. zoning designation	X
Treasure Island			X		Substantial improve. in flood area	
Pinellas County	X (Palm Harbor)			X	Designation proc. & criteria, overlay, COA, incentives, tax exemption	X (Palm Harbor)

12/06

\* The extent that historic preservation was addressed in the comprehensive plans typically is commensurate with the number of historic resources within the jurisdiction. Minimal = minimum State Growth Management Act requirements. Subst. = more substantial discussion about historic resources and preservation.

\*\*CLG: Certified Local Government - Program linking 3 levels of government (federal, state, local) into a preservation partnership for the identification, evaluation and protection of historic properties

## **II. NATIONAL REGISTER CRITERIA FOR EVALUATION**

### **Criteria for Evaluation**

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A.** That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B.** That are associated with the lives of significant persons in or past; or
- C.** That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D.** That have yielded or may be likely to yield, information important in history or prehistory.

### **Criteria Considerations**

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties *will qualify* if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a.** A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- b.** A building or structure removed from its original location but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- c.** A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building associated with his or her productive life; or
- d.** A cemetery that derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- e.** A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

f. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or

g. A property achieving significance within the past 50 years if it is of exceptional importance.

#### IV. HOW TO DEFINE CATEGORIES OF HISTORIC PROPERTIES

1. [Building](#)
2. [Structure](#)
3. [Object](#)
4. [Site](#)
5. [District](#)

The National Register of Historic Places includes significant properties, classified as buildings, sites, districts, structures, or objects. It is not used to list intangible values, except in so far as they are associated with or reflected by historic properties. The National Register does not list cultural events, or skilled or talented individuals, as is done in some countries. Rather, the National Register is oriented to recognizing physically concrete properties that are relatively fixed in location.

For purposes of National Register nominations, small groups of properties are listed under a single category, using the primary resource. For example, a city hall and fountain would be categorized by the city hall (building), a farmhouse with two outbuildings would be categorized by the farmhouse (building), and a city park with a gazebo would be categorized by the park (site). Properties with large acreage or a number of resources are usually considered districts. Common sense and reason should dictate the selection of categories.

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#### BUILDING

**A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. "Building" may also be used to refer to a historically and functionally related unit, such as a courthouse and jail or a house and barn.**

Buildings eligible for the National Register must include all of their basic structural elements. Parts of buildings, such as interiors, facades, or wings, are not eligible independent of the rest of the existing building. The whole building must be considered, and its significant features must be identified.

If a building has lost any of its basic structural elements, it is usually considered a "ruin" and is categorized as a site.

***Examples of buildings include:***

administration building

carriage house

church

city or town hall

courthouse

detached kitchen, barn, and privy

dormitory

fort

garage

hotel

house

library

mill building

office building

post office

school

shed

social hall

stable

store

theater

train station

## STRUCTURE

**The term "structure" is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter.**

Structures nominated to the National Register must include all of the extant basic structural elements. Parts of structures can not be considered eligible if the whole structure remains. For example, a truss bridge is composed of the metal or wooden truss, the abutments, and supporting piers, all of which, if extant, must be included when considering the property for eligibility.

If a structure has lost its historic configuration or pattern of organization through deterioration or demolition, it is usually considered a "ruin" and is categorized as a site.

*Examples of structures include:*

aircraft	corncrib	irrigation system
apiary	dam	kiln
automobile	earthwork	lighthouse
bandstand	fence	railroad grade
boats and ships bridge	gazebo	silo
cairn	grain elevator	trolley car
canal	highway	tunnel windmill
carousel		

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## OBJECT

**The term "object" is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment.**

Small objects not designed for a specific location are normally not eligible. Such works include transportable sculpture, furniture, and other decorative arts that, unlike a fixed outdoor sculpture, do not possess association with a specific place.

Objects should be in a setting appropriate to their significant historic use, roles, or character. Objects relocated to a museum are inappropriate for listing in the National Register.

*Examples of objects include:*

boundary marker	fountain
monument	sculpture
milepost	statuary

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## SITE

**A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structure.**

A site can possess associative significance or information potential or both, and can be significant under any or all of the four criteria. A site need not be marked by physical remains if it is the location of a prehistoric or historic event or pattern of events and if no buildings, structures, or objects marked it at the time of the events. However, when the location of a prehistoric or historic event cannot be conclusively determined because no other cultural materials were present or survive, documentation must be carefully evaluated to determine whether the traditionally recognized or identified site is accurate.

A site may be a natural landmark strongly associated with significant prehistoric or historic events or patterns of events, if the significance of the natural feature is well documented through scholarly research. Generally, though, the National Register excludes from the definition of "site" natural waterways or bodies of water that served as determinants in the location of communities or were significant in the locality's subsequent economic development. While they may have been "avenues of exploration," the features most appropriate to document this significance are the properties built in association with the waterways.

***Examples of sites include:***

battlefield	designed landscape	rock carving
campsite	habitation site	rock shelter
cemeteries significant for information potential or historic association	natural feature (such as a rock formation) having cultural significance	ruins of a building or structure
ceremonial site	petroglyph	shipwreck
		trail
		village site

**DISTRICT**

**A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.**

***Concentration, Linkage, & Continuity of Features***

A district derives its importance from being a unified entity, even though it is often composed of a wide variety of resources. The identity of a district results from the interrelationship of its resources, which can convey a visual sense of the overall historic environment or be an arrangement of historically or functionally related properties. For example, a district can reflect one principal activity, such as a mill or a ranch, or it can encompass several interrelated activities, such as an area that includes industrial, residential, or commercial buildings, sites, structures, or objects. A district can also be a grouping of archeological sites related primarily by their common components; these types of districts often will not visually represent a specific historic environment.

***Significance***

A district must be significant, as well as being an identifiable entity. It must be important for historical, architectural, archeological, engineering, or cultural values. Therefore, districts that are significant will usually meet the last portion of Criterion C plus Criterion A, Criterion B, other portions of Criterion C, or Criterion D.

***Types of Features***

A district can comprise both features that lack individual distinction and individually distinctive features that serve as focal points. It may even be considered eligible if all of the components lack individual distinction, provided that the grouping achieves significance as a whole within its historic

context. In either case, the majority of the components that add to the district's historic character, even if they are individually undistinguished, must possess integrity, as must the district as a whole.

A district can contain buildings, structures, sites, objects, or open spaces that do not contribute to the significance of the district. The number of noncontributing properties a district can contain yet still convey its sense of time and place and historical development depends on how these properties affect the district's integrity. In archeological districts, the primary factor to be considered is the effect of any disturbances on the information potential of the district as a whole.

### ***Geographical Boundaries***

A district must be a definable geographic area that can be distinguished from surrounding properties by changes such as density, scale, type, age, style of sites, buildings, structures, and objects, or by documented differences in patterns of historic development or associations. It is seldom defined, however, by the limits of current parcels of ownership, management, or planning boundaries. The boundaries must be based upon a shared relationship among the properties constituting the district.

### ***Discontiguous Districts***

A district is usually a single geographic area of contiguous historic properties; however, a district can also be composed of two or more definable significant areas separated by nonsignificant areas. A discontiguous district is most appropriate where:

- Elements are spatially discrete;
- Space between the elements is not related to the significance of the district; and
- Visual continuity is not a factor in the significance.

In addition, a canal can be treated as a discontiguous district when the system consists of man-made sections of canal interspersed with sections of river navigation. For scattered archeological properties, a discontiguous district is appropriate when the deposits are related to each other through cultural affiliation, period of use, or site type.

It is not appropriate to use the discontiguous district format to include an isolated resource or small group of resources which were once connected to the district, but have since been separated either through demolition or new construction. For example, do not use the discontiguous district format to nominate individual buildings of a downtown commercial district that have become isolated through demolition.

### ***Examples of districts include:***

business districts	estates and farms with large	residential areas
canal systems	acreage/numerous properties	rural villages
groups of habitation sites	industrial complexes	transportation networks
college campuses	irrigation systems	rural historic districts

10/11/2005

## ***National Register of Historic Places***

[Program Description](#) | [Criteria](#) | [Nomination](#) | [Results](#)

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### **NATIONAL REGISTER OF HISTORIC PLACES CRITERIA FOR LISTING**

**FLORIDA DEPARTMENT OF STATE – Glenda E. Hood – SECRETARY OF STATE**

The *National Register of Historic Places* is an official listing of sites and properties throughout the United States that reflect the prehistoric occupation and historical development of our nation, states, and local communities. It is maintained by the Keeper of the National Register, National Park Service, U.S. Department of the Interior.

The following criteria are used by the State Historic Preservation Officer and the Keeper of the National Register in evaluating properties for eligibility for listing in the *National Register*.

#### **Criteria for Evaluation:**

1) Districts, sites, buildings, structures, and objects may be considered to have significance in American history, architecture, archaeology, engineering, and/or culture if they possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

a) are associated with events that have made a significant contribution to the broad patterns of our history; and/or

b) are associated with the lives of persons significant in our past; and/or

c) embody the distinctive characteristics of type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; and/or

d) have yielded, or may be likely to yield, information important in prehistory or history.

#### **Criteria Consideration:**

2) Ordinarily cemeteries, birthplaces, or graves of historical figures; properties owned by religious institutions or used for religious purposes; structures that have been moved from their original locations; reconstructed historic buildings; properties primarily commemorative in nature; and properties that have achieved



significance within the past 50 years shall not be considered eligible for the *National Register*. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a) a religious property deriving its primary significance from architectural or artistic distinction or historical importance; or
- b) a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- c) a birthplace or grave of an historical figure of outstanding importance if there is no appropriate site or building directly associated with his productive life; or
- d) a cemetery which derives its primary significance from graves of persons of transcendent importance, from age, distinctive design features, or association with historic events; or
- e) a reconstructed building, when it is accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and no other building or structure with the same association has survived; or a property primarily commemorative in intent, if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or
- g) a property achieving significance within the past 50 years, if it is of exceptional importance.

For further information on the *National Register* criteria for listing, please contact us at the address or phone number below:

**Historic Preservation  
R.A. Gray Building  
500 South Bronough Street  
Tallahassee, Florida 32399-0250  
Telephone (850) 245-6333 or 1-800-847-7278  
FAX (850) 245-6437**

[Program Description](#) | [Criteria](#) | [Nomination](#) | [Results](#)

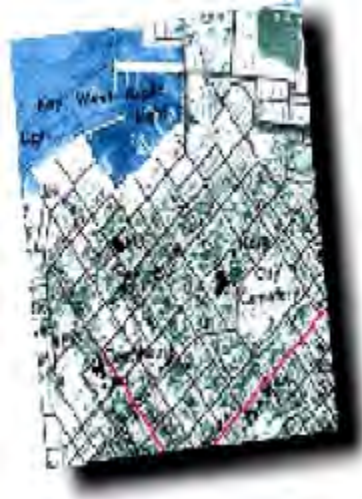
<http://www.flheritage.com/preservation/sitefile/>

10/11/2005

# Florida Master Site File

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The Florida Master Site File is a paper file archive and computer database of all known historical structures and archaeological sites in Florida. The Site File also maintains copies relevant to Florida history and prehistory. It is maintained at the R.A. Gray Building, 500 S. Bronough St., in Tallahassee by the Bureau of Historic Preservation of the Division of Historical Resources, Florida Department of State.



The Site File organizes cultural resource files alphabetically by county and resources are assigned numbers sequentially as they are recorded. Copies of survey reports are also maintained for use by researchers. Several computerized search tools have been developed to assist file users, including searches by key words, authors, etc. The staff assists researchers at our Tallahassee office, and can sometimes perform limited research on request. There are currently more than 150,000 historical structures and archaeological sites listed on the site file. These properties are not required to meet any minimum level of historical or scientific importance, but usually are at least fifty years old, and adequately located and documented. These sites represent the known physical remains of Florida's prehistoric and historic cultural heritage.



## Guidelines for Users

February, 2005

**Background** The Florida Master Site File, Bureau of Historic Preservation, Division of Historical Resources, is the office which maintains Florida's inventory of known historic structures and archaeological sites. More than 151,000 cultural resources, including 27,000 archaeological sites and 122,000 historical structures, were recorded on February 22, 2005 on the Site File. Roughly 7,000 new records or updates are added annually. These large numbers, however, represent only a small part of the heritage of Floridians, considering that less than 10% of the area of most Florida counties has undergone field survey by qualified archaeologists or architectural historians. More information about the Site File and other activities of the Division of Historical Resources is available on the World Wide Web at <http://www.flheritage.com/preservation/sitefile/>, and <http://www.flheritage.com>, respectively.

**Function** The Site File is an archive and information source only, analogous to a public library. Site File staff evaluate neither the historical significance of sites nor the potential impact of development projects, although official and unofficial evaluations by others are included in our records. Consult the Compliance Review Section of the Bureau of Historic Preservation (850-245-6333) if you have inquiries related to preservation aspects of development projects, inquiries related to local government comprehensive planning, or questions dealing with the historical aspects of state lands.

**Requesting Information** Data requests should be made in a written form by fax, letter, or e-mail. There are forms on which to make some requests—e.g., (1) assignment of Site File file number, (2) a standard cultural resource search using Township-Range-Section, and (3) requests for large blocks of digital data. Our office is open Monday through Friday from 8:00AM to 5:00PM and we have a photocopier available for public use. The Florida Master Site File maintains individual paper and computer files on archaeological sites and historical structures. We plot the locations of archaeological sites, structures which are listed on or eligible for the National Register, cemeteries, and historic districts on USGS 7.5 minute topographic maps. We are sometimes able to steer clients to local help if they need extensive photocopying or research but are not able to get to Tallahassee themselves. We charge \$0.15 per page for all photocopies when the total number of copies exceeds 100; there is no charge for smaller totals. Two Florida statutes call for the Site File to protect cultural resources by restricting public access to particular categories of information. Florida Statutes 267.135-267.14 require the Site File to withhold *locations of archaeological sites* in cases when the Division of Historical Resources finds that disclosure will put the sites at risk. Florida Statute 119.07(3)(ee) requires *structural details of facilities used by state or local governments* to be withheld except under certain narrow conditions. Research involving more than about 15 minutes of staff time, including photocopying, is normally done by the user. We can photocopy neither color sheets, nor sheets larger than 11 x 14 7/8 inches. Most of our data can be furnished quicker and more conveniently in digital form via FTP download following consultation and data setup by our staff. Plan on a response time of two weeks for routine inquiries. Site File responses by express mail are not ordinarily possible.

**Helping Us to Search Site or Survey Records** Inquiries about sites should, when known, refer to the state file number assigned to each site, historic property, or survey project. For sites and historic properties, file numbers include a two letter county code and a serial number in assignment order within the county. "LE220" or "LE00220," for example, refers to the 220th site recorded in Florida's Leon County. Searches for all historical structures and archaeological sites in a given area can efficiently be performed by legal survey location--township, range, and section, though many irrelevant resources may be listed. Specific historical structures are best searched by full street address and all known historical names. Specific archaeological sites are best searched according to their map location on 1:24,000 topographical maps of the United States Geological Survey. Survey projects and reports are filed in a single statewide sequence, and specific surveys can be searched based on the county, report

author, publication date, and report title. Past surveys within a given area can be identified from our county survey maps. *As required by Florida law, we limit the distribution of (1) location information on archaeological sites and (2) certain structural details of public buildings.* If you have very large or complex tracts of land which need to be searched, the Site File's GIS might help; please contact the Site File for current information.

***Eligibility for Listing on the Florida Master Site File*** The criteria for listing a property on the Florida Master Site File are that it be adequately documented and normally that it be at least 50 years old. Therefore, entry of a property on the Site File does not necessarily imply that it is especially significant historically, although many listed properties have great significance.

***Recording Sites*** Nonprofessionals as well as professionals have often furnished information useful in understanding and preserving historical sites. Standard Site File forms and manuals are available for recording archaeological sites, historical standing structures, historical bridges, historical cemeteries, historic districts, and building complexes. A preliminary form is available for recording historic shipwrecks. Supplementary documentation is normally required in addition to the completed form. For instance, for archaeological sites, we require (1) boundaries plotted on a 1:24,000 scale USGS topographic map for all sites, and (2) a detailed site plan at 1:600 scale or better. We encourage site recorders to use the Site File's *SmartForm II* program to document cultural resources; state-sponsored surveys resulting in at least 45 forms are required to use *SmartForm II*. Forms, manuals, and the *SmartForm II* program may be downloaded at /. <http://www.flheritage.com/preservation/sitefile>

***Computer Database Information*** The Site File can write the general computer information relating to cultural resources, one county at a time, in a convenient one record per site format. After consultation with staff, such "Santa Claus" files can be sent via FTP download. It is easiest to send the data in Microsoft Access format, which can be read by most database systems. There are explanatory handouts for each different resource type for which we send Santa Claus data.

***GIS (Geographic Information System) Data*** GIS data sets of Site File resources are also available. Staff limitations prevent us from routine plotting of custom paper maps, but if you have a GIS system, you may be able to download GIS data from our web site. Consult with the GIS Supervisor, Site File.

***EDMS (Electronic Document Management System)*** The EDMS project started in 2000 and aims to scan all paper Site File documents so that they may be searched, viewed, printed, and transmitted digitally. Scanned images are not available online but in .pdf (Adobe Acrobat format) files format by FTP download, following consultation and data setup by our staff. Documents which have been processed now include all National Register files and all manuscript files. The scanning of cultural resource records is complete for several counties, but completing the project is dependent on unpredictable funding. Project completion may not be possible until 2008 or beyond.

***Employment Opportunities*** We hire persons with architectural, historic preservation, archaeological, archival, library and computer backgrounds for entry level jobs: the best applicants have a degree or substantial college work in a relevant field, along with field experience. Since positions open frequently and unpredictably, we accept applications at any time and frequently call back. Site File employment has been a good entrée for historic preservation, especially for qualified individuals interested in working at SHPO and other state offices. Most Site File positions are hourly, start at \$11.00, and lack fringe benefits. Staff are preferred to work 34-40 hours per week. For more information talk to the Site File Supervisor or Assistant Supervisor at 850-245-6440.

***Contact*** Florida Master Site File, Division of Historical Resources, R. A. Gray Building, 500 South Bronough, Tallahassee, Florida 32399-0250. Phone: 850-245-6440; Suncom: 205-6440; Fax: 850-245-6439. E-mail: [fmsfile@dos.state.fl.us](mailto:fmsfile@dos.state.fl.us); Web page: <http://www.flheritage.com/preservation/sitefile/>

# **Defining the History of the Pinellas Peninsula For Heritage Village**

## **Major Epochs of the County's History**

These are the two big categories of the county's history. Within each are multiple smaller categories. These are presented in the accompanying "Chronological Mileposts."

- Prehistory through 1842
  - Indigenous cultures
  - Sparse settlement during colonial era
- From 1842 to the present
  - Increasingly complex society

## **Topics of Peninsula History to Explore**

- Coastal Living
  - Fishing (subsistence, commercial, sport)
  - Shipping
  - Sponging
  - "The Beach"
- Tourism
  - "The Beach" (hotels, resorts, "beach living")
  - Seasonal Residents (hotels, tin can tourist establishments, motor courts, state societies)
  - Attractions (roadside attractions, spring training)
  - Transportation (significance of infrastructure to tourism at a given time; railroads, bridges, etc.)
- Enterprise
  - Agriculture (primarily Citrus and Cattle/Livestock; also includes subsistence, truck farming, turpentine)
  - Real Estate
  - Retail Business/Small Business/Cottage Industries
  - Corporations
  - Transportation (and importance of infrastructure)
- Community Life
  - Religion
  - Education
  - Social Activities

- War
  - Seminole Wars (homefront environment, demographics, impact and consequences, sacrifices)
  - Civil War (homefront environment, demographics, impact and consequences, sacrifices)
  - Spanish-American War (homefront environment, demographics, impact and consequences, sacrifices)
  - World War I (homefront environment, demographics, impact and consequences, sacrifices)
  - World War II (homefront environment, demographics, impact and consequences, sacrifices)
  - “The Cold War” (homefront environment, demographics, impact and consequences, sacrifices)

# MEMORANDUM

**TO:** Chairman Ronnie Duncan and Members  
Historic Preservation Task Force

**FROM:** Criteria Sub-Committee  
(Ellen Babb, Joan Deming, Bob Jeffrey, Jan Luth, Becky Nielsen, Cyndi Tarapani)

**RE:** White Paper on Proposed Criteria

**DATE:** March 24, 2006

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## Background

At both the November, 2005 and January, 2006 Task Force meetings, members discussed the need to develop local criteria to guide decisions on what is historically significant in Pinellas County. Examples of the National Register of Historic Places criteria and local government ordinances were reviewed and discussed. The immediate use of the criteria would be to determine which buildings, sites and districts would be contained in the database of historic resources in Pinellas County. The Planning Department has submitted a grant application to the State of Florida Division of Historical Resources to partially fund the development of this database. The Task Force discussed the need to have criteria in place prior to initiating the development of the database. The Task Force further agreed that the substantial expertise of the members could develop the criteria for review by the selected historic preservation consultant.

At the January, 2006 meeting, the Task Force members listed above volunteered to form a sub-committee to develop the criteria for review by the full Task Force. At the request of the Sub-committee, Ellen Babb, Historian for Heritage Village also participated in the development of the criteria. The Sub-committee met as a group and then reviewed drafts via e-mail during the month of March, 2006 and now propose this draft criteria for review and discussion by the full Task Force.

## Purpose of Criteria

The purpose of the criteria is to guide decisions on the eligibility of buildings, sites and districts to be included in Pinellas County's database of historic resources. It is specifically NOT the purpose of these criteria to determine whether or not a building, site or district should be "designated" as a historic resource and be subject to local design review and protection. While these criteria may form a partial basis for that future decision, the purpose of these criteria is to establish the guidelines by which a resource would be added to the historic resources database that recognizes its significance in one or more areas.

The Sub-Committee believes that it is important to connect Pinellas County's survey and database activity to state and national accepted standards. Therefore, the proposed general criteria are based on the criteria of the National Register of Historic Places. In addition, the Sub-Committee also believes it very important that the unique local history of Pinellas County should be specifically referenced in the criteria and the second part of the criteria reflect this County's history.



## **Proposed Criteria**

The Sub-committee proposes the following criteria for review and discussion.

“Buildings, sites, structures, objects and districts within Pinellas County are considered historically significant resources if they possess and exhibit significance in American history, architecture, archaeology, engineering and /or culture.

Historically significant buildings, sites and districts shall be included on the County database of historic resources when they meet the following general and local criteria.

### **A. General Criteria**

1. The historic resource is at least 50 years of age. A building, site or district may be included on the Historic Resource Database if it is less than 50 years of age and meets the criteria of the National Register of Historic Places showing exceptional importance to the nation, State of Florida or Pinellas County.
2. The building, site or district is the location of a significant local, state or national event, and/or
3. The building, site or district is associated with the life of a significant person(s), and/or
4. The building, site or district embodies the distinctive characteristics of an architectural style, historical period, method of construction or is the work of a master builder, designer or architect whose individual work has influenced the development of the nation, State of Florida or Pinellas County, and/or
5. The site has yielded or is likely to yield information important to the prehistory or history of the nation, the State of Florida or Pinellas County.

### **B. Local Criteria**

Pinellas County further identifies the following major themes in the development of the County and recognizes that buildings, sites or districts that reflect one or more of these themes are also considered historically significant resources.

1. Coastal Living-Pinellas County’s location on the Gulf of Mexico, Tampa Bay and the Intercoastal Waterway are reflected in historic sites and buildings used by the County’s water-dependent industries such as fishing, shipping and sponging.
2. Tourism-Drawn by the beautiful beaches and weather, tourists have been attracted to Pinellas County since the late 1880s. Neighborhoods, hotels, beach lodgings and resorts developed to house the tourists while attractions were established to entertain them. Historic resources related to tourism include neighborhoods, historic hotels, resorts and motor courts, baseball spring training facilities, roadside attractions, gardens and other entertainment sites.
3. Agriculture-As the first industry in Pinellas County, agricultural historic resources are reflected in many areas of the County in farm/grove sites, warehouses, packing plants, support businesses, ditches/canals and other historic landscape features.

4. Transportation -The diverse modes of transportation (boat, railroad, car, airplane) greatly influenced the patterns of growth in Pinellas County at various periods in time. Historic resources related to transportation include piers and boat docks, train depots, bridges, airports, and historic/scenic roads and trails or sections of roads.
5. Wars -The effect of American wars is generally evidenced indirectly in Pinellas County, i.e., forts and other defense mechanisms instead of battlefields. Historic resources related to wars include Fort De Soto, military training facilities, airfields, and the Cold War defense industry buildings.
6. Florida Boom Era -Florida's real estate boom in the 1920s was experienced in Pinellas County as evidenced by the explosion of construction especially in housing and tourist hotels. Historic resources of the Boom Era include neighborhoods, tourist hotels, resorts and commercial buildings.
7. Community Life -Pinellas County was settled by and continues to attract diverse ethnic communities from different parts of the nation and world. These residents bring with them their social and cultural lifestyles which are exhibited in historic resources such as schools, religious sites, hospitals, post offices or other government buildings, meeting places, entertainment sites (e.g., theatres) parks and recreation sites and cemeteries.
8. Pre-History/Archaeology -Prior to settlement by Europeans, Pinellas County was occupied for more than ten thousand years by a succession of aboriginal cultures. From the Paleoindian to the Safety Harbor periods, the prehistory and early history of Pinellas County is reflected in a variety of archaeological site types. These include aboriginal mounds, middens, cemeteries, quarries, camps and villages, ceremonial sites, as well as historic period fishing ranchos, forts, homesteads, trails, domestic and industrial refuse sites, work camps, and shipwrecks."

### **Requested Action by Task Force**

The Sub-committee requests that the Task Force review the proposed criteria, make any revisions deemed necessary and adopt this criteria as the guidelines to be used in the development of the Pinellas County Historic Resource Database

# PINELLAS COUNTY HISTORIC RESOURCES SURVEY

May 8, 2006 Presentation

**Buildings, sites, structures, objects and districts** within Pinellas County are considered historically significant resources if they **possess and exhibit significance in American history, architecture, archaeology, engineering and/or culture.**

Historically significant buildings, sites and districts shall be included on the County database of historic resources when they meet the following general and local criteria.

## A. **GENERAL CRITERIA**

1. The historic resource is **at least 50 years of age**. A building, site or district may be included on the Historic Resource Database if it is less than 50 years of age and meets the criteria of the National Register of Historic Places showing exceptional importance to the nation, State of Florida or Pinellas County.
2. The building, site or district is the **location** of a significant local, state or national event, and/or
3. The building, site or district is **associated with the life of a significant person(s)**, and/or
4. The building, site or district embodies the distinctive characteristics of an **architectural style, historical period, method of construction or is the work of a master builder, designer or architect** whose individual work has influenced the development of the nation, State of Florida or Pinellas County, and/or
5. The site has **yielded or is likely to yield information important to the prehistory or history** of the nation, the State of Florida or Pinellas County.

## **B. LOCAL CRITERIA**

Pinellas County further identifies the following major themes in the development of the County and recognizes that buildings, sites or districts that reflect one or more of these themes are also considered historically significant resources.

1. **Coastal Living**-Pinellas County's location on the Gulf of Mexico, Tampa Bay and the Intercoastal Waterway are reflected in historic sites and buildings used by the County's water-dependent industries such as fishing, shipping and sponging.
2. **Tourism**-Drawn by the beautiful beaches and weather, tourists have been attracted to Pinellas County since the late 1880s. Neighborhoods, hotels, beach lodgings and resorts developed to house the tourists while attractions were established to entertain them. Historic resources related to tourism include neighborhoods, historic hotels, resorts and motor courts, baseball spring training facilities, roadside attractions, gardens and other entertainment sites.
3. **Agriculture**-As the first industry in Pinellas County, agricultural historic resources are reflected in many areas of the County in farm/grove sites, warehouses, packing plants, support businesses, ditches/canals and other historic landscape features.
4. **Transportation**-The diverse modes of transportation (boat, railroad, car, airplane) greatly influenced the patterns of growth in Pinellas County at various periods in time. Historic resources related to transportation include piers and boat docks, train depots, bridges, airports, and historic/scenic roads and trails or sections of roads.
5. **Wars**-The effect of American wars is generally evidenced indirectly in Pinellas County, i.e., forts and other defense mechanisms instead of battlefields. Historic resources related to wars include Fort De Soto, military training facilities, airfields, and the Cold War defense industry buildings.
6. **Florida Boom Era**-Florida's real estate boom in the 1920s was experienced in Pinellas County as evidenced by the explosion of construction especially in housing and tourist hotels. Historic resources of the Boom Era include neighborhoods, tourist hotels, resorts and commercial buildings.

**B. LOCAL CRITERIA, cont'd.**

7. **Community Life**-Pinellas County was settled by and continues to attract diverse ethnic communities from different parts of the nation and world. These residents bring with them their social and cultural lifestyles which are exhibited in historic resources such as schools, religious sites, hospitals, post offices or other government buildings, meeting places, entertainment sites (e.g., theatres) parks and recreation sites and cemeteries.
  
8. **Pre-History/Archaeology**-Prior to settlement by Europeans, Pinellas County was occupied for more than ten thousand years by a succession of aboriginal cultures. From the Paleoindian to the Safety Harbor periods, the prehistory and early history of Pinellas County is reflected in a variety of archaeological site types. These include aboriginal mounds, middens, cemeteries, quarries, camps and villages, ceremonial sites, as well as historic period fishing ranchos, forts, homesteads, trails, domestic and industrial refuse sites, work camps, and shipwrecks.”

**Date:** May 8, 2006  
**From:** Sam Casella, FAICP  
**To:** Pinellas County Historic Preservation Task Force  
**Subject:** Issues of incentives and valuation in historic preservation

### **Background**

Discussion within the task force has identified several issues relating to possible incentives to historic preservation. Among these issues are:

1. Abatement of ad valorem property taxes to encourage preservation of historically significant properties.
2. Adjustment of assessed valuation of historic properties to reflect limitations on their use.
3. Transfer of development rights to benefit preservation of historically significant properties.
4. Use of tax increment financing (TIF) to assist preservation of historically significant properties

In addition, I would like to discuss two other additional issues:

1. Possible use of the Penny for Pinellas sales tax to support historic preservation.
2. Possible use of bond financing can assist the preservation of historically significant properties.

### **Tax Abatement**

Municipalities and the County can exempt certain improvements to historically significant structures from ad valorem taxes. The exemption is limited to improvements made after an ordinance is enacted and limited to 10 years. (See information about Florida Statutes Ch. 196 below for a summary and details)

Statutory limitations limit the effectiveness of abatement to cases where the owner needs to make substantial improvements and that is not always the case. A more general limitation is that tax abatement may be less significant than the profits that can be realized by demolition and sale of the underlying land. The county staff might check to see how often Ch. 196 exemptions have been utilized in Pinellas County as part of an analysis of the usefulness of tax exemptions in recent years.

The task force may want to consider proposing an amendment to Ch. 196 to allow exemption of taxes on the land or structure as long as the historic property is properly maintained.

### **Adjustment of Assessed Valuation**

Florida Statutes authorize the property appraiser to take historic preservation into account under very limited circumstances (see information about F.S. Ch. 193 below). There are two ways that historic preservation could affect valuation:

1. If a historic preservation ordinance limits the use of the property.
2. If the owner has conveyed all development rights to the county or if the owner has covenanted not to use the property for any inconsistent purpose for at least 10 years.

County staff may want to examine the degree to which these two methods are being used at the present time in Pinellas County and the degree of awareness about them.

The task force may want to focus on understanding the potential effectiveness of the present legislation that allows adjustment of valuation and focus on stimulating its greater use before suggesting statutory improvements.

#### **Transfer of Development Rights (TDR)**

This technique has been widely reported in the national literature as an incentive for preservation of historic property. Within Pinellas County, the City of St. Petersburg and the City of Clearwater have TDR programs. St. Petersburg's TDR program appears to apply only to environmentally sensitive lands. Clearwater's TDR program includes protection of historical and architecturally significant sites within its purposes. It would be useful to investigate the degree to which Clearwater's TDR program has been used for protection of historical resources.

The county staff and the task force may want to look into both the usefulness of a TDR program and how it could be implemented in Pinellas County. Perhaps a county-wide program could be established and municipalities could opt into it. This might be especially useful for the smaller municipalities.

#### **Tax Increment Financing**

The Florida Community Redevelopment Act permits the use of Tax Increment Financing in community redevelopment areas. Tax Increment Financing essentially permits the growth in the tax base within a redevelopment area to be allocated for public capital expenditures within the redevelopment area.

Community redevelopment areas were originally defined in Florida to include slum areas, blighted areas, and areas in which there is a shortage of housing affordable to residents of low or moderate income. More recently the Florida act has been amended to include coastal and tourist areas that are deteriorating or economically distressed.

Under certain circumstances a historically significant structure might be eligible for Tax Increment Financing because it happens to be located in an area that otherwise meets the definition of a redevelopment area. However, in many cases that would not necessarily be the case and the benefits of Tax Increment Financing be unavailable to for expenditures that would support preservation of historic properties.

The task force may want to consider proposing an amendment to the Florida Community Redevelopment Act that does for historic properties what a previous amendment did for coastal and tourist areas. That is, to include historic properties in danger of deterioration or demolition within the definition of areas eligible for use of tax increment financing.

#### **Penny for Pinellas Sales Tax**

The Penny for Pinellas is a one-cent local option sales tax originally adopted in 1990 and extended for another 10 years in 2000. Revenues are over \$100 million per year shared among the County government and municipalities within the country. Revenues are used to fund a variety of capital projects.

The task force may want to suggest inclusion of historic preservation projects for inclusion in the next authorization of the Penny for Pinellas that will be effective in 2010.

One possible use would be to establish a revolving fund to assist any governmental unit in Pinellas County that is faced with an emergency capital expense necessary to save a significant historic structure. For example, if a small municipality was faced with demolition by neglect of a major historical resource due to a storm damaged roof, it could use the capital fund to make emergency repairs, place a lien on the property, and later repay the fund from lien proceeds when the property owner receives insurance money for the damaged roof. Another possible capital use would be to make public improvements, such as transportation improvements, that would improve the economic viability of a historic structure.

#### **Bond Financing**

Industrial revenue bonds are used to provide low-cost financing for a wide variety of businesses and industries. An examination of the Florida Industrial Development Financing Act (see F.S. Ch. 159 below) finds that historic preservation is defined as an industry vital to the economy of the state whose planning and financing is necessary and in the public interest.

The task force may want to consider recommending that the County take a more active approach to offering industrial revenue bonds as a possible source of favorable financing for preservation and re-use of historically significant commercial structures such as hotels, offices, stores, railroad stations, power plants and processing plants.

#### **Reference Materials**

The following page two pages (pages 4 and 5) contain a brief summary of selected Florida laws relating to historic preservation. Pages 6 through 14 contain selected Florida laws with references to historic preservation underlined.



## SUMMARY OF SELECTED FLORIDA LAWS RELATING TO HISTORIC PRESERVATION

### **The Florida Industrial Development Financing Act Ch. 159.26 Legislative findings and purposes.--**

This section concerns industrial revenue bonds. Historic preservation is included as one of the industries vital to the economy of the state. Planning and financing of these industries, including historic preservation, is declared to be necessary and in the public interest.

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### **Ch. 193.011 Factors to consider in deriving just valuation.—**

This section lists 8 factors that the property appraiser must take into account when arriving at just valuation. When evaluating one of the eight factors, the property's highest and best use and its present use, the existence of a historic preservation ordinance is to be considered, along with other land use regulations and any applicable judicial limitations.

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### **Ch. 193.505 Assessment of historically significant property when development rights have been conveyed or historic preservation restrictions have been covenanted.—**

The owner of historically significant property may convey to the county all rights to develop the property, or may covenant for a term of not less than 10 years that the property shall not be used for any purpose inconsistent with historic preservation.

If the requirements of the section are met, the property appraiser shall assess the property at fair market value, but recognize the nature and length of the restriction. The property appraiser shall report the assessed value of the property as its "classified use value" and shall report as "just value" the fair market value of such property irrespective of any negative impact that restrictions imposed or conveyances made pursuant to this section may have had on such value.

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**Ch. 196.1997 Ad valorem tax exemptions for historic properties.—**

The county or a municipality may allow an ad valorem tax exemption to historic properties if the owners are engaging in restoration, rehabilitation or renovation. The exemption may be up to 100% of the assessed value of improvements resulting from the restoration, rehabilitation or renovation. Only improvements made after the exemption is authorized are eligible and the exemption applies only to taxes levied by the unit of government granting the exemption. An exemption can be granted for up to 10 years and must be accompanied by the property owners covenant to maintain the character of the property for the period of exemption.

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**Ch. 196.1998 Additional ad valorem tax exemptions for historic properties open to the public.**

This section allows counties and municipalities to offer 100% exemption for improvements of historic properties used for a non-profit or governmental purpose.

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**SELECTED FLORIDA LAWS RELATING TO HISTORIC PRESERVATION**  
**(Significant passages underlined)**

**Florida Industrial Development Financing Act**  
**Ch. 159.26 Legislative findings and purposes.—**

The Legislature finds and declares that:

(1) The agriculture, tourism, urban development, historic preservation, education, and health care industries, among others, are vital to the economy of the state and to the welfare of the people and need to be enhanced and expanded to improve the competitive position of the state;

(2) There is a need to enhance other economic activity in the state by attracting manufacturing development, business enterprise management, and other activities conducive to economic promotion in order to provide a stronger, more balanced, and stable economy in the state, while providing through pollution control and otherwise for the health and safety of the people;

(3) In order to improve the prosperity and welfare of the state and its inhabitants; to improve education, living conditions, and health care; to promote the preservation of historic structures; to promote the rehabilitation of enterprise zones; to promote improved transportation; to promote effective and efficient pollution control throughout the state; to promote the advancement of education and science and research in and the economic development of the state; and to increase purchasing power and opportunities for gainful employment, it is necessary and in the public interest to facilitate the financing of the projects provided for in this part and to facilitate and encourage the planning and development of these projects without regard to the boundaries between counties, municipalities, special districts, and other local governmental bodies or agencies in order to more effectively and efficiently serve the interests of the greatest number of people in the widest area practicable; and

(4) The purposes to be achieved by such projects and the financing of them in compliance with the criteria and requirements of this part are predominantly the public purposes stated in this section, and such purposes implement the governmental purposes under the State Constitution of providing for the health, safety, and welfare of the people, including implementing the purpose of sec. 10(c), Art. VII of the State Constitution.

**Ch. 193.011 Factors to consider in deriving just valuation.--**In arriving at just valuation as required under s. 4, Art. VII of the State Constitution, the property appraiser shall take into consideration the following factors:

(1) The present cash value of the property, which is the amount a willing purchaser would pay a willing seller, exclusive of reasonable fees and costs of purchase, in cash or the immediate equivalent thereof in a transaction at arm's length;

(2) The highest and best use to which the property can be expected to be put in the immediate future and the present use of the property, taking into consideration any applicable judicial limitation, local or state land use regulation, or historic preservation ordinance, and considering any moratorium imposed by executive order, law, ordinance, regulation, resolution, or proclamation adopted by any governmental body or agency or the Governor when the moratorium or judicial limitation prohibits or restricts the development or improvement of property as otherwise authorized by applicable law. The applicable governmental body or agency or the Governor shall notify the property appraiser in writing of any executive order, ordinance, regulation, resolution, or proclamation it adopts imposing any such limitation, regulation, or moratorium;

(3) The location of said property;

(4) The quantity or size of said property;

(5) The cost of said property and the present replacement value of any improvements thereon;

(6) The condition of said property;

(7) The income from said property; and

(8) The net proceeds of the sale of the property, as received by the seller, after deduction of all of the usual and reasonable fees and costs of the sale, including the costs and expenses of financing, and allowance for unconventional or atypical terms of financing arrangements. When the net proceeds of the sale of any property are utilized, directly or indirectly, in the determination of just valuation of realty of the sold parcel or any other parcel under the provisions of this section, the property appraiser, for the purposes of such determination, shall exclude any portion of such net proceeds attributable to payments for household furnishings or other items of personal property.

**Ch. 193.505 Assessment of historically significant property when development rights have been conveyed or historic preservation restrictions have been covenanted.--**

(1) The owner or owners in fee of any improved real property qualified as historically significant pursuant to paragraph (6)(a), and so designated by formal resolution of the governing body of the county within which the property is located, may by appropriate instrument:

(a) Convey all rights to develop the property to the governing body of the county in which such property is located; or

(b) Enter into a covenant running with the land for a term of not less than 10 years with the governing body of the county in which the property is located that the property shall not be used for any purpose inconsistent with historic preservation or the historic qualities of the property.

(2)(a) The governing body of each county is authorized and empowered in its discretion, subject to the provisions of paragraph (6)(b), to accept any instrument conveying a development right or establishing a covenant pursuant to subsection (1); and, if such instrument is accepted by the governing body, it shall be promptly filed with the appropriate officer for recording in the same manner as any other instrument affecting title to real property.

(b) Before accepting any instrument pursuant to this section, the governing body of the county shall seek the counsel and advice of the governing body of the municipality in which the property lies, if any, as to the merit of such acceptance.

(3) When, pursuant to this section, the development right in historically significant property has been conveyed to the governing body of the county or a covenant for historic preservation has been executed and accepted by such body, the real property subject to such conveyance or covenant shall be assessed at fair market value; however, the appraiser shall recognize the nature and length of the restriction placed on the use of the property under the provisions of the conveyance or covenant.

(4)(a) During the unexpired term of a covenant executed pursuant to this section, the owner of the property subject thereto shall not use the property in any manner inconsistent with historic preservation or the historic character of the property without first obtaining a written instrument from the governing body of the county releasing the owner from the terms of the covenant. Such instrument shall be promptly recorded in the same manner as any other instrument affecting the title to real property. Upon obtaining the approval of the board for release, the property will be subject to a deferred tax liability. The release shall be made to the owner upon payment of the deferred tax liability. Any payment of the deferred tax liability shall be payable to the county tax collector within 90 days of the date of approval of the release by the board. The tax collector shall distribute the payment to each governmental unit in the proportion that its millage bears to the total millage levied on the parcel for the years in which the covenant was in effect.

(b) After a covenant executed pursuant to this section has expired, the property previously subject to the covenant will be subject to a deferred tax liability, payable as provided in paragraph (a), within 90 days of the date of such expiration.

(5) The governing body of any county which holds title to a development right pursuant to this section shall not convey that right to anyone and shall not exercise that right in any

manner inconsistent with historic preservation. No property for which the development right has been conveyed to the governing body of the county shall be used for any purpose inconsistent with historic preservation or the historic qualities of the property.

(6)(a) Improved real property shall be qualified as historically significant only if:

1. The property is listed on the national register of historic places pursuant to the National Historic Preservation Act of 1966, as amended, 16 U.S.C. s. 470; or is within a certified locally ordinated district pursuant to s. 48(g)(3)(B)(ii), Internal Revenue Code; or has been found to be historically significant in accordance with the intent of and for purposes of this section by the Division of Historical Resources existing under chapter 267, or any successor agency, or by the historic preservation board existing under chapter 266, if any, in the jurisdiction of which the property lies; and

2. The owner of the property has applied to such division or board for qualification pursuant to this section.

(b) It is the legislative intent that property be qualified as historically significant pursuant to paragraph (a) only when it is of such unique or rare historic character or significance that a clear and substantial public benefit is provided by virtue of its preservation.

(7) A covenant executed pursuant to this section shall, at a minimum, contain the following restrictions:

(a) No use shall be made of the property which in the judgment of the covenantee or the division or board is inconsistent with the historic qualities of the property.

(b) In any restoration or repair of the property, the architectural features of the exterior shall be retained consistent with the historic qualities of the property.

(c) The property shall not be permitted to deteriorate and shall be maintained in good repair and condition to the extent necessary to preserve the historic value and significance of the property.

(d) The covenant shall include provisions for periodic access by the public to the property.

(8) For the purposes of this section, the term "deferred tax liability" means an amount equal to the difference between the total amount of taxes which would have been due in March in each of the previous years in which a covenant executed and accepted pursuant to this section was in effect if the property had been assessed under the provisions of s. 193.011 irrespective of any negative impact on fair market value that restrictions imposed pursuant to this section may have caused and the total amount of taxes actually paid in those years, plus interest on that difference computed as provided in s. 212.12(3).

(9)(a) For the purposes of assessment roll preparation and recordkeeping, the property appraiser shall report the assessed value of property subject to a conveyance or covenant pursuant to this section as its "classified use value" and shall annually determine and report as "just value" the fair market value of such property irrespective of any negative impact that restrictions imposed or conveyances made pursuant to this section may have had on such value.

(b) The property appraiser shall annually report to the department the just value and classified use value of property for which the development right has been conveyed separately from such values for property subject to a covenant.

(c) The tax collector shall annually report to the department the amount of deferred tax liability collected pursuant to this section.

#### **Ch. 196.1997 Ad valorem tax exemptions for historic properties --**

(1) The board of county commissioners of any county or the governing authority of any municipality may adopt an ordinance to allow ad valorem tax exemptions under s. 3, Art. VII of the State Constitution to historic properties if the owners are engaging in the restoration, rehabilitation, or renovation of such properties in accordance with guidelines established in this section.

(2) The board of county commissioners or the governing authority of the municipality by ordinance may authorize the exemption from ad valorem taxation of up to 100 percent of the assessed value of all improvements to historic properties which result from the restoration, renovation, or rehabilitation of such properties. The exemption applies only to improvements to real property. In order for the property to qualify for the exemption, any such improvements must be made on or after the day the ordinance authorizing ad valorem tax exemption for historic properties is adopted.

(3) The ordinance shall designate the type and location of historic property for which exemptions may be granted, which may include any property meeting the provisions of subsection (1), which property may be further required to be located within a particular geographic area or areas of the county or municipality.

(4) The ordinance must specify that such exemptions shall apply only to taxes levied by the unit of government granting the exemption. The exemptions do not apply, however, to taxes levied for the payment of bonds or to taxes authorized by a vote of the electors pursuant to s. 9(b) or s. 12, Art. VII of the State Constitution.

(5) The ordinance must specify that any exemption granted remains in effect for up to 10 years with respect to any particular property, regardless of any change in the authority of the county or municipality to grant such exemptions or any change in ownership of the property. In order to retain the exemption, however, the historic character of the property,

and improvements which qualified the property for an exemption, must be maintained over the period for which the exemption is granted.

(6) The ordinance shall designate either a local historic preservation office or the Division of Historical Resources of the Department of State to review applications for exemptions. The local historic preservation office or the division, whichever is applicable, must recommend that the board of county commissioners or the governing authority of the municipality grant or deny the exemption. Such reviews must be conducted in accordance with rules adopted by the Department of State. The recommendation, and the reasons therefor, must be provided to the applicant and to the governing entity before consideration of the application at an official meeting of the governing entity. For the purposes of this section, local historic preservation offices must be approved and certified by the Department of State.

(7) To qualify for an exemption, the property owner must enter into a covenant or agreement with the governing body for the term for which the exemption is granted. The form of the covenant or agreement must be established by the Department of State and must require that the character of the property, and the qualifying improvements to the property, be maintained during the period that the exemption is granted. The covenant or agreement shall be binding on the current property owner, transferees, and their heirs, successors, or assigns. Violation of the covenant or agreement results in the property owner being subject to the payment of the differences between the total amount of taxes which would have been due in March in each of the previous years in which the covenant or agreement was in effect had the property not received the exemption and the total amount of taxes actually paid in those years, plus interest on the difference calculated as provided in s. 212.12(3).

(8) Any person, firm, or corporation that desires an ad valorem tax exemption for the improvement of a historic property must, in the year the exemption is desired to take effect, file with the board of county commissioners or the governing authority of the municipality a written application on a form prescribed by the Department of State. The application must include the following information:

(a) The name of the property owner and the location of the historic property.

(b) A description of the improvements to real property for which an exemption is requested and the date of commencement of construction of such improvements.

(c) Proof, to the satisfaction of the designated local historic preservation office or the Division of Historical Resources, whichever is applicable, that the property that is to be rehabilitated or renovated is a historic property under this section.

(d) Proof, to the satisfaction of the designated local historic preservation office or the Division of Historical Resources, whichever is applicable, that the improvements to the property will be consistent with the United States Secretary of Interior's Standards for



Rehabilitation and will be made in accordance with guidelines developed by the Department of State.

(e) Other information deemed necessary by the Department of State.

(9) The board of county commissioners or the governing authority of the municipality shall deliver a copy of each application for a historic preservation ad valorem tax exemption to the property appraiser of the county. Upon certification of the assessment roll, or recertification, if applicable, pursuant to s. 193.122, for each fiscal year during which the ordinance is in effect, the property appraiser shall report the following information to the local governing body:

(a) The total taxable value of all property within the county or municipality for the current fiscal year.

(b) The total exempted value of all property in the county or municipality which has been approved to receive historic preservation ad valorem tax exemption for the current fiscal year.

(10) A majority vote of the board of county commissioners of the county or of the governing authority of the municipality shall be required to approve a written application for exemption. Such exemption shall take effect on the January 1 following substantial completion of the improvement. The board of county commissioners or the governing authority of a municipality shall include the following in the resolution or ordinance approving the written application for exemption:

(a) The name of the owner and the address of the historic property for which the exemption is granted.

(b) The period of time for which the exemption will remain in effect and the expiration date of the exemption.

(c) A finding that the historic property meets the requirements of this section.

(11) Property is qualified for an exemption under this section if:

(a) At the time the exemption is granted, the property:

1. Is individually listed in the National Register of Historic Places pursuant to the National Historic Preservation Act of 1966, as amended; or

2. Is a contributing property to a national-register-listed district; or

3. Is designated as a historic property, or as a contributing property to a historic district, under the terms of a local preservation ordinance; and

(b) The local historic preservation office or the Division of Historical Resources, whichever is applicable, has certified to the local governing authority that the property for which an exemption is requested satisfies paragraph (a).

(12) In order for an improvement to a historic property to qualify the property for an exemption, the improvement must:

(a) Be consistent with the United States Secretary of Interior's Standards for Rehabilitation.

(b) Be determined by the Division of Historical Resources or the local historic preservation office, whichever is applicable, to meet criteria established in rules adopted by the Department of State.

(13) The Department of State shall adopt rules as provided in chapter 120 for the implementation of this section. These rules must specify the criteria for determining whether a property is eligible for exemption; guidelines to determine improvements to historic properties which qualify the property for an exemption; criteria for the review of applications for exemptions; procedures for the cancellation of exemptions for violations to the agreement required by subsection (7); the manner in which local historic preservation offices may be certified as qualified to review applications; and other requirements necessary to implement this section.

**Ch. 196.1998 Additional ad valorem tax exemptions for historic properties open to the public.--**

(1) If an improvement qualifies a historic property for an exemption under s. 196.1997, and the property is used for nonprofit or governmental purposes and is regularly and frequently open for the public's visitation, use, and benefit, the board of county commissioners or the governing authority of the municipality by ordinance may authorize the exemption from ad valorem taxation of up to 100 percent of the assessed value of the property, as improved, any provision of s. 196.1997(2) to the contrary notwithstanding, if all other provisions of that section are complied with; provided, however, that the assessed value of the improvement must be equal to at least 50 percent of the total assessed value of the property as improved. The exemption applies only to real property to which improvements are made by or for the use of the existing owner. In order for the property to qualify for the exemption provided in this section, any such improvements must be made on or after the day the ordinance granting the exemption is adopted.

(2) In addition to meeting the criteria established in rules adopted by the Department of State under s. 196.1997, a historic property is qualified for an exemption under this section if the Division of Historical Resources, or the local historic preservation office, whichever is applicable, determines that the property meets the criteria established in rules adopted by the Department of State under this section.

(3) In addition to the authority granted to the Department of State to adopt rules under s. 196.1997, the Department of State shall adopt rules as provided in chapter 120 for the implementation of this section, which shall include criteria for determining whether a property is qualified for the exemption authorized by this section, and other rules necessary to implement this section.

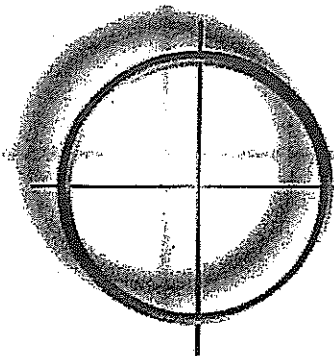
TO: Members of the Pinellas County Historic Preservation Task Force (HPTF)  
FROM: Brian Smith, Director of Planning  
SUBJECT: Status of the Consultant  
DATE: May 14, 2007

As discussed in our meeting of April 2, 2007, a total of five consultants responded to the HPTF's RFP. On April 3, 2007, the HPTF's Consultant Selection Subcommittee met to shortlist, select and recommend a consultant to the HPTF.

From the five consultants, New South & Associates was recommended to the HPTF and to the County for selection and further negotiation. On May 1, 2007, County representatives from the Purchasing and Planning Department met with Mary Beth Reed, President of New South & Associates.

At this meeting, New South & Associates was directed by County staff to resubmit their proposal with a phased-in scope of work/tasks to be completed, including best and final offer. On May 11, 2007, the County received a letter from New South Associates showing a phased-in list of work/tasks to be completed, including their best and final offer for the project.

In order to update members of the HPTF on the status of the consultant, I have attached a copy of that letter for HPTF's review and consideration, showing the phased-in scope of work (pages 1-4) and the total project cost of about \$58,000.



# NEW SOUTH ASSOCIATES

PROVIDING PERSPECTIVES ON THE PAST A WOMAN-OWNED SMALL BUSINESS

May 10, 2007

Ms. Amelia McFarlane  
Senior Procurement Analyst  
Pinellas County Purchasing  
400 South Ft. Harrison, Sixth Floor  
Clearwater, Florida 33756

Re. Revised Offer, RFP #067-0203-P (AM) Services, Consultant Historic Properties Survey

Ms. McFarlane:

We appreciate the opportunity to present our revised offer for the above referenced project. I enjoyed meeting with Ms. Mancuso and Mr. Marcel Mohseni last week and hopefully have addressed in full the issues that were discussed in the negotiations.

We were able to reduce the overall project cost substantially as some of the work has been previously completed. This includes the previous surveys, GIS maps, predictive model maps (1991), and a county-produced historic context. Should New South be selected for the survey these will be requested for use, preferably in an electronic format where possible or in hard copy. Mr. Mohseni noted that the County history, *Pinellas County Historical Background*, is in revision but could be made available for insertion in the final report as long as its authorship is properly credited.

We have created a new work plan and cost estimate as requested that are broken down by tasks to be accomplished (see attached). The work plan cites the staff members that will be assigned and the attached cost estimate shows the hours that we project for each task. There are no changes from the initial proposal in terms of staffing with the exception of the elimination of hours for myself as Senior Historian. As the county will allow the use of the historic context that the staff members have developed, the services of a Senior Historian are not needed.

We have allotted time after each task is completed for Dr. Greg Smith, the Principal Investigator, to meet with Mr. Mohseni to discuss the findings and make sure everyone is on the same page prior to moving on to the next task. Review of the work plan shows that meetings are proposed after each task is completed. However, a meeting after Task 5, for example, the completion of

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NSA-Georgia/Home Office  
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Stone Mountain, Georgia 30083  
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Columbia, South Carolina 29209  
T/803.647.5983 • F/803.647.5987

NSA-Florida  
804-C Anastasia Boulevard  
St. Augustine, Florida 32080  
T/F 904.824.38315 • F/904.824.8317

NSA-Tennessee  
108 Evander Street  
Nashville, Tennessee 37206  
T/F 615.262.4326

NSA-North Carolina  
415A South Edgeworth Street  
Greensboro, North Carolina 27401  
T/336.379.0433 • F/336.379.0434



the *SmartFormsII*, may be better handled via a phone conversation or e-mail between Dr. Smith and Mr. Mohseni. Dr. Smith will also present the project findings at the close of the project at a presentation for the Pinellas County Historic Preservation task force. Should additional meetings with the Task Force be needed, these perhaps could be scheduled coincident with the task completion meetings.

There are eight tasks involved and we would anticipate a payment schedule of 20% on the completion of Task 1, and 10% on the completion of each remaining task, leaving a 10% retainage for the county until the close of the project and all deliverables are accepted.

New South agrees that should there be further work beyond this project we will hold the rates cited in our proposal with an option upon request to increase it not to exceed the average of the Consumer Price Index (CPI) for all Urban Consumers, Not Seasonally Adjusted, for twelve months prior to renewal, or 3% whichever is less.

We are pleased to make this offer and wish you all the best. I will return the borrowed materials via First Class mail early next week to Mr. Mohseni.

Sincerely,

NEW SOUTH ASSOCIATES, INC.

A handwritten signature in cursive script that reads "Mary Beth Reed". The signature is written in dark ink and is positioned above the typed name and title.

Mary Beth Reed  
President

## Revised Historic Resources Survey Work Plan

### Task 1 – Background Research and Data Collection

- 1-Request data from Florida Master Site Files on previously recorded resources.
- 2-Obtain the following data from Pinellas County's Planning Department:
  - 1-Previous survey materials associated with previous cultural resource management efforts including maps generated to show archaeological and historic resource concentrations and/or predictive models, proposed historic district boundaries, individual locations, reports and research notes. Obtain all electronic files.
  - 2- Revised "Pinellas County Historical Background" in an electronic format
  - 3- Pinellas County Property Appraiser Records. Check potential for obtaining GIS file on all properties constructed prior to 1965.
  - 4- GIS files on current county land use.
- 3- Contact preservation staff at individual Pinellas County municipalities that may have information on their cultural resources.
- 4- Identify and consult local repositories that contain cultural information on county. Repositories may include the State Libraries and Archives of Florida, the University of Florida Library, the Clearwater Historical Museum, the Pinellas County Historical Society, the Dunedin Historical Society, the Gulfport Historical Society, the Indian Rocks Historical Society, the Largo Area Historical Society, the Palm Harbor Historical Society, the St. Petersburg Historical Society, the Tarpon Springs Historical Society, the Treasure Island Historical Society, the Pinellas County Heritage Village and the Safety Harbor Museum. This consultation may be conducted by telephone or e-mail initially to determine the extent of relevant collections.
- 5- After background research and consultation with planning staff, New South will add or refine historical themes that listed in SOW. They are:

- Coastal Living
- Tourism
- Agriculture
- Transportation
- Wars
- Florida Boom Era
- Community Life
- Prehistory/Archaeology

Staff Assigned: Archaeologist: Dr. Greg Smith; Historian: Kristie Lockerman  
Task 1 Meeting: Dr. Greg Smith

### Task 2 – Evaluate Data and Enter into GIS

1. Cross check data, identify how many of Pinellas County resources were recorded within the last decade, look for data gaps (i.e. the previous archaeological synthesis was done in 1992), identify areas of concern where the results of the literature search is weak.

2. Modify the FMSF GIS/Pinellas County data to develop an updated historic resources GIS. The updated Historic Resources GIS will contain the following layers and associated attributes as recorded in the FMSF:

- Historic Maps
- Archaeological Sites
- Historic Structures
- Cemeteries
- Bridges
- Resource Groups
- National Register of Historic Places Eligibility
- Eligible
- Not Eligible
- Eligibility Determination Unknown

3. Create roster of resource types that are associated with the historical themes presented in SOW (see above). Associate each recorded resource with appropriate theme and enter into GIS.

Staff Assigned: Archaeologist: Dr. Greg Smith; Historian: Kristie Lockerman; GIS Specialist: David Diener

Task 2 Meeting: Dr. Greg Smith

### **Task 3 – Assess Current Condition**

Create new field on *Condition* for the database and transferred to the project GIS. Assessments of condition will be generated based on GIS mapping of current landuse in Pinellas County. New South Associates will overlay County GIS information on landuse and property locations to assess condition. If an archaeological site is recorded in a location that is now shown as a subdivision, it will be assumed to have been destroyed, similarly, if a historic structure is shown on a lot that is now recorded as vacant, it will also be assumed to have been lost. The GIS comparison of resource location and current landuse will be used to generate a list of resources that may have been lost or damaged.

Staff Assigned: Archaeologist: Dr. Greg Smith; Historian: Kristie Lockerman; GIS Specialist: David Diener

Task 3 Meeting: Dr. Greg Smith

### **Task 4 – Field Reconnaissance**

This will be followed by a vehicle reconnaissance of those resources to verify conditions. The Historian will field review the locations for historic resources and the Principal Investigator will review those of archaeological sites. New South Associates will complete updated FMSF *Smart FormIIs* in the field on Motion tablet PCs for all resources that have been lost, destroyed, or significantly damaged. Minor alterations to historic resources such as the addition of a wing on a structure will not be recorded.

New South Associates will evaluate the existing resources for potential inclusion on the National Register of Historic Places (NRHP). In particular, the Historian will drive areas where resources are concentrated to gain a sense of their appearance, condition, integrity, association, and aspect.



Based on this reconnaissance, New South Associates will develop recommendations for potential districts that may be nominated to the NRHP.

Staff Assigned: Archaeologist: Dr. Greg Smith; Historian: Kristie Lockerman; GIS Specialist: David Diener

Task 4 Meeting: Dr. Greg Smith

**Task 5. Revise *Smart FormII*s where more information is needed on previously recorded resources.**

Both the Historian and Principal Investigator/Archaeologist will also review FMSF records for their respective areas for completeness. Where data are missing that should be available, such as cultural association for an archaeological site or date of construction for a historic structure, each will update the FMSF files through the completion of a new *Smart FormII*.

Staff Assigned: Archaeologist: Dr. Greg Smith; Historian: Kristie Lockerman; GIS Specialist: David Diener

Task 5 Meeting: Dr. Greg Smith

**Task 6. Update historic and archaeological resource sensitivity maps.**

New South Associates will develop mapping for both historic and archaeological resource sensitivity based on historic maps, landuse, landforms, the locations of recorded resources, and other historic and archaeological data. The current GIS mapping dates to the early 1990s and needs to be updated to generate recommendations for future resource survey and management.

Staff Assigned: Archaeologist: Dr. Greg Smith; Historian: Kristie Lockerman; GIS Specialist: David Diener

Task 6 Meeting: Dr. Greg Smith

**Task 7. Prepare report and provide preservation recommendations for inclusion.**

The final results of these analyses will be presented in a report, in GIS layers for the County's use, and in updated FMSF forms for resources that have experienced significant alterations. This report will include the following sections:

- An *Introduction* summarizing the history of Pinellas County, its archaeological and historical resources, and the outline of the report.
- A *Historic Context* presenting the history of the county, including historic maps and photographs reflecting the county's growth through time. This will be provided by county.
- A discussion of *Themes in Pinellas County History* that provides greater detail on the meaning of each of these themes to Pinellas County history and which includes numbers and locations of resources by theme. Archaeological resource locations will not be shown.

- A discussion of *Historic Resource Sensitivity* that identifies resource types that have not yet been identified as well as resource classes that are threatened. This section will include mapping that indicates areas with a high potential to contain archaeological sites.
- *Recommendations for Future Resource Management* that will present different actions Pinellas County could take to manage its historic properties, including additional survey, NRHP nominations, public outreach, the development of resource management plans, and others.
- *References Cited* will follow the report text.

Staff Assigned: Archaeologist: Dr. Greg Smith; Historian: Kristie Lockerman; GIS Specialist: David Diener

#### **Task 8 – Presentation of Results/Recommendation to Taskforce**

Project Principal Investigator will prepare and present a 45-minute PowerPoint presentation on project methods, results and recommendations at a County Preservation Taskforce meeting to be scheduled.

Staff Assigned: Dr. Greg Smith

#### **DELIVERABLES**

This report will be well illustrated and professionally designed. Following review of the draft report by Pinellas County, the report will be revised and final copies submitted.

The deliverables Pinellas County will receive from this project include:

- Five bound copies of the draft report for review
- Twenty-five bound copies of the final report in addition to two CDs containing the report in pdf format.
- Two CDs containing the GIS database with the layers described above and will all attributes included in the FMSF database.
- Updated FMSF *Smart FormII*s for submission to the Florida Division of Historical Resources.

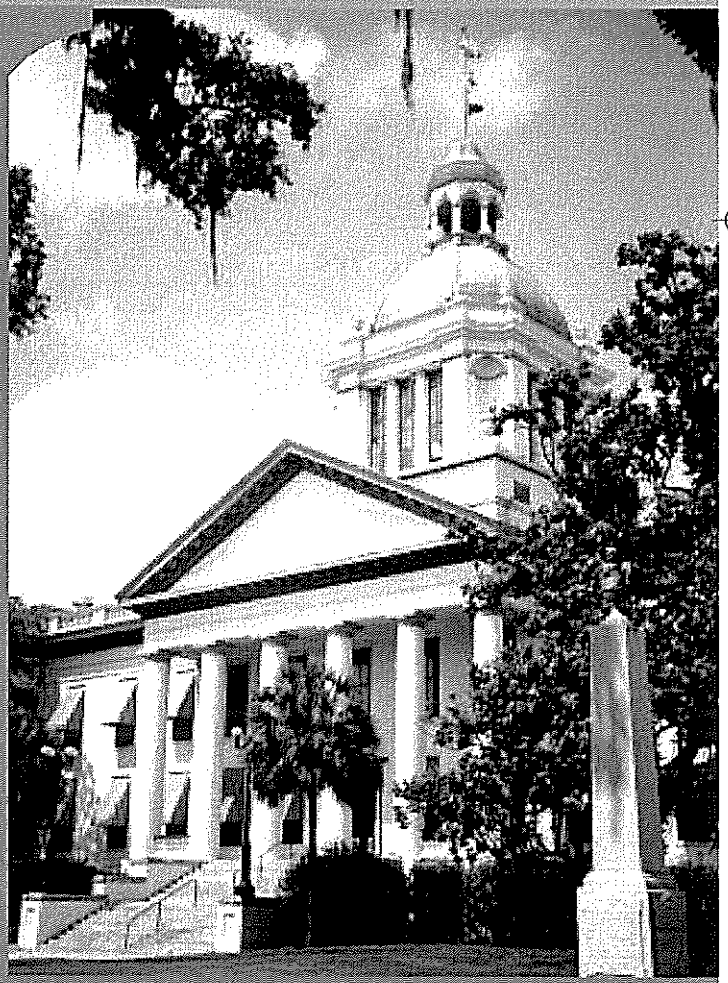
## V. PROJECT SCHEDULE

New South Associates' schedule for completing this work is provided below. This schedule is presented in project weeks without fixed calendar dates since the Time Line presented in the SOW (Section B.8) does not specify the award date. New South Associates proposes two options for completing this study, one with the development of a historic context and the second without (see Section VI of this proposal) and hence the schedule is presented in two columns reflecting the performance time of each option. The tasks outlined below are the same as shown in New South Associates' project budgets in Section VI of this proposal. New South Associates foresees no difficulty in completing this project within a 12 month period as specified by the SOW Section B.4.

<u>Task/Project Weeks</u>	<u>Option A - w/Context</u>	<u>Option B - w/out Context</u>
Notice to Proceed	Week 1	Week 1
Begin Background Research	Week 3	Week 3
Complete Background Research	Week 7	Week 5
Begin Development of GIS	Week 8	Week 6
Complete Development of GIS	Week 12	Week 10
Assign Resources to Thematic Associations	Weeks 13-14	Weeks 11-12
Assess Conditions Using GIS	Weeks 15-16	Weeks 13-14
Field Recon Condition Assessments and Update FMSF forms	Weeks 17-22	Weeks 15-20
Fill-in Missing and Incomplete Data on FMSF Forms	Weeks 23-26	Weeks 21-24
Develop Archaeological/Historical Sensitivity Models	Weeks 27-29	Weeks 25-27
Prepare Report	Weeks 30-38	Weeks 28-36
Submit Draft Report to Pinellas County	Week 39	Week 37
Receive Pinellas County Comments	Week 45	Week 43
Revise Report and Submit Finals	Week 47	Week 45
Submit GIS Layers and Data	Week 47	Week 45
Submit Updated FMSF Forms	Week 47	Week 45

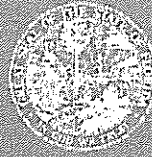
EXECUTIVE SUMMARY

# Economic Impacts of Historic Preservation in Florida



CENTER FOR GOVERNMENTAL RESPONSIBILITY ■ UNIVERSITY OF FLORIDA LEVIN COLLEGE OF LAW ■ CENTER FOR URBAN POLICY RESEARCH ■ RUTGERS UNIVERSITY





### FROM THE SECRETARY OF STATE

Florida is built on a rich history of diverse peoples who lived here before us. Even though Florida did not become a state until 1845, evidence of early peoples' lives and work on this peninsula dates back 12,000 years. Today the nation's fourth most populous state is defined and distinguished by what we know and what we continue to learn about our predecessors—Native Americans, Spaniards, the French and British and African Americans who built the unique Florida we now cherish.

Florida's historic preservation efforts, built upon four decades of programs defined by the National Historic Preservation Act, are supported by citizens, private corporations, and elected officials. In 2001, the Florida Department of State, Division of Historical Resources initiated this study, *Economic Impacts of Historic Preservation in Florida*. With funding assistance from the National Park Service, United States Department of the Interior, this study examines the direct economic benefits and concludes that this investment yields over \$4 billion annually, a benefit directly attributable to investment of public funding for historic preservation work. Our state-initiated study is a public-private partnership between the University of Florida's Center for Governmental Responsibility and Levin College of Law, the Center for Urban Policy Research at Rutgers University and the Florida Trust for Historic Preservation, and relied on VISIT FLORIDA survey information.

Our study arrived at these figures by quantifying the effect of program components such as federal income tax credit incentives, Florida jobs, incomes and property values, and direct state revenues. Generated revenues are defined by a variety of projects including restoration, educational programs for schoolchildren, private investment in Main Street businesses, bricks and mortar, and heritage tourism.

The *Economic Impacts of Historic Preservation in Florida* also reveals the startling statistic that for every dollar generated in Florida's historic preservation grants, two dollars return to the state in direct revenues. A dollar directed to the Florida Main Street program, modeled after the National Main Street design, shows a tenfold return.

Since 1977, the 20% federal income tax credits for certified rehabilitation of historic buildings have returned nearly \$382 million to investors. Florida communities such as the internationally-acclaimed Miami Beach Art Deco district, Key West, Pensacola, St. Augustine and Orlando are just a few that have benefited.

The *Economic Impacts of Historic Preservation in Florida* provides striking evidence that Florida's investment in the preservation and protection of historic places and the legacy of the cultures that created it, are paying huge dividends.

*Glenda E. Hood*  
 Glenda E. Hood  
 Secretary of State

# Economic Impacts of Historic Preservation in Florida

SEPTEMBER 2002

CHAPTER 1 PAGE 5

☐ The Economic Impacts

CHAPTER 2 PAGE 9

☐ Economic Impacts of  
**Florida Historic Rehabilitation**

CHAPTER 3 PAGE 13

☐ Economic Impacts of  
**Florida Heritage Tourism**

CHAPTER 4 PAGE 17

☐ Economic Impacts of  
**Florida Main Street Program**

CHAPTER 5 PAGE 21

☐ Economic Impacts of  
**Florida Historical Museums, Parks & Sites**

CHAPTER 6 PAGE 25

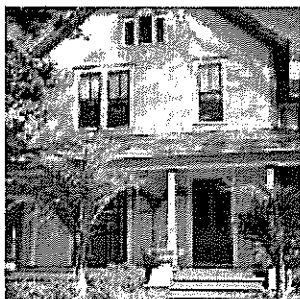
☐ Economic Impacts of  
**Florida Historical Resources Grants-In-Aid Program  
and Rehabilitation Tax Incentives**

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☐ Economic Impacts of  
**Florida Historic Districts on Property Values**

CHAPTER 8 PAGE 33

☐ Acknowledgements



Photos: (cover) Old Capitol, Tallahassee; (clockwise from top left) Colony Hotel, Delray Beach; Osceola County Courthouse, Kissimmee; Restoration of Custom House, Key West; historic residence, Tampa



[www.law.ufl.edu/cgr/pdf/historic\\_report.pdf](http://www.law.ufl.edu/cgr/pdf/historic_report.pdf)

[www.flheritage.com](http://www.flheritage.com)



"The most important part of an historic district? It gives pride of ownership to the people living in them."

— Loretta Sharp, Realtor, Lake Worth

"We don't market historic [character]. We market charm and quaintness. We don't have to say it. It's part of it."

— Craig Willis, Executive Director of the Mount Dora Area Chamber of Commerce

"Between five and nine years ago, there was a problem with lending [for historic renovations], but not now. Whatever you get here [in a historic district] you can go somewhere else in the city and get forty percent more house for the same price. Values [in historic districts] have increased."

— Jaffery M. Wolf, Developer, Saint Petersburg

"If you just give a little eye to detail, to historic preservation, you'll get more money for it."

— John Jones, Real Estate Consultant, Tampa

"The value of the property [in Ybor City] has increased so much in the last five years, like 150 percent."

— Maricela Medrano de Fakhri, Urban Planner, Ybor City Development Corporation

"The whole city is founded on tourism, and the tourism base is historic preservation."

— David D. Birchlin, Senior Planner, City of St. Augustine

# The Economic Impacts

Throughout its history, the state of Florida has attracted would-be and future residents with seductive visions of great climates, beautiful vistas, and year-round playgrounds. The end result of that lure and its accompanying dreams has been unprecedented growth for Florida, placing ever greater demands on the state's housing and infrastructure, as well as on its tax base.

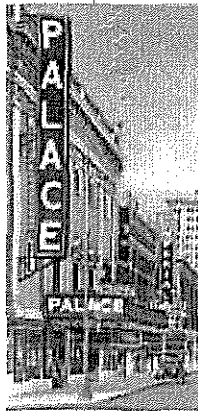
While the state has rewarded the newcomers with much that is new, Florida also is among the most ancient of American states, with well over four centuries of historic settlement laid on the archaeological remains from millennia of prehistoric settlement. This study examines the value of retaining and maintaining historic properties and sites amidst the pressures of new development.

This study, **The Economic Impacts of Historic Preservation in Florida**, is the first of its kind in Florida. Commissioned by the Florida Department of State, Division of Historical Resources and the Historic Preservation Advisory Council (now known as the Florida Historical Commission), the study is intended as a statewide analysis of historic preservation activity in Florida. The

study examines direct and multiplier effects from investment in historic preservation throughout the state in such activities as historic rehabilitation of all types of properties, heritage tourism, Main Street investment, grants programs, tax credits and museum operations.

The final numbers reflect statewide findings and do not examine individual communities, with the notable exception of the property values analysis. However, as indicated in the numerous charts of Florida community involvement in various preservation programs, the report includes input from every region of the state and its cities, towns, and villages. In each chapter of this Executive Summary,

individual communities are featured. These communities were selected at random, and their stories are intended to demonstrate



Jacksonville

how these many programs have been implemented in creative ways throughout the State of Florida.

## GENERAL FINDINGS

While the numbers found in this report are admittedly conservative, several conclusions can be made about the final results, including:

### ✓ Historic preservation creates jobs in Florida.

More than 123,000 jobs were generated in Florida from historic preservation activities during 2000. The major areas of job creation include the manufacturing sector, retail trade sector, services sector, and construction sector.

### ✓ Historic preservation makes a substantial contribution to tax collections for Florida state and local governments.

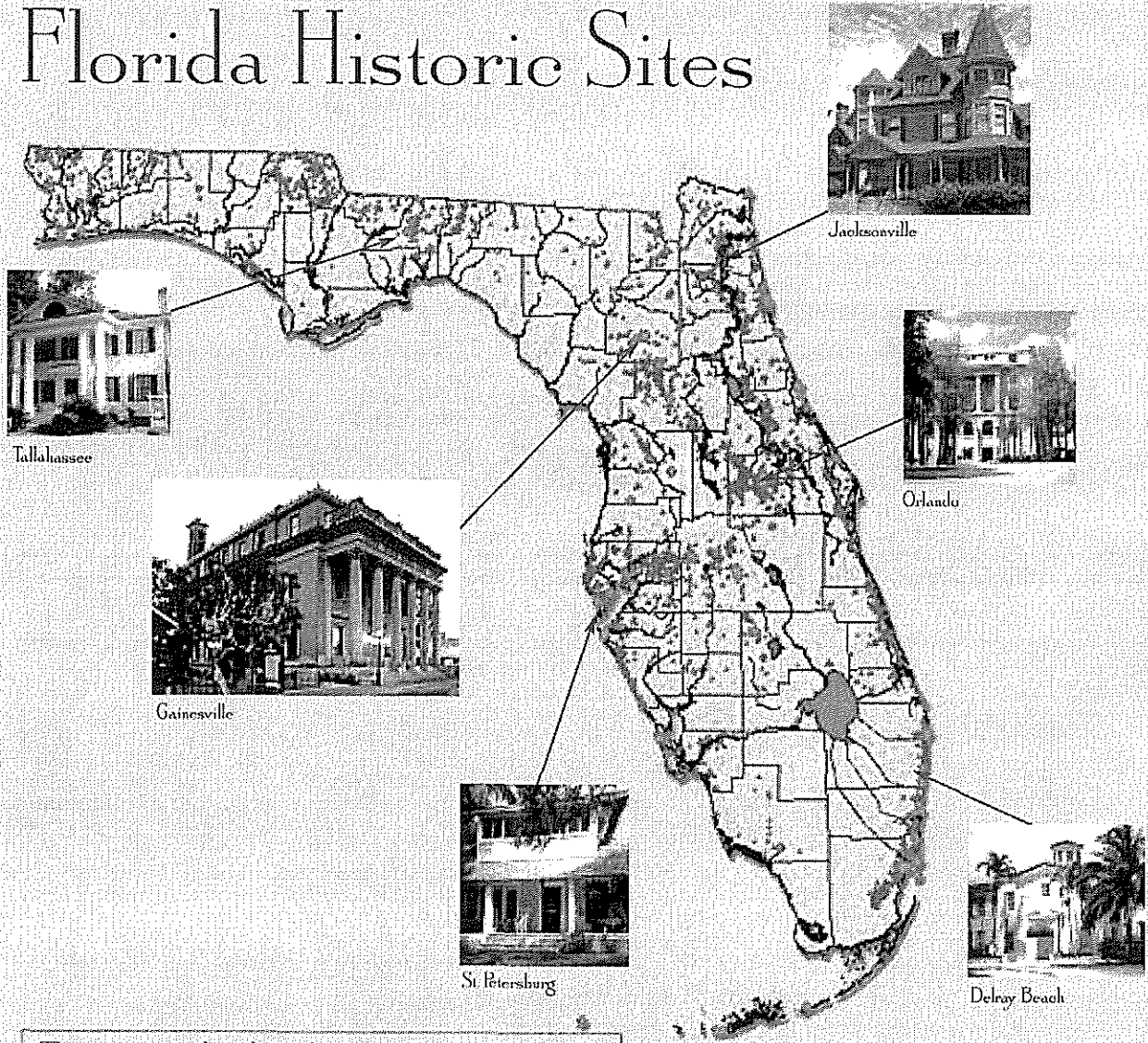
More than \$657 million in state and local taxes were generated from spending on historic preservation activities during 2000.

### ✓ Visitors to Florida spend billions of dollars while visiting historic sites.

More than \$3.7 billion was spent in Florida by tourists who visited historic sites. The tourists are lured by Florida's historic sites, historic museums, state parks, and archeological sites. There are more than 1,400 Florida listings in the National Register of Historic Places and more than 135,000 historic structures and archeological sites in the Florida Master Site File of historic sites.

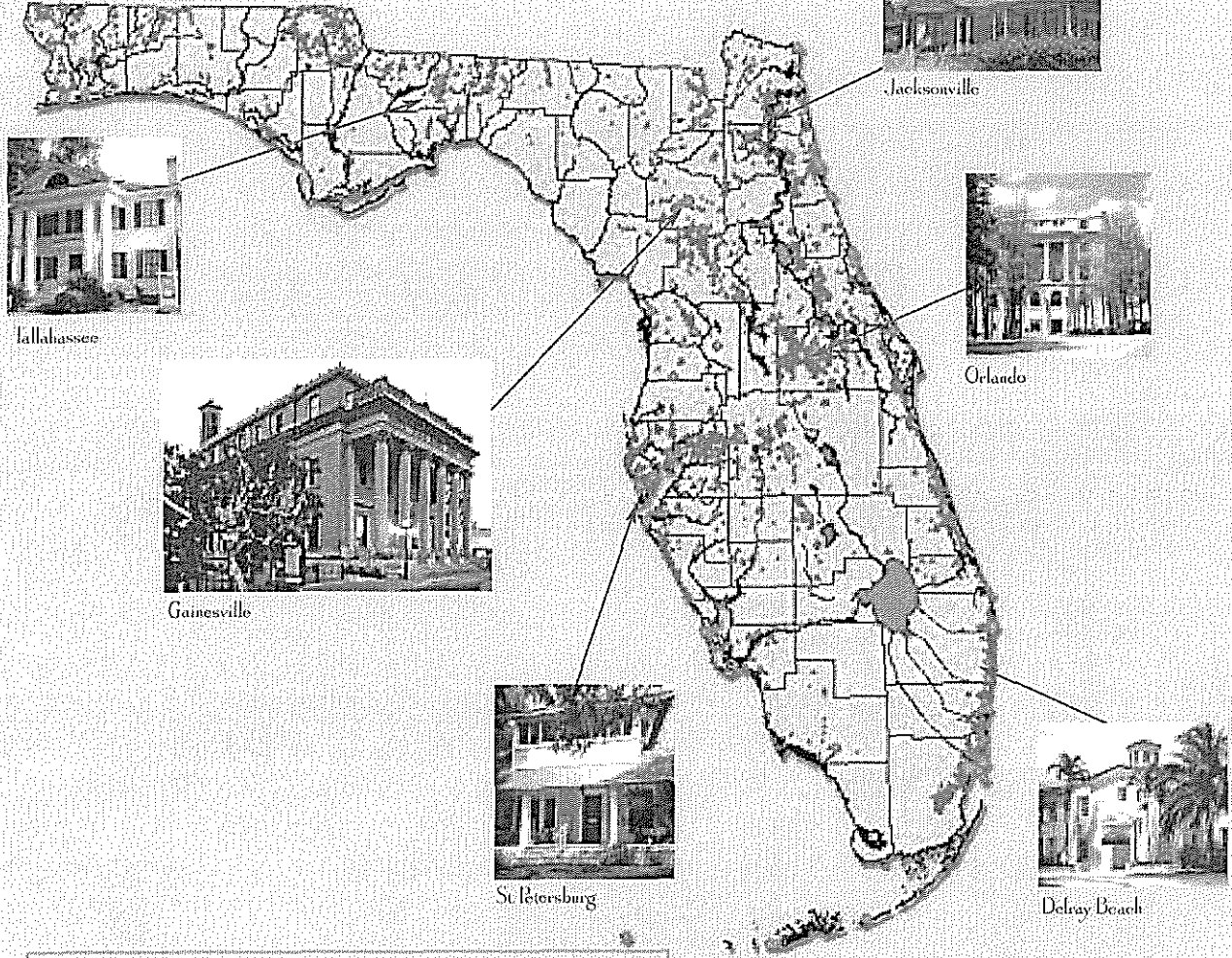


# Florida Historic Sites



The 135,000 archaeological sites and historic structures on the Florida Master Site File are widely distributed throughout all parts of the state. These sites reflect the unique environment and history of the Sunshine State.

# Florida Historic Sites



The 133,000 archaeological sites and historic structures on the Florida Master Site File are widely distributed throughout all parts of the state. These sites reflect the unique environment and history of the Sunshine State.

- ✓ Public funds invested in historic preservation grants are matched many times over with private funds in local rehabilitation projects.

Since 1983, state historic preservation grants have been awarded to projects in every Florida county, representing 2,751 projects and a state investment of \$212.1 million, which the Secretary of State's office estimates is more than doubled by leveraged public and private funds in these local communities.

- ✓ The Main Street Program creates a greater sense of place in Florida communities.

Since the Main Street Program began in Florida in 1985, eighty Florida communities have leveraged a state investment of \$4 million into partnerships between private investors and local governments. This investment became a total public/private investment in these communities of \$486.5 million (as reported by May, 2002) designated to improve the downtowns of these communities.

- ✓ Historic preservation helps to maintain property values in Florida.

In an examination of the assessed values of mainly residential property in eighteen historic districts and twenty-five comparable non-historic districts throughout Florida, there was no case where historic district designation depressed the property values. In fact in at least fifteen cases, property in historic districts appreciated greater than comparable, targeted non-historic districts.

The conclusions cited above are the result of extensive analysis of data from various public and private entities involved in historic preservation activities throughout Florida. In collecting data for this project, the research team reviewed information available through the Bureau of Historic Preservation, including grant reports, federal rehabilitation tax credit data, and Main Street project reports; surveyed local officials regarding rehabilitation activities; and conducted site visits of historic districts and sites in cities throughout Florida.

The following chapters will detail how each category of historic preservation activity generates jobs and gross state product in Florida.



West Palm Beach

**SUMMARY OF BENEFITS**

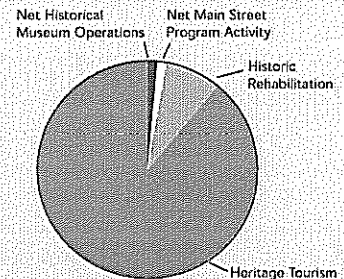
Historic preservation activities in Florida impact the state some \$4.2 billion annually. These impacts can be seen in job creation, income generated, increased gross state product, increased state and local tax collections, and increased in-state wealth.

For every category of historic preservation activity, the amount of economic benefit to the state of Florida is substantial, as indicated below:

**Direct Economic Benefit:**

**SPENDING**

- Heritage Tourism \$3.721B
- Historic Rehabilitation \$350M
- Net Historical Museum Operations \$58M
- Net Main Street Program Activity \$64M



**Total Impacts of Historic Preservation In Florida... \$4.2 billion annually**

**Florida Benefits of the \$4.2 billion Direct Annual Investment, Based on Multipliers:**

Jobs	123,242
Income	\$2.766 billion
Gross state product	\$5.266 billion
Total Taxes	\$1.254 billion in taxes
State & local taxes	\$657 million
In-state wealth	\$4.672 billion

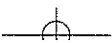
**Jobs and Income in Florida Supported by Historic Preservation:**

	JOBS	INCOME
Services Sector	33,621	\$751 million
Retail Trade	55,002	\$796 million
Construction Sector	3,893	\$174 million
Manufacturing Sector	9,627	\$322 million
Other Sectors	21,099	\$723 million
<b>Total</b>	<b>123,242</b>	<b>\$2.766 billion</b>





Gainesville



# Historic Rehabilitation

Local, state, and federal governments and private lending institutions throughout Florida are forming partnerships to invest in the redevelopment of commercial and residential historic properties and districts. Creative financing plans feature combinations of loans, grants, tax credits, and investments of public and private funds.

The result of this is rehabilitation of older structures allowing for their continued contribution to our communities. This rehabilitation may be as simple as restoring a decayed older house in one of Florida's many residential historic districts, or as extensive as the adaptive reuse projects that have transformed old industrial buildings in Tampa's Ybor City to make a vibrant and exciting commercial and entertainment district.

Like other forms of construction activity, rehabilitation itself has an economic effect. State officials estimate that sixty to seventy percent of the cost of the typical historic rehabilitation project in Florida is expended on labor, and that usually benefits local laborers.

## FINDINGS: Economic Impacts of Florida Historic Rehabilitation

In examining the economic impacts of rehabilitation of historic properties in Florida, researchers defined rehabilitation as all construction work that the Census identifies as "alterations." Not included are minor repairs or struc-

tures added to buildings. "Historic" is defined as property that is:

1. Designated as a national or local landmark; or
2. Is located in a national or local historic register district; or
3. Might be eligible for historic designation because of age or other factors.

More detailed methodology is discussed in the technical report of the study.

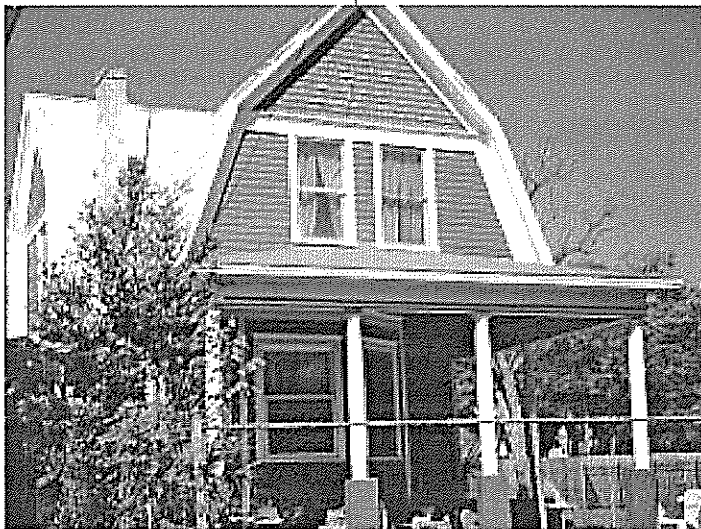
## The findings of the study are:

Historic properties accounted for about 6.5 percent of rehabilitation of existing residential and non-residential buildings in Florida in 2000.

That 6.5 percent of rehabilitation activity on historic properties represents an estimated \$350 million in spending.

The total economic impact on the state of Florida of the estimate \$350 million in spending includes:

- 10,443 jobs
- \$317 million in income
- \$496 million in gross state product
- \$111 million in taxes (including \$50 million in state & local taxes)
- \$446 million in in-state wealth



Jacksonville—Springfield



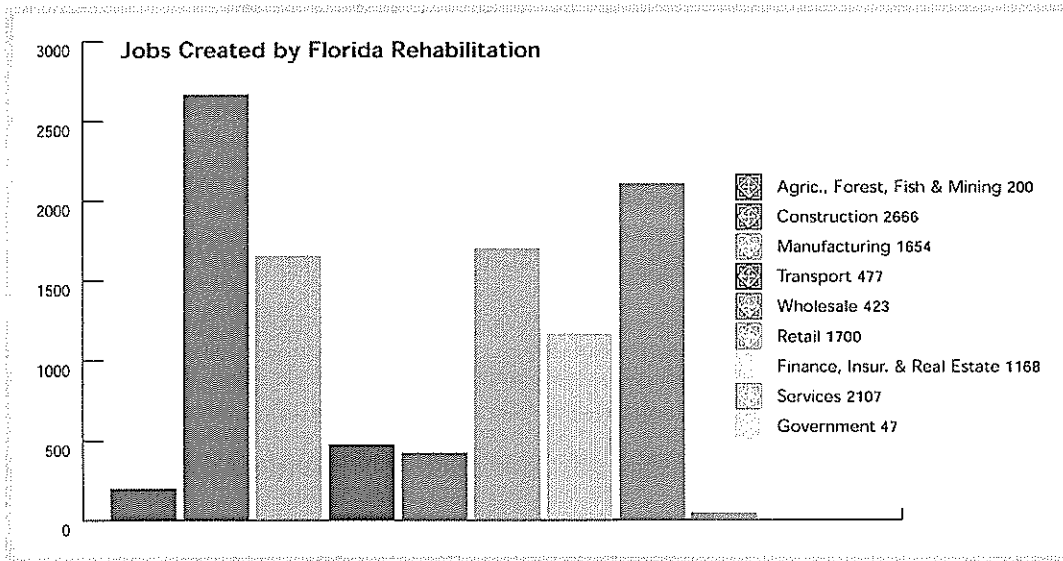
Lakeland

The 10,443 in-state jobs generated from historic building rehabilitation include jobs from the following categories:

- Construction 2,666 jobs
- Services 2,107 jobs
- Retail Industries 1,700 jobs

**SPRINGFIELD HISTORIC DISTRICT, JACKSONVILLE**

Local communities are developing creative ideas about funding the rehabilitation of historic homes, many in districts located near the urban core of the city. The City of Jacksonville's Springfield community, located just blocks from downtown, is considered the city's first downtown neighborhood, and during the silent film era, was an eastern version of Hollywood.<sup>1</sup> Historic Springfield is a nationally and locally designated historic district.<sup>2</sup> In 1998, with leadership from the neighborhood and from Jacksonville Mayor John A. Delaney, the Historic Springfield Initiative began "as a pro-



gressive plan to provide much needed infrastructure improvements, home ownership incentives and assistance, and resources for community development," according to the Mayor.<sup>3</sup>

In 1998 the City sponsored the auction of twenty-three homes in the Springfield district. Prior to the auction, lending institutions were reluctant to invest in the neighborhood. Since the auction, the city has developed a consortium of five banks that make loans for housing in the neighborhood, supplemented by public funding programs for homeowners who qualify and by assistance from community-based non-profit organizations.<sup>4</sup> Since the auction and the investment work on properties in Springfield, property values have doubled, according to city staff.<sup>5</sup>

Springfield's redevelopment is a long-term project for the city,

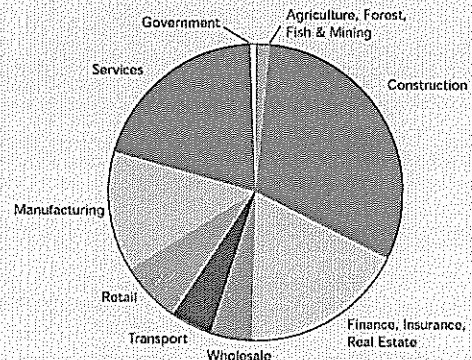
with concentration of activity occurring by quadrant, due to the size of the district. The city's Neighborhoods Department conducts monthly meetings to review city services and needs in Springfield, and, ultimately, residents hope for development of a town center near their homes. The City of Jacksonville has received numerous awards for its innovative programs in Historic Springfield. The awards include selection by the National Community Development Association for an Audrey Nelson Community Development Achievement Award for use of Community Development Block Grant funds in Springfield. The city was also recognized by Freddie Mac® in 2000 as the eighth Alliance Community in the U.S. and the first in the Southeast, for expanding mortgage credit opportunities for homeowners.

**FLORIDA'S CERTIFIED LOCAL GOVERNMENTS\***

Auburndale	Miami
Clay County	Miami Beach
Collier County	Miami-Dade County
Coral Gables	Micanopy
DeLand	Monroe County
Delray Beach	Mount Dora
Eatonville	New Smyrna Beach
Eustis	Ocala
Fernandina Beach	Orlando
Fort Myers	Palm Beach
Fort Pierce	Palm Beach County
Gainesville	Plant City
Gulfport	Pompano Beach
Highlands County	Quincy
Hillsborough County	Sanford
Hollywood	Sarasota
Homestead	Sarasota County
Jacksonville	St. Augustine
Jupiter	St. Petersburg
Key West	Tallahassee/Leon County
Kissimmee	Tampa
Lake Park	Tarpon Springs
Lake Worth	Welaka
Lakeland	West Palm Beach
Lee County	Windermere
Leesburg	

\* The Certified Local Government (CLG) Program is administered jointly by the states and the National Park Service. CLG's have established historic preservation programs, meeting federal and state requirements, which entitle them to certain grants and technical assistance. 36 C.F.R. pt. 61 <http://dhr.dos.state.fl.us/clg/index.cfm>

**Florida Income Generated by Historic Rehabilitation**



1. For additional information, see RICHARD ALAN NELSON, LIGHTS! CAMERA! FLORIDA: NINETY YEARS OF MOVIE MAKING AND TELEVISION PRODUCTION IN THE SUNSHINE STATE (Tampa: Florida Endowment for the Humanities, 1987).
2. For more information about Historic Springfield, see WAYNE W. WOOD, JACKSONVILLE'S ARCHITECTURAL HERITAGE: LANDMARKS FOR THE FUTURE. JACKSONVILLE'S HISTORIC LANDMARKS COMMISSION (1989).
3. "Historic Springfield Initiative." Brochure published by the Planning and Development Department, Jacksonville, Florida.
4. Interview with Carole A. Burchette, Program Manager, Housing Services Division, Planning and Development Department, City of Jacksonville (Mar. 28, 2002).
5. *Id.*





St. Augustine



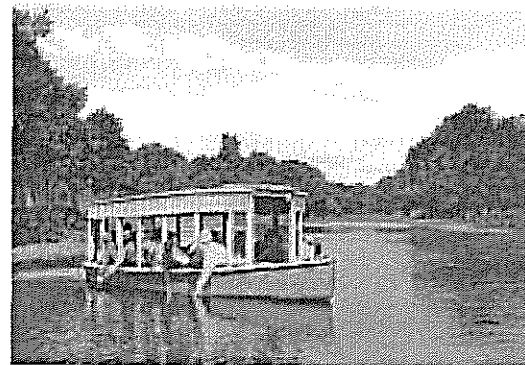
# Heritage Tourism

Tourism is a vital component of Florida's economy, as one of the state's top three revenue producers. Heritage tourism, one of the top reasons for pleasure travel, has become increasingly important both to travelers and to the communities they visit and offers significant benefits to the community. Heritage tourism can offset the costs of maintaining historic sites, help stimulate preservation efforts, and perpetuate the sense of place that lends communities their unique character and identity.

Florida had 71.5 million visitors during 2000. Some 89 percent of those visitors were from the United States; 8 percent from overseas countries; and 3 percent from Canada. Domestic visitors identify vacationing as their primary reason for coming to Florida, followed by visits to friends and relatives and business trips.

Florida is home to hundreds of opportunities to host tourists who are interested in historic sites. From the abundance of historic hotels in places like Miami Beach or St. Petersburg to such seasoned and historic attractions as Silver Springs, Parrot Jungle, Cypress Gardens, Marineland and Sunken Gardens, diverse sites attract thousands of annual visitors. In a survey released in March, 2002, Visit Florida found that six in ten respondents to their survey (61%) participated in some history-based

activities while vacationing in Florida in the past year. These activities included visits to historical museums or memorials, old homes, historic villages, Native American sites, military sites, parks or other historically important sites. In 1997 Visit Florida's *Florida Visitor Study* listed three historic sites among the top ten attractions for air visitors – Kennedy Space Center Visitor Complex, Ernest Hemingway House, and St. Augustine Historic District. The same survey found five historic sites and museums among the top ten major attractions of auto visitors surveyed – Kennedy Space Center, St. Augustine Historic District, Cypress Gardens, National Museum of Naval Aviation, and Silver Springs.<sup>1</sup> More than one-half of Florida's museums are historical, representing more than 9.7 million visitors last year, according to the Florida Association of Museums.



Silver Springs

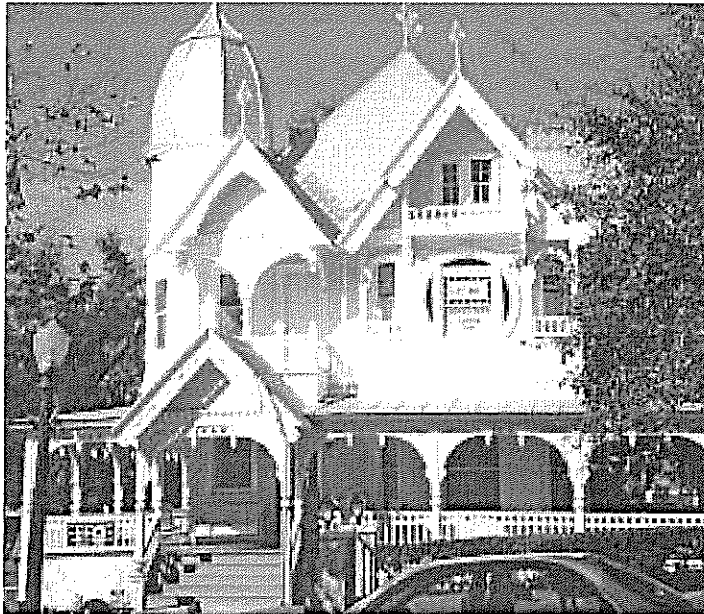
## FINDINGS: Economic Impacts of Florida Heritage Tourism

No detailed statewide analysis has yet been conducted, focusing on the travel and spending patterns of heritage tourists in Florida. However, findings of this study relating to heritage tourists who listed historic visits as a major reason for travel to the state still yielded substantial information about heritage tourism, including:

☑ An estimated \$3.721 billion in expenditures in Florida was generated by heritage tourism in 2000.

☑ In Florida, that \$3.721 billion means:

- 107,607 jobs
- \$2.314 billion in income
- \$4.552 billion in gross state product
- \$1.093 billion in taxes (including
- \$583 million in state and local taxes)
- \$4.042 billion in in-state wealth creation



Mount Dora

**ST. AUGUSTINE**

St. Augustine epitomizes heritage tourism in Florida. The city's 13,000 residents and 14.4 square miles host 3.5 million tourists annually.<sup>2</sup> The tourists relive the history of the nation's oldest continuously occupied city, strolling along St. George Street, peering from atop the fortress of Castillo de San Marcos, or driving across the Bridge of the Lions. The charms of St. Augustine even lured one of the most famous Floridians, Henry Flagler, who was so impressed that he built the Hotel Ponce de Leon and the Alcazar Hotel and purchased the Hotel Cordova.<sup>3</sup> Flagler also platted the Model Land Company district for his employees of the Florida East Coast Railroad, and that area remains today as one of St. Augustine's residential historic districts.

Heritage tourism is the industry of St. Augustine. "The whole city is funded on tourism, and the tourism base is historic preservation," observed David D. Birchim, Senior

Planner for the City of St. Augustine.<sup>4</sup> The Economic Development Council of the St. Augustine and St. Johns County Chamber of Commerce estimates that tourism county-wide brought in \$490 million in 2000.<sup>5</sup>

**KEY WEST & PENSACOLA**

Old Town, in Key West, is a 190-block area that contains 2,580 structures.<sup>6</sup> Heritage tourism has been a mainstay for Key West and

Pensacola. Key West's Old Town and Hemingway House and Pensacola's Seville Historic District have attracted tourists for decades.

**MOUNT DORA**

In recent years heritage tourists are making their own Florida discoveries. Historic Mount Dora in Central Florida<sup>7</sup> is a charming mix of commercial and residential properties. The 9,800 residents of the city host an estimated one million visitors annually, largely through a calendar filled with festivals built around the downtown historic shopping district.<sup>8</sup>

"Events put us on the map. People come for the charm," said Craig Willis, Executive Director of the Mount Dora Area Chamber of Commerce. About one-half of Mount Dora's annual visitors come for a festival. "Our topography has a lot to do with it. The hills, oak trees, overlooking a lake. The historic character and quaintness. . . We don't market historic. We market charm and quaintness. We don't have to say it. It's part of it."

The festivals are the biggest business in Mount Dora, and Willis said urban sprawl is the biggest threat. "If we sit back, Orlando's going to be knocking down the front

**Primary Activities of Domestic Visitors to Florida, 2000<sup>1</sup>**

ACTIVITY	TOTAL	AIR VISITORS	AUTO VISITORS
Beaches	32.4%	30.8%	36.9%
Shopping	32.4%	34.8%	30.6%
Theme/Amusement Park	26.5%	30.5%	22.8%
Nightlife/Dancing	12.0%	13.2%	9.6%
Outdoor (Hunt, Fish, Hike)	10.7%	10.2%	11.6%
Historical Places/Museums	9.1%	8.9%	9.4%
Golf/Tennis	6.3%	6.6%	6.5%
Cultural Events/Festivals	6.3%	6.4%	5.6%
National/State Park	5.1%	5.1%	5.3%
Sports Event	4.4%	4.5%	4.8%
Gambling	2.0%	1.7%	2.4%
Other	3.2%	3.1%	3.1%

<sup>1</sup>Travel Industry Association, TravelScope Data as cited in Florida Visitors Study, 2000.

door. That's why the preservation ordinance was passed a few years ago by 80 percent. The downtown village is our main draw. You've got to keep your character. If we lose it, it's over," Willis said.

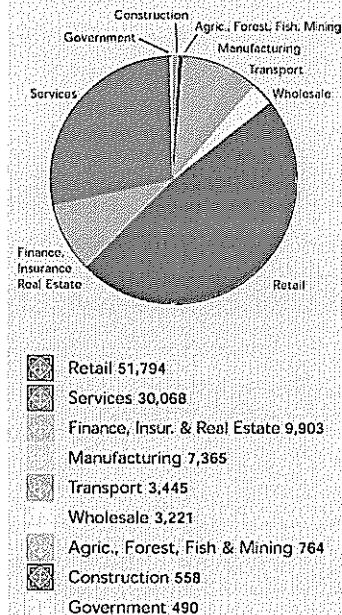
#### YBOR CITY

In Tampa, a resurgent Ybor City Historic District is drawing a new breed of heritage tourists. The com-

munity is a mix of thirty percent commercial buildings and seventy percent residential property.<sup>9</sup> It is now a fashionable entertainment district, rediscovering its potential as a tourist attraction in the wake of massive destruction after the promises of urban renewal. The City of Tampa is investing in the former immigrant community that is emerging as a lure for Florida's international visitors.<sup>10</sup>

1. VISIT FLORIDA, FLORIDA VISITOR STUDY/1997, 9, 20 (1998).
2. Interview with David D. Birchim, Senior Planner, City of St. Augustine, Florida (Mar. 28, 2002).
3. "Historic St. Augustine," St. Augustine & St. Johns County Chamber of Commerce Visitor Information, available at <http://www.staugustinechamber.com/visitor/visitor8.html>. (last visited Mar. 29, 2002).
4. Birchim interview, *supra* note 2.
5. "Tourism Industry Profile..." Economic Development of St. Augustine & St. Johns County Chamber of Commerce, available at <http://www.staugustinechamber.com/edc/community/tourism.html>. (last visited Mar. 29, 2002).
6. "Key West Facts," available at <http://www.keywestcity.com/city/welcome/cityhistory/cityhistory.html> (last visited Jan. 15, 2002).
7. For more information on Mount Dora and other picturesque Florida small cities, see, e.g., BRUCE HUNT, VISITING SMALL-TOWN FLORIDA, (Sarasota: Pineapple Press, Inc., 1997).
8. Interview with Craig Willis, Executive Director, Mount Dora Area Chamber of Commerce (Feb. 15, 2002).
9. Interview with Maricela Medrano de Fakhri, Urban Planner, Ybor City Development Corporation (Feb. 20, 2002).
10. Interview with Del Acosta, Administrator, Historic Preservation, City of Tampa (Feb. 20, 2002).

Florida Jobs Generated by Heritage Tourism



## Heritage Tourism Study: St. Johns County

The St. Johns County Tourist Development Council (TDC) commissioned the University of Florida's Center for Tourism Research and Development within the Department of Recreation, Parks and Tourism in 2001 to conduct a study of the impact of tourism on St. Johns County and St. Augustine, Ponte Vedra and The Beaches. The study, coordinated by Drs. John Confer, Lori Pennington-Gray, Brijesh Thapa and Stephen Holland, was supported by the Florida Department of State, Division of Historical Resources; the National Trust for Historic Preservation; and the City of St. Augustine.

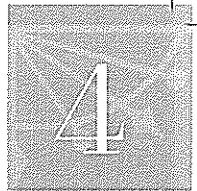
Specifically, the study will seek to address the following areas:

1. The size, relative to all St. Johns County visitors, of the heritage traveler segment, including overnight and excursionists.
2. Key factors in the heritage travelers' decision to visit St. Johns County, including the role of historic preservation in selecting St. Johns County as a vacation destination.
3. Key activities that heritage travelers to St. Johns County participated in while visiting.
4. The economic impact generated by the heritage traveler segment on the St. Johns County economy, including expenditure patterns while visiting, the average length of stay, and lodging, shopping, and dining choices.



Daytona Beach





# Main Street Program

Downtown revitalization is an important economic component of historic preservation, and Florida communities of every size have restored their main streets and rediscovered their sense of place. Diverse investment programs, through leveraging of public and private funds, are redesigning the way Floridians think about and use their downtowns.

Florida's Main Street program, a technical assistance program for communities of 5,000-50,000 in population, though the program may be tailored to smaller communities and pocket historic commercial areas of larger cities, has invested \$4 million in state grant funds to eighty participating communities, yielding a total public/private investment of \$486.5 million since the program began in 1985.<sup>1</sup> The investment also resulted in 1,816 new businesses and more than 7,000 jobs.<sup>2</sup>

## FINDINGS: Economic Impacts of Florida Main Street Program

Florida's Main Street program represents a net investment of \$64 million in construction plus retail job benefits in FY2000-2001.

Estimated average new full-time jobs created by this investment is 850 in Florida in FY2000-2001.

The overall economic impact in Florida of the \$64 million direct investment is:

- 3,202 jobs
- \$81 million in income
- \$132 million in gross state product

- \$31 million in taxes (federal, state and local)
- \$116 million in in-state wealth
- The largest number of in-state Florida jobs fostered by Main Street investment is in the retail sector.
- Other large sectors of Florida jobs benefitting from Main Street investment are construction, services, and manufacturing.

## KISSIMMEE

Local officials in Kissimmee are working to restore a community history steeped in Florida's ranching and cowboy heritage. Kissimmee joined Florida Main Street in 1997 in an effort at downtown revitalization, and completed a \$2.3 million streetscape project that contributed to the beautification of downtown.<sup>3</sup> City officials are using a Community Develop Block Grant program to extend the renovation to building facades. They have designed the city's entry gate and logo to reflect the cowboy heritage. The city has just hired its first historic preservation official in an effort to continue the restoration efforts.



## AUBURNDALE

Auburndale became a Main Street community in 1992 and merged its Main Street efforts with the Auburndale Chamber of Commerce in 1997, becoming the first such merger in Florida.<sup>4</sup> Downtown Auburndale received another boost through a grant from the Florida Department of State to reconstruct the old train station, which was dedicated in 2002 and serves as a museum and tennis center for the city.<sup>5</sup>

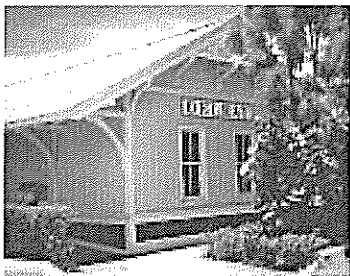
## DELAND

Established in 1985 as one of Florida's first Main Street programs, DeLand's initiative remains alive today. The Main Street program in DeLand has generated \$55 million in public construction and is credited with increasing occupancy rates from forty to ninety-eight percent. Other benefits the city has seen as a result of being a Florida Main Street community include increased sales tax revenue

from new businesses; increased interest in historic preservation; and store front renovations aided by local matching grants.<sup>6</sup>

## PANAMA CITY

Panama City Main Street is a program of the Panama City Downtown Improvement Board, Community Redevelopment Agency. In the past year, more than \$12.4 million has been invested in the



Delray Beach

community, and more than eighty-three new jobs have been created. The occupancy rate for commercial space along the main business corridor has risen from 82% to 95% with 34 businesses starting or relocating into the District. With the assistance of Florida Main Street, district merchants have received retail consultation and promotions have begun such as the "Celebrate Downtown Festival of Nations" and the "We're

Diggin' Downtown" streetscape public relations campaign.<sup>7</sup>

#### HAMILTON COUNTY

The state's only countywide Main Street program, in Hamilton County, serves the communities of Jennings, Jasper, and White Springs. Main Street is assisting local officials and businesses in promoting ecotourism of the region.<sup>8</sup>

#### HOMESTEAD

Homestead showcases its Main Street achievements the first Friday of each month with an evening known as "Friday Fest". Sightseers can take in live music as they stroll around restored historic buildings such as the Old Town Hall, which was constructed in 1917. Rehabilitation on the 7,000 square foot building began

prior to Hurricane Andrew; not surprisingly, the storm necessitated further work on the structure. Replacement trusses were crafted from trees felled by the hurricane.

Begun in 1993, Homestead's Main Street program relies largely on the local spirit of volunteerism. Recently, the program's lead organization has hired an outside consultant to assess the current market situation and identify areas in which improvements could be made. Homestead's downtown has witnessed an influx of more than \$300,000 toward efforts to beautify and rebuild the area. Homestead Main Street's Design Committee is currently working on a historic district designation report requested by the City of Homestead. The report will consist largely of a series of maps depicting structures over fifty years old, architecturally significant structures, proposed improvements, and sites of historic or cultural significance.<sup>9</sup>

#### FORT PIERCE

Main Street Fort Pierce was established in 1988 and is supported in part through paid memberships with support levels from \$15 to \$1,000. The winner of several awards (such as "Outstanding Florida Main Street Image Campaign" in 2000), the program sponsors dozens of local events annually, including "Coffee with the Mayor". This monthly opportunity runs September through May and allows organizations and businesses to present themselves to others in the community. August brings the Reverse Raffle and Silent Auction, a themed event held the third Saturday of the month. And the first Sunday in December is "Sights and Sounds on Second", a festival that culminates in the lighting of the city's Christmas tree.

### Florida Main Street Communities Since 1985

- |                                   |                  |                                      |
|-----------------------------------|------------------|--------------------------------------|
| Arcadia                           | Hamilton County  | Pahokee                              |
| Auburndale                        | Homestead        | Palatka                              |
| Avon Park                         | Immokalee        | Palm Harbor                          |
| Bartow                            | Indialantic      | Panama City                          |
| Blountstown                       | Key West         | Perry                                |
| Bonita Springs                    | Kissimmee        | Plantation                           |
| Chipley                           | Lake City        | Plant City                           |
| Clermont                          | Lake Park        | Quincy                               |
| Clearwater                        | Lake Wales       | Riviera Beach                        |
| Clewiston                         | Lake Worth       | St. Cloud                            |
| Cocoa                             | Largo            | St. Petersburg/<br>Grand Central     |
| Crestview                         | Leesburg         | St. Petersburg/<br>22nd Street South |
| Dade City                         | Marathon         | Sanford                              |
| Dania Beach                       | Marianna         | Sarasota/Newtown                     |
| Davie                             | Miami Beach      | Sebring                              |
| Daytona Beach                     | Miami Downtown   | Stuart                               |
| DeLand                            | Miami Overton    | Tarpon Springs                       |
| Delray Beach                      | Miami Shores     | Titusville                           |
| Dunnellon                         | Milton           | Venice                               |
| Eustis                            | Monticello       | Vero Beach                           |
| Ft. Lauderdale/<br>Sistrunk Blvd. | Naples           | Wauchula                             |
| Ft. Myers Beach                   | New Port Richey  | Winter Garden                        |
| Ft. Myers                         | New Smyrna Beach | Winter Haven                         |
| Ft. Pierce                        | Oakland Park     | Ybor City                            |
| Ft. Walton Beach                  | Ocala            | Zephyrhills                          |
| Goldenrod                         | Okeechobee       |                                      |
| Haines City                       | Orlando          |                                      |
|                                   | Ormond Beach     |                                      |





Ybor City

Main Street Fort Pierce bought and is in the process of restoring the historic Sunrise Theater with more than \$5 million raised from private donations and state grants. Fifteen facade projects also benefitted from state grants, as did the renovation of the Historic City Hall, a landmark constructed in 1925 that was once slated for demolition. In 1995, the program sponsored a charette to generate a master plan for the historic downtown area. Results of this master plan include a new \$2.5 million library. Main Street Fort Pierce also has supported the works of the St. Lucie Mural Society in bringing four murals to downtown depicting images of local significance.<sup>10</sup>

1. "Florida Main Street Communities Quarterly Report Data Base," Information supplied by Thadra Stanton, Florida Mainstreet Program Assistant, Florida Department of State (Mar. 7, 2002). Main Street initially was developed by the National Trust for Historic Preservation. Since 1980, Mainstreet has contributed some \$16.1 billion in public and private investment in forty states and over 1,600 American cities. Further information about this nationwide program is available at <http://www.mainstreet.org/>.
2. As of August, 2002, Florida's Main Street Program has yielded a total public/private investment of more than \$855.2 million resulting in the creation of more than 2,300 new businesses, and more than 8,900 jobs. "Florida Main Street Quarterly Report Data Base" (Aug. 14, 2002)
3. Katherine Harris, *Making It Count: How the Arts and Historic Preservation Can Make a Difference in Your County*, FLORIDA COUNTIES (Nov./Dec. 2000).
4. "Auburndale Chamber Mainstreet," Information published by the Auburndale, Florida, Chamber of Commerce, 2001/2002.
5. Interview with Doug Taylor, Building and Zoning Director, and Cindy Hummel, Director, Parks & Recreation, City of Auburndale. (Feb. 5, 2002).
6. E-mail from Taver Cornet, DeLand Main Street Program Manager (April, 2002). Further information is available at <http://www1.flausa.com/interests/mainstreet/ce.php>.
7. E-mail from Laura Lee Corbett, Florida Main Street Program Coordinator, Florida Dept. of State (Aug. 2002)
8. Harris, *supra* note 3.
9. E-mail from Dale Cunningham, Homestead Main Street Program Manager (April, 2002). Further information is available at <http://www1.flausa.com/interests/mainstreet/se.php> and <http://www.homesteadmainstreet.com>.
10. Information about these local Main Street Programs is available at <http://www.mainstreetfortpierce.org> and <http://www.visitluciefla.com/history.html>.





Bonnett House Museum and Gardens, Fort Lauderdale a property of the Florida Trust for Historic Preservation

# Historical Museums, Parks & Sites

Archaeologists estimate that humans have inhabited Florida for more than ten thousand years.<sup>1</sup> Monuments and sites commemorating that long history lure the adventurous and the just plain curious to the state. These richly diverse historical resources include Native American sites, museums, battlegrounds, parks, courthouses,<sup>2</sup> downtowns, hotels, motels, beaches, historic markers and heritage trails.<sup>3</sup>

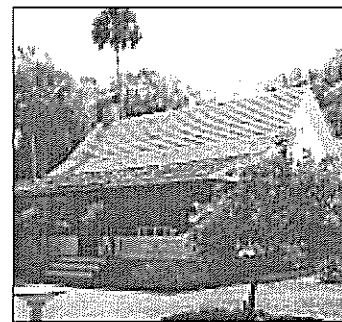
While Florida's tourism of 2002 might be better known for the Central Florida theme parks, which pump millions of dollars into the state's economy annually, tourism steeped in yesteryear continues as a growing segment of the tourist economy as well. Visitors to the state frequently combine both theme parks and historic sites on their itineraries.

A recently released survey by Visit Florida, found that six in ten respondents (61%) among Floridians who took a vacation in Florida last year participated in a history-based activity. These activities included visiting historical museums or memorials, old homes, historic villages, Native American sites, military sites, parks or other historic sites.<sup>4</sup> These findings are comparable to similar surveys of all Florida visitors in 1998 and 1999. In

1998, 52.9% of all vacationers and 57.5% of Floridians who vacationed in Florida said they visited historic sites during their trip. The figures were similar for 1999, when 54.3% of all vacationers and 55.5% of Floridians said they visited historic sites while a tourist in Florida.<sup>5</sup> With Visit Florida reporting 58.8 million tourists in 1999,<sup>6</sup> the number of visitors interested in historic sites and activities is quite significant.

These "heritage tourists" can visit a wide variety of sites in the state. Florida has more than 1,400 listings on the National Register of Historic Places.<sup>7</sup> Of the state's 356 museums, some 183 are considered historic, representing 1,610 employees, welcoming some 9.7 million visitors last year and having operating budgets totalling \$67.8 million.<sup>8</sup>

The Florida Department of State's Division of Historical Resources awards grant funds to

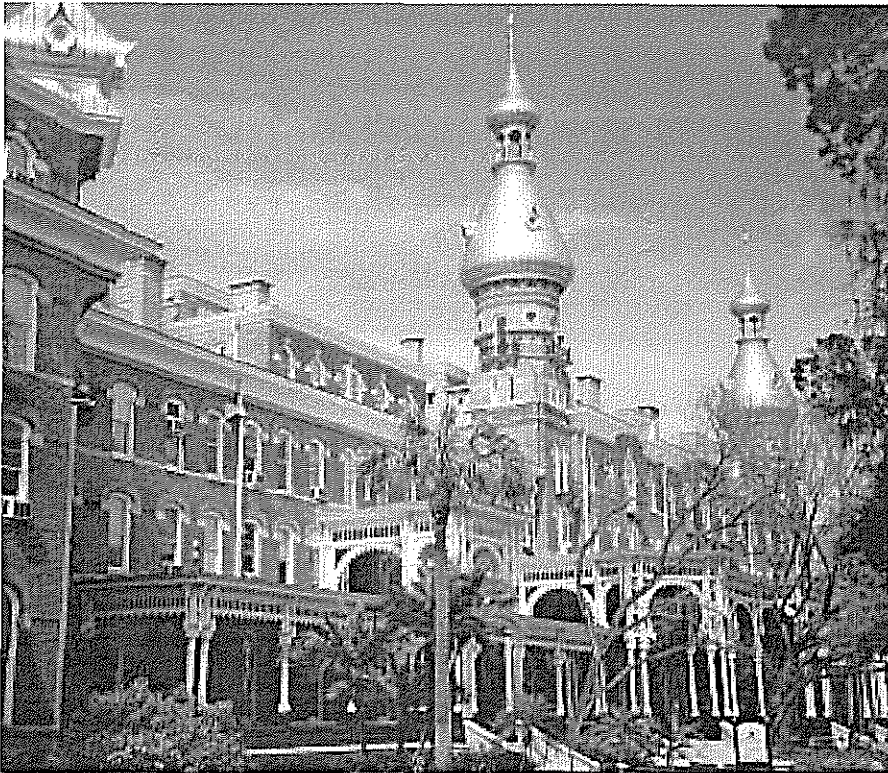


Marjorie Kinnan Rawlings House, Cross Creek

non-profit Florida history museums for operating budgets and to museums for exhibits regarding the history of Florida. Since 1997, the Division has awarded 338 grants, totaling more than \$8.4 million.<sup>9</sup>

## FINDINGS: Economic Impacts of the Operations of Florida Historical Museums

- Historical museums represent more than one-half of all the museums in Florida.
- Historical museums in Florida had an operating budget of \$68 million for 2001.
- Of the \$86 million of Florida gross state product generated by historical museums, \$29 million benefits the services sector, and \$23 million benefits the finance, insurance, and real estate sectors.
- The total economic impact of Florida historical museums net



Henry B. Plant Museum, University of Tampa

spending is 1,989 jobs, representing an income of \$54 million and \$19 million in total federal, state, and local taxes.

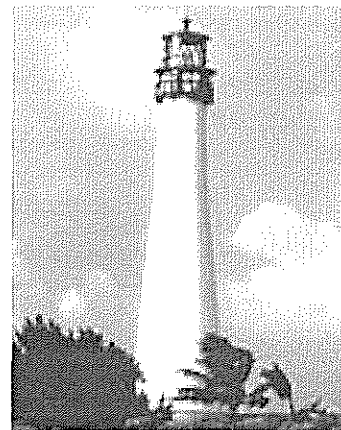
#### FLORIDA STATE & NATIONAL PARKS

Florida's historic diversity might best be reflected in the state park system, which stretches from the Alabama line to the Florida Keys. From the creation of a monument at Olustee Battlefield in Baker County in 1899, the Florida State Park system has celebrated the significant events and locations in state history.<sup>10</sup> The Civilian Conservation Corps, created in 1933, assisted in the development of the state park system. By 1938 the Florida State Park System consisted of nine parks: Highlands Hammock in Hardee

County, Hillsborough River in Hillsborough County, O'Leno in Alachua and Columbia counties, Myakka River in Manatee and Sarasota counties, Fort Clinch in Nassau County, Suwanee River in Hamilton, Madison, and Suwanee counties, Gold Head Branch in Clay County, Torreya in Liberty County and Florida Caverns in Jackson County.<sup>11</sup>

Today, Florida's network of state parks criss-crosses the state, reporting 18.1 million visitors in 2000-2001.<sup>12</sup> Of the 156 Florida state parks, 46 include sites in the National Register. Among those visitors, more than 46.2 percent traveled to a state park that is historic or includes some historic or archeological site within its borders.<sup>13</sup> Visitors to these parks take advantage of both the traditional recreational facilities of state parks and the historically significant sites.

Florida's national parks also include historic sites. Visitors to national parks located within Florida's borders, including the Castillo de San Marcos National Monument in St. Johns County and Dry Tortugas National Park in Monroe County, accounted for more than 5.2 million of the 8.7 million visitors to national parks during 1999.<sup>14</sup>



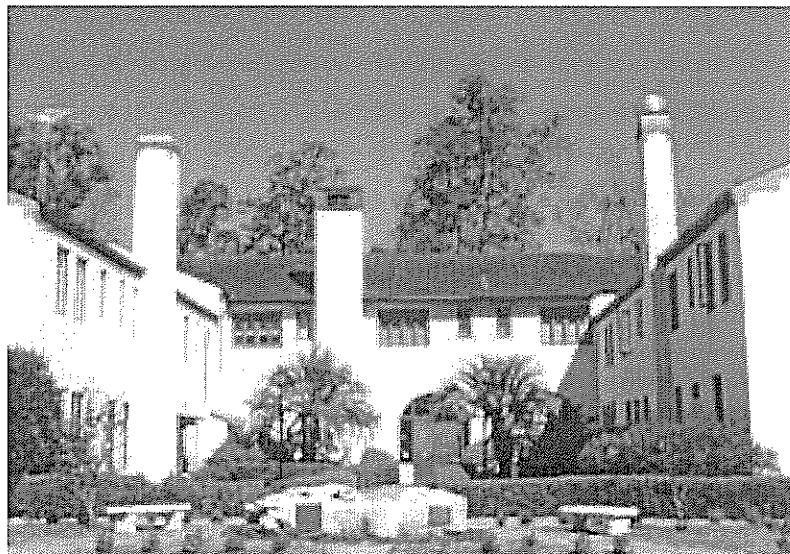
Cape Florida Light House

**National Register of Historic Places:  
Florida Listings\***

Alachua	45	Lake	20
Baker	3	Lee	44
Bay	4	Leon	55
Bradford	3	Levy	3
Brevard	42	Liberty	4
Broward	23	Madison	7
Calhoun	2	Manatee	24
Charlotte	16	Marion	29
Citrus	8	Martin	5
Clay	22	Monroe	38
Collier	19	Nassau	12
Columbia	10	Okaloosa	7
Dade	164	Okeechobee	2
DeSoto	1	Orange	36
Dixie	2	Osceola	7
Duval	78	Palm Beach	67
Escambia	33	Pasco	7
Flagler	4	Pinellas	54
Franklin	10	Polk	61
Gadsden	14	Putnam	15
Gilchrist	0	St. Johns	32
Glades	2	St. Lucie	16
Gulf	3	Santa Rosa	17
Hamilton	4	Sarasota	78
Hardee	2	Seminole	12
Hendry	10	Sumter	2
Hernando	5	Suwannee	7
Highlands	13	Taylor	2
Hillsborough	77	Union	2
Holmes	1	Volusia	78
Indian River	23	Wakulla	7
Jackson	9	Walton	5
Jefferson	19	Washington	3
Lafayette	0	<b>TOTAL</b>	<b>1429</b>

\*Florida Master Site File and the Bureau of Historic Preservation, Survey & Registration Section, August 15, 2002. The National Register is the official Federal list of properties throughout the country that reflects the prehistoric occupation and historic development of our nation, states, and local communities.

1. CHARLTON W. TEBEAU, A HISTORY OF FLORIDA 8-18 (7th prtg. 1980). See also FLORIDA DEPT. OF ENVIRON. PROTECTION, OUTDOOR RECREATION IN FLORIDA 2000, FLORIDA'S STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN (2000) available at <http://www.dep.state.fl.us/parks/planning/pdf/scorp-2000.pdf> (last visited May 30, 2002).
2. For more information about Florida's historic courthouses, see HAMPTON DUNN, HISTORIC FLORIDA COURTHOUSES (Gloucester Point, Va.: Hallmark Pub. Co., 1998).
3. For more information about Florida's historic sites, see ELIOT KLEINBERG, HISTORICAL TRAVELER'S GUIDE TO FLORIDA (Sarasota: Pineapple Press, Inc., 1997).
4. *Cultural, Heritage, and Naturism in Florida*, Memorandum from Vicki Verhine, Sr. Market Research Analyst, Visit Florida (Mar. 27, 2002).
5. "History-Based Activities and the Florida Tourist" (Visit Florida Research Dept., 2000).
6. VISIT FLORIDA, FLORIDA VISITOR STUDY 2000 (2000).
7. General information about the National Register of Historic Places is available from the National Park Service online at <http://www.cr.nps.gov/places.htm>. For more information about Florida listings on the National Register, see MORTON D. WINSBERG, FLORIDA'S HISTORY THROUGH ITS PLACES: PROPERTIES IN THE NATIONAL REGISTER OF HISTORIC PLACES (Gainesville: Univ. Press of Fla., 1995), updated online at <http://www.freac.fsu.edu/HistoricPlaces/Atlas.html> (last visited August 16, 2002).
8. E-mail from Malinda Horton, Executive Director, Florida Association of Museums, to JoAnn Klein, University of Florida College of Law (Jan. 14, 2002). Further information about the Florida Association of Museums is available at <http://www.flamuseums.org>.
9. Information supplied by the Division of Historical Resources, Museum Grants Program.
10. Florida Dept. of Environ. Protection, *History of the Florida State Park System*, available at <http://www.dep.state.fl.us/parks/information/history.htm> (last visited May 30, 2002).
11. *Id.*
12. *State Parks and Areas: Attendance at Parks by Dept. of Environ. Prot. Districts in the State and Specified Counties of Florida, Fiscal Years 1998-1999 & 1999-2000*, in FLORIDA STATISTICAL ABSTRACT 2000, 546-47 (Univ. of Fla. Bureau of Econ. & Bus. Research, 2000).
13. *Id.*
14. *Id.*



Walella Springs Lodge





Lake Worth

# Historical Resources

## Grants-In-Aid Program and Rehabilitation Tax Incentives

More than 1,400 historic properties in all 67 Florida counties have been restored or rehabilitated since 1985 through the Historical Resources Grants-In-Aid Program of the Bureau of Historic Preservation, Division of Historical Resources in the Florida Department of State.<sup>1</sup> This program has awarded more than \$212.1 million in grants to 2,751 projects, which has been matched by \$360 million in local funds, and the Florida Department of State reports that this represents a 200 percent return on the public dollars invested.<sup>2</sup>

Former Florida Secretary of State Katherine Harris has noted that approximately \$10-15 million annually in matching grant funds are available to "assist a wide variety of historic preservation projects, including cultural resource surveys, preservation education and planning, archaeological excavations, and the restoration and rehabilitation of historic buildings."<sup>3</sup> The photographs included in this book illustrate many of the historic sites in cities throughout Florida which have benefitted in some way from these state grant funds, and their successful combination of public and private investment.

State officials estimate that sixty to seventy percent of the cost of the typical historic rehabilitation project in Florida is expended on labor, and that usually benefits local workers.<sup>4</sup>

### FINDINGS: Economic impacts of the Historical Resources Grants-In-Aid Program

For the purposes of this study, the analysis was conducted on the grants which are used largely for capital improvement purposes, including the historic preservation grants and special category grants. Florida offers one of the nation's most successful programs to foster historic rehabilitation through these grants programs.

The Florida Historical Resources Grants-In-Aid Program has economic effects from both the one-time historic rehabilitation (construction) it engenders and from the ongoing historic tourism it supports through renovation of Florida's historic resources, thus resulting in visitation to historic sites.

From FY1996 through FY2001, the Florida Historical Resources Grants-In-Aid Program resulted in \$333 million in historic rehabilitation through capital improvements.



South Beach, Miami Beach

Within Florida, the \$333 million resulted in total cumulative economic impacts for FY1996-2001 of:

- 10,452 jobs
- \$317 million in income
- \$495 million in gross state product
- \$111 million in total taxes
- \$434 million in in-state wealth

Of the \$495 million in gross state product, the following sectors of the Florida economy were most greatly impacted:

- |                 |               |
|-----------------|---------------|
| • Construction  | \$111 million |
| • Services      | \$86 million  |
| • Manufacturing | \$85 million  |

### PENSACOLA

Pensacola dates back more than 450 years and has one of the oldest and most active historic preservation programs in the state.

## Historic Rehabilitation and Tax Incentives

Since 1976, the Federal Historic Preservation Tax Incentives Program has been instrumental in preserving the historic places that give Florida cities, towns and rural areas their special character. Administered in Florida by the Department of State's Division of Historical Resources, this federal program provides an investment tax credit (a dollar-for-dollar reduction of tax liability) equal to 20% of planning and construction-related costs for substantial rehabilitation of properties listed in the National Register of Historic Places, if after rehabilitation they are used for income-producing purposes.<sup>11</sup> The tax credit is available for owners and long-term lessees of historic properties. Projects must be carried out in conformance with the *Secretary of the Interior's Standards for Rehabilitation*. Over 500 buildings across the state have been rehabilitated with benefit from this program, representing private investment of more than \$367 million.<sup>12</sup>

### MIAMI BEACH

In the 1970s, a push to save the unique Art Deco architecture of Miami Beach began after local residents became concerned that the brightly colored buildings of the 1930's and 1940's were seriously endangered by decay and neglect.<sup>13</sup> Activist Barbara Capitman began a drive to save the buildings, and today the city boasts the first and largest historic district of Art Deco architecture in the world.<sup>14</sup>

The Miami Beach Architectural District (the Art Deco Historic Architectural District), one of six

historic areas in Miami Beach, hosts an estimated seven million tourists annually, making the area the number one tourist attraction in South Florida and the number two tourist destination in Florida, after the Disney attractions.<sup>15</sup> City officials estimate that the influx of tourists to South Beach contributes more than \$11 billion annually to the area.<sup>16</sup> The city benefits from a combination of rehabilitated historic hotels and apartments, new hotels, a thriving beachfront, and a vibrant community, all of which emerged with the city's renaissance.

Miami Beach has been one of the largest beneficiaries of the federal tax incentives program. Since the last major change to the program occurred in 1986, rehabilitation projects qualifying for the federal tax credit in the Art Deco Historic Architectural District have accounted for more than \$40.7 million in private investment — with the historic properties being reused as hotels, offices, retail space and apartments.

Several other cities, including Lakeland and West Palm Beach, have seen significant improvements in their downtown commercial areas as a result of this program.

In addition to the federal incentives program, two types of local option ad valorem tax exemption programs and a broad range of discretionary local incentives also encourage preservation of historic properties in Florida communities. These incentives are often enacted through the efforts of the community's Certified Local Government program.

Much of the preservation effort in the downtown area has focused on the Historic Pensacola Village, composed of twenty properties constructed between 1800 and 1900. Ten of these properties have been transformed into a museum complex depicting the history of the city.<sup>5</sup>

In 2000-2001, three Historic Pensacola Village buildings received a \$250,000 grant from the state for restoration and continued museum use. The grant applicant, Historic Pensacola, Inc., estimated that, once restored, these buildings would host more than 500,000 visitors annually.<sup>6</sup>

Another \$250,000 grant was awarded to Pensacola in 1999-2000 for rehabilitation work on the Old Pensacola City Hall, which now houses the T.T. Wentworth, Jr., Florida State Museum, with an estimated annual visitation of 40,000.<sup>7</sup>

These and other historic projects in Pensacola and Escambia County have received more than \$6.6 million in state grant awards since 1983.

### KEY WEST

Key West's historic treasures differ from those of many other Florida cities because most of the structures of historical significance in this southernmost city are homes and cottages, representative of the late 1800's.<sup>8</sup> The charm of Key West, recreated from its cultural and island getaway reputation, lures tourists by car, by air, and even by cruise ship in the hundreds of thousands annually. The continued restoration and rehabilitation investment in Key West has been encouraged by a mixture of the state grants and federal tax credits programs.

During the decade of the 1990's, the Key West Custom House, an 1891 public building that has served many government uses, underwent a major restoration for use as a museum today. Abandoned in 1974, the large structure received a variety of state grants from 1992 to 2000, totaling





Old Christ Church, Pensacola

\$1.25 million in public funds.<sup>9</sup> The Custom House is now open as a historic museum and is estimated to attract 150,000 tourists annually.<sup>10</sup>

Key West also has received grant funds for other properties such as the Audubon House, Bahama Village Preservation, the Old Firehouse, Fort Zachary Taylor, Key West Cemetery, Key West Lighthouse, Old City Hall, the Oldest House, Truman Little White House, and archaeological programs.

#### SPECIAL CATEGORY GRANTS

While the three cities cited above are well-known for their

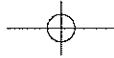
historic projects, the special category grants program also made awards to a variety of other types of projects. Recent examples include:

- Governor Stone Schooner, Apalachicola Maritime Museum, Inc., \$99,015
- Gulfview Hotel, Fort Walton Beach, \$174,500
- Key West Naval Storehouse, \$359,000
- Stetson University Historic District, \$350,000
- Wakulla Springs Lodge, \$97,875
- White Hall, Bethune-Cookman College, \$400,000

1. FLORIDA DEPT. OF STATE, DIV. OF HISTORICAL RESOURCES, FISCAL YEAR 2001-2002, RESTORATION OF HIST. PROPERTIES, SPECIAL CATEGORY PROJECTS, APPROVED & RANKED BY THE FLA. HIST. PRESERVATION ADVISORY COUNCIL VII (2000).
2. Katherine Harris, *Making it Count: How the Arts and Historic Preservation Can Make a Difference in Your County*, FLORIDA COUNTIES (Nov./Dec. 2000).
3. *Id.* Further information about the Historical Resources Grants-in-Aid Programs, including examples of recent grants and application information, is available from the Division of Historical Resources at <http://dhr.dos.state.fl.us/bhp/grants> (last visited Mar. 10, 2002).
4. Harris, *supra* note 2.
5. City of Pensacola, Architectural Review Board, Planning and Neighborhood Development, available at [www.ci.pensacola.fl.us](http://www.ci.pensacola.fl.us).
6. FLORIDA DEPT. OF STATE, DIV. OF HISTORICAL RESOURCES, FISCAL YEAR 2000-2001, RESTORATION OF HIST. PROPERTIES, SPECIAL CATEGORY PROJECTS, APPROVED & RANKED BY THE FLA. HIST. PRESERVATION ADVISORY COUNCIL 22 (2000).
7. FLORIDA DEPT. OF STATE, DIV. OF HISTORICAL RESOURCES, 1999-2000 BUDGET REQUEST, RESTORATION OF HISTORIC PROPERTIES, SPECIAL CATEGORY PROJECTS 35 (1999).
8. City of Key West, "Key West Facts," available at <http://www.keywestcity.com>
9. "Historic Preservation Grants Awarded," information supplied by Florida Dept. of State, Div. of Historical Resources, May, 2001.
10. See 1999-2000 Budget Request, *supra* note 7, at 21.
11. I.R.C., 26 U.S.C. §47 (2002).
12. "Florida Projects Qualifying for Federal Rehabilitation Tax Credit, 1/1/1987-3/7/2002," information supplied by Florida Dept. of State, Div. of Historical Resources.
13. For more information about Miami Beach's Art Deco district, see FROM WILDERNESS TO METROPOLIS: THE HISTORY AND ARCHITECTURE OF DADE COUNTY (1825-1940), 153 (Metropolitan Dade Co., Office of Community Dev., Hist. Pres. Div., 2d ed.1992).
14. Further information about this important restoration is available from The Miami Design Preservation League, at [www.mdpl.org](http://www.mdpl.org).
15. City of Miami Beach, "Tourism Overview," available at <http://www.ci.miami-beach.fl.us>.
16. *Id.*

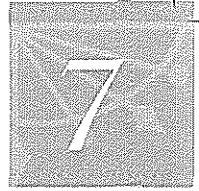
#### Total Grant Projects, 1983-2002

COUNTY	NO.	VALUE
Alachua	64	\$3,715,724
Baker	12	876,388
Bay	13	615,075
Bradford	2	125,615
Brevard	49	2,577,887
Broward	83	6,289,838
Calhoun	12	1,395,647
Charlotte	13	274,274
Citrus	28	2,059,967
Clay	23	1,194,577
Collier	15	836,927
Columbia	11	738,860
Dade	237	18,712,701
DeSota	3	275,000
Dixie	9	83,715
Duval	111	11,672,080
Escambia	69	6,652,967
Flagler	12	998,167
Franklin	29	1,937,755
Gadsden	23	2,374,170
Gilchrist	2	50,000
Glades	5	300,510
Gulf	9	658,728
Hamilton	13	393,917
Hardee	8	660,145
Hendry	13	977,994
Hernando	3	108,632
Highlands	25	1,576,874
Hillsborough	128	12,425,146
Holmes	1	20,500
Indian River	18	1,078,430
Jackson	13	929,225
Jefferson	37	3,729,073
Lafayette	2	466,977
Lake	51	2,679,060
Lee	55	3,543,064
Leon	96	11,976,800
Levy	14	532,802
Liberty	3	112,317
Madison	11	1,738,940
Manatee	33	1,759,618
Marion	49	1,489,183
Martin	23	2,471,720
Monroe	110	8,384,800
Multi-County	28	341,092
Nassau	37	2,960,373
Okaloosa	18	982,868
Okeechobee	4	798,625
Orange	73	6,551,380
Osceola	13	760,625
Palm Beach	140	9,429,150
Pasco	44	2,975,385
Pinellas	106	7,462,969
Polk	103	10,454,884
Putnam	28	1,403,673
Santa Rosa	37	1,292,377
Sarasota	77	8,164,860
Seminole	21	1,048,207
St. Johns	123	11,793,983
St. Lucie	27	1,978,992
Statewide	104	3,607,287
Sumter	6	842,674
Suwannee	11	1,696,965
Taylor	12	334,585
Union	3	868,750
Volusia	162	12,577,525
Wakulla	12	953,938
Walton	14	694,669
Washington	8	697,350
<b>Total</b>	<b>2751</b>	<b>\$212,144,448</b>



West Palm Beach





# Property Values

Historic preservation is dependent upon local ordinances and programs. These ordinances are usually part of zoning ordinances and administered through zoning mechanisms. These ordinances typically create a board to designate historic districts or landmarks, together with criteria for designation.

The ordinances then set forth a process under which designated properties must seek review for certain external alterations, demolitions or other construction.<sup>1</sup> A review of assessed values of historic properties in Florida has shown that historic preservation helps to maintain property values. The results are similar to studies in other states and show that historic property often appreciates at higher rates than similar non-historic property.<sup>2</sup>

Project staff collected property appraiser information for more than 20,000 parcels in eight Florida cities for the years 1992, 1997 and 2001.<sup>3</sup> They then reviewed changes in assessed property values in eighteen historic districts and twenty-five comparison neighborhoods. The review compared property of a similar description (e.g., Single Family Residential), measuring percentage changes from 1992-1997, 1997-2001 and 1992-2001. Assessed property values over the ten-year period from 1992-2001 were reviewed for the following cities:

- Jacksonville: 1 historic district (both National Register & local), 2 comparison neighborhoods
- Gainesville: 2 historic districts (both National Register & local), 2 comparison neighborhoods
- Ocala: 2 historic districts (both National Register & local), 3 comparison neighborhoods
- Tampa: 2 historic districts (both National Register & local), 2 comparison neighborhoods
- St. Petersburg: 4 historic districts (local), 6 comparison neighborhoods
- Lakeland: 4 historic districts (3 National Register & local, 1 local), 5 comparison neighborhoods
- West Palm Beach: 2 historic districts (1 National Register & local, 1 local), 2 comparison neighborhoods
- Lake Worth: 1 historic district (local), 1 comparison neighborhood

Although the property values review was not a comprehensive survey of all Florida property, its conclusions are based on a fairly representative sample of mainly residential historic districts in eight large and medium-sized Florida cities.

## FINDINGS: Comparative Property Values Analysis

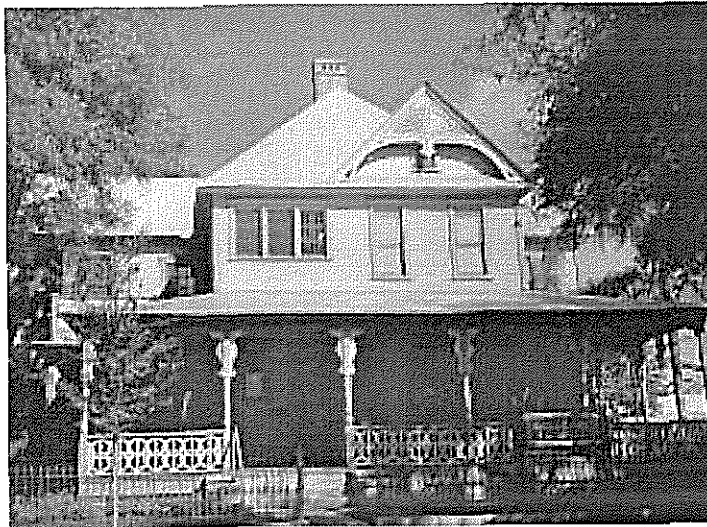
- ☑ Historic preservation helps to maintain property values in Florida.
- ☑ In at least fifteen of the eighteen cases studied, property in the historic district appreciated greater than in the non-historic comparison neighborhoods
- ☑ No instance was found where historic designation depressed property values.

## FLORIDA COMMUNITIES

In a desire to live near their downtown offices or in communities reminiscent of their grandparents' homes, young professionals have joined long-time local residents trying to improve declining urban neighborhoods, and are creating a market throughout Florida for homes located in historic districts. As demand increases, value of these properties increases, according to city staff in a sampling of Florida communities.

## ORLANDO

The City of Orlando conducted an informal analysis of sale prices in two historic districts during the 1990s. They found a pattern of increased sale price per square foot, using information from neighborhood association newsletters and from the local property appraiser. Their analysis of selected properties indicated that: (a) in the Lake Lawsona historic district, which was designated in 1994, the sale price per square foot increased from \$55.12 in



Tampa

1992 to \$129.11 in 2001; and (b) in the Lake Eola Heights historic district, which was designated in 1989, the sale price per square foot increased from \$45.55 in 1990 to \$117.55 in 2002.<sup>4</sup>

#### TAMPA

In the past twenty-three years, the Hyde Park Historic District of Tampa transformed from a depressed area with rooming houses and boarding houses to a premier neighborhood with homes now selling for \$1 million.<sup>5</sup> According to a Tampa real estate consultant, Hyde Park is experiencing a 10 percent appreciation per year and houses can be sold in as quickly as a matter of hours.<sup>6</sup>

Tampa Heights is being transformed through home ownership investment and city investment in infrastructure.<sup>7</sup> Throughout the district, neighborhood redevelopment is apparent.

#### OCALA

The Ocala Historic District, centered on Fort King Street, has been brought back to life from a declined neighborhood in the 1980's to a highly desirable residential area today.<sup>8</sup> The district began with a group that wanted to save the homes in the area, and worked to achieve an ordinance through the city.

#### WEST PALM BEACH

The combination of living in a historic district, and proximity to a booming historic downtown corridor along Clematis Street and a new large-scale mixed-use development, have contributed to increased property values during the past two or three years in the West Palm Beach districts of Grandview Heights and Flamingo Park.<sup>9</sup>

#### LAKELAND

The City of Lakeland, which encourages historic districts with city-supported infrastructure such as historic light fixtures, brick street repair and tree replanting, has four residential and one commercial historic districts. The oldest district is South Lake Morton which has emerged from divided houses used as apartments fifteen years ago to single family home ownership today. City staff estimate that five years ago a property in South Lake Morton, where many properties are bungalows, could be acquired for rehabilitation for \$45,000-\$50,000. Today, they estimate, it will cost closer to \$100,000.<sup>10</sup>

#### ST. AUGUSTINE

Lincolville, the last remaining historic neighborhood in St. Augustine, which is undergoing

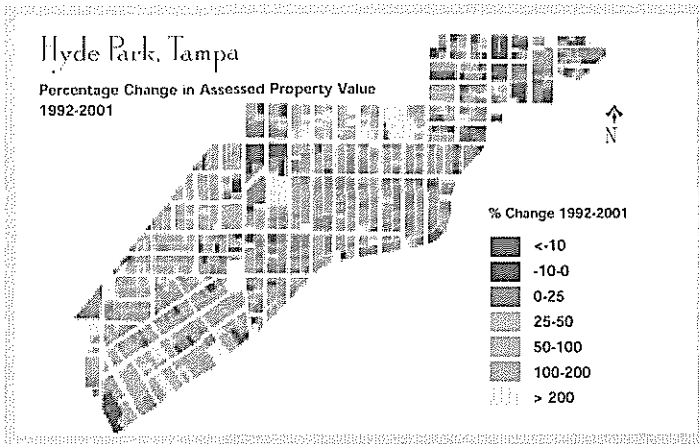
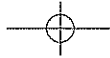
rehabilitation, has experienced an increase in buying/selling in the past five years. City staff estimate that five years ago, a house in disrepair could be purchased for \$10,000 and resold. The cost of such a house in disrepair has climbed to in excess of \$65,000, and today small vacant lots are selling for that amount.<sup>11</sup>

#### GAINESVILLE

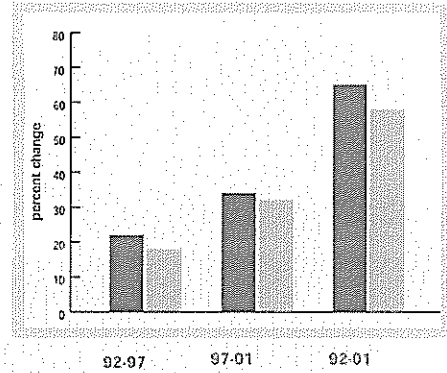
Property values in two Gainesville residential historic districts were evaluated over the period 1992-2001.<sup>12</sup> The Northeast Historic District has about 160 acres of homes dating from 1875 through the 1920's, including Epworth Hall, part of the old East Florida Seminary, which later became the University of Florida. Listed on the National Register since 1980, the area saw much rehabilitation work in the 1990's. The Northeast Historic District was compared with the Golfview neighborhood, a residential area in southwest Gainesville near the present UF campus. Over the ten-year period from 1992-2001, average single family residential property values rose by more than 67% in the Northeast Historic District, compared with 52.5% for Golfview.

Pleasant Street Historic District, Gainesville's oldest African-American neighborhood, was listed on the National Register in 1989, and contains more than 270 homes built between 1870 and the 1930's. This neighborhood was compared with the mixed use area immediately west known as the Fifth Avenue neighborhood. Single family property in Pleasant Street increased by some 48% from 1992-2001, compared with 41% for the Fifth Avenue neighborhood. (See charts on following page.)

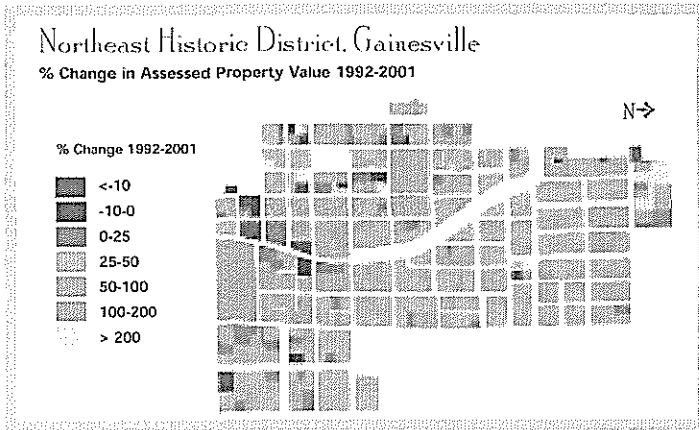




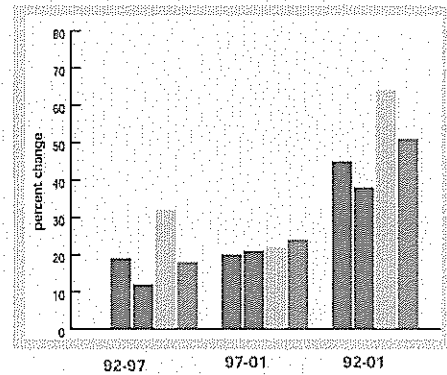
Tampa Single Family Residential Assessed Values



Hyde Park Historic District  
Davis Island



Gainesville Single Family Residential Assessed Values



Pleasant Street Historic District  
NE Historic District  
5th Avenue  
Golfview

1. See generally *Florida Certified Local Government Guidelines Pt. B.1.* (Revised Nov. 1993) (available from the Bureau of Hist. Preservation).
2. For more information on affects of historic preservation on property values in other states, see, e.g., JONI LEIHE & PATRICIA TIGHE, *PROFING FROM THE PAST: THE ECON. IMPACT OF HISTORIC PRESERVATION IN GEORGIA* 8-9 (1999); CENTER FOR URBAN POLICY RESEARCH, RUTGERS UNIV., *PARTNERS IN PROSPERITY: THE ECON. BENEFITS OF HISTORIC PRESERVATION IN NEW JERSEY* 16-18 (1998); DONOVAN D. RYPKEMA, *THE VALUE OF HISTORIC PRESERVATION IN MARYLAND* 3-4 (1999).
3. For comparison, Florida had more than 9.6 million parcels statewide with a value of \$1 trillion in 2000. General information on Florida property valuation is available from the Florida Department of Revenue, at <http://sun6.dms.state.fl.us/star/property/>.
4. Interview with Jodi Rubin, Historic Preservation Officer, Planning & Development Dept., City of Orlando (April 10, 2002).
5. Interview with Del Acosta, Administrator, Historic Preservation, City of Tampa (Feb. 20, 2002).
6. Interview with John Jonas, real estate consultant, Tampa, Florida (Feb. 20, 2002).
7. Interview with Linda Saul-Sena, City Council, City of Tampa (Feb. 20, 2002).
8. Interview with Holly Lang and David K. Herlihy, Planning Dept., City of Ocala (Feb.15, 2002).
9. Interview with Emily Stillings, Senior Historic Preservation Planner, West Palm Beach (Feb. 4, 2002).
10. Interviews with Randy Mathews, Community Development Dept. Planner; Ken Hancock, Community Development Intern; and David Pipkin, Realtor, Picard & Picard Realtors, Lakeland (Feb. 5, 2002).
11. Interview with David D. Birchim, Senior Planner, City of St. Augustine (Mar. 29, 2002).
12. For further information about Gainesville historic districts, see Ben Pickard, *Historic Alachua County and Old Gainesville: A TOUR GUIDE TO THE PAST* 10-61 (2001); Morton D. Winsberg, *FLORIDA'S HISTORY THROUGH ITS PLACES* 2-4 (Gainesville, Univ. Press of Fla., 1995).





Fort Pierce

# Acknowledgements

## Federal Disclaimer

This project (or publication) has been financed in part with historic preservation grant assistance provided by the National Park Service, U.S. Department of the Interior, administered through the Bureau of Historic Preservation, Division of Historical Resources, Florida Department of State, assisted by the Florida Historical Commission. However, the contents and opinions do not necessarily reflect the views and opinions of the Department of the Interior or the Florida Department of State, nor does the mention of trade names or commercial products constitute endorsement or recommendation by the Department of the Interior or the Florida Department of State. This program receives federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origin, disability, or age in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to: Office of Equal Opportunity, National Park Service, 1849 C Street, NW, Washington, DC 20240.

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Project staff thank the many state and local government officials, business owners, and community leaders who provided assistance and research for this report, including:

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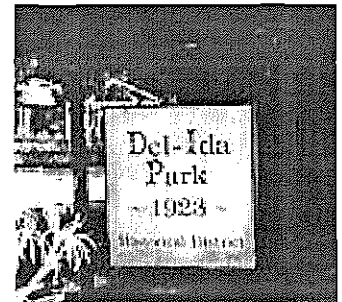
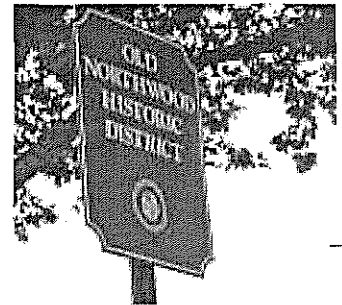
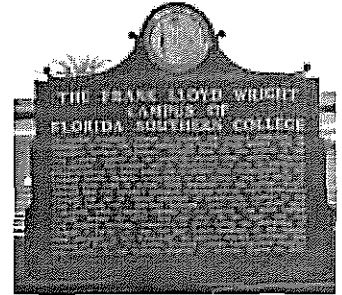
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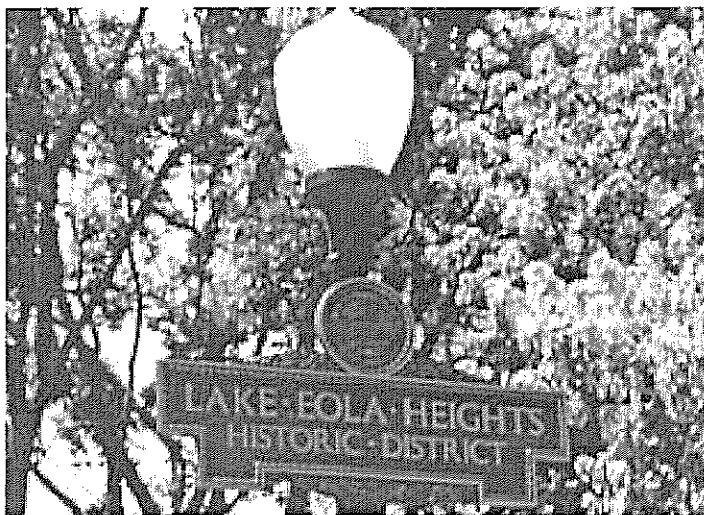
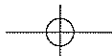
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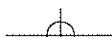
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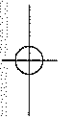
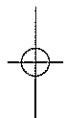
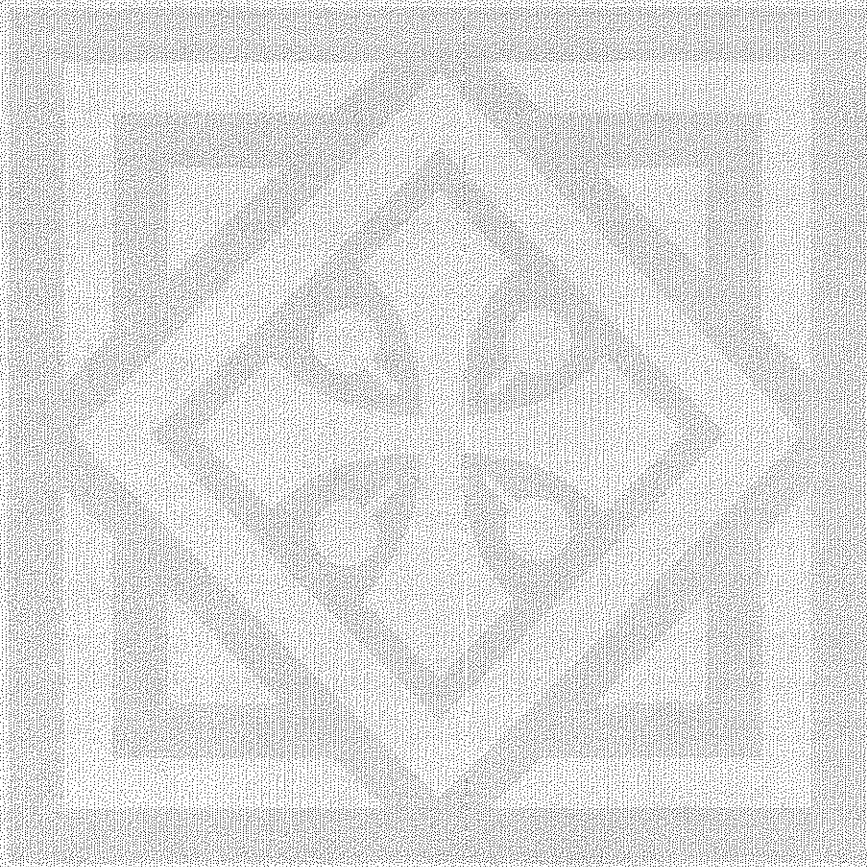
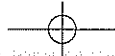
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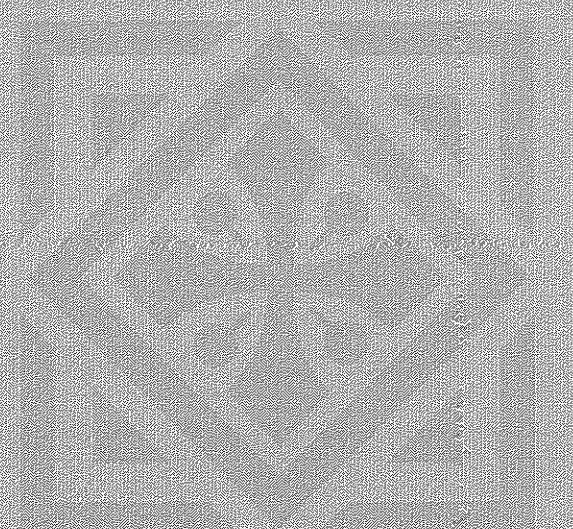
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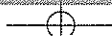








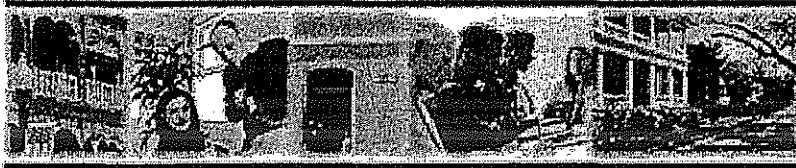
Third printing, August 2003  
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CERTIFIED LOCAL GOVERNMENTS



The Certified Local Government (CLG) program was enacted as part of the National Historic Preservation Act Amendments of 1980. The program links three levels of government-federal, state and local-into a preservation partnership for the identification, evaluation and protection of historic properties.

Since its inception in 1986, Florida's Certified Local Government program has assisted in the survey, designation and preservation of thousands of historic and cultural resources and helped to increase public awareness of historic preservation.

Florida's Certified Local Governments are eligible to apply for special matching grants from the Bureau of Historic Preservation to assist their preservation programs.

- Surveys to identify and evaluate significant historic properties;
• Nominations to the National Register of Historic Places;
• Preservation education materials such as booklets, brochures, slide or video programs; and
• Local historic preservation plans.

Table with contact information for Wes Singletary and Certified Local Government Bureau of Historic Preservation.

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**APPENDIX D**

***Adopted Historic Preservation Ordinance***

ORDINANCE NO. 08-11

AN ORDINANCE ESTABLISHING A PINELLAS COUNTY COUNTYWIDE HISTORIC PRESERVATION PROGRAM; PROVIDING FOR DECLARATION OF HISTORIC PRESERVATION AS A PUBLIC POLICY; PROVIDING FOR THE BENEFITS OF HISTORIC PRESERVATION; PROVIDING FOR LOCAL HISTORIC PRESERVATION PROGRAMS FOR THE COUNTY AND MUNICIPALITIES; PROVIDING FOR IMPLEMENTATION OF A HISTORIC PRESERVATION PROGRAM; PROVIDING FOR SEVERABILITY; PROVIDING FOR OTHER MODIFICATIONS THAT MAY ARISE FROM REVIEW OF THE ORDINANCE AT THE PUBLIC HEARING AND WITH RESPONSIBLE AUTHORITIES; AND PROVIDING FOR THE FILING OF THE ORDINANCE AND FOR AN EFFECTIVE DATE.

WHEREAS, on June 28, 2005, by Resolution 05-135, the Board of County Commissioners established a task force to evaluate historic preservation in Pinellas County and make recommendations concerning a countywide historic preservation program;

WHEREAS, the Historic Preservation Task Force included members from the diverse regions of Pinellas County with a variety of educational and professional backgrounds, representing municipalities, non-profit historic preservation organizations and historical societies, County staff and others;

WHEREAS, the Historic Preservation Task Force conducted independent research on the status of historic preservation programs generally and within Pinellas County;

WHEREAS, the Historic Preservation Task Force has met for two years and has now developed recommendations that can be considered by the Board of County Commissioners;

WHEREAS, the Historic Preservation Task Force has conducted three community workshops throughout Pinellas County to gain information and public input on the proposed Historic Preservation Program, and based upon that developed a proposed ordinance;

WHEREAS, the Historic Preservation Task Force conducted two community workshops on the proposed ordinance and the Chairman presented the same to all interested City Commissions in the County; and

WHEREAS, the task force has filed its report with the County Commission and encourages the County Commission to adopt an ordinance that would establish the Countywide Historic Preservation Program.

DEPARTMENT OF STATE  
TALLAHASSEE, FLORIDA  
2008 FEB 29 AM 9:11

FILED

**NOW THEREFORE, BE IT ORDAINED** by the Board of County Commissioners of Pinellas County, Florida, in a regular session duly assembled on this 19th day of February, 2008, that:

**Section 1:** That a Countywide Historic Preservation Program is established.

**Section 2. Declaration of Historic Preservation as Public Policy.** The Board of County Commissioners finds that Pinellas County and its municipalities have played an important part in the history of the State of Florida and the nation and that history is evidenced by the historic resources located throughout Pinellas County. Historic resources are defined to include historic buildings, structures and objects, historic districts and archaeological sites. The Board further finds that the preservation and protection of these historic resources are a public necessity due to their character and value as visible reminders of the shared history and heritage of these municipalities, Pinellas County, Florida and the nation.

The Board finds that the preservation and protection of these historic resources contribute to the education, culture, economy and quality of life of the citizens of Pinellas County. The Board further finds that the County's historic resources are irreplaceable and therefore, this legacy must be protected for future generations.

The Board finds that preservation of historic resources will assist in the creation of a higher quality of life for all citizens; therefore, the Board directs that historic preservation goals be integrated into all aspects of County policies and procedures and encourages decisions that support and further the goals of historic preservation.

**Section 3. Benefits of Historic Preservation.** The Board of County Commissioners finds that there are many diverse and valuable benefits that arise from historic preservation including the following benefits:

- a. Historic resources are a tangible reminder of our past, of our ancestors and their way of life. The preservation of these historic resources educates us about our past, expresses the connections across generations and cultures and provides continuity of our shared history.
- b. Historic resources are valued as things of beauty as they evidence a variety of architectural styles, building methods and materials as well as expressing our cultural diversity and values.
- c. Through their architecture and aesthetic appeal, historic resources create a sense of place that is unique to each site, the surrounding community, the municipality and to Pinellas County.
- d. Historic preservation is a significant positive contributor to the economy of Pinellas County and Florida through heritage tourism, creation of jobs, private investment in historic sites and enhancement of the value of historic areas. In 2002, the total economic impact of historic preservation in Florida was \$4.2



billion dollars annually and this impact is expected to continue. (Source: *Economic Impacts of Historic Preservation in Florida* by the Center for Governmental Responsibility at the University of Florida College of Law and the Center for Urban Policy Research at Rutgers, the State University of New Jersey, September, 2002.)

**Section 4. Establishment of Countywide Historic Preservation Program.** The Board of County Commissioners hereby establishes the components of the Countywide Historic Preservation Program as follows:

1. **Survey and Identification:** The County shall establish and maintain a County Register of Historic Resources (hereinafter "Historic Register") (defined to include significant historic buildings, structures and objects, historic districts and archaeological sites) within the County and its municipalities.

The Historic Register will be updated on a regular basis, readily available to the public through the County's website and shall be organized to allow for research on the major features of the site, such as building type, year built, style, location/jurisdiction, architect/builder and applicable County criteria. The criteria for listing historic resources on the Historic Register shall be consistent with the standards established by the National Park Service for the National Register of Historic Places and with the criteria described on Exhibit A. The eight local criteria that reflect the themes of development and history in Pinellas County include: Coastal Living, Tourism, Agriculture, Transportation, Wars, Florida Boom, Community Life, and Pre-History/Archaeology.

2. **Preservation Programs:** The County shall develop and promote preservation regulations and programs that support the historic preservation policies of this Ordinance.

Programs that will be pursued include the identification of a model historic preservation plan element, model preservation protection ordinance, model design guidelines as well as outstanding examples of preservation documents and programs from other governments or preservation sources. This information will be readily available to the public through the County's website and in publication form.

3. **Educational Outreach:** The County shall provide educational programs and technical assistance to municipalities, owners of historic property, architects and contractors, preservation commission and historic society members, developers, historic preservation professionals and other citizens interested in historic preservation.

The educational programs may include but are not limited to a "how-to tool box" for preservation advocates describing preservation methods, workshops and

conferences, technical assistance, preservation website, publications and presentations.

4. Financial Incentives: The County shall research, develop and promote financial and tax incentives at all levels of government that will encourage historic preservation.

In addition to promoting and adopting the existing historic preservation incentives such as the local ad valorem tax incentive and the federal income tax credit, other financial and tax incentives for adoption by local governments and the State of Florida shall be pursued. The program shall also develop and promote creative local incentives and emergency funding for threatened historic/ archaeological sites.

5. The County shall demonstrate leadership through protecting and preserving the historic resources owned or leased by the County.
6. The County shall integrate the historic preservation public policy of this Ordinance and all historic resources into its planning processes, including the Comprehensive Plan and all of its elements, neighborhood/sector plans and any other applicable plans that govern the future development in the County. The County shall evaluate the development of criteria for the review of Land Use Plan amendments, rezoning applications and site plan applications in relation to their impact on historic resources.
7. Within one year after adoption of this Ordinance, the County shall evaluate its Comprehensive Plan, Land Development Regulations, policies and procedures to determine their level of consistency with the historic preservation public policy as adopted in this Ordinance. As soon as is practicable after the evaluation is complete, the County shall amend its Comprehensive Plan, Land Development Regulations, policies and procedures to include goals, objectives, regulations, policies and procedures that implement this historic preservation public policy.

The Board finds that a historic preservation protection ordinance is a critical component in the implementation of this Historic Preservation policy and directs the County staff to develop such an ordinance. The Board further recognizes that there are varying levels of significance among the historic resources on the Historic Register; therefore, the revised Comprehensive Plan and Land Development Regulations will reflect varying levels of protection for historic resources based on the differing levels of significance.

After adoption of this Ordinance and while the review of the County's Comprehensive Plan and ordinances are underway, the County will consider development of a process to identify threatened historic resources and a method to place a hold on irreparable harm to the historic resource while alternatives to demolition are explored.

8. The Board of County Commissioners directs the County staff to also conduct an evaluation of the Countywide Plan and Rules and any other applicable planning documents to determine their level of consistency with the historic preservation public policy as adopted in this Ordinance. The Board directs that this evaluation be conducted within one year after adoption of this Ordinance. As soon as is practicable after the evaluation is complete, the County staff, in cooperation with the Pinellas Planning Council, shall propose amendments to the Countywide Plan and Rules that implement this historic preservation public policy.
9. The protection of historic resources of countywide, state or national significance is declared to be in the County's public interest. Therefore, within one year of adoption of this Ordinance, the County shall research and evaluate the development of an ordinance to restrict the demolition of historic resources that have countywide, state and/or national significance. This provision would focus on resources that are listed in the National Register of Historic Places or potentially eligible for listing as determined by the State Historic Preservation Officer.
10. The County shall authorize the staff and financial resources required to implement and administer the historic preservation public policy of this Ordinance.

**Section 5. Local Historic Preservation Program for Municipalities.** The Board of County Commissioners encourages all municipalities within the County to embrace the importance of historic preservation public policy as adopted in this Ordinance and will assist and support the municipalities as they develop their local preservation program. The Board of County Commissioners strongly encourages each municipality to adopt a local historic preservation program with the following minimum components.

- a. Survey and identify historic resources (defined to include historic buildings, structures and objects, historic districts and archaeological sites) within its boundaries in accordance with the standards established by the National Park Service for the National Register of Historic Places. Historic resource surveys should be an ongoing systematic process with the goal to ultimately survey all historic areas within the municipality's boundaries.
- b. Protect the historic resources within its municipal boundaries through local regulations. The municipality is encouraged to develop its historic preservation program in compliance with the Certified Local Government program established by the National Park Service.
- c. Integrate the goals of historic preservation and all historic resources into its planning processes, including the Comprehensive Plan and all of its elements, neighborhood/sector plans and any other applicable plans that govern the future development in the municipality. The Municipality shall evaluate the development of criteria for the review of Land Use Plan amendments, rezoning

applications and site plan applications in relation to their impact on historic resources.

- d. Demonstrate leadership through protecting and preserving the historic resources owned or leased by the municipality.
- e. Demonstrate leadership through protecting and preserving the historic resources owned or leased by the municipality.
- f. Develop and implement regulatory and financial incentives to encourage private property stewardship of historic resources.
- g. Municipalities who have adopted a local preservation program composed with these minimum components (Items a-e above) shall be given priority in technical assistance, educational opportunities, financial incentives and other preservation resources offered by the County.

The following elements are optional components of a historic preservation program and the Board strongly encourages the municipalities to additionally incorporate these components into its local preservation program.

- 1. The municipality is encouraged to develop diverse educational programs to inform historic property owners, citizens and the development community about the municipality's preservation program and the importance of historic preservation.
- 2. The municipality is encouraged to publish information about historic resources and make this information accessible to the public.
- 3. The municipality is encouraged to implement other preservation programs and projects that reflect its community character.

**Section 6. Implementation.** The Board of County Commissioners shall appoint a Historic Preservation Advisory Board to implement the historic preservation policy of this Ordinance. The Historic Preservation Advisory Board shall be composed of a minimum of seven (7) and a maximum of fifteen (15) individuals to include one member from the Board of County Commissioners, who shall serve as the Chairman of the Advisory Board. The initial term of appointment for Board members shall be two years.

The Historic Preservation Advisory Board shall be composed of community advocates; municipal representatives; and historic preservation professionals with expertise and/or knowledge in the historic preservation field and shall, to the extent possible, include representation from the following fields: archaeology, preservation architecture, history, architectural history, historical museum studies and preservation planning. The Historic Preservation Task Force, as appointed in Resolution 05-135, shall serve as the Historic Preservation Advisory Board for an initial two year term to complete the initial education and information resources materials. Following this initial two year term, the Board of

County Commissioners will appoint a Historic Preservation Advisory Board for a term of not to exceed three years and as defined above.

The Historic Preservation Advisory Board shall direct the development of the Countywide Program and assist the municipalities in developing their local preservation program. The Board of County Commissioners directs the Advisory Board to meet on a regular basis and to annually report to the Board as to its accomplishments and additional recommendations for the future.

**Section 7. Severability.** If any section, subsection, sentence, clause, word, phrase, or provision of this Ordinance, or the particular application thereof, is, for any reason, held invalid or unconstitutional by any court of competent jurisdiction, administrative agency, or other body with appropriate jurisdiction, the remaining sections, subsections, sentences, clauses, words or phrases and their application shall not be affected thereby.

**Section 8. Filing of Ordinance; Effective Date.** Pursuant to Section 125.66, Florida Statutes, a certified copy of this Ordinance shall be filed with the Department of State by the Clerk of the Board of County Commissioners within ten (10) days after enactment by the Board of County Commissioners. This Ordinance shall become effective upon filing of the ordinance with the Department of State.

**Section 9. Area Embraced.** This Ordinance shall apply in incorporated and unincorporated areas of Pinellas County.

## EXHIBIT A

### PINELLAS COUNTY REGISTER OF HISTORIC RESOURCES REGISTER LISTING CRITERIA

Buildings, sites, structures, objects and districts within Pinellas County are considered historically significant resources if they possess and exhibit significance in American history, architecture, archaeology, engineering and /or culture.

Historically significant buildings, sites, structures, objects and districts shall be included on the Pinellas County Register of Historic Resources when they meet the following general and local criteria.

#### A. GENERAL CRITERIA

1. The historic resource is at least 50 years of age.

A building, site, structure, object or district may be included on the local Register of Historic Resources if it is less than 50 years of age and meets the criteria of the National Register of Historic Places regarding age showing exceptional importance to the nation, State of Florida or Pinellas County, and

2. The building, site, structure, object or district meets one or more of the following criteria;
  - a. The building, site, structure, object or district is the location of a significant local, state or national event;
  - b. The building, site, structure, object or district is associated with the life of a significant person(s);
  - c. The building, site, structure, object or district embodies the distinctive characteristics of an architectural style, historical period, method of construction or is the work of a master builder, designer or architect whose individual work has influenced the development of the nation, State of Florida or Pinellas County; or
  - d. The site has yielded or is likely to yield information important to the prehistory or history of the nation, the State of Florida or Pinellas County.

## B. LOCAL CRITERIA

Pinellas County further identifies the following major themes in the development of this County and recognizes that buildings, sites or districts that reflect one or more of these themes are considered historically significant resources.


1. **Coastal Living**-Pinellas County's location on the Gulf of Mexico, Tampa Bay and the Intercoastal Waterway are reflected in historic sites and buildings used by the County's water-dependent industries such as fishing, shipping and sponging.
2. **Tourism**-Drawn by the beautiful beaches and weather, tourists have been attracted to Pinellas County since the late 1880s. Neighborhoods, hotels, beach lodgings and resorts developed to house the tourists while attractions were established to entertain them. Historic resources related to tourism include neighborhoods, historic hotels, resorts and motor courts, baseball spring training facilities, roadside attractions, gardens and other entertainment sites.
3. **Agriculture**-As the first industry in Pinellas County, agricultural historic resources are reflected in many areas of the County in farm/grove sites, warehouses, packing plants, support businesses, ditches/canals and other historic landscape features.
4. **Transportation**-The diverse modes of transportation (boat, railroad, car, airplane) greatly influenced the patterns of growth in Pinellas County at various periods in time. Historic resources related to transportation include piers and boat docks, train depots, bridges, airports, and historic/scenic roads and trails or sections of roads.
5. **Wars**-The effect of American wars is generally evidenced indirectly in Pinellas County, i.e., forts and other defense mechanisms instead of battlefields. Historic resources related to wars include Fort De Soto, military training facilities, airfields, and the Cold War defense industry buildings.
6. **Florida Boom Era**-Florida's real estate boom in the 1920s was experienced in Pinellas County as evidenced by the explosion of construction especially in housing and tourist hotels. Historic resources of the Boom Era include neighborhoods, tourist hotels, resorts and commercial buildings.



B. LOCAL CRITERIA, cont'd.

7. Community Life-Pinellas County was settled by and continues to attract diverse ethnic communities from different parts of the nation and world. These residents bring with them their social and cultural lifestyles which are exhibited in historic resources such as schools, religious sites, hospitals, post offices or other government buildings, meeting places, entertainment sites (e.g., theatres) parks, recreation sites (e.g. golf courses, shuffle board courts and tennis courts) and cemeteries.
  
8. Pre-History/Archaeology- Prior to settlement by Europeans, Pinellas County was occupied for more than ten thousand years by a succession of aboriginal cultures. From the Paleoindian to the Safety Harbor periods, the prehistory and early history of Pinellas County is reflected in a variety of archaeological site types. These include aboriginal mounds, middens, cemeteries, quarries, camps and villages, ceremonial sites, as well as historic period fishing ranchos, forts, homesteads, trails, domestic and industrial refuse sites, work camps and shipwrecks.

APPROVED AS TO FORM  
OFFICE OF COUNTY ATTORNEY

By   
Attorney

**PRESENT MEMBERSHIP**  
**HISTORIC PRESERVATION ADVISORY BOARD (HPAB)**  
Formerly the Historic Preservation Task Force (HPTF)

For further information, please contact the Pinellas County Planning Department  
at 727-464-8200 or visit the [www.pinellascounty.org/historic](http://www.pinellascounty.org/historic) website

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