



*The  
Historic  
Preservation  
Chapter*

*Sarasota City Plan*

*And*

*Support Document*



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**The  
Historic  
Preservation Plan**



# INTENT AND PURPOSE

The purpose of the Historical Preservation Chapter is to provide the comprehensive plan foundation for the protection and enhancement of the City of Sarasota's historic resources including buildings, structures, sites, districts, objects, and archaeological sites. The foundation for this Chapter is Sarasota's Strategic Plan.

## Sarasota's Strategic Plan Goals

In 2004, the City Commission adopted "Sarasota's Approach to Strategic Planning", which provides the foundation for the Strategic Plan and six Strategic Goals that play a role in establishing the Historic Preservation Plan:

*"A responsible and accessible government that has sound financial and administrative practices."*

*"Viable, safe and diverse neighborhoods and businesses that work together."*

*"An economically sustainable community."*

## Florida Statutory Requirements

The Historic Preservation Chapter is optional. Therefore, there are no State requirements.

## Organization of the Historic Preservation Chapter

The Historic Preservation Plan consists of a goal followed by objectives and action strategies pursuant to the goal.

The Historic Preservation Chapter is organized around objectives addressing the following topics:

Objective 1. Inventory of Historic Resources;

Objective 2. Evaluation of Significance;

Objective 3. Creation of a Process for Identification and Designation;

Objective 4. Decision Making;

Objective 5. Legislation;

Objective 6. Community Awareness;

- Objective 7. Fiscal Matters;
- Objective 8. Preservation Partnerships;
- Objective 9. Economic Development Programs, and;
- Objective 10. Review and Evaluation.

The Historic Preservation Plan is one of eleven plans that collectively represent the Sarasota City Plan. This Plan can neither stand-alone nor be interpreted independent of the others.

### **Implementation of the Sarasota City Plan**

Implementation of the Sarasota City Plan will require actions by both the public and private sectors. In this regard many of the plan components speak to “the City” pursuing certain actions to:

promote, provide, consider, identify, enhance, create, maintain, conserve, support, reduce, discourage, coordinate, and employ.

While these actions may be initiated by City government itself, City government will also be expecting applicants seeking development approvals to pursue these same type of actions as part of their applications.



# GOAL, OBJECTIVES AND ACTION STRATEGIES

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## GOAL:

It shall be the goal of the City of Sarasota to identify, document, protect, preserve, and enhance all cultural, historic, architectural and archaeological resources of the City.

## Objective 1 – Inventory of Historic Resources

Identify historic resources significant to the City of Sarasota, including buildings, structures, sites, districts, objects, and archaeological sites which reflect the City's cultural, social, economic, political, pre-historic and architectural history.

### Action Strategies

- 1.1 **Florida Master Site File:** Continue to undertake review and analysis of the Florida Master Site File of properties within the City of Sarasota to assess their significance to the City.
- 1.2 **Survey of Resources:** Undertake an updated comprehensive survey of all of the cultural, historic, architectural, and archaeological resources of the City of Sarasota, giving particular attention to properties listed in the Florida Master Site File. Said survey may, as is economically feasible, be undertaken in its entirety, or in increments determined and directed by the Historic Preservation Board in accordance with applicable grant application cycles.
- 1.3 **Survey Completion:** Complete the entire survey of cultural, historic, architectural, and archaeological resources. Resources include buildings, structures, sites, areas, and objects. The projected date for accomplishment of this action strategy is January 2009.
- 1.4 **Assess Resources:** As part of the survey of resources, the consultant (or consultants) conducting the survey (or incremental portion thereof) shall, in conjunction with the Historic Preservation Board, assess the resources for their significance to the City of Sarasota.

- 1.5 **Publication of Results:** Within six months of the completion of the survey or any incremental portion thereof, publish and publicly distribute the results of the entire survey or incremental portion, as applicable.
- 1.6 **Preparation of Map(s):** As part of the publication and distribution of survey results, prepare an overall map, or map series, that identifies the City's cultural, historic, architectural, and archaeological resources.
- 1.7 **Alert Public to Historic Status:** Following completion of the survey, staff will work with various local governmental agencies to ensure that potential purchasers are alerted to the historic status of structures.

## **Objective 2 – Evaluation of Significance**

Using National Register of Historic Places Criteria for Evaluation, evaluate the significance of the surveyed resources taking into consideration cultural, historic, architectural, and archaeological quality; integrity; and overall condition.

### **Action Strategies**

- 2.1 **Evaluation of Resources:** As part of the survey undertake an overall evaluation and rating of resources based on their cultural, historic, architectural, and archaeological quality, and significance to the City of Sarasota and the State of Florida.
- 2.2 **Basis for Evaluation:** The evaluation and rating of resources are also to be based on their existing cultural, historic, architectural, and archaeological integrity (including context of setting). This rating must also consider the potential for restoring the integrity of the resource if it does not currently exist, is significantly impaired or endangered, or at risk from other hazards.
- 2.3 **Physical and Structural Conditions:** The evaluation and rating of resources are also to be based on their existing overall physical and structural condition.

## **Objective 3 – Creation of a Process for Identification and Designation**

Concurrent with the survey and evaluation of the resources of the City of Sarasota maintain and update the process for the identification and designation of historic districts, and create a process for the identification and designation of conservation districts, to protect the cultural, historic, architectural, and archaeological character of specific and identifiable areas of the City.

### **Action Strategies**

- 3.1 **Historic Districts:** The City of Sarasota shall continue and actively pursue its program of identifying and designating any possible historic districts, that is, areas with a large number of resources with a high degree of significance, based on the evaluation of significance of surveyed resources in the City.
- 3.2 **Conservation Districts:** The City of Sarasota shall undertake a program to evaluate, identify and designate conservation districts, areas with a visually interesting stock of older buildings with some common characteristics such as age, style, size, and use, some of which may have a high degree of significance, but most of which may be simpler utilitarian structures, without a great deal of architectural embellishments, or structures with a high degree of significance that have been significantly altered over the years and have therefore lost some of their integrity.
- 3.3 **Zoning Districts:** Adopt district-appropriate zoning district regulations for specific conservation district zones to protect the areas from inappropriate demolition, rehabilitation, renovation, uses, alterations, and/or new construction based on the existing cultural, historic, architectural, and archaeological character of the area as identified in the survey of resources.
- 3.4 **Annual Review of Standards:** The City will maintain and annually evaluate the standards for the preservation of historic structures and archeological sites due to demolition, rehabilitation, renovation, alterations, and construction.
- 3.5 **Economic Incentives:** Establish an economic incentives program for the preservation of individual landmarks and resources in conservation and historic districts. These incentives may include, but not be limited to, creation of a property tax freeze or abatement program, waiver or deferment of city permit fees for projects involving cultural, historic,

architectural, and archaeological resources, and establishment of a façade rebate grant or revolving loan program. The Historic Preservation Board shall make recommendations to the City Commission, which shall establish the program by June 2009.

## **Objective 4 – Decision Making**

Integrate historic preservation into the city staff and departmental decision-making process.

### **Action Strategies**

- 4.1 **Improve Effectiveness:** Improve the operations and effectiveness of the Historic Preservation Board by actions including, but not limited to: reviewing and adopting the Historic Preservation Plan to guide and evaluate future historic preservation efforts; heightening the profile of the Board to the general public, City Commission, and other City Boards and Commissions; establishing better communication between the Department of Neighborhood and Development Services, the Historic Preservation Board, the Neighborhood Department, and other City agencies; providing thorough orientation for new Commissioners about the purpose, powers, operations and history of the Board, and the historic preservation ordinance; encouraging Commissioners to attend one certified local government workshop during their term, at a minimum; seeking timely discussion of issues threatening cultural, historic, architectural, and archaeological resources in order to improve the ability of the Board to advocate a constructive solution; and securing appropriate levels of funding for Board projects and programs through effective presentation to the City Commission and through acquisition of grants.
- 4.2 **Integration of Evaluations:** Integrate the evaluation of cultural, historic, architectural, and archaeological resources in the decision-making process for City-owned property, objects, sites and structures.
- 4.3 **Municipally Owned Structures:** Identify and protect municipal owned historic resources, including municipal buildings, parks and park structures, and other city-owned objects.

## Objective 5 – Legislation

Protect historic resources through the use of appropriate legislative and legal measures.

### Action Strategies

- 5.1 **Amendments to the Historic Preservation Ordinance:** Prepare and enact comprehensive amendments to the existing historic preservation ordinance. The amendments may include, but not be limited to, definitions, standards for protections of archaeological sites, cultural landscapes, process for designation of sites, elimination of owners consent requirements, improvement and expansion of preservation standards for review of alteration work and new construction, criteria for designation of conservation districts, clarification of what activities are subject to review, elimination or limitation of use of conditional uses, standards for review of structures in historic districts and conservation districts, and economic hardship procedures. The projected date for accomplishment of this action strategy is June 2010.
- 5.2 **Enforcement of Building Code:** Strictly enforce the building code to prevent neglect of buildings that would ordinarily result in demolition, and consider prohibition, for a period of years, future construction on properties that have been illegally demolished or allowed to fall into disrepair by the owners.
- 5.3 **Nominations for Designation:** Prepare nominations for designation of buildings, sites, districts, objects, and archaeological sites based on evaluation of cultural, historic, architectural, and archaeological resources.

## Objective 6 – Community Awareness

Increase community awareness of and provide public education opportunities about the benefits of the preservation and protection of the City's cultural, historic, architectural, and archaeological resources.

### Action Strategies

- 6.1 **Preservation Week Activities:** Continue to participate in and undertake Preservation Week activities during May of each year which includes the identification of significant rehabilitations in the City, recognition of individuals responsible for furtherance of identified preservation goals, and education of residents about the benefits of the preservation and protection of cultural, historic, architectural, and archaeological resources.

- 6.2 **Workshops:** Periodically co-sponsor and coordinate workshops with federal, state, and local historic preservation groups and historical societies that advocate and educate participants about appropriate preservation technology and techniques.
- 6.3 **Tours:** Sponsor, coordinate, and/or promote tours of the community that identify and interpret the City's cultural, historic, architectural, and archaeological resources for residents and visitors.
- 6.4 **Plaques:** Present plaques to owners of the City's cultural, historic, architectural, and archaeological resources, for public display, that recognize the significance of the resource(s).
- 6.5 **Maps:** Prepare and distribute maps that identify the City's cultural, historic, architectural, and archaeological resources.
- 6.6 **Assistance:** Provide technical assistance to local residents on appropriate preservation techniques.
- 6.7 **COA Review:** Promote the Certificate of Appropriateness process of the Historic Preservation Board as an opportunity for property owners to secure technical assistance.
- 6.8 **Educational Videos:** Utilize and support educational videos to publicize the City's historic resources and historic preservation program, and local efforts to protect, preserve, and enhance historic resources.

## **Objective 7 – Fiscal Matters**

Revise municipal regulations and fees, where economically feasible, to encourage rehabilitation of designated historic landmarks, structures in historic districts and conservation districts, sites, objects, and archaeological sites.

### **Action Strategies**

- 7.1 **Recommended Incentives:** The Historic Preservation Board shall make specific recommendations to the City Commission regarding an economic incentive program to promote the preservation and rehabilitation of cultural, historic, architectural and archaeological resources. The City Commission is projected to act upon the recommendations by June 2009. Said incentives may include, but not be limited to: waiver of building permit fees until sale of the property or for a specified period for the

rehabilitation of cultural, historic, architectural, and archaeological resources, or when the applicant has mitigated the adverse effect of a construction project on archaeological resource; establishment of a façade rebate program, including grants or revolving loan funds, using funds available to Certified Local Governments or other historic preservation grants administered by the State of Florida; tax credits or tax exemptions; establishment of a grant or revolving loan program to promote the preservation of and mitigation of adverse impacts on archaeological resources (which program should consider the cost of available technology to mitigate adverse impacts); and undertake the preparation of zoning regulations that provide for the transfer of unused density from a designated landmark, archaeological site, historic district or conservation district to other sites.

- 7.2 **Encouragement of Public/Private Partnerships:** As part of the development of its economic incentive package and the successful implementation thereof, the Historic Preservation Board and, as applicable, the City Commission and City staff will work with private lenders to encourage, among other things, establishment of a loan pool for reduced interest rate rehabilitation loans for cultural, historic, and architectural resources designated as landmarks, or located in historic districts or conservation districts. In addition, locally designated resources may qualify for other economic incentives.
- 7.3 **Demolition Fees:** A prescribed portion of the fees collected from all demolition permits issued shall be set aside to fund the City of Sarasota's historic preservation goals.

## **Objective 8 – Preservation Partnerships**

Maintain and strengthen preservation partnerships with county, state and federal government agencies, and local institutions.

### **Action Strategies**

- 8.1 **County-Owned Resources:** Identify, designate and promote the preservation and protection of County-owned cultural, historic, architectural, and archaeological resources located in the City of Sarasota. As appropriate, work with Sarasota County's Historical Resources Unit to accomplish this action strategy.
- 8.2 **Florida Master Site File:** Review and analyze the Florida Master Site File to evaluate the significance of cultural, historic, architectural, and archaeological resources located in the City of Sarasota. As appropriate,

work with the State to add new resources and to update information about existing resources on the Florida Master Site File.

- 8.3 **Certified Local Government Program:** Actively participate in and fulfill the requirements of the Certified Local Government (CLG) program administered by the state by maintaining a preservation ordinance complying with federal requirements, filing required annual report, participating in training workshops for CLG staff and Historic Preservation Boards, applying for CLG grants to fund qualifying historic preservation projects, and supporting the statewide network of CLG communities.
- 8.4 **Historic Preservation Board:** Improve the efficiency and effectiveness of the Historic Preservation Board and City staff in the Section 106 review process of the National Historic Preservation Act (1966) in which Federal agencies take into account the effects of their actions on historic properties.
- 8.5 **State and Federal Legislation:** Monitor state and federal legislation related to historic preservation and take positions on matters of local concern. Where necessary, work with local legislators to initiate new legislation or regulatory changes.
- 8.6 **State and Federal Programs:** Maintain current information on state and federal historic preservation programs and provide copies of appropriate materials to the public.
- 8.7 **Partnerships with Arts and Education Institutions:** Seek the partnership of the Ringling School of Art and Design, The John and Mable Ringling Museum of Art, the FSU/Asolo Conservatory for Action Training, Sarasota County Public School Board, University of South Florida, New College of Florida, Gulfcoast Wonder and Imagination Zone (GWIZ), Marie Selby Botanical Gardens and Mote Marine Laboratory in establishing and implementing historic preservation objectives for educational campuses and other institutionally-managed properties.
- 8.8 **Local Cemetery Designations:** Partner with private groups to assist with and encourage the maintenance and historic designation of local cemeteries of historic interest to the community.



## Objective 9 – Economic Development Programs

Establish and support economic development efforts appropriate to preservation and protection of cultural, historic, architectural, and archaeological resources within the City of Sarasota.

### Action Strategies

- 9.1 **Federal Rehabilitation Tax Credit:** Encourage and support private efforts to rehabilitate income-producing cultural, historic, and architectural resources using the federal rehabilitation tax credit.
- 9.2 **Technical Assistance:** Provide incentives and technical assistance to encourage rehabilitation of locally, Nationally Registered, and Florida Master Site File designated historical landmarks and structures in conservation districts and historic districts.
- 9.3 **Heritage Tourism:** Establish and support heritage tourism efforts appropriate to the City of Sarasota’s cultural, historic, architectural, and archaeological resources by convening representatives of local and state tourism groups and agencies to discuss heritage tourism initiatives and ways to cooperate; by recognizing that heritage tourism can be developed in connection with other visitor interests and needs; and by promoting the establishment of special events and festivals associated with the City’s heritage for the interest of local residents and visitors.
- 9.4 **Florida Scenic Highways Program:** Encourage and support grant applications associated with the Florida Scenic Highway designation of Tamiami Trail.
- 9.5 **Preservation of Historic Structures:** The City shall facilitate the preservation of existing historic structures that are eligible for consideration as a cultural resource when they are threatened by demolition due to development. Measures used to save historic buildings may include relocation of these resources as reuse buildings within historic districts, reuse as affordable housing units, and to enhance conservation districts.

## Objective 10 – Review and Evaluation

Create a mechanism for regular review and evaluation of the Historic Preservation Plan and other initiatives by the Historic Preservation Board.

### Action Strategies

- 10.1 **Annual Report:** Continue to prepare and distribute annual reports of the Historic Preservation Board describing the activities of the Board.
- 10.2 **Annual Goals:** Continue to establish annual goals and objectives for the Historic Preservation Board based on the Historic Preservation Plan.
- 10.3 **Bi-Annual Review:** Comprehensively review and evaluate Historic Preservation Plan objectives and action strategies on a bi-annual basis to assess the progress toward attaining the goals of preservation and protection of the City’s cultural, historic, architectural, and archaeological resources. The evaluation should specifically address the extent to which the City is meeting the objectives and action strategies identified in the Plan. Where appropriate, new timelines for completing specific tasks should be developed.

# **The Historic Preservation Support Document**

The inventory and analysis in the Support Document provide the foundation for the Plan portion of this Chapter.

*The Support Document is not  
adopted.*



# **HISTORICAL BACKGROUND** **OF SARASOTA**

## **PALEOINDIAN CULTURE PERIOD (12,000 to 9,500 years ago)**

Paleoindians, the earliest known inhabitants of Florida, lived as nomadic hunters from 12,000 to 9,500 years ago. They roamed over a landscape very different from today. With a lower sea level, Florida's coastline was much farther out, especially along the Gulf Coast. The total landmass of Florida was about twice the size as it is today and present day Sarasota was located inland. The climate was also different – arid and cool. Water was in short supply and the best sources for water were rivers and watering holes, such as the deep springs of Warm Mineral Springs and Little Salt Springs south of Sarasota.

The cool and arid climate, as well as expanded landmass, meant a different array of plants and animals. Mammoths, camelids, and giant land tortoises existed during this period and fossils of these animals have been discovered in and around Sarasota. Typical plants of this period included scrub oak, pine forests, grass prairies, and savannahs. Archaeologists have discovered evidence of human campsites at Warm Mineral Springs and Little Salt Springs. Paleoindians camped around what were then sinkholes and artifacts discovered at these springs demonstrate how animals were killed, butchered, and eaten. Underwater archaeological excavations at Warm Mineral Springs and Little Salt Springs have expanded our knowledge of the Paleoindian period in Sarasota and Florida as well as the North American continent.

## **ARCHAIC CULTURE PERIOD (9,500 to 3,000 Years Ago)**

Around 10,000 years ago the climate began to warm, glaciers began to melt, and the sea level began to rise. In Florida, water resources became more readily available with an increase in rivers and lakes. The giant animals that dominated the landscape during the Paleoindian period became extinct. The old nomadic way of hunting disappeared. About 9,500 years ago, changes in the archaeological record became so great that archaeologists distinguish this new period, Archaic Culture, from the earlier period of Paleoindian Culture.

“Afternoon Rain” by Theodore Morris ©



Florida Native American camping near a wetland.  
Image courtesy of Sarasota County Government,  
Historical Resources.

Human populations continued to expand and people stayed in one place for longer periods of time. The variety of tools continued to increase; projectile points and other stone tools changed with the changing environment. Fish and shellfish increased in importance in people's diets. About 4,000 years ago, Florida Indians began firing clay pottery. Prior to pottery, gourds, wood, shell, basketry, and even stone vessels, were used as containers. Being able to construct vessels from clay was an extraordinary accomplishment because it presented more efficient ways to cook and store food. Some of this earliest pottery, fiber-tempered pottery, has been found in the Sarasota area.

By the end of the Archaic period, about 3,000 to 2,500 years ago, people were living in larger numbers along the Gulf Coast and near extensive wetlands, wherever there was food. Archaeologists discovered the beginnings of village life during this period. People might live at camps to hunt deer, but they returned to a settled village near the shore. Camps became villages and a distinctive way of life began to develop in different regions. Groups turned toward social and economic tools to sustain a growing population. The uniform way of life that was evident in Florida during the Archaic period disappeared as regional adaptations to differing environments within Florida occurred. As a result, individual regional cultures, like the Manasota, originated.

## **MANASOTA CULTURE PERIOD (2,500 to 1,300 Years Ago)**

A prehistoric group unique to Sarasota is the Manasota Culture. The word "Manasota" is the contraction of two county names, Manatee and Sarasota. Archaeologists have given the name Manasota to the coastal dwellers living in present day Sarasota from around 2,500 to 1,300 years ago. The Manasota culture followed the earlier Archaic culture of mobile hunters and gatherers. Manasota sites are typically shell middens; areas where people lived and threw away their garbage, consisting of food remains such as animal bone and shellfish. However, a midden may also contain artifacts such as tools and pottery. Most of these Manasota shell middens are found on or near the shore in Sarasota, where villagers had the easiest access to fish and shellfish. Other midden sites cluster around mouths and lower portions of rivers and streams. Some Manasota sites, presumed to be short-term villages or special use camps, are found in pine flatwoods near water sources and wetland habitats. Zooarchaeological studies of coastal Manasota sites identify numerous species of fish, sharks, rays, and shellfish as a major part of their diet. Other animals found at these sites, but in smaller proportions, include reptiles, amphibians, and mammals such as deer and raccoon.

"Morning Offeratory" by Theodore Morris ©



Southwest Florida Native American atop a mound showing wooden masks, pottery, and shell beads. Image courtesy of Sarasota County Government, Historical Resources.

People of the Manasota Culture created ingenious ways to use natural resources to make their clothes, tools, vessels, and ornaments. Their artifacts reflect that they were fully adapted to a coastal environment. Many of their tools and ornaments are made from marine shell. Large lightning whelks as well as smaller crown conchs were tied to wooden handles and used as hammers for wood working as well as opening clams and oysters. Shells were also used to make cups, spoons, and decorative ornaments. Mammal bones such as deer were used to make pins and fish hooks. Intricately carved bone pins may have been used as hair or clothing ornaments. Manasota groups also used stone for tools such as arrowheads, knives, scrapers, and drills. Pottery, typically made from local clays and sand, is often found at Manasota sites. Utilitarian pottery or stoneware, as we refer to it today, was undecorated and the shapes reflected their uses – cooking, serving and storage.

The Manasota Culture is considered part of the Weeden Island Culture Complex. The Weeden Island Culture Complex is a complex of many smaller cultures that extend north from the coastal plains of Alabama and southern Georgia, across the panhandle of northwest Florida, encompassing most of northern Florida, and south along Florida’s Gulf Coast as far south as Sarasota. These smaller cultures of the Weeden Island Culture Complex were geographically different and each adapted according to their individual environment. They ate different food, used different tools, and made different everyday pottery. However, since there are similarities in their burial mounds and associated burial artifacts, current archaeology assumes that they probably shared many similar ideas about social life and religion.

## **SAFETY HARBOR CULTURE PERIOD (1,100 to 500 Years Ago)**

The Safety Harbor Culture, named for a site on Tampa Bay, developed out of the late Weeden Island period culture in the central Gulf Coast region. The heartland of the Safety Harbor Culture was around Tampa Bay in Pinellas, Hillsborough, Manatee, and Sarasota counties. Information about the Safety Harbor culture comes from both archaeological evidence and historical accounts. As with the preceding Manasota Culture, Safety Harbor Culture sites were typically shell middens and mounds predominantly on the coast, some located in Sarasota. Safety Harbor people depended on shellfishing, hunting, fishing, and gathering of wild plants for food. Shell tools were more commonly used than stone tools. Utilitarian pottery was simple and undecorated. Elaborately decorated ceremonial pottery such as bowls, beakers, jars, and bottles were used as burial gifts.

“Tocobaga Hunter” by Theodore Morris ©



Safety Harbor Hunter with spears and pottery. Image courtesy of Sarasota County Government, Historical Resources.

Each chiefdom had a distinct territory. Typically the chief and a portion of the group lived in a simple capitol village with a platform or temple mound. Archaeological studies of Safety Harbor temple mounds, most notably from local Sarasota archaeologists George Luer and Marion Almy, propose that these mounds were probably the base or foundation of a chief or other high official's house. Some platform mounds may have been used to support elaborate structures used for social or religious ceremonies. The platform or temple mound was usually next to a village plaza (a flat, cleared area used for public activities) which was surrounded by the village structures and middens. Other smaller villages, campsites, and mounds were scattered along the coast as well as inland. Burial mounds were quite common in these village sites, usually located away from the center of the village.

The Uzita chiefdom, a Safety Harbor culture with its capitol village and group of surrounding villages, occupied the area from the Little Manatee River in Manatee County south to Sarasota Bay. This area contained a number of Safety Harbor period mound and village sites on the coast as well as inland. However, Spanish expeditions had a negative impact on the Safety Harbor culture. Twenty-five years after Spanish explorer de Soto landed, the Uzita chiefdom no longer existed. And eighty years after the Spanish arrived in Tampa Bay, the Safety Harbor Culture chiefdoms had essentially been decimated.

## **SEMINOLE CULTURE PERIOD (500 Years Ago to Settlement Era)**

The once numerous Native American groups of Florida, including the Safety Harbor Culture groups in Sarasota, had been decimated by diseases like smallpox and yellow fever brought from Europe. By the early 1760s native groups of Florida were reduced to almost nothing. Handfuls of individuals were taken to Cuba when the Spanish population withdrew from Florida in 1763. While their groups disintegrated, others migrated into the state such as the Creeks. The Seminoles were originally part of the Creek Indian groups from Georgia and Alabama and historically a late arrival to Florida. Many members of their culture live primarily in South Florida today. Historians believe that the name "Seminoles" came from the Spanish word *cimarrone*, used by early Spaniards to refer to Indians living apart from mission settlements. By the early 1800s, Seminoles had traveled as far south as Tampa and Sarasota. Between 1812 and 1820 pressure from settlers in Alabama and Georgia forced many Creeks to move into Florida. Conflict arose between the settlers from Georgia and the Carolinas and the Seminoles, which ultimately resulted in warfare.

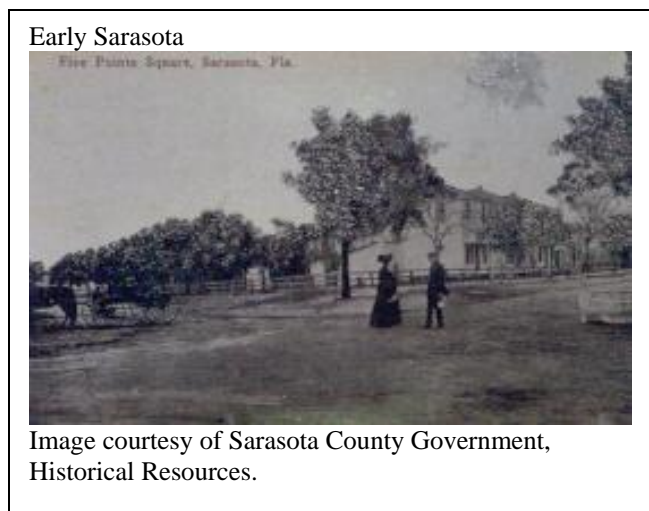
In 1840, General Armistead, commander of the Army of Florida, established a new headquarters in Sarasota. Fort Armistead was situated on the mainland north of present-day Whitaker Bayou. Fort Armistead was one of the few posts that sent soldiers to Charlotte Harbor to pressure Seminoles into surrender and deported them to reservation areas west of the Mississippi. Although the location appeared good, illnesses such as diphtheria weakened the troops. After seven months the fort was abandoned.



The 2<sup>nd</sup> Seminole War (1835-1842) resulted in troops moving more Seminoles to Oklahoma. Yet a small group of 200-300 remained in the Everglades using the swamps as a refuge. The 3<sup>rd</sup> Seminole War, also known as the Billy Bowlegs War, pushed troops south, eventually removing 200 Seminoles to Oklahoma. A small group still remained in the swamps of south Florida, which were nearly impossible for federal troops to reach. The descendants of these groups are the modern day Florida Seminoles.

## SETTLEMENT ERA 1865-1919

Before the Civil War, there were few people living in the part of Manatee County that would become Sarasota County in 1921. Ft. Armistead, built in the Indian Beach area during the Second Seminole War, was closed less than one year after it became operational due to a high rate of illness and death. When William Whitaker moved here in the 1840s, his mailing address was “Yellow Bluffs, Sarasota Bay.” Not until after the Civil War was there a community named Sara Sota, located between Hudson Bayou and Phillippi Creek and one of a number of early communities formed by a steady immigration of pioneers. Most settlers came by boat to live in coastal communities. Others came overland in ox-drawn wagons to settle in the interior parts of the region.



This was frontier territory. Pioneers grew or caught their food, made their clothes, shopped in Manatee or Tampa, and fought the ever-present mosquito. Another characteristic of frontier life was the absence of a local judiciary. When a vigilante group in Sara Sota believed their first postmaster, Charles Abbe, was plotting to cheat some out of their homestead claim, they murdered him in 1884. The *New York Times* carried the story of the “Sarasota Assassination Society” on the front page.

Colonists sailed from Glasgow, Scotland in 1885 to settle in a new community of Sarasota. Laid out around Five Points, the new town was advertised by its owners as a sub-tropical paradise. Reality was harsh and most of the colonists left within a few months. John Hamilton Gillespie, sent by the town’s owners to protect their investment, facilitated construction of a dock, laying out the streets, and the building of homes and a hotel. Gillespie became the first mayor when the town incorporated in 1902.

The *Sarasota Times* became the area’s first newspaper in 1899. The 1900 census recorded 4660 people in Manatee County; an estimated 600 lived in the future Sarasota County.

Electricity, telephones, and a reliable railroad came to Sarasota in the first decade of the 20<sup>th</sup> Century. Efforts to transform the “tiny fishing village” into a city in the second decade resulted in paved roads between towns, a high school, the first bridge to a key (Siesta), seawalls around the bayfront, and incorporation as a city. The Woman’s Club led the cultural growth of the community by sponsoring a library; offering concerts, book discussions, and theatrical performances; working for such social issues as compulsory education; and forming the local Red Cross organization to aid American soldiers fighting in World War I.



Structures dating from Sarasota’s Settlement Era are of simple wood frame construction. Those in rural areas are referred to as “vernacular,” that is, lacking any stylistic influences. The design of buildings closer to town was often influenced by some defined architectural style, often the Gothic or Queen Anne styles.

The earliest structures in Sarasota were built of locally available, raw materials, principally pine and cypress. Portable saw mills were transported to the sources of raw materials, such as cypress swamps or pine forests, to mill wood for these early structures. These saw mills produced rough-cut timber, which can be identified from its characteristic blade marks.

Windows were wooden, with multiple small panes of glass, which were more easily transported and manufactured than large panes. Houses were constructed above ground on wooden piers, for protection from vermin and the threat of fire.

## **BOOM TIME 1920-1927**

On the heels of World War I came a push for the formation of Sarasota County. With success in 1921, the new county's leadership began to improve the infrastructure and make the area attractive for tourists and new residents. After an October hurricane destroyed many of the commercial docks along the Gulfstream Avenue bayfront, community leaders moved the affected businesses northward to the new Payne Railroad Terminal and created parkland along Gulfstream Avenue. Voters approved bonds for roads, bridges, nine schools, and a courthouse.

Sarasota Bayfront, circa 1923



Image courtesy of Sarasota County Government, Historical Resources.

During the Land Boom of the 1920s, entrepreneurs purchased land with promises and hoped to turn a profit within weeks. Families migrated south to the “land of opportunity.” Laborers found jobs in construction, agriculture, and transportation. Developers platted and built subdivisions on land that had been pinewoods, cattle pastures, and vegetable farms. Population expanded rapidly. In five years, the 1920 population nearly tripled to 8,284 residents.

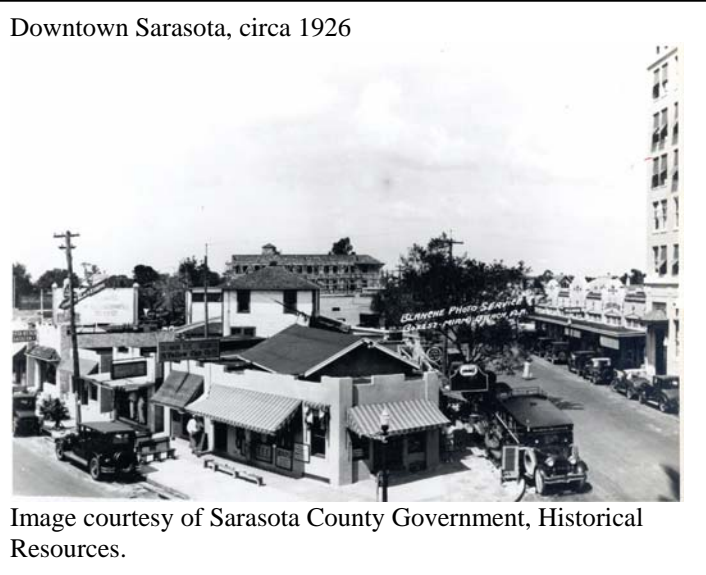
The segregated residential area for African American residents that was called Overtown became insufficient for the growing population. The Newtown Subdivision that was platted in 1914 outside the city limits was added onto in the 1920s and became the core of the Boom Time commercial and residential black community. In 1926, with funds from a national foundation, the county school board built the first school building for African American children in the county. The principal of the school was Emma E. Booker, after whom three county schools are named.

Entertainment and hospitality for the tourists also characterized Boom Time development. Sarasota hosted the New York Giants' baseball spring training beginning in 1924 and the winter quarters for the Ringling Bros. and Barnum & Bailey Circus beginning in 1927. John Ringling launched his Ringling Isles on St. Armands, Lido, and Longboat Keys. With his corporation's vice president, Owen Burns, doing the

construction, Ringling's presence in the community took on a Gilded Age opulence. His Ringling Causeway provided easy access not only to an upscale subdivision, but also to more Gulf beaches.

John's brother, Charles, focused on downtown development, anticipating that the business district would expand eastward. His Courthouse Subdivision spanned Washington Boulevard, provided land for the new county courthouse, and included the Terrace Hotel, which offered repose for travelers arriving via the newly constructed Atlantic Coastline Railroad.

Sarasota County's boom time style of choice was without question Mediterranean Revival. Constructed of wood or hollow clay tile, these structures were typically surfaced in stucco with wooden details, such as shed roofs and balconies, constructed of pecky cypress. Elaborate wrought iron and imported ceramic tiles were used to add color and texture to the design.



Mediterranean based architecture including Spanish, Spanish Colonial, Moorish, and Italian Renaissance were evident in St. Augustine by the latter part of the 19<sup>th</sup> century. Not long after, architect Addison Mizner, on the east coast of Florida, began designing buildings in an eclectic Spanish style, which came to be known as Mediterranean Revival. The style's exotic flair was well suited to boom time Sarasota's image as a tropical mecca.

Mediterranean Revival Style structures in Sarasota come in all shapes and sizes. Perhaps, the best known is the simple Spanish bungalow. Commercial storefronts, small apartment buildings and, of course, grand hotels were also designed in the style.

## **DEPRESSION ERA 1928-1940**

The Boom had collapsed by 1927. Buyers for properties vanished. Banks closed. Tax revenue decreased. The tourist flow became a trickle. For the 8,400 people in Sarasota that were recorded in the 1930 census, the Depression years were difficult, but generally not devastating. Anyone who could fish could eat. Federal assistance programs paid laborers for bridge, drainage, public building, and park projects. Parent Teacher Associations and Woman's Clubs helped provide lunches and clothing for students in

need. They also raised funds to keep the schools open when tax revenues were insufficient.

After planting a wide variety of vegetables on the black muck soil of the Fruitville area in 1929, the Palmer Farms experimental farm concluded that celery was the single crop likely to be most successful. It grew well and there was a market for it. Farmers came from around Florida and elsewhere to join the Palmer Farms Growers Association, a cooperative enterprise that promoted the marketing of Sarasota's agricultural products.

Visitors continued to swell the local population during the winter and spring. The Tin Can Tourists moved their annual convention to Sarasota in 1932. The following year baseball fans flocked to watch the Boston Red Sox as they filled in the gap in spring training that the Giants had left.

Mayor E. A. Smith led the effort to acquire land for the Civic Center, between 6<sup>th</sup> and 10<sup>th</sup> Streets and west of US 41. Federal funds helped with the construction of the Municipal Auditorium, which became the site for Sara de Soto pageant balls, Miss Florida competitions, concerts, and high school events. On the Gulf, federal funding facilitated construction of the Lido Beach Casino, popular attraction for resident and visitor alike.

The modest construction of the Depression and New Deal era stood in stark contrast to Sarasota's exotic revivals of the 1920's. Homes were often small and simple, and there was a renewed interest in more traditional styles like Dutch Colonial and Colonial Revival. Simple wood siding over a masonry or wood frame structure, with little or no architectural embellishments characterized these years of residential construction.

Municipal Auditorium, circa 1940



Image courtesy of Sarasota County Government, Historical Resources.

Federal Building, circa 1983



Image courtesy of Sarasota County Government, Historical Resources.

Public projects fueled by the Hoover and Roosevelt administrations were more highly stylized, picking up on European design influences that emphasized sleek lines and function over form. Structures in Sarasota representative of this style include our Art Deco Municipal Auditorium, the Chidsey Library, and the City's former fire station –



today's Treasure Chest located at 1426 Fruitville Road. Another more traditional public building from this time is Sarasota's Neoclassical Style Federal building located on South Ringling Boulevard. These public buildings were of masonry and displayed design influences from well beyond Florida's borders.

## **WORLD WAR II AND AFTER, 1941-1966**

After the United States entered the Second World War in 1941, Sarasota became host to an Army Air Base at the site where preliminary work had been done to create a new Sarasota-Bradenton airport. Thousands of troops trained there. Initially, bomber pilots came from Tampa and lived in tents at the base. After two sessions of training with bombers, it was found that the planes were too heavy for the runways and, subsequently, fighter pilots trained there. The Civil Air Patrol established a unit at the former municipal airport near the circus winter quarters. From that base civilian pilots searched the Gulf waters for enemy submarines and assisted in rescue efforts of Army pilots whose planes "ditched" into the water during training missions.

DDT, the pesticide that was developed during the war for use in battle areas to protect soldiers from insect-spread disease, became available for civilian use after the war. Local governments eagerly used it in the battle against mosquitoes. Coupled with drainage ditching, spraying by truck and plane significantly reduced the mosquito population and contributed to a more welcoming environment for new residents.

During the post-war years, Sarasota experienced a population explosion. The 13,857 residents in 1945 grew to 40,237 in 1970. Commercial and residential development filled the keys and pushed "metro Sarasota" to the east. Arvida Corporation filled in the grass flats around the original Bird Key and created waterfront properties on a new larger key. Part of the population explosion occurred within the arts community. A significant number of artists, writers, and architects moved to the area and art, theater, and musical groups emerged. The John and Mable Ringling Museum of Art, bequeathed to the state of Florida by John Ringling, opened to the public in 1946.

Jungle Gardens, Sunshine Springs and Gardens, Circus Hall of Fame, Floridaland, and Texas Jim Mitchell's Reptile Farm and Zoo opened to entice the Florida-bound traveler. US 41 became the main north-south route on Florida's west coast and motels mushroomed along Tamiami Trail in Sarasota. To introduce visitors to the

*Sarasota City Plan* - Historic Preservation Support Document

Downtown Sarasota, circa 1955



Image courtesy of Sarasota County Government, Historical Resources.

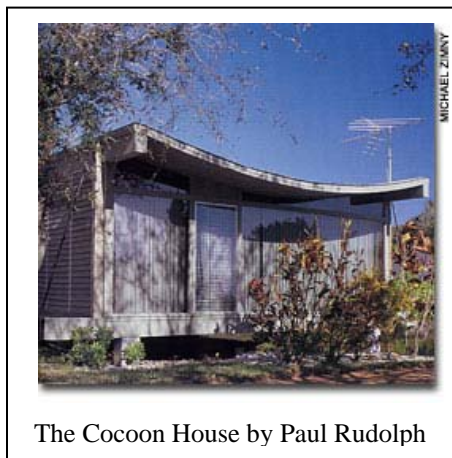
Adopted - December 1, 2008

beauties of Sarasota Bay, and to remove through traffic from the business district, dredges placed fill to the southwest of Gulfstream Avenue so that US 41 could be re-routed along the bayfront.

After World War II, architecture throughout the United States took on a distinctly modern look reflecting changes in design philosophies that had been developed in Europe, and brought to this country during the war. Designers discarded the ornamentation of existing or traditional styles and exposed the structural elements of their buildings to produce a starkly functional design.

In Sarasota, the International Style was adapted to fit our semi-tropical environment through the use of wide roof overhangs for shading, large expanses of glass to soften the transition between indoors and out, and site placement to take advantage of prevailing winds.

Later named “The Sarasota School of Architecture”, the innovative designs used in the City drew international attention. Noted architectural historian, Henry Russell Hitchcock writing for the *Architectural Review of London* in 1952 said “The most exciting new architecture in the world is being done in Sarasota, Florida by a group of young architects”.



The Cocoon House by Paul Rudolph

# **HISTORIC PRESERVATION** **IN SARASOTA**

The creation of the Sarasota County Historical Commission in 1958 is generally considered to be the starting point for the protection of heritage resources in Sarasota. Appointed by the Sarasota County Commission, the Historical Commission's mandate was to collect, preserve and present articles of Sarasota's past. As part of its mission, the Historical Commission initiated a program of placing markers on landmarks and historical points of interest in the county.

Several years later in 1960, private efforts to preserve Sarasota's past received a boost with the formation of the Historical Society of Sarasota County, a private, not-for-profit preservation organization dedicated to enhancing public awareness of Sarasota's heritage. The Historical Society has been one of the principal catalysts for protection of the community's heritage.

The American Bicentennial celebration in 1976 was another important milestone both nationally and in Sarasota. In its wake, a new enthusiasm for protecting the nation's heritage emerged.

One result was a 1977 survey of historical, architectural, and archaeological sites within the City of Sarasota, the first systematic attempt to document the city's heritage. At that time, only 23 sites in Sarasota were listed in the Florida Master Site File maintained by the Division of Historical Resources within the Department of State in Tallahassee. As a result of the block-by-block survey and review of written records such as deed books, newspapers, old maps, tax rolls, manuscript materials, city directories and old photographs, more than 285 buildings and two subdivisions, as well as 30 archaeological sites were identified in the 1977 survey. Today, this survey is considered incomplete due in part from a minimal review and inadequate evaluative information.

The survey included identification and cataloging of Sarasota's extensive collection of Mediterranean Revival private residences and commercial structures. Historically and architecturally significant apartments and hotels were identified in the downtown area while important residences ranging from simple bungalows to elegant estates were identified in the surrounding neighborhoods. Several examples of homes from the nineteenth century were also identified.

Of the 30 archaeological sites identified, 29 were prehistoric Indian sites and one was a historic period site. Fourteen of the sites (Indian shell middens and burial mounds) were judged to be undisturbed or only slightly altered and were determined to have yielded or be likely to yield information important to the prehistory or history of the city. As a result, these fourteen sites were recommended for protection and preservation.



While the survey was a significant event in Sarasota's preservation history, it was necessarily limited in scope. Only buildings constructed prior to 1930 were included. That means that the significant innovations in architectural design known as the "Sarasota School of Architecture" that blossomed from the 1940s to the 1960s were not included in the survey. Some areas of the city, for example, North Siesta Key and Newtown, were not surveyed as systematically as other parts of the city.

The survey was published by the City of Sarasota in 1983. Based on the survey, the City prepared a "multiple resource nomination" of 39 properties to the National Register of Historic Places, the first multiple resource nomination in the State of Florida. As a result of the nomination process, 22 of these 39 properties were eventually listed in the National Register of Historic Places. To date, the National Register of Historic Places lists 48 properties within the City (see National Register of Historic Places inventory in Appendix A; note – some of the properties listed in the National Register are no longer in existence).

The archaeological work in the 1977 survey was limited. Only portions of the city, those areas likely to have maximum possibility for containing archaeological sites (e.g., coastal areas and beaches near bayous, creeks and springs), were included in the fieldwork. Because of this, the survey was considered incomplete. Therefore, a follow-up *Historic Properties Survey of Sarasota, Florida*, was completed in May 1988. Also in 1988, the City of Sarasota completed an archaeological survey in the Indian Beach area to augment the 1977 archaeological survey. Today, updating these previous surveys is a priority especially in the areas, styles, eras, and historic information not covered in the original and subsequent surveys.

Downtown preservation received a boost in 1983 when the city sponsored an intensive two-day analysis by a Regional/Urban Design Assistance Team (RUDAT) from the American Institute of Architects. The study results focused heavily on the preservation ethic as an integral part of utilizing the city's heritage as a community development resource.

The most significant event in the history of historic preservation in Sarasota occurred in 1983 when the City Commission enacted Ordinance No. 83-2679, which has been incorporated into the Zoning Code. This 1983 historic preservation ordinance created a seven member Historic Preservation Board, consisting of Sarasota private citizens appointed by the City Commission. Enactment of the ordinance was prompted by demolition of the Mira Mar Hotel and the Acacia Estate, two of Sarasota's important historic and architectural resources. It was hoped that the ordinance would also prevent further deterioration of the Gillespie House, a folk Victorian building constructed in 1899 as the second home of John Hamilton Gillespie, the son of the president of Florida Mortgage and Investment Company – the firm that originally platted the Town of Sarasota. Mr. Gillespie is an important figure in the history of the City as he served as its first mayor.

The Preservation Board, as established in 1983, was given five significant functions:

Recommend the designation of historically significant structures and architecturally significant sites to the City Commission;

Review and act upon Certificates of Approval for designated properties, required before the City may issue permits for building, demolition or moving;

Promote public awareness of historic and archaeological preservation and its community benefits;

Initiate nominations of structures, districts or sites to the National Register of Historic Places; and

Maintain the Florida Site File for the City of Sarasota and conduct and maintain the City's survey materials.

As a result of the establishment of the Preservation Board the City Commission designated over 160 resources as locally historic between 1984 and July 2001.

Two events in 1984 gave a boost to public awareness of the importance of preserving Sarasota's past. In the fall of 1984, the Florida Trust for Historic Preservation held its annual meeting in Sarasota. For three days, area and state preservationists convened for workshops, programs, exhibits and tours relating to the theme, "Preservation and the Arts." Also in 1984, the Sarasota County Historical Society led its first walking tour.

In 1985, the Local Government Comprehensive Planning and Land Development Regulation Act amended a portion of the 1975 legislation by requiring coastal communities to address the preservation of archaeological and historic resources in their planning efforts. However, communities were allowed to fulfill this requirement by addressing the issue of preservation in the future land use, housing, and coastal management elements. The 1989 version of the comprehensive plan did not include a separate historic preservation element.

Second, the City adopted a Historic Preservation Element in the 1986 version of the Sarasota City Plan (this element was in effect until the 1989 version of the comprehensive plan was adopted). Although previous comprehensive plans had been adopted, the 1986 Sarasota City Plan was the first adopted under the guidelines of the Local Government Comprehensive Planning Act of 1975 (LGCPA). The LGCPA laid the foundation for local comprehensive planning in the State. The Act lists mandatory elements for inclusion in the local government comprehensive plans, and includes a "historic and scenic preservation" element as one of the options.

The year 1986 was another significant one for historic preservation in Sarasota. First, the historic preservation ordinance was comprehensively revised. Following demolition of

the Atlantic Coast Line Railroad Station, the City strengthened the Historic Preservation Ordinance to provide binding review of applications for Certificates of Appropriateness for demolition.

Another significant preservation issue in the City of Sarasota during the 1980s was the effort to preserve and reuse the John Ringling Tower (JRT). Constructed in 1926 according to plans by renowned New York architect, Dwight James Baum, in the Mediterranean Revival Style, the building was originally the El Vernona Hotel. The JRT was listed in the National Register of Historic Places, was in the Florida Site File and was locally designated. During the early 1980s, the JRT was closed. Demolition permits were issued in March 1998 for the John Ringling Tower and June 2000 for the nearby Bickel House to make way for a new development – the Ritz-Carlton.

During the 1990's economic upswing, redevelopment projects increased within the City of Sarasota. With increased construction, many historic buildings fell victim to the increased pressure to redevelopment especially in the downtown and waterfront areas of the City--as was the case with the John Ringling Tower and Bickel House.

In 2002, the City Commission adopted this Historic Preservation Plan as part of its comprehensive plan as evidence of its increased commitment to historic preservation. The Chapter was drafted with the assistance of the City of Sarasota's Historic Preservation Board and staff of the Sarasota County History Center.

In 2006, redevelopment continues to place increasing pressure on the historic resources in downtown Sarasota and elsewhere in the City. Following the adoption of this Historic Preservation Plan Chapter, the City continued to show its commitment to the City's historic resources. Beginning in 2002 and continuing through 2005, the City Commission committed \$20,000 annual budget funds to match a Florida Department of State, Division of Historic Resources grant. Those funds were used to update the 1977 and 1983 survey data. The updated survey was completed in five phases by 2007 included the entire City. Each phase documented approximately 750 structures. As of this writing, over 3,200 structures have been added to the City's Florida Master Site File listings by this survey.

# **LEGAL BASIS FOR HISTORIC PRESERVATION IN SARASOTA**

This section of the Historic Preservation Support Document reviews the existing Federal, State, and City of Sarasota legislation that provide the foundation for preservation activities. It also presents a legal basis for historic preservation ordinances and comprehensive plan elements.

## **Federal Legislation**

The **National Historic Preservation Act of 1966 (Act)** is the centerpiece of the nation's historic preservation program. The scope of the Act encompasses many programs including:

- Authorizes the United States Secretary of the Interior to maintain a National Register of Historic Places (National Register) that identifies sites, buildings, districts, and significant objects that are important to American history, architecture, archeology, engineering, and culture. Properties listed in the National Register are primarily of State and local significance. The National Register program is administered by the National Park Service.
- Provides for the designation of National Historic Landmarks (Landmarks). Landmarks are buildings, sites, districts, structures, and objects that have been determined by the Secretary of the Interior to be nationally significant in American history and culture. Many of the most renowned historic properties in the nation are Landmarks. All National Historic Landmarks are listed in the National Register and constitute more than 2,100 of almost 65,000 entries. The process for listing a property in the National Register is different from that for Landmark designation with different criteria and procedures used. The National Historic Landmarks program is administered by the National Park Service.
- Authorizes the Department of Interior with the responsibility for nominating historic properties from the National Register for inclusion in the World Heritage List in accordance with the terms of the Convention Concerning the Protection of the World Cultural and Natural Heritage (1972). As of December 2000, the World Heritage List contained over 690 properties, including the Florida Everglades.
- Authorizes grants for the preservation, stabilization, restoration, or rehabilitation of historic properties, provided that the grants meets certain requirements and protects those qualities that are historically significant. Grants may also be provided for preservation of cultural heritage and religious properties. The Act established a Historic Preservation Fund for purposes of implementation.

- Established the Advisory Council on Historic Preservation, which oversees and ensures the consideration of historic properties in the Federal planning process. The Advisory Council comments on all projects affecting historic properties either listed in or determined eligible for listing in the National Register.
- Provides for state historic preservation programs in which the Governor of each state designates or appoints a “State Historic Preservation Officer” to administer each state program. It also provides for a state historic preservation review board and for public participation including the process of nominating properties to the National Register.

The **Native American Graves Protection and Repatriation Act** became law on November 16, 1990. It requires Federal agencies and museums to inventory human remains and associated burial objects and to provide this inventory to Native American tribes. Items listed on the inventory must be returned to the appropriate Native American tribe upon a request for repatriation. This Act also makes the sale or purchase of Native American human remains illegal.

## **State of Florida Legislation**

In 1985, Florida adopted its **State Comprehensive Plan** (State Plan), which is located in **Chapter 187** of the Florida Statutes. The protection of cultural and historical resources is one of the State Plan’s 26 goals. The historic preservation goal of the State Plan is to increase access to “historical and cultural resources and programs and encourage the development of cultural programs of national excellence.” The State Plan has not been updated since it was first adopted and the date for achieving this particular goal passed in 1995.

There are six policies that, if followed, will enable the State to reach its goal. The six policies are:

1. Promote and provide access throughout the state to performing arts, visual arts, and historic preservation and appreciation programs at a level commensurate with the state's economic development;
2. Develop a strategy for the construction of arts facilities based on an assessment which ranks regional and statewide capabilities and needs;
3. Ensure the identification, evaluation, and protection of archaeological folk heritage and historic resources properties of the state's diverse ethnic population;
4. Stimulate increased private sector participation and support for historical and cultural programs;

5. Encourage the rehabilitation and sensitive, adaptive use of historic properties through technical assistance and economic incentive programs; and
6. Ensure that historic resources are taken into consideration in the planning of all capital programs and projects at all levels of government and that such programs and projects are carried out in a manner which recognizes the preservation of historic resources.

This goal and its policies provide the framework for historic preservation plans at the regional and local government levels. In order to be consistent with the Florida Statutes, this chapter must be consistent with the State Plan's goal and policies for cultural and historic resources.

**Chapter 267, Florida Statutes**, constitutes the State's primary historic preservation authority and, in many respects, parallels the National Historic Preservation Act of 1966. In this chapter, the Florida Legislature established the Department of State's Division of Historic Resources and designated it as the primary historic preservation agency of the State. Prior to 1986, this division was known as the Division of Archives, History, and Records Management.

In Chapter 267, the Legislature also created an Historic Preservation Advisory Council consisting of 12 members that establishes priorities and criteria for historic and archaeological sites and properties, evaluates proposals for historic preservation grants, and identifies public goals for the State's historic preservation program. Additionally, a Historic Preservation Grant Program was created for the purpose of funding projects related to the identification, acquisition, protection, preservation, rehabilitation, restoration, or construction of historic sites and properties, or Florida history, or the planning of such activities.

**Chapter 872, Florida Statutes**, protects human burials on both public and private property. The intent of this law is to protect archaeological and Native American burial sites. Section 872.05 requires that all types of human burial sites including Indian mounds, historic and prehistoric cemeteries, and other unmarked burial sites be treated responsibly once they are discovered, and that certain procedures be followed. The law is intended to preclude excavation of human remains unless the remains may be damaged or destroyed without excavation.

## **City of Sarasota Legislation**

### **Building Code**

The City of Sarasota currently uses the Florida Building Code, which is produced by the Southern Building Code Congress International. The Florida Building Code governs building design and construction. The Florida Building Code includes an appendix containing guidelines for rehabilitating historic buildings. The guidelines were initially

developed in 1977 to help property owners, developers, and Federal managers apply the Secretary of the Interior's "Standards for Rehabilitation" in managing historic resources. The appendix provides recommendations for rehabilitation in order to meet code and energy requirements while preventing radical changes that would destroy or damage the character-defining materials or features of a historic structure.

## **Zoning Code**

**Article III, Division 4** of the City of Sarasota Zoning Code identifies the powers and duties of the seven members of the Historic Preservation Board, which are:

- To recommend the designation of historically significant structures and sites and archaeologically significant sites;
- To recommend the designation of historic and archaeological districts;
- To grant, suspend, or revoke certificates of appropriateness for historically designated structures, historic districts, historic signs, and archaeological sites and districts;
- To review and act upon applications for moving permits;
- To maintain the Florida Master Site File of historic places for the City of Sarasota;
- To propose and recommend amendments to historic preservation regulations to the City Commission;
- To designate historically significant signs;
- To take testimony under oath and compel the attendance of witnesses; and
- To promote public awareness of historic and archaeological preservation and its community benefits.

**Article IV, Division 8** of the Zoning Code provides for the designation of historic structures, sites and signs, and archaeological sites. It specifies the procedures and criteria to be used in designating these structures, sites, and signs. The procedures and criteria are discussed in the next section – Historic Preservation Programs.

# LEGAL BASIS FOR HISTORIC PRESERVATION ORDINANCES AND COMPREHENSIVE PLAN ELEMENTS

Historic preservation ordinances have enjoyed a strong tradition of judicial support in this country for many decades. Nevertheless, such regulations – and indeed all public regulation of private property – do have to comply with some important legal principles in order to pass judicial muster, such as the Fifth Amendment’s prohibition against the taking of private property for public use without just compensation. This report provides a general overview of the legal basis for historic preservation regulation, including discussions of recent relevant decisions by the U.S. Supreme Court, other lower courts, and the Florida courts. The report concludes by outlining some of the key issues that should be considered when drafting an effective historic preservation ordinance.

## 1. General Validity of Historic Preservation Regulations

Public regulation to protect historic resources, as we know it today, originated in the early 1900s when local jurisdictions began regulating land uses and structures to protect neighborhood character and preserve historic buildings. Two of the earliest examples occurred in 1904, when the cities of Boston and Baltimore adopted height restrictions on buildings constructed in residential neighborhoods. The Boston ordinance in particular was intended to better reconcile new development with the character of historic neighborhoods. A Boston property owner challenged the city’s regulation on the grounds that land use regulation for aesthetic purposes alone was not reasonably related to the public interest. Eventually the claim made its way to the U.S. Supreme Court, where the city’s regulation was upheld as reasonably related to the public safety (i.e., fire prevention) and thus a legitimate exercise of the government’s police power.<sup>1</sup> The Court sidestepped the issue of whether local governments could regulate on the basis of aesthetics alone. The courts utilized this approach, which would come to be known as the “aesthetics-plus” doctrine, over the next two decades to uphold a range of aesthetic-based regulations such as billboard controls.

Preservation and aesthetic regulation did not begin to stand on its own two feet until a 1954 U.S. Supreme Court decision, *Berman v. Parker*, an urban renewal case, announced strong support for government action based on aesthetics:

The concept of the public welfare is broad and inclusive.... The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled.<sup>2</sup>

Emboldened by the *Berman* case, and in the face of massive urban renewal and highway projects that were destroying historic structures by the score, many communities enacted preservation controls. In fact, between 1956 and 1978, the number of local ordinances

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<sup>1</sup> *Welch v. Swasey*, 214 U.S. 91 (1909).

<sup>2</sup> *Berman v. Parker*, 348 U.S. 26, 33 (1954).



increased from a dozen to over 500. These new ordinances were receiving general favorable reviews in both state and federal courts.

But still, the U.S. Supreme Court had not spoken directly to the preservation issue. Finally, in 1978, in the landmark case of *Penn Central Transportation Co. v. New York City*,<sup>3</sup> the Court laid to rest the notion that aesthetic considerations alone are not a proper basis for the use of the government's police power in a preservation context: "States and cities may enact land use restrictions or controls to enhance the quality of life by preserving the character and desirable aesthetic features of a city."<sup>4</sup>

The *Penn Central* decision, along with a number of preservation tax incentives and historic preservation laws enacted by Congress in the 1970s, sparked a renewed interest in the preservation movement among state and local governments. Initially, most states acted simply as administrators of federal programs (e.g., by listing properties in the National Register of Historic Places). Soon, however, many states began creating their own, multi-faceted preservation programs that included not only statutes explicitly authorizing preservation, but also incentives to encourage rehabilitation of historic structures and public education campaigns. Increasingly, most of the real power and responsibility to protect historic resources rested at the local level in the form of detailed preservation ordinances that regulated the demolition and significant alteration of historic structures and new construction in historic areas.

## **2. Constitutional Issues in Historic Preservation Law**

All government regulation of private property, including the types of regulation typically found in historic preservation ordinances, must adhere to general limitations established by the federal and state constitutions and also court decisions at the federal and state levels. This section identifies three of the more significant of these limitations, including the Fifth Amendment's prohibition against the taking of private property for public use without just compensation, and the Fourteenth Amendment's protections of due process and equal protection.

### **A. The Takings Issue**

#### *i. The Takings Clause and U.S. Supreme Court Decisions*

The Fifth Amendment to the U.S. Constitution states, in part, that: "...nor shall private property be taken for public use without just compensation." The Fifth Amendment restricts the power of the federal government to appropriate private property for its own use, and is made applicable to state and local governments by the Fourteenth Amendment. A physical invasion of private property by the government (e.g., to build a new post office) is the clearest example of a "taking" of property. In addition, the U.S.

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<sup>3</sup> 438 U.S. 104 (1978).

<sup>4</sup> *Id.* at 129.

Supreme Court has held that if regulations are overly restrictive -- that is, if they deny an owner all reasonable use of his property -- then they are invalid and the government is liable for monetary damages for the period during which the regulations were applied.<sup>5</sup> While the prospect of paying damages can be disconcerting to a municipality, the Supreme Court has also established that a developer must first seek relief from the local government through a number of specific procedural requirements before a court will consider the merits of a regulatory takings claim.

Generally, courts decide regulatory takings claims on an ad hoc basis, considering a variety of factors, including: the nature of the economic impact, whether the regulation promotes valid police power objectives, the character of the government action, whether the regulation denies an owner all reasonable use of his or her property, and whether the regulation severely impacts the owner's distinct, investment-backed expectations. In the context of historic preservation, the takings inquiry revolves around whether or not a design review regulation may be so onerous as to constitute a taking. For example, do prohibitions on demolition or alteration, or restrictions on new development, completely limit future development opportunities or deprive the landowner of all reasonable use of his or her land?

It is extremely difficult for a landowner to prevail on a regulatory takings claim under this test, as a sampling of cases illustrates. Perhaps the most famous historic preservation case to litigate the takings issue was *Penn Central Transportation Co. v. New York City*, mentioned above. In that case, the Penn Central Transportation Company proposed building a 50-story skyscraper using air rights atop New York City's Grand Central Terminal, which had just been designated an historic landmark by the local preservation commission. Pursuant to that designation, any proposed construction or demolition involving a landmark required a "certificate of appropriateness" from the city. The city turned down Penn Central's application for a certificate, deciding that a skyscraper sitting atop the terminal would so effect and change the exterior architecture of the landmark as to be inappropriate. The company appealed, arguing that the denial of the permit kept the company from using its air rights and thus was burdensome enough to constitute a taking. While the lower court agreed and held for the company, the higher courts, including the U.S. Supreme Court, reversed and upheld the denial of the permit. The bottom line in the case, according to the Supreme Court, was the fact that the property had not lost all reasonable economic value—at the very least, it could still be used as a train station.

*Penn Central* demonstrates the difficulties a landowner faces in a trying to establish the merits of a takings claim. Regardless of the harsh economic and practical effects of a design control regulation—which the courts have made clear are treated no differently than any other land-use controls—it is very difficult to demonstrate that a regulation deprives a landowner of all reasonable economic value in his or her property.

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<sup>5</sup> *First English Evangelical Lutheran Church v. County of Los Angeles*, 482 U.S. 304 (1987).

Some takings claim are brought by property owners who are prohibited from demolishing landmark buildings. In *Maier v. City of New Orleans*,<sup>6</sup> a property owner wished to demolish a small bungalow in the historic Vieux Carre district in New Orleans and replace it with an apartment building. The local preservation ordinance forbade the demolition and the owner sued, claiming, in part, that the ordinance deprived the property of all economic value. The U.S. Fifth Circuit Court held that the ordinance did not constitute a taking, finding that Maier did not demonstrate to the satisfaction of the court that the ordinance so diminished the property value as to leave, in effect, nothing. In particular, Maier did not show that the sale of the property was impractical, that commercial rental could not provide a reasonable rate of return, or that other potential uses of the property were foreclosed.

Takings claims rarely occur in preservation cases where the issue is one of landmark designation, or that involve the appropriateness of a proposed alteration to an existing landmark. However, in those cases where a property owner is prohibited from demolishing an historic structure or where new construction is involved, the U.S. Supreme Court's *Penn Central* decision has articulated the basic rules for determining whether or not a taking has occurred.

## *ii. Federal and State Court Cases*

In addition to the decisions by the U.S. Supreme Court noted above, there have been a number of lower federal court and state court decisions addressing regulatory takings challenges in the context of historic preservation ordinances. For the most part, these courts have followed the Supreme Court's line of reasoning in support of landmark regulations, finding that the preservation of historic resources is a valid public purpose and upholding reasonable regulations that further that goal. As the following representative cases reveal, state and lower federal courts have developed a number of useful tests to resolve the ad hoc inquiry first established in the *Penn Central* decision.

### *a. Current Economic Return*

In following *Penn Central's* analysis to determine whether a preservation regulation is overly burdensome to the property owner, courts will examine whether the landmark is "economically viable" in its present use or form. This includes examining current economic return on the property in light of the amount invested, taxes, and other considerations. In *International College of Surgeons v. City of Chicago*,<sup>7</sup> the Seventh Circuit Court of Appeals held that the application of the Chicago Landmarks Ordinance to prohibit the demolition of two houses owned by the college did not constitute a taking under *Penn Central*. Rather, the court found that the ordinance's restrictions promoted the public interest in preserving the historic buildings while permitting reasonable return

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<sup>6</sup> 516 F.2d 1050 (5<sup>th</sup> Cir. 1975).

<sup>7</sup> 153 F.3d 356 (7<sup>th</sup> Cir. 1998). See also, *BSW Development Group v. City of Dayton*, 83 Ohio St. 3<sup>rd</sup> 338, 699 N.E.2d 1271 (1998) (denial of demolition permit under the historic preservation ordinance did not deprive owner of all economically viable use of the property, and was therefore was not a taking.)

on the owner's investment. The Landmark Ordinance, according to the court's findings, did not affect the college's ability to continue using the property as a corporate headquarters or museum. Furthermore, although the college was prohibited from demolishing portions of the main buildings, it was not prevented from redeveloping the property or putting it to another use. Finally, the court found that mere disappointed expectations do not amount to an unconstitutional taking.

### *b. Feasible Alternative Uses*

In determining whether a property owner has been left with a reasonable use of his property, some courts have found that evidence showing a feasible alternative use of an historic structure is relevant. Under this analysis, in order to succeed in challenging the constitutionality of a preservation ordinance, a landowner must prove that an alternative use for the existing landmark is impractical, not only because of the physical condition of the structure, but also because any practical alternative would be economically unprofitable.<sup>8</sup>

### *c. Owner's Knowledge of Landmark Restrictions*

The *Penn Central* decision held that one important inquiry into a takings claim is to determine the "investment-backed expectations" of the property owner. In *900 G Street Associates v. D.C. Department of Community Housing and Development*,<sup>9</sup> the court found that, because the owner had prior knowledge of the preservation restrictions being challenged, the claim of economic deprivation carried little weight since the price paid for the property should have reflected the restrictions on its development.

### *iii. Florida Cases*

Consistent with the *Penn Central* decision and its progeny, Florida courts generally have rejected regulatory takings challenges, recognizing that only a deprivation of all economically viable use of property will constitute a regulatory taking.<sup>10</sup> While few such cases have dealt directly with historic preservation, there have been a number of regulatory takings cases dealing with natural resource protection, which involves many of the same legal issues.

For example, in *Glisson v. Alachua County*, the Florida Court of Appeals upheld the county's restrictions on new development that were enacted to protect the ecological and historic character of Cross Creek, the home of Pulitzer prize-winning author Marjorie

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<sup>8</sup> *Lafayette Park Baptist Church v. Board of Adjustment of City of St. Louis*, 599 S.W. 2d 61 (Mo. 1980). See also *Committee of 100 v. District of Columbia Department of Consumer & Regulatory Affairs*, 571 A2d 195 (D.C. App 1990).

<sup>9</sup> 430 A.2d 1387 (D.C. App.1981).

<sup>10</sup> *Estate of Tippet v. City of Miami*, 645 So. 2d 533 (Fla. App. 1994). (J. Gerstetn, in a concurring opinion, rejecting a facial challenge to the city's preservation ordinance).

Rawlings.<sup>11</sup> The court ruled that the county's comprehensive plan and land use regulations were a valid exercise of their police power, and that the restrictions imposed by the county did not constitute an unconstitutional taking.<sup>12</sup> Alachua County had amended its comprehensive plan in August, 1985, to ensure that the character of the Cross Creek area, including wetlands and wildlife habitats, was preserved. The county then established guidelines for the Cross Creek area, including four resource protection areas. The guidelines imposed controls on new construction by lowering permissible density and requiring the clustering of residential units in most cases.<sup>13</sup>

The court found that the regulations substantially advanced legitimate state interests in that the regulations are directed to protect of the environment and preserve historic areas.<sup>14</sup> The court also found that the regulations on their face did not deny the landowners "all economically viable use" of their property because most of the existing permitted uses for property remained, and the regulations provided a mechanism for individual landowners to obtain a variance or transfer of development rights.<sup>15</sup>

In *Lee County v. Morales*,<sup>16</sup> the Florida Court of Appeals upheld the county's rezoning of the Cayo Costa barrier island from light industrial to agricultural. The island is a highly sensitive environmental area containing over 309 species of plant life and over 100 species of bird and animal life, some of which are threatened or endangered. Two Calusa Indian mounds and a cemetery believed to be from the Cuban settlement period are also located on the island.

In part, the landowners alleged that the county's zoning action was arbitrary, capricious, confiscatory, not fairly debatable, denied them any reasonable use of their property, constituted a taking of their property, and denied them equal protection of the law.

Striking down a trial court's decision overturning the rezoning, the court of appeals found that there was substantial evidence to support the county's decision, noting that the county's zoning board was appropriately concerned with limiting the effects of future development on Cayo Costa in view of legitimate environmental concerns and concern for preserving the island's aesthetic, historical, and archeological characteristics.<sup>17</sup> The court also held that the trial court erred in finding that the county's action was "fairly debatable," the standard applied in Florida and several other states to assess whether particular actions or decisions of government bodies are arbitrary and capricious.<sup>18</sup>

The court rejected the landowners' claims that the rezoning deprived them of "an expected benefit of their investment" and prevented them from realizing the "highest and

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<sup>11</sup> 558 So.2d 1030 (Fla. Dist. Ct. App. 1990)

<sup>12</sup> *Id.* at 1035, 1038.

<sup>13</sup> Consistency between local land use laws and the comprehensive plan is mandatory in Florida.

<sup>14</sup> *Id.*

<sup>15</sup> *Id.* at 1037.

<sup>16</sup> 557 So.2d 652 (Fla. Dist. Ct. App. 1990).

<sup>17</sup> *Id.* at 655.

<sup>18</sup> *Id.*

best use" of their property. The court stated that a property owner is not entitled to the highest and best use of property if the use will create a public harm, and that "just because the property may have higher value under different zoning is simply not a determining factor."<sup>19</sup> The court held that a zoning ordinance could not be considered confiscatory unless it effectively deprived a property owner of all beneficial and reasonable uses of the property, and that an ordinance is not confiscatory merely because one reasonable use has been denied.<sup>20</sup> The court also held that a zoning change could not give rise to an action for inverse condemnation.

With respect to claims that the mere enactment of a preservation ordinance constitutes a taking, the Florida courts have followed the U.S. Supreme Court's reasoning that such claims are not ripe for judicial review. In the case of *Estate of Tippett v. City of Miami*, the Florida District Court of Appeals found that the mere inclusion of a property in the Bayside Historic District, pursuant to the Miami Historic Preservation Ordinance, did not constitute a regulatory taking.<sup>21</sup> Because the property owner had sought no permits, the local government had not reached a final decision as to the effect of the ordinance on the property, making a takings challenge premature.

## **B. Due Process**

### ***i. Due Process Challenges***

The Fourteenth Amendment to the U.S. Constitution reads in part, "...nor shall any State deprive any person of life, liberty, or property, without due process of law." With respect to land use controls, including historic preservation ordinances, the Fourteenth Amendment essentially requires that the government provide for fair and equitable treatment in the application of the regulations to the property.

There are two types of due process challenges that could be made against an historic preservation ordinance. A "substantive due process" challenge questions the essential validity of the entire ordinance, or a significant piece of it, as being "arbitrary and capricious." Such a challenge is frequently a substitute for a Fifth Amendment takings challenge,<sup>22</sup> and is generally considered, by the courts "to be an uphill battle for the claimant,"<sup>23</sup> since the threshold for demonstrating the validity of an ordinance is quite low – the government merely must establish that a reasonable basis exists for the regulation.

Alternatively, a "procedural due process" challenge could be brought against an ordinance on the grounds that a procedural irregularity denied the claimant fair and equal

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<sup>19</sup> *Id.*

<sup>20</sup> *Id.* at 656.

<sup>21</sup> 645 So. 2d 533 (Fla. App. 1994).

<sup>22</sup> See *Lake Nacimiento Ranch Co. v. County of San Luis Obispo*, 830 F.2d 977 (9th Cir. 1987), and *Herrington v. County of Sonoma*, 834 F.2d 1488 (9th Cir. 1987).

<sup>23</sup> See *Keystone Bituminous Coal Association v. DeBenedictis*, 480 U.S. 470 (1987).

treatment in the application of the regulation. Some of the most common types of challenges to preservation ordinances on procedural due process grounds include:

- Criteria for designation of landmarks and districts are too vague;
- Standards for review of alteration work are too vague;
- There is no clear explanation of the time limits for various steps in the designation or alteration review processes;
- Process for review of alteration or demolition is too long;
- Property owners are not given adequate notice of proposed designation;
- Hearing procedures do not provide an adequate opportunity to present testimony or evidence, or allow a fair opportunity to rebut testimony of others or cross-examine witnesses; and
- Procedures for appeal or for hardship variances are inappropriate or inadequate.

#### *ii. Avoiding Due Process Challenges by Setting Adequate Review Standards*

Perhaps the most visible, and often most controversial, power exercised by local preservation commissions is the reviewing of applications for demolition or alteration of landmarks or for new construction in historic areas. An application to demolish a landmark often will engender heated arguments, bringing commissions and their planning advisers face-to-face with the difficult task of balancing preservation goals with economic and political pressures. Dealing with alteration proposals—often less controversial than demolitions, but far more frequent—is no less difficult. The challenge here is to encourage upgrading and continued maintenance of existing landmarks and to guide the process of change so that it is sympathetic to the existing character of the historic area. In all but a few historic areas, freezing things in time would be neither feasible nor desirable.

Setting standards for reviewing such applications is a tricky task. Preservationists are concerned that a demolition "not have an adverse effect on the fabric of the district" or that new construction not be "incongruous," but that it should be "in harmony" with the "character," "significant features," or "atmosphere" of the area. Each of these terms is subjective and needs to be defined and limited in some fashion to give applicants reasonable notice of what is expected of them and to allow courts to judge the validity of the local decision. The failure of a jurisdiction to establish in advance coherent written standards and regulations to be applied consistently in all cases can often amount to a denial of due process.

In his treatise on land-use planning law, Professor Norman Williams lists various considerations that might be used by a local commission in determining whether a proposed demolition or change is compatible with the landmark or district:

- The height of a building, its bulk, and the nature of its roof line;
- The proportions between the height of a building and its width (i.e., is the appearance predominantly horizontal or predominantly vertical?);
- The nature of the open spaces around buildings, including the extent of setbacks, the existence of any side yards (with an occasional view to the rear) and their size, and the continuity of such spaces along the street;
- The existence of trees and other landscaping, and the extent of paving;
- The nature of the openings in the facade, primarily doors and windows-their location, size, and proportions;
- The type of roof: flat, gabled, hip, gambrel, mansard, etc;
- The nature of projections from the buildings, particularly porches;
- The nature of the architectural details, and, in a broader sense, the predominant architectural style;
- The nature of the materials;
- Color;
- Texture;
- The details of ornamentation; and
- Signs.<sup>24</sup>

Not all these considerations will necessarily be relevant to every landmark or district, but the list does suggest ways in which broad review standards may be narrowed.

Promulgating adequate review standards is relatively simple in historic areas that have a distinctive style or character. No one would object strenuously if a landmarks

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<sup>24</sup> N. Williams, *American Land Planning Law*, 3.31 Sec. A.07. A good discussion of preservation criteria can be found in Weiming Lu, "Preservation Criteria: Defining and Protecting Design Relationships," in *Old and New Architecture: Design Relationships* (Washington, D.C.: Preservation Press, 1980), p. 180. As Lu notes, some local ordinances use sketches to illustrate standards. These sketches are typically contained in documents incorporated by reference into the ordinance.



commission rejected a proposal to add a redwood railing around a second floor porch in the Vieux Carre district in New Orleans; everyone knows that iron railings are de rigueur. In places like Miami's Art Deco District, New Orleans, and Santa Fe, the problem virtually solves itself. Thus, in a number of challenges to preservation restrictions, judges had little trouble upholding the action of the local review body because of the district's distinctive style. The legal rationale for those decisions is best explained in an early preservation case, *Town of Deering v. Tibbetts*.<sup>25</sup>

While determination of what is compatible with the atmosphere of the town may on first impression be thought to be a matter of arbitrary and subjective judgment, under consideration it proves not to be.... [T]he language "takes clear meaning from the observable character of the district to which it applies."<sup>26</sup>

Similar reasoning was employed to uphold a very broad review standard in Raleigh, North Carolina, even though the local district encompassed several architectural styles. The Raleigh preservation ordinance required the local landmarks commission to prevent activity that "would be incongruous with the historic aspects of the Historic District." The owner of a vacant lot within the city's Oakwood Historic District claimed this "incongruity" standard was so vague that it amounted to an unconstitutional delegation of legislative authority by the city council to the historic district commission. The Supreme Court of North Carolina, in a well-reasoned decision, found that the incongruity standard sufficiently limited the commission's discretion:

The general policy and standard of incongruity, adopted by both the General Assembly and the Raleigh City Council, in this instance is best denominated as 'a contextual standard.' A contextual standard is one which derives its meaning from the objectively determinable, interrelated conditions and characteristics of the subject to which the standard is to be applied. In this instance, the standard of 'incongruity' must derive its meaning, if any, from the total physical environment of the Historic District. That is to say, the conditions and characteristics of the Historic District's physical environment must be sufficiently distinctive and identifiable to provide reasonable guidance to the Historic District Commission in applying the incongruity standard.

Although the neighborhood encompassed by the Historic District is to a considerable extent an architectural mélange, the heterogeneity of architectural style is not such as to render the standard of incongruity meaningless. The predominant architectural style found in the area is Victorian, the characteristics of which are readily identifiable.

.... It is therefore sufficient that a general, yet meaningful contextual standard has been set forth to limit the discretion of the Historic District Commission. Strikingly similar standards for administration of historic district ordinances have long been approved by courts of other jurisdictions.<sup>27</sup>

The application of permit review standards to landmarks or districts that do not exhibit a single, distinctive style has been more troublesome to some legal commentators, but, as the cases that follow demonstrate, even when a district lacks a predominant style, courts

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<sup>25</sup> 105 N.H. 481, 202 A.2d 232 (1964).

<sup>26</sup> *Id.* at 232.

<sup>27</sup> A-S-P Associates v. City of Raleigh, 258 S.E.2d 444 (1979).

have almost universally upheld the local commission's decision. In some instances in which an ordinance contained relatively vague review standards, the court attached great importance to other criteria in the local law or regulations that narrowed commission discretion. In others, courts have looked to background reports and surveys that were incorporated by reference into the law. Courts also have relied on procedural protections to uphold broad standards. In still other instances, courts have held that appointing people with special expertise to a commission helps limit what might otherwise have been excessive discretion.

*a. Narrowing Broad Review Standards with Specific Criteria*

The typical preservation ordinance sets forth broad review standards for demolition or development permits—often directing the commission to "maintain the character of the district"—and then recites criteria relating to, for example, height, texture of materials, and architectural style to further define that broad standard. Courts have uniformly approved the broad review standard in such cases. A case from the historic small town of Georgetown, Colorado, is an excellent example.

In this case, the plaintiff developer alleged, among other things, that the standard the local commission was to apply in reviewing an application to construct new townhouses—what effect the proposed construction might have upon "the general historical and/or architectural character of the structure or area"—was unconstitutionally vague. The Colorado Supreme Court disagreed. It noted that the phrase "historical and/or architectural significance" was defined in the ordinance, and, more importantly, the ordinance set forth "six specific criteria that focus the attention of the commission and of potential applicants for certificates of appropriateness on objective and discernible factors." The court attached particular relevance to one criterion that directed the commission to consider the "architectural style, arrangement, texture, and materials used on existing and proposed structures, and their relation to other structures in the area," reasoning that "these objective and easily discernible factors give substance to the ordinance's historical and/or architectural character" language. The court cited several decisions from other jurisdictions that upheld similar standards and concluded that the Georgetown ordinance "contains sufficient standards to advise ordinary and reasonable men as to the type of construction permitted, permits reasonable application by the commission, and limits the commission's discretionary powers."

If a local ordinance does not contain such narrowing criteria, the preservation commission would be well advised to adopt them by way of regulation or informal review guidelines (assuming the commission has power to do so).

*b. Standards Found in Background Documents*

An excellent example of a court approving a local action based on criteria found in documents outside the preservation ordinance involves the city of New Orleans. In this

case, the court upheld the New Orleans preservation ordinance, even though the city admitted it had not articulated any review standards.

[O]ther fertile sources are readily available to promote a reasoned exercise of the professional and scholarly judgment of the commission. It may be difficult to capture the atmosphere of a region through a set of regulations. However, it would seem that old city plans and historic documents, as well as photographs and contemporary writings, may provide an abundant and accurate compilation of data to guide the commission. And, as the district court observed, "In this case, the meaning of a mandate to preserve the character of the Vieux Carre takes clear meaning from the observable character of the district to which it applies."

Aside from such contemporary indicia of the nature and appearance of the French Quarter at earlier times, the commission has the advantage at present of a recent impartial architectural and historical study of the structures in the area. The Vieux Carre Survey Advisory Committee conducted its analysis under a grant to Tulane University from the Edward G. Schleider Foundation. Building by building, the committee assessed the merit of each structure with respect to several factors. For example, regarding the Maher cottage at issue here, the Louisiana Supreme Court noted that the survey committee "was of the opinion that this cottage was worthy of preservation as part of the overall scene, " While the Schleider survey in no way binds the commission, it does furnish an independent and objective judgment respecting the edifices in the area. The existence of the survey and other historical source material assist in mooring the commission's discretion firmly to the legislative purpose.<sup>28</sup>

A Florida example of a court approving review standards based on background documents comes from Dade County in 1995, where court found that, because the County's historic preservation standards were patterned after a National Park Service publication delineating professional recognized standards for historic preservation, the county's Historic Board had sufficient guidance to delineate a structure as an historic landmark.<sup>29</sup>

### *c. Procedural Safeguards*

Although procedural safeguards may not prevent challenges to review standards, the fact that there are such protections, or that a landmarks commission, because of the expertise of individual members, is uniquely qualified to determine whether a demolition or new development might damage the character of a historic area has heavily and favorably influenced a number of courts. In at least two instances, procedural protections have received approving judicial reviews. In the Raleigh case, the court thought that such protections helped to ensure against arbitrary action.

The procedural safeguards provided will serve as an additional check on potential abuse of the Historic District Commission's discretion. Provisions for appeal to the Board of Adjustment from an adverse decision of the Historic District Commission will afford an affected property owner the opportunity to offer expert evidence, cross examine witnesses, inspect documents, and offer rebuttal evidence. Similar protection is afforded to a property owner by the right to appeal from a decision of the Board of Adjustment to the Supreme Court of Wake County.

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<sup>28</sup> Maher v. City of New Orleans, 516 F.2d 1051, at 1063 (5<sup>th</sup> Cir. 1975).

<sup>29</sup> Metropolitan Dade County v. P.J. Bird, CI 93-178 (3<sup>rd</sup> Cir. Dade County, 1995).

The *Maher* decision from New Orleans contains parallel language.

The elaborate decision-making and appeal process set forth in the ordinance creates another structural check on any potential for arbitrariness that might exist. Decisions of the Commission may be reviewed ultimately by the City Council itself. Indeed, that is the procedure that was followed in the present case.

The court also observed that the Vieux Carre ordinance "curbed the possibility for abuse ... by specifying the composition of that body and its manner of selection."

The existence of comprehensive background studies, the obvious character of most historic areas, and the application of standards by a uniquely qualified body all serve to distinguish historic preservation cases from those involving architectural review boards and aesthetic controls in less distinct areas. To a large extent, these differences help to explain why courts look so favorably on historic preservation controls, but sometimes view other design controls with a dubious eye.

#### *d. An Example of Vague Review Standards*

Contrast the historic preservation cases just discussed with a 1993 aesthetic regulation case from a non-historic context, from Issaquah, Washington, which illustrates a successful challenge made by a landowner confronted with a set of vague review standards.<sup>30</sup> Wanting to build a large commercial building on land zoned for general commercial use, Anderson, the developer, sought the necessary approval of the Issaquah Development Commission (IDC), the agency responsible for enforcing the city's building design standards. The standards contained numerous vague terms and concepts (e.g., developments were to be "harmonious" and "interesting") and failed to provide meaningful guidance to the developer or to the public officials responsible for enforcing the provisions.

As originally proposed, the commercial structure was to be built in a "modern" style with an unbroken "warehouse" appearance in the rear; large, retail-style, glass windows on the facade; off-white stucco facing; and a blue metal roof. The property was located on a major boulevard in a "natural transition area" between old downtown Issaquah and an area of new, village-style construction.

During their first review of the project, IDC commissioners commented upon several aspects of the design they found displeasing, including the color scheme, the blankness of the rear wall, and the fact that the relatively plain facade "did not fit with the concept of the surrounding area." One commissioner observed that he did not think the building was compatible with the "image of Issaquah." The commissioners continued the hearing to provide the landowner an opportunity to modify his design.

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<sup>30</sup> Anderson v. Issaquah, 851 P.2d 744 (Wash. App. 1993).  
*Sarasota City Plan* - Historic Preservation  
Support Document

At the next meeting, the landowner presented modified plans that included a new building color and modified roof materials. Still unsatisfied, the commissioners struggled to provide more specific feedback. One suggested the landowner "drive up and down Gilman [Boulevard] and look at both good and bad examples of what has been done...." Another member requested a review of the shade of blue to be used, noting that: "Tahoe blue may be too dark." The commissioners again continued the hearing to a later date to allow further modifications from the applicant.

At the third IDC meeting, the landowner presented plans that responded to the commissioners' concerns and featured new architectural detailing to break up the facade, additional landscaping, and enhanced rear-wall trim. Still unsatisfied, one commissioner presented a written statement of his "general observations" of the area's architectural character (e.g., "I see heavy use of brick, wood, and tile. I see minimal use of stucco. I see colors that are mostly earthtones, avoiding extreme contrasts."). Another commissioner noted, "There is a certain feeling you get when you drive along Gilman Boulevard, and this building does not give you this same feeling."

After nine months of meetings and investing over \$250,000, the understandably frustrated landowner volunteered to make one final modification to the building's facing, but would make no further changes. The IDC chose to deny the application, expressing concern that the proposed building—even with the agreed-upon modifications—would relate poorly to the surrounding neighborhood. The City Council and trial court both upheld the denial.

On appeal, however, the Washington Court of Appeals found the local design code to be unconstitutionally vague:

...[T]here is nothing in the code from which an applicant can determine whether or not his project is going to be seen by the Development Commission as 'interesting' versus 'monotonous' and as 'harmonious' with valley and the mountains. Neither is it clear from the code just what else, besides the valley and the mountains, a particular project is supposed to be harmonious with....

In attempting to interpret and apply this code, the commissioners charged with that task were left only with their own individual, subjective 'feelings' about the 'image of Issaquah' and as to whether this project was 'compatible' or 'interesting.'

The Issaquah case underscores the main point to remember regarding standards for design review: Standards must be sufficiently clear so as to give effective and meaningful guidance to applicants and design professionals as to what is being required in terms of design without them having to guess, and to the public officials responsible for enforcing the standards. Otherwise, the regulations may be challenged as violations of due process and may have a difficult time withstanding judicial review.

## **C. Equal Protection**

The equal protection clause of the Fourteenth Amendment prohibits discrimination in the application of laws, and assures that all citizens similarly situated with respect to the purpose and operation of a law will be treated in the same way by the legal system.

The equal protection argument has been used in takings claims against governments, although it is rarely successful. Specifically, equal protection arguments are based on the proposition that landmark designation is a form of "spot zoning" or more appropriately "reverse spot zoning." Spot zoning is the unfair singling out of one property for a particularly beneficial zoning classification without also rezoning other properties that share similar characteristics. Reverse spot zoning is the singling out of one property for a more restrictive zoning classification without also identifying and rezoning all similarly situated property. There are instances where this type of zoning action by the government has been found to be in violation of equal protection.

In most states, however, spot zoning is an antiquated concept, and is no longer seen as a per se violation of equal protection by the courts. If the court finds strong, well-articulated reasons for the particular zoning regulation, it will seldom overturn it on the basis of a spot zoning theory in the absence of evidence showing a deliberate attempt to discriminate by the government.

The U.S. Supreme Court addressed the equal protection argument in the Penn Central case, when it discussed the claim by the property owners that historic designation was tantamount to "reverse spot zoning." The Court dismissed the claim on the basis that New York City had established a clear process for identifying potential landmarks that had already resulted in the designation of hundreds of individual landmarks, scores of historic districts and the prospect for many more potential designations in the future. In other words, so long as the landmark designation process creates some assurance that all similarly situated properties will be treated in the same way for purposes of being designated as historic landmarks, no equal protection problem is created.

### **3. Drafting an Effective Preservation Ordinance**

#### **A. Common Traits of Preservation Ordinances**

The extent to which a local jurisdiction chooses to regulate the preservation of historic resources depends on a number of issues, including whether the state has provided sufficient statutory authority to the jurisdiction and also the extent of community support for historic preservation. This section discusses common features of preservation ordinances, which can appear in a variety of forms, and which range from quite simple to very complex.

The most basic type of preservation ordinance provides only limited protection to historic resources. Such ordinances create a simple process that allows the local community to

designate properties as historic resources, and to review demolition permits for historic structures and buildings. Typically, the ordinance only allows demolition to be delayed for a brief period of time during which the community looks at opportunities to prevent demolition. At the end of the delay period, however, demolition can proceed at the property owner's discretion. This type of ordinance depends more on public education than on regulation to save historic buildings. Such an approach has only occasionally been effective, but it often is used as a first step for communities just beginning to consider regulating historic resources.

A second, more advanced type of preservation ordinance provides greater authority to local jurisdictions by not only permitting designation of historic landmarks, but also the right to review and deny requests to demolish or alter an historic landmark, is so warranted. The regulations may also include simple design standards to guide alterations and new construction in historic areas.

The most complex preservation ordinances include all the elements noted above and also detailed definitions, and more explicit design guidelines and standards for reviewing proposed alterations and demolitions. For example, such ordinances often include a "demolition by neglect" provision, which prevents the property owner of an historic landmark from willfully neglecting the property and causing structural damage.

Few communities proceed in a neat path from the most basic to the most complex ordinances. Some communities adopt a very basic preservation program, work with it for years, and never find a need to adopt a more sophisticated approach. Other communities may start with the more sophisticated ordinance. Whichever type of ordinance a jurisdiction decides to adopt, the regulation of private property must adhere to the most recent judicial interpretations of the takings doctrine as well as the notions of fairness and equal treatment in application, as mandated by the U.S. Constitution.

## **B. Other Issues to Consider When Developing Historic Preservation Ordinances**

### ***i. Owner Consent***

Most preservation ordinances provide property owners as well as citizens with a right to be heard before the decision-making body takes action on a designation. As with the zoning process, there are typically no constitutional or statutory provisions requiring property owner consent before a property is designated as historic, only that the property owner be given the right to a hearing.<sup>31</sup> Nevertheless, some communities have included such provisions in their preservation ordinances, requiring owner consent before a designation is approved.

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<sup>31</sup> The U.S. Supreme Court has heard a number of cases involving a citizen's constitutional right to be heard before being deprived of a protected interest, including *Board of Regents v. Roth*, 408 U.S. 654 (1971).

There are several approaches to requiring owner consent. In some cases, property owners have absolute veto power over designation. Other provisions prohibit designation without the express consent of the property owner or majority of property owners in a district. A third approach requires a super-majority vote by the governing body for designation if a property owner or majority of property owners in a proposed district object. This last type of provision is actually a “protest” provision, which is treated somewhat more favorably by the courts than the two “owner-consent” provisions.

The U.S. Supreme Court has invalidated owner consent as a “standardless delegation of legislative authority” to a private property owner.<sup>32</sup> When a legislative body is designated with the authority to designate a structure as a landmark or an area as an historic district, that authority cannot be delegated away, except in very restricted circumstances. For example, while a preservation commission may be established to hold public hearings, consider designation criteria, and make recommendations concerning landmark or district designation, typically the legislative body retains the authority to approve the designation by ordinance. In comparison, owner-consent provisions usurp legislative power by giving private property owners absolute authority to waive regulations which would have normally been required and were enacted for the public good.

### *ii. Economic Hardship Provisions*

Increasingly, preservation ordinances are including provisions requiring preservation commissions to consider the economic impact of denying an alteration or demolition permit before making its determination. This is important in light of the U.S. Supreme Court’s decision that regulatory takings claims will not be considered “ripe,” or ready for judicial review, until the claimant has availed himself to all administrative forms of relief.<sup>33</sup> Moreover, economic hardship provisions can help reduce the impact that preservation ordinances can have on individual properties, thereby reducing the political pressure to weaken the regulations. Consider the Penn Central case, where the U.S. Supreme Court took notice of city’s program allowing development rights from designated landmarks to be transferred to other sites in the city in order to offset the potential economic hardship imposed by the preservation ordinance.

Economic hardship provisions can include technical and design assistance, tax relief, loans and grants for rehabilitation, and regulatory relief such as variances.

## **C. Implementing and Administering Preservation Ordinances**

As the law relating to historic preservation becomes more settled, efficient and effective administration of preservation ordinances is becoming increasingly important. Procedures should avoid being overly burdensome, yet provide sufficient detail so as to avoid creating a process that is perceived as inherently subjective. The following

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<sup>32</sup> Eubank v. City of Richmond 226 U.S. 137 (1912).

<sup>33</sup> Williamson County Plan. Comm’n v. Hamilton Bank, 473 U.S. 172 (1985).



guidelines should be considered when drafting and implementing historic preservation regulations.

1. *Employ community-based efforts to identify what is special, unique, or worthy of conserving in an area.* Design review programs in historic areas that feature consistent building styles usually feature the common architectural heritage as a reference point.
2. *Ensure administration by a well-qualified board supported by adequate staff and resources, especially if detailed design review is to take place.* Several court decisions have made clear that the application of review standards by an expert board will go a long way towards supporting the reasonableness of the regulatory process. Including architects and other design professionals on such a board comforts the judiciary when claims are made that review standards are vague and the process subjective. Of equal importance, the review board must have resources available to it in establishing and administering design standards. A background study and adequate continuing staff support are essential to effective and equitable design review. Communities should seek professional assistance either in-house or through consulting firms to ensure that the review board gets competent advice and that design restrictions are followed in practice.
3. *Supplement written design standards with visual aids and guidebooks to help reduce uncertainty for the property owner or developer.*
4. *Do not concentrate solely—or even primarily—on detailed building design review.* Commissions and preservationists are slowly learning the importance of concentrating their efforts and attention on major cases and avoiding extended review of minor items, such as spacing of pickets in a fence, design of wrought iron gates, and similar issues that have led to heated political controversy in the past. Experience shows that government design regulations are most effective in dealing with issues such as building height, pedestrian pathways, street furniture, landscaping, and other more straightforward aspects of site design, rather than with the architecture of a specific building. Unless the community desires buildings of a distinct architectural style, it may well be advisable to set general parameters and leave the actual building design in the hands of the developer's architect.
5. *Integrate design review with other planning goals for the area.* While design review of a specific site can do much to protect the character of an area, the relationship of a project to the overall development in a district is of equal importance. An up-to-date local comprehensive plan is perhaps the best source for determining preferred development principles and patterns for a community.
6. *Keep records.* Record-keeping, including minutes and transcripts from hearings, is particularly important in dealing with projects that are controversial

and may end up in litigation. The development of an institutional record ensures the consistent interpretation of regulations and the fair treatment of applicants over time.

7. *Draft efficient procedural requirements.* The most effective preservation programs are characterized by streamlined administrative procedures that not only comply with the law, but also reduce time and resource requirements for local staff and applicants.

#### **4. Legal Basis of Historic Preservation Plan Elements**

The State of Florida legislature approved the Omnibus Growth Management Act (Chapter 163, F.S.) in 1985. This statute provides for a process of integrated and mandatory planning and plan implementation and a series of substantive requirements.

Under the Growth Management Act, the state set goals for a wide variety of planning components including education, health, hazardous and nonhazardous materials and waste, downtown revitalization, public facilities, cultural and historic resources, transportation, and coastal management.

The Growth Management Act provides for both mandatory and optional plan elements. Under Chapter 163.3177(7)(i), Florida Statutes, historical and scenic preservation is an optional plan element. If a local government chooses to include historic preservation in its comprehensive plan, the statute provides that the element set out "plans and programs for those structures or lands in the area having historical, archaeological, architectural, scenic, or similar significance."

After review and approval by the City Commission, the comprehensive plan and/or plan element are reviewed by the state's Department of Community Affairs for consistency at the regional and state level. One year after the local plan is found to be in compliance with the state and regional plans, local governments must have in place implementing strategies in the form of land development regulations that are consistent with the plan.

# HISTORIC PRESERVATION PROGRAMS

## **Federal Programs**

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 was created in 1966 under the National Historic Preservation Act and includes those sites, buildings, structures, districts, and objects that are significant in the development of a place, or represent a significant architectural achievement or style, or is a site associated with a significant historical event or personage. The National Register is maintained by the Keeper of the National Register, National Park Service, United States Department of the Interior. Today, there are approximately 65,000 entries listed in the National Register.

Properties are nominated to the National Register by the State Historic Preservation Officer of the State in which the property is located, by the Federal Preservation Officer for properties under Federal ownership or control, or by the Tribal Preservation Officer if the property is on tribal lands. In Florida, the Director of the Division of Historic Resources within the Department of State serves as the State Historic Preservation Officer.

Ordinarily, nominations are prepared by local governments, private individuals, or staff of a state's historic preservation office. In Florida, upon receipt of a nomination proposal, it is evaluated by a staff member from the Division of Historic Resources' Bureau of Historic Preservation who will try to visit the site. The Bureau of Historic Preservation also notifies property owners and local officials of the intent to nominate. In this manner, local officials and property owners are given the opportunity to comment on the nomination and owners of private property are provided an opportunity to object to or concur with the nomination. The proposal is then submitted for consideration and recommendation by

Sarasota City Plan - Historic Preservation  
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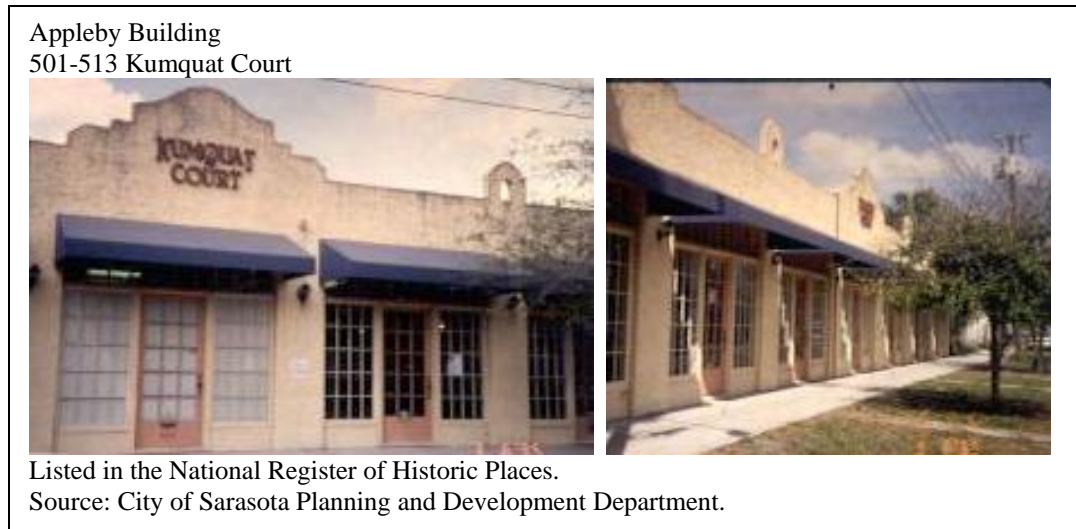
American National Bank Building  
1330 Main Street



Listed in the National Register of Historic Places.  
Source: City of Sarasota Planning and  
Development Department.

Adopted - December 1, 2008

the Florida National Register Review Board, which is charged with reviewing all nomination proposals to the National Register of Historic Places from the State of Florida. Upon a favorable recommendation of the Review Board, the State Historic Preservation Officer prepares a formal nomination for submission to the Keeper of the National Register. The Keeper of the National Register and his staff then undertake a review and make the final decision of whether or not to list the property. If the owner of a private property objects to the nomination, the property will not be listed, but the site may be submitted to the Keeper of the National Register for a formal determination of eligibility for listing. Upon reaching a final decision, the owner is notified in writing.



Within the City of Sarasota, there are active programs to nominate historic resources to the National Register. Within the City, there are 71 structures, districts, and sites listed as of December 2006. The inventory of structures and districts within the City of Sarasota that are listed in the National Register is located in Appendix A. Although still listed in the National Register, resources that are no longer in existence include the Atlantic Coast Line Passenger Depot, Captain W.F. Purdy House, El Vernona Hotel/John Ringling Hotel, and Burns Realty Company – Karl Bickel House. Another National Register structure, the C.B. Wilson House was relocated from the City’s downtown area, on South Orange Avenue to a location in a Sarasota County Park at Bee Ridge Road and Honore Avenue. That relocation was accomplished through the assistance of the property’s developer. In 2001, an application was filed nominating an “Overtown Historic District” representing Sarasota’s first documented African American community. In 2004, the “Central Cocoanut Historic District”, encompassing an area bounded by U.S. 41 and Central Avenue between 10<sup>th</sup> Street and 21<sup>st</sup> Street, was completed with the assistance of City and state matching grant funds. The Central Cocoanut District represents an early neighborhood in the City of Sarasota with a variety of housing styles all located close to the downtown. In addition, several notable structures have recently been added to the National Register list, including the Bryson Crane House an exceptional Mediterranean Revival Style mansion in the Sapphire Shores neighborhood and the Revere Quality House, a Sarasota School style residence.

## Eligibility for Listing in the National Register

The standards for evaluating the significance of properties for listing in the National Register were developed to recognize the accomplishments of all people who have made a significant contribution to our country's history and heritage. The criteria are designed to guide state and local governments, Federal agencies, and others in evaluating potential entries in the National Register.

### *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 persons significant in our 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 prehistory or history.

### *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 historical figure of outstanding importance if there is no appropriate site or building directly associated with his or her productive life; or
- d. A cemetery which 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.

### *Results of Listing*

A National Register listing does not impose any federal or state obligation on a property owner or restrict a property owner's right to use and dispose of the property. However, it does encourage the preservation of significant historic resources by:

- Promoting recognition of the property as significant in our American history at the national, state, or local levels;
- Identifying properties that federal, state, and local officials should carefully consider when developing projects;
- Making a property eligible for federal income tax credits for certified rehabilitation of income producing structures;
- Allowing a local government to grant ad valorem tax relief for listed properties;
- Possibly exempting certain properties from provisions of the Federal Emergency Management Act, the Americans with Disabilities Act, or building code requirements; and
- Improving the chances for receiving federal or state preservation grants.

## State of Florida Programs

The **Florida Historic Marker Program** recognizes resources, persons, and events that are significant to Florida history, culture, architecture and archaeology. The purpose of the program is to increase public awareness of the rich cultural heritage of the State and to promote historic significance of sites to citizens and tourists. Recognition occurs with the placing of historic markers or plaques at sites.

Under the program, buildings, structures, or sites are designated as either a Florida Heritage Site or a Florida Heritage Landmark. Appendix C identifies the sites within the City of Sarasota where historic markers have been placed.

### *Florida Heritage Sites*

To qualify as a Florida Heritage Site, a building, structure or site must be at least 30 years old and have significance in the areas of architecture, archaeology, Florida history or traditional culture, or be associated with a significant event that took place at least 30 years ago.

Resources associated with a historically significant person may qualify as a Florida Heritage Site 30 years after the death of the individual or 30 years after the event with which the person is associated.

The resource should visibly retain those physical characteristics that were present during the period for which it or the associated person is significant.

A moved building or structure may qualify as a Florida Heritage Site if the move was made 30 or more years ago, or the move was made to preserve the resource from demolition and reasonable attempts were made to ensure that the new setting is similar to the historical setting.

### *Florida Heritage Landmarks*

To qualify as a Florida Heritage Landmark, a building, structure or site must be at least 50 years old and have regional or statewide significance in the areas of architecture, archaeology, Florida history or traditional culture, or be associated with an event of statewide or national significance that took place at least 50 years ago.

Resources associated with persons of regional or statewide historical significance may be recognized with Florida Heritage Landmark status 50 after the death of the individual or 50 years after the historical event with which the person is associated.

In certain cases, resources that are less than 50 years old but are significant at the statewide or national level also may qualify as a Florida Heritage Landmark.

The resource should visibly retain those physical characteristics that were present during the period for which it or the associated person is significant. A moved building or structure may still qualify as a Florida Heritage Landmark if the move was made 50 or more years ago, or the move was made to preserve the resource from demolition and reasonable attempts were made to ensure that the new setting is similar to the historical setting.

In the late 1960s, the Division of Archives, History, and Records Management recognized the need for a central location for historic and archaeological site information. In response to this need, the **Florida Master Site File** was created. The Florida Master Site File was begun with records collected from universities and museums. Today, it includes computerized and paper records, including surveys, of historical and archaeological sites recorded in the state. As of 1997, approximately 100,000 sites were included in the Master Site File; the Division of Historic Resources estimates that approximately 7,000 new sites are added each year.

The Florida Master Site File provides information about recorded sites in particular areas, which evaluated sites are considered historically significant, and whether an area has been surveyed for historic resources. Florida Master Site File information is also used in evaluating significance of properties that are proposed for listing in the National Register of Historic Places. A listing on the Florida Master Site File does not necessarily reflect a site's significance. The Division of Historic Resources indicates that most sites have not been formally evaluated.

The previous version of the Historic Preservation Chapter included maps of those resources within the City of Sarasota that are listed in the Florida Master Site File. However, with the recent addition of approximately 3,200 buildings to the City's Florida Master Site File list, a map and table of all those resources has been removed from this chapter – however, that information is available in the Neighborhood and Development Services Department. Appendix C contains a listing of the 422 Florida Master Site File resources that were considered eligible or potentially eligible for local historic designation.

In 1980, the National Historic Preservation Act was amended to include a new program, the **Certified Local Government (CLG)** Program. The main purpose of the program is to encourage direct local government participation in Federal and State historic preservation programs. The National Park Service requires that 10% of the annual Federal apportionment of funds to each state be awarded to Certified Local Governments.

Local governments wishing to participate in the program must demonstrate a commitment to historic preservation by fulfilling five criteria, which are:

- The local government must develop and enact a local historic preservation ordinance that provides for the identification and protection of historical



resources, and identifies criteria for designation and evaluation of alterations to historic properties, including demolitions.

- The local government must establish an adequate and professional historic preservation review commission based upon the ordinance's authorization.
- The local government must initiate an active and ongoing survey or inventory of its historic resources.
- The local government must provide for adequate public participation in its preservation activities.
- Each CLG must participate in State Historic Preservation Office and Federal programs in an effort to establish a strong local-state-federal partnership.

The City of Sarasota was designated a Certified Local Government on October 19, 1987.

**Florida Main Street** is a technical assistance program administered by the Bureau of Historic Preservation that is aimed at making positive improvements to downtown areas. The program seeks improvement in four areas, which are (1) organizing public and private resources, (2) marketing and public relations, (3) encouraging quality rehabilitation and appearances, and (4) improving the economic base in order to revitalize downtowns.

Florida's Main Street program concentrates on cities between 5,000 and 50,000 in population, though the program may be tailored to smaller communities and pocket historic commercial areas of larger cities. Main Street cities hire a full-time downtown manager, establish a Main Street Advisory Board with representatives from the public and private sectors, and develop a local program to bring about revitalization. Each community is responsible for funding the staff and administering the local program.

Although the City is not designated as a Florida Main Street community, consideration could be given to seeking the designation for the downtown proper consisting of the Main Street commercial area in order to strengthen the economic base.

The Florida Division of Historical Resources offers three grant programs. The **Historic Preservation Grants** program awards around \$2 million annually in matching grant assistance for the three general categories of historic preservation projects, Acquisition and Development (e.g., building rehabilitation, stabilization or planning for such activities); Survey and Planning (e.g., preparing National Register nominations, ordinances or preservation plans); and Community Education projects (e.g., educational programs for school children, or videos illustrating historic preservation principles).

Another program, **Special Category Grants**, is intended for large-scale projects (e.g., major archaeological excavations, large restoration projects, major museum exhibits) and

is eligible for state agencies, cities, counties and other units of local government, and nonprofit organizations. Most Special Category awards fall within \$50,000 to \$250,000. A 50 percent or greater local matching funds is preferred.

**Historical Museum Grants** provide matching funds to assist Florida history museums with general operating support (e.g., technical, curatorial, administrative, educational costs) and to develop public educational exhibits to relating to Florida history (e.g., text, graphic, or audiovisual elements, artifacts, educational components).

The Florida Division of Cultural Affairs also has a **Cultural Facilities Program** that provides funds for the acquisition, construction, or renovation of cultural facilities through a legislative appropriation. Eligible applicants include municipal and county governments and nonprofit entities. The program does not fund project planning, such as feasibility studies, architectural drawings, or operational support.

## **City of Sarasota Programs**

**Survey of Local Structures.** In 1977, the City of Sarasota began the first systematic effort to survey and list its historic, architectural and archaeological heritage. At that time, only 23 sites in Sarasota were listed in the Florida Master Site File. The 1977 survey, covering structures constructed prior to 1930, as well as archaeological sites, resulted in identification of more than 285 buildings, two subdivisions, and 30 archaeological sites as significant to the city. This survey was submitted to the State for inclusion in the Florida Master Site File. The survey list was published in 1983 and updated in 1988.

The 1977 survey needed to be updated for four significant reasons:

First, the 1977 survey only covered structures built prior to 1930 and therefore did not include “depression era” structures built in the 1930 or the buildings designed by the "Sarasota School of Architecture" that blossomed from the 1940s to the 1960s;

Second, some parts of the city, most notably North Siesta Key and Newtown were not surveyed as systematically as other parts of the city;

Third, the archaeological survey work in 1977 was limited only to those parts of the city that were most likely to have archaeological resources (i.e., coastal areas and beaches or areas near creeks). Therefore a more systematic archaeological survey needs to be completed; and

Fourth, this chapter proposes that historic, architectural and archaeological resources in Sarasota be evaluated and rated for the significance of their contribution to the city's heritage, but the survey undertaken in 1977 did not

include a comparative evaluation of significance or adequate historic documentation.

**Historic Preservation Board.** Since 1983, the City has relied upon the Historic Preservation Board to spearhead the preservation of historic, cultural, and archaeological resources. The seven member Historic Preservation Board is authorized to perform those duties outlined in the *Legal Basis for Historic Preservation in Sarasota* section which appears earlier in this Support Document. In addition to those duties, the Historic Preservation Board should continue to prepare and distribute annual reports of its activities and to establish annual goals and objectives based upon the Historic Preservation Plan component of this chapter. The Historic Preservation Board should also review the Historic Preservation Chapter on a bi-annual schedule to assess the progress in reaching the goal and objections of the Historic Preservation Plan.

**Local Historic Designation.** The City has an established program in which the Historic Preservation Board and the City Commission designate local historic structures or sites, local historic districts, local archaeological sites and districts, and local historic signs. The designation process begins when a property owner submits a formal application; alternatively, the Historic Preservation Board may also initiate an application to designate upon approval of a majority vote of Board members. After the filing of an application to designate, Neighborhood and Development Services Department staff prepares a written analysis of the proposal. Then, a public hearing is held by the Historic Preservation Board, and if approved, a recommendation is forwarded to the City Commission which also holds a public hearing before rendering a decision. There are provisions for preventing the designation of an individual property if a landowner objects or a majority of landowners within a proposed district object.

Crisp Building  
1970 Main Street



Locally Designated Historic Structure and Listed in the National Register of Historic Places.

Source: City of Sarasota Planning and Redevelopment Department

Appendix D identifies those sites, structures, districts, and signs that have been locally designated.

**Certificates of Appropriateness.** The Historic Preservation Board is authorized to review applications for building, demolition, and sign permits, and permit applications for the moving of buildings where an historic designation has been approved. The purpose for these reviews is to protect the character and aesthetic qualities of buildings, sites, or districts and to preserve those characteristics and qualities while accommodating modern needs.

**Conducting a Survey.** An up-to-date, comprehensive inventory of historic resources is an important database that is necessary for the success of any historic preservation program. It is a source that preservationists can use to acquaint their community with its historic resources that merit protection. A historic resource survey is a process of identifying and gathering data on a community's historic resources. It includes archival research, field survey, and recording of information.

Archival research is the gathering and study of information on the history, prehistory, and historic resources of the community. It involves the search and evaluation of existing records for resources. Data obtained during the archival research may provide information regarding the characteristics of resources and make it possible to predict where different kinds of historic resources may be located.

A field survey may consist of different levels of evaluation ranging from a windshield survey to an intensive survey of a resource. A windshield survey is an evaluation designed to gather general information; it is usually conducted from the public right-of-way. It is useful when an area to be surveyed is large. A windshield survey may be followed up by a more intensive survey, which is designed to gather detailed information about a resource. An intensive survey should be used to document and evaluate all resources that will be nominated for listing in the National Register or for local historic designation.

Prior to beginning a survey, an organization should:

- Determine the goals and priorities for the survey,
- Decide what data is needed, identify the area to be surveyed, and determine how data should be evaluated,
- Conduct the survey,
- Evaluate the data,
- Publish the survey results, and
- Maintain the data.

As of July 2001, there were over 5,600 structures in the City that are over 50 years in age. While many of these structures may not be historically significant, many of them may.

Therefore, an update to the City's previous surveys, utilizing a survey team, has been undertaken under the direction of the Historic Preservation Board.

Field Survey Methodology. There are numerous ways to conduct a historic resources field survey. The method chosen should be the one that best enables the City to reach its goals and priorities for historic resource preservation.

According to "Guidelines for Local Surveys, National Register Bulletin 24", a resource should be categorized as contributing or non-contributing.

*A **contributing** building, site, structure, or object adds to the historic architectural qualities, historic associations, or archeological values for which a property is significant because a) it was present during the period of significance, and possesses historic integrity reflecting its character at that time or is capable of yielding important information about the period, or b) it independently meets the National Register criteria.*

*A **noncontributing** building, site, structure, or object does not add to the historic architectural qualities, historic associations, or archeological values for which a property is significant because a) it was not present during the period of significance, b) due to alterations, disturbances, additions, or other changes, it no longer possesses historic integrity reflecting its character at that time or is incapable of yielding important information about the period, or c) it does not independently meet the National Register criteria.*

One method for surveying historic resources is to evaluate structures and sites using standard Florida Master Site File survey forms that may include the following information:

- Resource name.
- Address/location/legal description/geographic data.
- Owner.
- Historic information.
- Date of construction and any additions or alterations.
- Resource type such as a structure, site, or sign.
- Building type such as residential, commercial, government, etc.
- Architectural style.

- Existing survey information.
- Current physical condition/description of property.
- Description of surrounding environment.
- Statement of significance such as contributing or non-contributing.
- Location map of the resource.
- Date.
- Surveyor identification.
- Comments/notes/additional information.

Another method for accomplishing a survey is to evaluate structures and sites based upon a numerical point system. The premise behind a numerical point system is resources can be placed in distinct categories. The use of a point system may be difficult to use because it may be difficult to balance the varying resources within one system. However, in 1992, Clarion Associates, a national land-use consulting firm hired to provide historic preservation consultant services to the City, suggested the following point system for evaluating historic resources. They suggested evaluating the existing surveys, as well as any new structures and sites added to the list, according to the following factors:

- Age;
- Integrity;
- Rarity in Sarasota, the state, or the nation;
- Structural condition; and
- Cultural, historic, architectural, or archaeological significance.

Historic resources could be categorized based upon a rating system that would identify a resource as “Premier”, “Significant”, or “Contributing”. The highest rated resources would be classified as “Premier” followed by a rating of “Significant”. Resources that are not categorized as “Premier” or “Significant” may be classified as “Contributing” if they enhance a historic or conservation district.

All structures and sites would be evaluated according to a numerical scoring system. Under this system, points would be awarded in each category. Some communities use a three-point scale in each category evaluated. Other communities use a five-point scale.

Some communities allocate more points to one category than another. Prior to beginning the survey process, the Historic Preservation Board would decide how many points would be awarded in each category, and whether or not each category for evaluation would have the same potential number of points.

The Historic Preservation Board may consider adding additional factors for evaluation. For example, some communities, in undertaking an "evaluative" survey process, also consider the degree of any known threat to the survival of the structure or site. The most threatened buildings are awarded more points than those that are not.

As part of the process for establishing the survey and the evaluation system, the Historic Preservation Board would collect examples of numerically adjusted "evaluative" survey systems from other communities around the State of Florida, if any, and from around the country. The Florida Division of Historical Resources and the National Trust for Historic Preservation can provide assistance to the Historic Preservation Board in finding suitable examples.

In establishing the numerical rating system, however, the following general considerations should be addressed.

Age: Chronologically older structures and sites should be given more points than newer structures and sites. Appropriate cut-off points for the award of points should be consistent with significant benchmark years in Sarasota's history.

Integrity: The presence or lack of integrity is one of the most significant criteria for the evaluation of structures and sites. The criteria for listing a property in the National Register of Historic Places establishes three types of integrity:

Integrity of Design: Are the design features that created the form, plan, space, structure, or style of the property substantially intact?

Integrity of Materials: Are the original materials and finishes still evident?

Integrity of Association: Is the property sufficiently intact to convey the property's association with the criteria that gives the property significance? This could also include consideration of whether a structure is in its original location, or whether a site, such as an archaeological site, has been previously disturbed.

Some communities with numerically adjusted evaluative surveys do not assign points for minor differences in integrity. For example, the numerical system established by the Chicago Landmarks Commission states as follows: "Points are relevant only where integrity is lacking, and in such cases points should be subtracted."

However, integrity can indeed be measured on a point scale – some structures that have suffered some modifications over time (e.g., construction of additions, removal of architectural detail, installation of aluminum or vinyl siding over original fabric, etc.) can be evaluated in terms of how much of their original integrity of workmanship or materials has been lost. This requires systematic consideration of all structures in the survey and a comparative rating of integrity according to systematically applied criteria. The purpose is to assure that every building that has the same degree of integrity of design, materials, and association receives the same point total for integrity. Of course, if too much of the original integrity has been lost, then the structure does not meet the criteria for designation as a Landmark or as part of a Historic District.

Rarity: This could refer to a structure's rarity as an example of architectural style that is more common in other communities, or perhaps was more common in Sarasota but due to demolition or changes over time that have altered the integrity. Or it could refer to the rarity of a work of design by a particular architect or builder, or even rarity of remaining structures associated with the life of a historic personage. The same evaluative system could be applied to archaeological sites – one midden among hundreds of middens still in place would not have the same point rating as, say, the only known permanent campsite associated with a particular prehistoric period or people.

Structural Condition: Structures that are in imminent danger of collapse could be evaluated differently than structures that have been recently restored or maintained to a high standard. Some communities may prefer to award the highest number of points in this category to those structures with the best integrity. Other communities may prefer to award the most points to those structures in the worst structural condition – such structures are more threatened than others so possibly more deserving of protection.

This rating category is related to, but slightly different from, evaluation based on materials. All of the original materials of a historic structure could be in place, but the condition of the foundation or supporting members may have become so weakened over time that restoration is difficult or extremely expensive without substantial replacement of original materials or structural elements.

The Historic Preservation Board would have to decide how to apply a point system for structural condition as part of the process for designing the evaluative survey system.

Significance: Each of the criteria for designation of Landmarks in Sarasota should be separately evaluated to determine its possible applicability to every building in the survey. This would allow structures, sites or objects that meet



more than one criteria for designation to receive a higher overall point rating than those that do not.

For example, a structure that was designed by a generally acknowledged designer or builder, is an example of an architectural style or period, associated with a person who played a significant role in local, state or national history, and associated with a significant event in Sarasota's history, would receive more points than one that was simply designed by a generally acknowledged designer or builder but did not have any other historic association. Within each of these categories, points would be awarded on a scale, requiring the Historic Preservation Board to consider the relative importance of particular architects, styles, historic figures, and historic events, etc. in a comparative way.

However, some communities with numerical evaluative survey systems recognize that the rating system must allow sites or structures that only have historic significance to score enough points to qualify for consideration as Landmarks. The threshold score necessary to be considered must be low enough to allow such properties to be proposed for designation.

While the survey process would consider these criteria for designation as part of the evaluative survey process, it would not be a substitute for formal designation. The survey process would only be a preliminary evaluation of significance. The actual designation process, once the survey work was completed, would more formally evaluate the significance of the structures, objects, sites or districts according to the criteria established by ordinance.

The most important purpose of the survey process is to achieve consensus on the answer to the following question: "What is historic in Sarasota?" Once the survey and evaluation process is completed and point scores awarded, the survey results become the basis for further consideration of some properties for designation as Landmarks or Historic Districts. Individual sites, structures and objects must be evaluated to determine if they qualify as candidates for designation as either "Premier" or "Significant" Landmarks.

The total maximum number of potential points that could be awarded if a structure, object, or site received the highest number of points in each evaluative category would be calculated. The Historic Preservation Board would establish "break points," that is, a threshold point score that must be equaled or surpassed before a structure, object or site could be considered for designation as a Landmark. For example, if the maximum total number of points that could be awarded was 120, the Historic Preservation Board could decide that no structure, object, or site that did not score at least 60 points could be considered for designation as a "Significant" Landmark, and only those with scores equaling or exceeding 80 points could be considered for designation as "Premier" Landmarks. Or it could establish lower thresholds.

A threshold for "Contributing" properties in Conservation Districts and Historic Districts must also be established. A significant number of buildings will be classified as "Contributing" in a District because it establishes how the character of the District is defined. An appropriate threshold could be 30 points or lower depending on where the other breakpoints are set.

When results of the numerical evaluative system are completed, the ratings should guide the process for nomination. Those with the highest points should be considered sooner than those with lower point scores unless there are other policy considerations (e.g. imminent demolition threat, etc.) for considering a lower rated structure, property, object or site sooner.

Clarion Associates also indicated that an alternative to the evaluative system discussed above could rate the structures, properties, objects or sites based on the landmark criteria as discussed prior, but would also still utilize a numerical system. Such criteria would be separated into two categories – "design" and "history." Under "design," the structure, property, object or site would be rated separately for its distinctive characteristics (type, period or method of construction); innovation in construction, design, style or type; rarity/age; overall quality of design, detail, materials or craftsmanship; and association with important designer or builder. Under "history," the structure, property, object or site would be rated separately for its association with a person associated with significant contributions to the community, city, state or nation; association with important events; and association with important historical and cultural themes. In this evaluative system, the structure, property, object or site would only be rated in relevant categories. The total score would then be converted into a percentage based on the total score possible for the relevant categories. This will remove the bias towards architectural landmarks that is inevitable in any rating system.

Under the percentage system, integrity is assumed. If integrity does not exist then a pre-determined number of points must be deducted from the score obtained in the criteria section. Points could be added to the score from the criteria section based on policy considerations such as imminent threats, greater geographic representation, or feasibility of administration. Under the percentage system the total score from the criteria section less deductions for lack of integrity and plus credits for policy considerations would be divided by the total score possible from the relevant categories in the criteria section to obtain a percentage. Like the evaluative system previously discussed, breakpoints would have to be established for Premier, Significant and Contributing structures, properties, objects and sites.

Whichever system is used, once the evaluative process is completed, the findings should guide the process for nomination – those structures, properties, objects or sites that rate as more significant to the history of Sarasota should be given a higher priority.

As the survey is updated and upon its completion, the City will prepare a map or map series that publishes survey results and identifies cultural, historic, architectural, and archaeological resources.

**Conservation Districts.** Many older neighborhoods of Sarasota have a distinctive character but have not yet achieved historical significance or are not yet recognized as having outstanding architectural character that qualifies them to be designated as Historic Districts. Nevertheless, the distinctive character of these districts merits some limited protection. These neighborhoods may also include some individual structures worthy of designation as individual Landmarks, and may even contain scattered groupings of structures and sites worthy of designation as Historic Districts.

The Historic Preservation Board should be given authority to protect the distinctive character of these Conservation Districts. The Zoning Code should be amended to provide a definition of the term Conservation District, and to explain the types of activities to be reviewed by the Historic Preservation Board in Conservation Districts. *This Conservation District term relating to historic resources needs to be differentiated from the existing Conservation District relating to environmental protection (Article VI, Division 28 of the Zoning Code).*

Definition of Conservation District. A Conservation District is an area with definable boundaries designated as a "Conservation District", in which at least fifty (50) percent of the primary structures (not including garages, sheds, and other accessory structures), must have been constructed at least forty (40) years prior to the date that the Conservation District nomination is submitted, and the area as a whole has a distinctive cultural, historic, architectural or archaeological identity, but does not have the cultural, historic, architectural or archaeological significance and/or integrity to meet the criteria for designation as a Historic District according to the comprehensive survey of historic resources undertaken by the Historic Preservation Board. A Conservation District may contain within it structures, properties, objects, sites and areas designated as Landmarks or even a Historic District.

Once the City approves the use of conservation districts, the land development regulations will need to be updated. The City should consider implementing the conservation district concept through a zoning overlay district where certain standards must be met. Standards for the review of alterations, renovation, rehabilitation, new construction, and demolition in conservation districts will be necessary.

**Incentives for Preservation.** Financial and zoning incentives have become more widely used in the protection of historic resources. The main purposes of such incentives are to compensate owners who may be significantly burdened by historic preservation laws, to counter economic forces or government land use policy, and to generate the systematic rehabilitation of historic resources.

While many incentives result in a flattening or decrease in revenues attributable to a particular area or neighborhood for the short term, the long term effects have proven to be positive. For example, the waiver or deferment of building permit fees will be made up by increases in property assessments and property taxes collected as a result of the improvements. In addition, property tax freezes and abatements in connection with the rehabilitation of landmarks have been shown to have a net positive effect on neighborhoods and total property tax revenues. Typically, rehabilitation of a few properties in a residential neighborhood results in the rehabilitation or general improvement of other properties causing overall property tax revenues, in the long term, to increase. Such upgrading also makes the neighborhood more desirable to others, and encourages neighbors to better maintain their buildings.

There are many different types of incentives. The following is a summary of some of those.

Federal Tax Incentives. The Federal Historic Preservation Tax Incentives program is one of the Federal government's most successful and cost-effective community revitalization programs. It rewards private investment in rehabilitating historic properties such as offices, rental housing, and retail stores. Current tax incentives for preservation, established by the Tax Reform Act of 1986, include:

- A 20% tax credit for the *certified rehabilitation of certified historic structures*.
- A 10% tax credit for the rehabilitation of *non-historic, non-residential* buildings built before 1936.

For both credits, the rehabilitation must be a *substantial* one and must involve a *depreciable* building. A tax credit lowers the amount of tax owed. In general, a dollar of tax credit reduces the amount of income tax owed by one dollar.

In order to receive a tax credit, a property owner submits an application to the State Historic Preservation Office who forwards it with a recommendation to the National Park Service. The National Park Service reviews the rehabilitation project for conformance with certain standards applicable to each of the tax credits.

Charitable Contributions for Historic Preservation Purposes. The Federal government provides for income and estate tax deductions for charitable contributions of partial interests in historic property (principally easements). Generally, the Internal Revenue Service (IRS) considers that a donation of a qualified real property interest to preserve a *historically important land area or a certified historic structure* meets the test of a charitable contribution for conservation purposes. For purposes of the charitable contribution provisions only, a *certified historic structure* need not be depreciable to qualify, may be a structure other than a building and may also be a portion of a building such as a facade, if that is all that remains, and may include the land area on which it is located.

Easements. A preservation easement is a voluntary legal agreement that protects a significant historic, archaeological, or cultural resource. An easement provides assurance to the owner of a historic or cultural property that the property's intrinsic values will be preserved through subsequent ownership. In addition, the owner may obtain substantial tax benefits as noted above.

According to the Internal Revenue Service, an easement must preserve a certified historic structure or a historically important land area to qualify for federal income and estate tax deductions. The IRS definition of a certified historic structure includes any building, structure, or land area that is:

- Listed in the National Register of Historic Places, or
- Located in a registered historic district and certified by the U.S. Department of the Interior as being historically significant to the district.

Property Tax Relief. Under a property tax relief program, some percentage of the annual property tax is forgiven for a period of time. Examples include:

- Honolulu, Hawaii provides an historic property tax exemption, provided that the property is residential, has been listed on the Hawaii Register of Historic Places, and maintains visual access to the public.
- In North Carolina, all historic structures designated by local governments or local landmark commissions are assessed at one-half of their market value. No rehabilitation is necessary, but the owner must apply annually to the tax supervisor of the county, city, or other special taxing unit. If the owner alters the structure and in the process destroys key historic features during the time that the tax relief plan is in effect, a penalty must be paid equal to the tax savings accrued for the previous three years with interest.
- Iowa has an Urban Revitalization Area program that enables cities or counties to exempt portions of property tax increases as a result of improvements on historic residential and commercial properties.

Property Tax Freeze. With a property tax freeze, assessed value is frozen for a period of time at the pre-rehabilitation value. Taxes may increase annually due to fluctuations in the tax rate. Unlike a 100 percent abatement program, the taxpayer will pay some taxes annually during the period of the property tax freeze.

- Illinois provides an eight-year assessment freeze at pre-rehabilitation value followed by a four-year step up period for the rehabilitation of owner occupied residential property.

- Georgia provides owners of income-producing commercial and owner-occupied residential National Register-listed structures that have undergone substantial rehabilitation qualify for an eight-year freeze on property appraisals at the pre-rehabilitation amount.
- South Carolina provides a two-year assessment freeze during the substantial rehabilitation of a historic property followed by an eight-year period where the local government will tax property at a rate that is either 40 percent of the post-rehabilitation assessment or 100 percent of the pre-rehabilitation assessment, whichever is greater.

State Tax Exemption. In 1992, the Florida Statutes were amended to provide for an historic preservation ad valorem tax exemption to owners of historic properties that rehabilitate or renovate the properties in accordance with established guidelines. According to the Section 196.1997, Florida Statutes, an exemption may be granted only by ordinance of a county or municipality. It provides that a county or municipality may exempt from ad valorem taxation "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 the improvements to real property and only to taxes levied by the unit of local government granting the exemption.

To qualify for the exemption the property owner must enter into a covenant or agreement with the governing authority to maintain the property for the period of the exemption, which may be up to ten years. At the time of the exemption, the property must be listed in the National Register of Historic Places, a contributing property in a National Register District, or locally designated or a contributing property in a locally designated district. Rehabilitation must be consistent with the Secretary of Interior's Standards for Rehabilitation.

Florida's property tax exemption program is likely to provide incentives necessary to encourage the preservation and protection of the state's historic resources. The City of Sarasota must consider participating in the program because of the long-term benefits to the city's tax base, and the benefits of the preservation and protection of its historic neighborhoods.

Other Incentives. Other techniques to relieve property tax burdens for historic resources include assessment techniques that consider restrictions imposed by a historic preservation ordinance and credit against property tax for some percentage of the cost of rehabilitation. Property tax incentives are not always as beneficial as they appear at first glance. Sometimes, the enabling statute does not apply to all local taxing bodies or allows some local taxing bodies to opt out of the property tax relief program. This can greatly reduce the value of the program to the owner of the historic property.

Communities can offer other incentives to protect historic resources. For instance, below market rate financing can be provided to offset the costs of rehabilitation. Mortgage guarantees can be provided to help offset a lender's risk on qualified rehabilitation projects. These financing mechanisms can often be provided in a variety of ways, but oftentimes are the result of a public-private partnership.

Tax-exempt bond financing is especially useful to provide grants or loans to not-for-profit organizations that seek to rehabilitate historic properties. It is also used for private projects either to allow a government agency to purchase property for sale to a developer at a write down or as a method for directly financing the rehabilitation project.

Mortgage guarantees provided by the city can also help offset the risk to the lender of an important rehabilitation project. Such guarantees can be provided by local governments in some difficult to finance rehabilitation projects. It reduces the risk to a mortgagee and benefits, such as a waiver or reduction in loan costs or a reduction in interest rates, can be passed along to developer. It may also be helpful in securing construction or permanent financing.

Tax increment financing (TIF) districts are another technique to encourage rehabilitation of historic resources. A TIF is a qualified district established by local government (usually a blighted area or area identified for redevelopment). Increases in tax revenues from the redevelopment is used to payoff bonds that have been issued for capital improvements or other public projects. These capital improvements can include infrastructure, site improvements, and land or building purchases sold to developers for write-down. The tax recipient agency revenues are frozen during term of TIF district. The increment in tax revenues is used to reduce the debt for infrastructure improvements or pay for public projects.

Some communities also offer incentives to reduce acquisition or construction costs by forgiving local sales taxes on construction materials, pooling city money for acquisition of historic resources, and resale at a significant write down to a purchaser who agrees to rehabilitate a historic resource.

The City can also create a pool of funds for loans or grants for the rehabilitation of historic resources. Loan or grant pools can be financed through direct appropriations or collections from building permits or other fees.

Zoning Incentives. Home ownership and stabilization of single-family neighborhoods should be encouraged through provisions in the City's Zoning Code. The rear and side-yard setback provisions of the current *Zoning Code of the City of Sarasota* discourage additions and new construction in some older neighborhoods. In some cases, the current zoning ordinance has setback requirements that were more stringent than were in place when the neighborhood initially was developed. In some of these neighborhoods, there are previous additions made under the prior zoning ordinance that do not comply with current setback provisions. In order to encourage more investment and home

improvement in these neighborhoods, the zoning ordinance should be amended to allow additions and alterations when the addition or alteration is generally in keeping with the existing pattern of development in the neighborhood.

To make this flexible application of the setback provisions workable, administrative standards for granting the variances must be developed. These standards should be based upon careful review of the existing patterns of development in historic districts and conservation districts. A specific standard would be created for each such district that reflects the special pattern of existing additions and setbacks existing at the time of the development of the neighborhood.

The City should also consider developing other incentives in the zoning and building codes. For example, the City could waive or defer the payment of permit fees to decrease the cost of rehabilitation. Currently, buildings that are designated as historic structures are exempt from FEMA regulations. However, any repair, reconstruction, or improvements of a structure exceeding fifty-percent of the market value of a structure before alteration requires a certificate of approval from the Historic Preservation Board.

**Community Education Program.** A community education program is an important means for publicizing the virtues of historic preservation. The City of Sarasota has an active program to increase community awareness that should be expanded in the future.

During National Historic Preservation Week, the City holds a ceremony to recognize citizens who had resources designated within the past year. The ceremony is held in a historic structure, such as the Sarasota Opera House or Southside School, and reflects the theme of the national celebration.

For over ten years, the Sarasota Alliance for Historic Preservation has held an annual tour of historic homes. This tour is conducted in February of each year.

When the City designates a local resource as historically significant, a plaque is provided free of charge to the owner. Plaques are designed for exterior display.

In expanding its community education program, the City should consider publicizing its achievements in preserving historic resources using brochures, the local government access television channel, and internet website. Perhaps a heritage tour could be started which capitalizes on the local tourism industry. These publicity efforts should not only target tourists and those with an established interest in historic preservation, but also business owners and potential developers who may have a need to reuse historic properties.



# **APPENDICES**

## **APPENDIX A**

National Register of Historic Places Listed Resources in the City of Sarasota

## **APPENDIX B**

Local Register of Historic Places Listed Resources in the City of Sarasota

## **APPENDIX C**

Florida Master Site File Structures Eligible for Historic Designation

## **APPENDIX D**

Updated Survey of Historic Resources

## **Appendix E**

Potential Historic Districts

## **APPENDIX F**

Archaeological sites

## **APPENDIX G**

Definitions

## **APPENDIX H**

Bibliography

Note: Appendices may be administratively updated from time to time so that they may remain current.



## Appendix A

### National Register of Historic Places Listed Resources in the City of Sarasota

ID	SITEID	RESNAME	ADDRESS	Date Listed
1	SO00139	Whitfield, J. G., Estate	2704 Bayshore Dr.	19850912
2	SO00151	Corrigan House	463 Sapphire Dr.	19940526
3	SO00157	Binz, Frank and Matilda, House	5050 Bay Shore Rd.	19940805
4	SO00188	Bachelor--Brewer Model Home Estate	1903 Lincoln Dr.	19920210
5	SO00209	Kennedy, Dr. Walter, House	1876 Oak St.	19940414
6	SO00278	Sarasota Woman's Club	1241 N. Palm Ave.	19850118
7	SO00281	Reagin, L.D., House	1213 N. Palm Ave.	19841025
8	SO00297	Halton, Dr. Joseph, House	308 Cocoanut Ave.	19840322
9	SO00302	City Waterworks	1015 N. Orange Ave.	19840423
10	SO00304	Appleby Building	501-513 Kumquat Court	20010628
11	SO00361	South Side School	1901 Webber St.	19840914
12	SO00367	Bay Haven School	2901 W. Tamiami Circle	19840423
13	SO00372	Harding Circle Historic District	Roughly, John Ringling Blvd.,	20010116
14	SO00375	Payne, Christy, Mansion	800 S. Palm Ave.	19980925
15	SO00376	Sarasota Herald Building	539 S. Orange Ave.	19840322
16	SO00377	El Vernona Apartments-Broadway Apartments	1133 4th St.	19840322
17	SO00394	Caples'-Ringlings' Estates Historic District	Roughly bounded by Sarasota	19821215
18	SO00407	Burns Court Historic District	400-446 Burns Court and 418,	19840322
19	SO00408	DeCanizares, F.A., House	1215 N. Palm Ave.	19840322
20	SO00409	DeMarcey Hotel	27 S. Palm Ave.	19840322
21	SO00410	Edwards Theatre	57 N. Pineapple Ave.	19840322
22	SO00411	Frances-Carlton Apartments	1221-1227 N. Palm Ave.	19840322
23	SO00412	Kress, S.H., Building	1442 Main St.	19840322
24	SO00413	Purdy, Capt. W. F., House	3315 Bayshore Rd.	19840322
25	SO00414	Roth Cigar Factory	30 Mira Mar Court	19840322
26	SO00415	Sarasota County Courthouse	2000 Main St.	19840322
27	SO00416	Sarasota High School	1001 S. Tamiami Trail	19840322
28	SO00417	Sarasota Times Building	1214-1216--1st St.	19840322
29	SO00418	U.S. Post Office-Federal Building	111 S. Orange Ave.	19840322
30	SO00620	Thoms House	5030 Bay Shore Rd.	19940701
31	SO01274	Burns, William J., House	47 S. Washington Dr.	19970321
32	SO02289	El Patio Apartments	500 N. Audubon Pl.	19930506
33	SO02327	Earle House	4521 Bayshore Rd.	19930902
34	SO02329	Rigby's La Plaza Historic District	1002--1038 S. Osprey Ave.,	19940425
35	SO02335	Municipal Auditorium--Recreation Club	801 N. Tamiami Trail	19950224
36	SO02337	Leech, Hilton, House and Amagansett Art School	1666 Hillview St.	19950622
37	SO02362	Casa Del Mar	25 S. Washington Dr.	19970214
38	SO02377	House at 507 Jackson Drive	507 Jackson Drive	19980205
39	SO02378	Schueler, George, House	76 S. Washington Dr.	19970926
40	SO02389	American National Bank Building	1330 Main St.	19980909

**Appendix A**  
**National Register of Historic Places**  
**Listed Resources in the City of Sarasota**

<b>ID</b>	<b>SITEID</b>	<b>RESNAME</b>	<b>ADDRESS</b>	<b>Date Listed</b>
41	SO02559	Crisp Building	1970 Main St.	20000421
42	SO02560	Worth's Block	1490 Main St.	19980603
43	SO02618	Reid, Leonard, House	1435 7th St.	20021029
44	SO02619	Southwick--Harmon House	1830 Lincoln Dr.	20011028
45	SO02633	Overtown Historic District	Roughly along Central and	20020719
46	SO03213	Rosemary Cemetery	851 Central Ave.	20031116
47	SO	Central Cocoanut Historic District	Roughly along Cocoanut and	20050617
48	SO00160	Bryson Crane House	5050 Brywill Circle	20050601
49	SO	Revere Quality House	100 Garden Lane	2005
50	SO00169	Williams, H.B. House	1509 Orange Avenue S.	19840322

**Appendix B**  
**Local Register of Historic Places**  
**Listed Resources in the City of Sarasota**

	<b>Historic Name</b>	<b>LOCN</b>	<b>LOC</b>	<b>LOCS</b>	<b>LOC</b>	<b>Petition Number</b>	<b>Designation</b>	<b>Current Use</b>
1.	Olroyd House, The	455		ACACIA	DR	01-HD-03	87-5489	Private Residence
2.	Perry / Little House/Garage	1920		ADAMS	LN	00-HD-01	00-4225	House/Studio
3.	The Appleby Family Home	1958		ADAMS	LN	01-HD-05	01-4297	Art Studio / Home
4.	J.E. and Lottie Moore House	518		ADELIA	AV	99-HD-04	99-4132	Private Residence
5.	McCall House	2445		ALAMEDA	AV	93-HD-11	93-3711	Private Residence
6.	Dr. William J. Shields House	3540		ALMERIA	AV	94-HD-20	94-3852	Private Residence
7.	Rigby's La Plaza Historic District (8)	1774		ALTA VISTA	ST	92-HDD-01	92-3587	Private Residence
8.	Rigby's La Plaza Historic District (7)	1776		ALTA VISTA	ST	92-HDD-01	92-3587	Private Residence
9.	Pearsall House	1905		ALTA VISTA	ST	05-HD-02	05-4653	Private Residence
10.	El Patio Apartments	500	N	AUDUBON	PL	90-HD-08	90-3449	Multiple Family
11.	Dolph / Laura Albritton	1707		BAHIA VISTA	ST	94-HD-02	94-3772	Private Residence
12.	Olive Brink House	1735		BAHIA VISTA	ST	94-HD-07	94-3777	Private Residence
13.	Scarborough House	2929		BAHIA VISTA	ST	96-HD-07	97-3977	Private Residence
14.	Charles Picket Home	1731		BAY	ST	89-HD-13	89-3356	Private Residence
15.	Orren and Allie M Wells House	1743		BAY	ST	03-HD-03	03-4506	Private Residence
16.	Ashton House	3035		BAY SHORE	RD	93-HD-15	93-3726	Private Residence
17.	Etowah Hagan / Jackson House, The	4511		BAY SHORE	RD	00-HD-05	00-4229	Private Residence
18.	Earle House, The	4521		BAY SHORE	RD	92-HD-14	92-3629	Private Residence
19.	Thomas Home	5030		BAY SHORE	RD	93-HD-12	93-3712	Private Residence
20.	F & M Binz Residence	5050		BAY SHORE	RD	93-HD-13	93-3713	Private Residence
21.	Cocoon House	3575		BAYOU LOUISE	LN	85-HD-07	86-2947	Private Residence
22.	Gulf Beach Motel	930		BEN FRANKLIN	DR	03-HD-02	03-4467	Condominiums
23.	Van Wezel Estate (2), The	535		BOULEVARD OF THE		98-HDD-01	99-4410	Private Residence
24.	Bryson / Crane House	5050		BRYWILL	CIR	02-HD-02	02-4397	Private Residence
25.	Owen Burns House	431		BURNS	CT	85-HD-06	88-3161	Private Residence
26.	Alva J. Fisher House/Garage	830		CENTRAL	AV	86-HD-05	87-3054	Office
27.	Burket House (relocated to Rosemary	830		CENTRAL	AV	86-HD-07	87-3056	Offices
28.	Mason House (relocated to Rosemary	830		CENTRAL	AV	86-HD-06	87-3055	Office
29.	Rosemary Cemetery	890		CENTRAL	AV	03-HD-04	03-4466	Cemetery
30.	Riegel Cottage	935		CITRUS	AV	94-HD-03	94-3773	Private Residence

**Appendix B**  
**Local Register of Historic Places**  
**Listed Resources in the City of Sarasota**

	<b>Historic Name</b>	<b>LOCN</b>	<b>LOC</b>	<b>LOCS</b>	<b>LOC</b>	<b>Petition Number</b>	<b>Designation</b>	<b>Current Use</b>
31.	Kennedy / Barth House/Garage, The	1826		CLEMATIS	ST	00-HD-03	00-4227	Private Residence
32.	Van Arsdale House	1864		CLEMATIS	ST	93-HD-01	93-3657	Private Residence
33.	Dr. Halton Residence	308		COCOANUT	AV	89-HD-01	89-3276	Office
34.	Byrd & Katherine Kicklighter House	1205		COCOANUT	AV	99-HD-11	99-4156	Private Residence
35.	Mabel Nabona Woodhull House	1325		COCOANUT	AV	01-HD-04	01-4322	Private Residence
36.	McAlpin Home	1526		CROSS	ST	85-HD-01	85-2842	Private Residence
37.	Anna Cosden Berry House	1910		DATURA	ST	93-HD-18	93-3742	Private Residence
38.	Westmore Tenant House	1913		DATURA	ST	95-HD-03	95-3890	Private Residence
39.	Morrison House	115		EDMONDSON	AV	94-HD-05	94-3775	Private Residence
40.	Sprague House	129		EDMONDSON	AV	96-HD-05	96-3947	Private Residence
41.	Kash House	3838		FLORES	AV	92-HD-01	92-3545	Private Residence
42.	Richardson/Atwater House	3850		FLORES	AV	99-HD-06	99-4137	Private Residence
43.	Bidwell-Wood House	849		FLORIDA	AV	85-HD-02	85-2875	Non-Profit Offices
44.	Crocker Church	881		FLORIDA	AV	84-HD-09	84-2853	Church
45.	Granada Fountain/Marker			FORTUNA/CAMINO		94-HD-09	94-3779	Neighborhood
46.	J.B. Turner Home	1225		FRUITVILLE	RD	86-HD-01	86-2973	Office
47.	J.E. Battle Home	1226		FRUITVILLE	RD	84-HD-11	84-2836	Office
48.	S.T. Humber Home	1365		FRUITVILLE	RD	93-HD-14	93-3724	Office
49.	Sarasota City Garage	1426		FRUITVILLE	RD	87-HD-09	87-3148	Commercial
50.	Wiley C. and Edith Steakley	2035		FRUITVILLE	RD	00-HD-09	00-4274	Office
51.	Revere Quality House	100		GARDEN	LN	05-HD-01	05-4615	Private Residence
52.	Levinson House, The	634		GILLESPIE	AV	02-HD-01	03-4361	Private Residence
53.	Edward H. Knight House	1828		GROVE	ST	92-HD-16	92-3642	Private Residence
54.	Ryan/Garner House	1919		GROVE	ST	92-HD-03	92-3558	Private Residence
55.	Westmore Tenant House	1936		GROVE	ST	95-HD-04	95-3891	Private Residence
56.	Boroom House	1682		HAWTHORNE	ST	93-HD-03	93-3659	Private Residence
57.	Caven House, The	1701		HAWTHORNE	ST	92-HD-04	92-3569	Private Residence
58.	Sallie C. & Carlton Teate, Jr. House	1736		HAWTHORNE	ST	98-HD-01	98-4045	Private Residence
59.	Francis Teate House	1750		HAWTHORNE	ST	92-HD-12	92-3630	Private Residence
60.	Hugh K. Browning Home	2088		HAWTHORNE	ST	84-HD-05	86-3005	Office

**Appendix B**  
**Local Register of Historic Places**  
**Listed Resources in the City of Sarasota**

	<b>Historic Name</b>	<b>LOCN</b>	<b>LOC</b>	<b>LOCS</b>	<b>LOC</b>	<b>Petition Number</b>	<b>Designation</b>	<b>Current Use</b>
61.	James/Ada Baker Winter Home	1841		HIBISCUS	ST	94-HD-16	94-3795	Private Residence
62.	J.W. Harvey Sr. House	1872		HIBISCUS	ST	92-HD-15	92-3628	Private Residence
63.	Pike House, The	1896		HIBISCUS	ST	92-HD-11	92-3633	Private Residence
64.	Williams House	3406		HIGEL	ST	95-HD-11	95-3906	Private Residence
65.	Robertson House	1624		HILLVIEW	ST	93-HD-09	93-3669	Private Residence
66.	Hillview Art Colony (1)	1656		HILLVIEW	ST	93-HD-08	93-3681	Private Residence
67.	See 93-HDD-01 Hillview Art Colony (2)	1656		HILLVIEW	ST	93-HD-08	93-3681	Private Residence
68.	Knapp House	963		INDIAN BEACH	DR	95-HD-02	95-3889	Private Residence
69.	Rigby's La Plaza Historic District (1)	1777		IRVING	ST	92-HDD-01	92-3587	Private Residence
70.	Asa Causey House	2319		IXORA	AV	96-HD-09	97-3975	Private Residence
71.	Frances H. & Corrine Walpole	3529		JACINTO	CT	93-HD-20	93-3750	Private Residence
72.	Mediterranean Style House, A	507	S	JACKSON	DR	97-HD-01	97-4014	Private Residence
73.	A Medieval Revival Community Bldg.	513		KUMQUAT	CT	95-HD-05	95-3888	Non-Profit Offices
74.	Nash Residence	1920		LAUREL	ST	90-HD-07	90-3448	Private Residence
75.	Katie Hale House	1927		LAUREL	ST	95-HD-09	95-3904	Private Residence
76.	Southwick / Harmon House, The	1830		LINCOLN	DR	00-HD-02	00-4226	Private Residence
77.	Bachelor Brewer Model Home	1903		LINCOLN	DR	89-HD-11	89-3355	Private Residence
78.	Richardson House	1631		LOMA LINDA	ST	96-HD-04	96-3946	Private Residence
79.	Cornish Apartments	1641		LOMA LINDA	ST	92-HD-13	92-3632	Private Residence
80.	Cornish Apartments	1647		LOMA LINDA	ST	92-HD-13	92-3632	Private Residence
81.	Cummer Tenant House, A	1658		LOMA LINDA	ST	95-HD-07	95-3892	Private Residence
82.	Hines House	1858		MAGNOLIA	ST	95-HD-06	95-3893	Private Residence
83.	American National Bank Building	1330		MAIN	ST	98-HD-05	98-4092	Condominiums
84.	S.H. Kress Building	1440		MAIN	ST	99-HD-01	99-4111	Commercial
85.	Worth's Block/aka Gator Club	1490		MAIN	ST	97-HD-02	98-4050	Commercial
86.	Crisp Building	1970		MAIN	ST	99-HD-09	99-4150	Commercial
87.	Lyle House	2027		MCCLELLAN	PKW	93-HD-17	93-3744	Private Residence
88.	Stuckey House	2170		MCCLELLAN	PKW	92-HD-09	92-3594	Private Residence
89.	Col. Fredrick & Jessie Byerly House	344		MONROE	DR	99-HD-13	99-4170	Private Residence
90.	Craig Residence, The	175		MORNINGSIDE	DR	00-HD-07	00-4267	Private Residence

**Appendix B**  
**Local Register of Historic Places**  
**Listed Resources in the City of Sarasota**

	Historic Name	LOCN	LOC	LOCS	LOC	Petition Number	Designation	Current Use
91.	Dunnebacke House	1630		MORRILL	ST	96-HD-03	96-3945	Private Residence
92.	Lemont House, The	1944		MORRILL	ST	04-HD-02	05-4549	Private Residence
93.	Belvedere Bungalow	1608		OAK	ST	84-HD-03	84-2787	Office
94.	Lynn L. & Mildred G. Silvertooth	1616		OAK	ST	98-HD-02	98-4056	Private Residence
95.	Marable Home	1630		OAK	ST	89-HD-14	89-3368	Private Residence
96.	Spanish Oaks Apartments	1637		OAK	ST	86-HD-02	86-2997	Multiple Family
97.	Jerome K. Martin House	1675		OAK	ST	98-HD-04	98-4091	Private Residence
98.	Ella Dula Westermann Tenant House	1716		OAK	ST	94-HD-12	94-3825	Private Residence
99.	Dr. Walter C. Kennedy Home	1876		OAK	ST	90-HD-03	90-3391	Private Residence
100.	Lynn A. Curtiss House	1911		OAK	ST	99-HD-02	99-4122	Private Residence
101.	J Walton Taylor Family Home	542		OHIO	PL	04-HD-05	04-4588	Private Residence
102.	John and Mary Erbs House	651		OHIO	PL	95-HD-08	95-3903	Private Residence
103.	Daisy Williams House	741	S	ORANGE	AV	94-HD-15	94-3794	Office
104.	Stephen B. Jennings Home	751	S	ORANGE	AV	88-HD-01	88-3177	Office
105.	City Waterworks Building	1015	N	ORANGE	AV	04-HD-01	04-4550	Commercial
106.	H.B. Williams House	1509	S	ORANGE	AV	98-HD-06	99-4109	Private Residence
107.	Silva Apartments	229	S	OSPREY	AV	87-HD-02	88-3160	Multiple Family
108.	Frederickson House	310	S	OSPREY	AV	92-HD-17	92-3643	Private Residence
109.	Boat and Lighthouse	433	N	OSPREY	AV	84-HD-10	84-2827	Private Residence
110.	Frederick & Margaret Meyer House	540	S	OSPREY	AV	99-HD-10	99-4149	Private Residence
111.	Joseph Humphries	555	S	OSPREY	AV	87-HD-04	87-3132	Private Residence
112.	Warner/Guptil Home	558	S	OSPREY	AV	89-HD-12	89-3342	Private Residence
113.	Moses L. Tomlinson House	636	S	OSPREY	AV	96-HD-01	96-3943	Private Residence
114.	Lily White Laundry	700	S	OSPREY	AV	90-HD-02	90-3386	Commercial
115.	Rigby's La Plaza Historic District (6)	1002	S	OSPREY	AV	92-HDD-01	92-3587	Private Residence
116.	Rigby's La Plaza Historic District (5)	1012	S	OSPREY	AV	92-HDD-01	92-3587	Private Residence
117.	Rigby's La Plaza Historic District (4)	1022	S	OSPREY	AV	92-HDD-01	92-3587	Private Residence
118.	Rigby's La Plaza Historic District (3)	1030	S	OSPREY	AV	92-HDD-01	92-3587	Private Residence
119.	Rigby's La Plaza Historic District (2)	1038	S	OSPREY	AV	92-HDD-01	92-3587	Private Residence



**Appendix B**  
**Local Register of Historic Places**  
**Listed Resources in the City of Sarasota**

	<b>Historic Name</b>	<b>LOCN</b>	<b>LOC</b>	<b>LOCS</b>	<b>LOC</b>	<b>Petition Number</b>	<b>Designation</b>	<b>Current Use</b>
120.	House/Barker Boathouse	2429	S	OSPREY	AV	92-HD-08	92-3593	Private Residence
121.	Selby Apartments	535	S	PALM	AV	87-HD-10	87-3128	Multiple Family
122.	Elizabeth Perry Residence	624	S	PALM	AV	86-HD-04	87-3053	Private Residence
123.	LD Reagin Residence	1213	N	PALM	AV	84-HD-06	84-2817	Private Residence
124.	Frances Carlton Apartments (Units 101	1221	N	PALM	AV	86-HD-03	86-2998	Condominiums
125.	Sarasota Women's Club	1241	N	PALM	AV	84-HD-07	84-2818	Not for Profit Theatre
126.	Edwards Theater	61	N	PINEAPPLE	AV	87-HD-07	87-3125	Opera House
127.	T. Redd/A. Wilson House	908		POMELO	AV	94-HD-06	94-3776	Private Residence
128.	Mazie Luzier Bungalows	1122		POMELO	AV	94-HDD-01	94-3796	Private Residence
129.	Mazie Luzier Bungalows	1130		POMELO	AV	94-HDD-01	94-3796	Private Residence
130.	J. & F. Glennon House (& Garage)	2800	N	RIVERSIDE	DR	99-HD-14	99-4171	Private Residence
131.	C. E. Hitchings/Judge Fosler	2846	S	RIVERSIDE	DR	94-HD-17	94-3826	Private Residence
132.	"Nagirroc" Corrigan House	463		SAPPHIRE	DR	94-HD-01	94-3771	Private Residence
133.	Remsen House/Garage, The	3459		SEAGRAPE	DR	00-HD-08	00-4275	Private Residence
134.	McKaig House	1744		SOUTH	DR	94-HD-11	94-3791	Private Residence
135.	Municipal Auditorium	801	N	TAMIAMI	TR	90-HD-09	90-3458	Public Use
136.	Bay Breeze Motel – Twin Motel	1770	N	TAMIAMI	TR	03-HD-01	03-4467	Office/ Commercial
137.	The Van Wezel Estate (1),The	601		TYLER	DR	98-HDD-01	99-4410	Private Residence
138.	Albert Roehr Estate	847		VIRGINIA	DR	87-HD-06	87-3106	Private Residence
139.	Casa Del Mar	25	S	WASHINGTON	DR	93-HD-19	93-3749	Private Residence
140.	William J. Burns House	47	S	WASHINGTON	DR	96-HD-06	96-3965	Private Residence
141.	Schuler House	76	S	WASHINGTON	DR	94-HD-19	94-3828	Private Residence
142.	Charles E. Leigh Home	139	S	WASHINGTON	DR	90-HD-04	90-3408	Private Residence
143.	Hall/Gillette House	1620		WEWA	DR	99-HD-03	99-4123	Private Residence
144.	Gillette House	1845		WISTERIA	ST	92-HD-10	92-3631	Private Residence
145.	George Day House	451		WOODLAND	DR	94-HD-18	94-3827	Private Residence
146.	Sarasota Times Building	1216		1ST	ST	85-HD-08	86-2948	Vacant
147.	Warren Building	1269		1ST	ST	94-HD-13	96-3902	Commercial
148.	I.R. Burns & H.H. Bell Commercial Bldg	1296		1ST	ST	93-HD-16	93-3725	Commercial

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**Local Register of Historic Places**  
**Listed Resources in the City of Sarasota**

	<b>Historic Name</b>	<b>LOCN</b>	<b>LOC</b>	<b>LOCS</b>	<b>LOC</b>	<b>Petition Number</b>	<b>Designation</b>	<b>Current Use</b>
149.	Russell Building	1490		1ST	ST	96-HD-02	96-3944	Commercial
150.	Palms Apartments	1227		2ND	ST	84-HD-04	84-2799	Multiple Family
151.	Second ST District (2)	1249		2ND	ST	94-HDD-02	97-3976	Private Residence
152.	Second ST District (3)	1251		2ND	ST	94-HDD-02	97-3976	Private Residence
153.	Second ST District (4)	1259		2ND	ST	94-HDD-02	97-3976	Private Residence
154.	Second ST District (5)	1267		2ND	ST	94-HDD-02	97-3976	Private Residence
155.	Belle Haven Apartments	1133		4TH	ST	84-HD-01	84-2726	Office
156.	St. Martha's Daycare	1658		4TH	ST	89-HD-09	89-3333	Daycare
157.	Hood Building	1385		5TH	ST	99-HD-05	99-4133	Office
158.	Spiegel Apartments	1882		5TH	ST	94-HD-08	94-3778	Multiple Family
159.	C.M. & Ruth Howard Residence	1620		6TH	ST	95-HD-10	95-3905	Private Residence
160.	H.O. Cheney House	1643		6TH	ST	99-HD-07	99-4138	Private Residence
161.	Robert & Emma Kennedy House	1677		6TH	ST	01-HD-01	87-4028	Private Residence
162.	Leonard Reid Family House	1435		7TH	ST	99-HD-15	99-4172	Private Residence
163.	Brazil / Clark House	1660		7TH	ST	01-HD-06	01-4321	Private Residence
164.	William T. Finch House	1622		9TH	ST	94-HD-04	94-3774	Private Residence
165.	Whitaker Cemetery	1232		12TH	ST	03-HD-05	04-4559	Cemetery
166.	Grover and Pearl Koons House / Studio	1360		13TH	ST	00-HD-10	86-9279	Private Residence
167.	Norma Ziegler Freeman House/Garage	1243		16TH	ST	01-HD-02	87-4393	Private Residence
168.	The Sparkman Property, home of	1310		38TH	ST	04-HD-04	04-4578	Not-For-Profit Garden

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

As described in Appendix D, the City of Sarasota has been updating its survey of its historic resources. That survey has concentrated on identifying resources that were constructed prior to 1948 and resources associated with the Sarasota School of Architecture style. The list that follows is only a portion of the 3,200 Florida Master Site File Buildings that have been identified to date. The structures in this list have been determined to be eligible for the Local Register of Historic Places.

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
1.			1ST ST			Ineligible	SO 03005
2.	1156		1ST ST	Weissgerber House (now MOVED)	1925	Ineligible	SO 03004
3.	1219		1ST ST			Eligible	SO 02410
4.	1247		1ST ST		1925	Ineligible	SO 00283
5.	1565		1ST ST	Sarasota City Hall		Ineligible	SO 02462
6.			2ND ST		1920	Ineligible	SO 00916
7.	1243		2ND ST	West-Jordan/Currin House	1915	Ineligible	SO 03009
8.	1259		2ND ST	Reuben and Mary Hayes Home	1915	Ineligible	SO 00290
9.	1551		2ND ST	Chamber of Commerce		Eligible	SO 02455
10.	1665		2ND ST		1918	Potentially	SO 00342
11.	1258		4TH ST		1920	Ineligible	SO 00939
12.	1266		4TH ST		1920	Ineligible	SO 00938
13.	1271		4TH ST		1925	Ineligible	SO 00936
14.	1366		4TH ST		1920	Ineligible	SO 00933
15.	1387		4TH ST			Ineligible	SO 00932
16.	1651		4TH ST		1937	Ineligible	SO 02962
17.	1663		4TH ST		1926	Potentially	SO 02965
18.	1670		4TH ST		1924	Ineligible	SO 00995
19.	1677		4TH ST		1924	Ineligible	SO 00994
20.	1686		4TH ST		1929	Ineligible	SO 00251
21.	1716		4TH ST		1924	Potentially	SO 00991
22.	1724		4TH ST		1924	Ineligible	SO 00252
23.	1734		4TH ST		1924	Ineligible	SO 00990
24.	1735		4TH ST		1930	Ineligible	SO 03015
25.	1752		4TH ST		1924	Ineligible	SO 00988
26.	1760		4TH ST		1924	Ineligible	SO 00253
27.	1761		4TH ST		1930	Ineligible	SO 00254
28.	1845		4TH ST		1922	Ineligible	SO 00984
29.	1270		5TH ST		1948	Ineligible	SO 03089
30.	1364		5TH WY			Potentially	SO 02609
31.	1370		5TH WY			Potentially	SO 02610
32.	1376		5TH WY			Potentially	SO 02611
33.	1419		5TH ST		1925	Ineligible	SO 00943
34.	1420		5TH ST		1920	Ineligible	SO 00944
35.	1675		5TH ST		1930	Ineligible	SO 01006
36.	1680		5TH ST		1926	Potentially	SO 00248

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
37.	1681		5TH ST		1926	Eligible	SO 00249
38.	1688		5TH ST		1926	Eligible	SO 00250
39.	1692		5TH ST		1946	Ineligible	SO 02972
40.	1131		6TH ST			Eligible	SO 02457
41.	1413		6TH ST		1925	Ineligible	SO 03087
42.	1666		6TH ST		1930	Eligible	SO 01021
43.	1667		6TH ST		1925	Ineligible	SO 01023
44.	1680		6TH ST		1930	Ineligible	SO 02980
45.	1684		6TH ST		1925	Ineligible	SO 00245
46.	1732		6TH ST		1932	Potentially	SO 01020
47.	1751		6TH ST			Potentially	SO 03030
48.	1758		6TH ST		1930	Potentially	SO 01018
49.	1776		6TH ST		1944	Ineligible	SO 03032
50.	1823		6TH ST			Ineligible	SO 03034
51.	1862		6TH ST		1925	Ineligible	SO 00246
52.	1874		6TH ST		1924	Potentially	SO 00247
53.	1881		6TH ST		1925	Ineligible	SO 01016
54.	1427		7TH ST			Ineligible	SO 03082
55.	1628		7TH ST		1926	Potentially	SO 01026
56.	1695		7TH ST		1940	Ineligible	SO 03041
57.	1425		8TH ST	Hotel Colson	1926	Ineligible	SO 02614
58.	1721		8TH ST		1925	Potentially	SO 01080
59.	1743		8TH ST		1925	Potentially	SO 01081
60.	1442		9TH ST		1928	Ineligible	SO 02616
61.	1790		9TH ST		1947	Ineligible	SO 03064
62.	1632		10TH ST		1925	Ineligible	SO 02997
63.	1680		10TH ST		1925	Ineligible	SO 02998
64.	1780		10TH ST		1923	Ineligible	SO 03077
65.	1921		10TH ST		1928	Ineligible	SO 02999
66.	1929		10TH ST			Ineligible	SO 03463
67.	1929		10TH ST		1930	Ineligible	SO 03000
68.	1937		10TH ST			Ineligible	SO 03464
69.	1945		10TH ST		1925	Ineligible	SO 03002
70.	1247		12TH ST			Ineligible	SO 03271
71.	1370		13TH ST			Ineligible	SO 03267
72.	1221		15TH ST			Ineligible	SO 02421
73.	1244		15TH ST			Eligible	SO 01066
74.	1254		15TH ST			Ineligible	SO 00126
75.	1255		15TH ST			Ineligible	SO 03311
76.	1443		15TH ST			Ineligible	SO 01072
77.	1320		16TH ST			Ineligible	SO 00125
78.	1360		16TH ST			Ineligible	SO 01063
79.	1401		16TH ST	Renaissance Manor		Ineligible	SO 03327

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
80.	1335		17TH ST			Ineligible	SO 01058
81.	1342		17TH ST			Ineligible	SO 01060
82.	1369		17TH ST			Ineligible	SO 03349
83.	1366		19TH ST			Ineligible	SO 03373
84.	1334		20TH ST			Ineligible	SO 03385
85.	1442		22ND ST			Ineligible	SO 03402
86.	1760		24TH ST	Mt. Calvary Methodist Church		Ineligible	SO 03498
87.	1782		27TH ST	Sarasota Police Dept/Redevelopment Office		Ineligible	SO 03519
88.	1814		29TH ST	Pentacostal Church of God		Ineligible	SO 01236
89.	1904		29TH ST			Ineligible	SO 03733
90.	1230		32ND ST			Ineligible	SO 03827
91.	1721		36TH ST			Ineligible	SO 03791
92.	655		41ST ST			Ineligible	SO 02478
93.	604		42ND ST			Ineligible	SO 02424
94.	567		45TH ST			Ineligible	SO 03692
95.	1038		47TH ST		1928	Ineligible	SO 04677
96.	426		ACACIA DR			Ineligible	SO 00154
97.			ADELIA AV		1932	Ineligible	SO 00999
98.			ADELIA AV		1932	Ineligible	SO 00998
99.	214		ADELIA AV		1926	Ineligible	SO 00358
100.	4645		AINSLEY PLACE			Ineligible	SO 03698
101.	2322		ALAMEDA AVE			Potentially	SO 03582
102.	2446		ALAMEDA AVE			Ineligible	SO 03584
103.	1634		ALDERMAN ST		1945	Ineligible	SO 00821
104.	1646		ALDERMAN ST		1946	Ineligible	SO 00820
105.			ALTA VISTA ST		1925	Yes	SO 04900
106.	1757		ALTA VISTA ST		1925	Yes	SO 04899
107.	1759		ALTA VISTA ST		1925	No	SO 00801
108.	1761		ALTA VISTA ST		1925	No	SO 04857
109.	1905		ALTA VISTA ST	Robert Albritton House	1927	Eligible	SO 00189
110.			BAHIA VISTA ST		1926	Ineligible	SO 00775
111.	1727		BAHIA VISTA ST		1925	Ineligible	SO 04718
112.	1828		BAHIA VISTA ST		1929	Ineligible	SO 04724
113.	1050		BAY POINT PL		1925	Eligible	SO 00201
114.	1723		BAY ST		1923	Ineligible	SO 04805
115.	1732		BAY VIEW DR		1925	Ineligible	SO 00660
116.	1011		BAYOU PL		1925	Ineligible	SO 00204
117.	1027		BAYOU PL		1925	Ineligible	SO 00203
118.			BAYSHORE RD			NR Listed	SO 00620
119.	2704		BAYSHORE RD			NR Listed	SO 00139
120.	2716		BAYSHORE RD			Eligible	SO 00140
121.	3007		BAYSHORE RD			Ineligible	SO 03613
122.	3008		BAYSHORE RD			Ineligible	SO 03612

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
	123.3048		BAYSHORE RD			Ineligible	SO 03614
	124.3139		BAYSHORE RD			Eligible	SO 00315
	125.3221		BAYSHORE RD			Ineligible	SO 01117
	126.3838		BAYSHORE RD			Ineligible	SO 03666
	127.4014		BAYSHORE RD			Ineligible	SO 03663
	128.4053		BAYSHORE RD	Allen House		Ineligible	SO 03684
	129.4223		BAYSHORE RD			Ineligible	SO 03685
	130.4311		BAYSHORE RD			Eligible	SO 01213
	131.4423		BAYSHORE RD			Eligible	SO 00148
	132.4500		BAYSHORE RD			Ineligible	SO 01212
	133.4522		BAYSHORE RD			Ineligible	SO 03694
	134.4600		BAYSHORE RD			Ineligible	SO 03699
	135.4608		BAYSHORE RD			Ineligible	SO 03700
	136.4637		BAYSHORE RD			Ineligible	SO 03701
	137.5022		BAYSHORE RD			Ineligible	SO 00619
	138.5032		BAYSHORE RD			Ineligible	SO 00156
	139.5201		BAYSHORE RD			Ineligible	SO 00621
	140.5601		BAYSHORE RD	- Ca'd'Zan		NR Listed	SO 00369
	141.5601		BAYSHORE RD	- Ringling Museum of Art		NR Listed	SO 00368
	142.5601		BAYSHORE RD	- Ringling Rose Garden		Eligible	SO 03721
	143.5601		BAYSHORE RD	- Ringling Circus Museum		Eligible	SO 03720
	144.4522		BAYSHORE RD BLDG 2			Ineligible	SO 03695
	145.5110		BRYWILL CIR	Meyer House		Ineligible	SO 00158
	146.5128		BRYWILL CIR			Ineligible	SO 00159
	147.400		BURNS CT		1926	Eligible	SO 00323
	148.401		BURNS CT		1926	Eligible	SO 00331
	149.410		BURNS CT		1926	Eligible	SO 00324
	150.411		BURNS CT		1926	Eligible	SO 00332
	151.416		BURNS CT		1926	Eligible	SO 00325
	152.417		BURNS CT		1926	Eligible	SO 00333
	153.422		BURNS CT		1926	Eligible	SO 00326
	154.423		BURNS CT		1926	Eligible	SO 00334
	155.436		BURNS CT		1926	Eligible	SO 00328
	156.437		BURNS CT		1926	Eligible	SO 00336
	157.442		BURNS CT		1926	Eligible	SO 00329
	158.443		BURNS CT		1926	Eligible	SO 00337
	159.446		BURNS CT		1926	Eligible	SO 00330
	160.3519		CAMINO REAL		1923	Ineligible	SO 00634
	161.3603		CAMINO REAL		1923	Ineligible	SO 00636
	162.3609		CAMINO REAL		1926	Ineligible	SO 00637
	163.3619		CAMINO REAL		1926	Ineligible	SO 00638
	164.3630		CAMINO REAL		1926	Ineligible	SO 00103
	165.3810		CAROLINA AVE		1925	Ineligible	SO 01217

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
166.			CENTRAL AV		1925	Ineligible	SO 00929
167.			CENTRAL AV		1947	Ineligible	SO 02601
168.			CENTRAL AV		1920	Ineligible	SO 00954
169.			CENTRAL AV		1925	Ineligible	SO 00942
170.	400		CENTRAL AV		1940	Ineligible	SO 02681
171.	413		CENTRAL AV		1920	Ineligible	SO 00931
172.	513		CENTRAL AV	Payne Chapel AME	1920	Ineligible	SO 02603
173.	550		CENTRAL AV		1941	Ineligible	SO 02604
174.	851		CENTRAL AV	Rosemary Cemetery	0	Potentially	SO 02686
175.	1022		CENTRAL AVE	Singletary Concrete Company		Ineligible	SO 03245
176.	1703		CENTRAL AVE	Green's Grocery		Ineligible	SO 03350
177.	1811		CENTRAL AVE			Ineligible	SO 03375
178.	1823		CENTRAL AVE			Ineligible	SO 03374
179.	1664		CHERRY LN		1936	Eligible	SO 02689
180.			CLEMATIS ST		1925	Ineligible	SO 00694
181.	1880		CLEMATIS ST		1925	Ineligible	SO 00695
182.	332		COCOANUT AV	Cocoanut Place	1926	Ineligible	SO 00935
183.			COCOANUT AVE			Ineligible	SO 03230
184.	1526		COCOANUT AVE			Ineligible	SO 01057
185.	1625		COCOANUT AVE			Ineligible	SO 03340
186.	518		COLUMBIA CT		1937	Ineligible	SO 02696
187.	524		COLUMBIA CT		1937	Potentially	SO 02697
188.	534		COLUMBIA CT		1926	Potentially	SO 02699
189.	535		COLUMBIA CT		1926	Eligible	SO 00214
190.	542		COLUMBIA CT		1926	Eligible	SO 00212
191.	543		COLUMBIA CT		1926	Eligible	SO 00213
192.	621		COLUMBIA CT		1939	Eligible	SO 02700
193.	1851		DATURA ST		1925	Ineligible	SO 00699
194.	1870		DATURA ST		1925	Ineligible	SO 00700
195.	1937		DATURA ST		1925	Ineligible	SO 00704
196.	1191		DR. MARTIN LUTHER KING JR. WAY	Ringling School of Art and Design	1940	Ineligible	SO 04566
197.	5028		EASTCHESTER DR			Ineligible	SO 03706
198.	5033		EASTCHESTER DR			Ineligible	SO 03705
199.	3615		FLORES AVE		1926	Ineligible	SO 00628
200.	1641		FORTUNA ST		1925	Ineligible	SO 00102
201.	1276		FRUITVILLE RD		1918	Eligible	SO 00922
202.	1751		FRUITVILLE RD		1925	Eligible	SO 00339
203.	1759		FRUITVILLE RD		1925	Ineligible	SO 00969
204.	1861		FRUITVILLE RD		1924	Ineligible	SO 00340
205.			GILLESPIE AV		1926	Ineligible	SO 01033
206.	323		GILLESPIE AV		1939	Ineligible	SO 02725
207.	329		GILLESPIE AV		1937	Ineligible	SO 02726
208.	618		GILLESPIE AV		1926	Potentially	SO 01034

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
	209.634		GILLESPIE AV	The Levinson House	1925	Eligible	SO 01035
	210.642		GILLESPIE AV		1925	Ineligible	SO 01036
	211.834		GILLESPIE AV		1948	Ineligible	SO 02728
	212.22		GOODRICH AV		1936	Ineligible	SO 02737
	213.1853		GROVE ST		1926	Ineligible	SO 00683
	214.1875		GROVE ST		1926	Ineligible	SO 01288
	215.1100		HAMPTON RD			Ineligible	SO 03543
	216.1842		HAWKINS CT		1925	Ineligible	SO 02744
	217.1694		HAWTHORNE ST		1925	Ineligible	SO 00184
	218.2310		HICKORY AVE			Ineligible	SO 03580
	219.2318		HICKORY AVE			Ineligible	SO 03579
	220.2441		HICKORY AVE			Ineligible	SO 03574
	221.2461		HICKORY AVE			Ineligible	SO 03573
	222.944		HIGHLAND DR			Ineligible	SO 03622
	223.710		INDIAN BEACH CIR			Ineligible	SO 03632
	224.875		INDIAN BEACH DR			Ineligible	SO 03592
	225.647		INDIAN BEACH LANE			Ineligible	SO 01118
	226.709		INDIAN BEACH LANE			Ineligible	SO 02511
	227.760		INDIAN BEACH LANE			Ineligible	SO 03635
	228.118		INDIAN PL	The Ranola	1926	Ineligible	SO 00359
	229.3804		IROQUOIS DR			Ineligible	SO 03649
	230.1839		IRVING ST		1924	Ineligible	SO 00809
	231.1904		IRVING ST		1935	Eligible	SO 04824
	232.2227		IXORA AVE			Ineligible	SO 03553
	233.2325		IXORA AVE			Ineligible	SO 03558
	234.2436		IXORA AVE			Ineligible	SO 03560
	235.3535		JACINTO COURT		1926	Ineligible	SO 00642
	236.3542		JACINTO COURT		1926	Ineligible	SO 00641
	237.3600		JACINTO COURT		1926	Ineligible	SO 00640
	238.315	S	JULIA PL		1922	Ineligible	SO 02750
	239.324		JULIA PL	Dr. J.A. Oliver House	1928	Eligible	SO 00219
	240.327		JULIA PL		1928	Ineligible	SO 00218
	241.405		JULIA PL		1923	Eligible	SO 02753
	242.		KUMQUAT CT	Appleby Building	1924	NR Listed	SO 00304
	243.430		KUMQUAT CT		1910	Ineligible	SO 00945
	244.506		KUMQUAT CT			Ineligible	SO 02757
	245.1630		LAUREL ST		1920	Ineligible	SO 02763
	246.1646		LAUREL ST		1920	Ineligible	SO 00891
	247.1654		LAUREL ST		1924	Eligible	SO 00890
	248.1655		LAUREL ST		1920	Ineligible	SO 00892
	249.1667		LAUREL ST		1922	Eligible	SO 00226
	250.1676		LAUREL ST		1925	Potentially Eligible	SO 00888
	251.1677		LAUREL ST		1925	Ineligible	SO 00887



## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
252.	1684		LAUREL ST		1925	Eligible	SO 02767
253.	1702		LAUREL ST			Eligible	SO 00227
254.	1733		LAUREL ST		1925	Ineligible	SO 00885
255.	238	S	LINKS AV		1925	Ineligible	SO 02785
256.	1695		LOWE DR			Potentially Eligible	SO 02411
257.	512		MADISON CT		1922	Ineligible	SO 00216
258.	516		MADISON CT		1925	Ineligible	SO 00217
259.	517		MADISON CT		1924	Ineligible	SO 02790
260.	527		MADISON CT		1925	Eligible	SO 00215
261.	534		MADISON CT		1926	Ineligible	SO 02791
262.	543		MADISON CT		1926	Eligible	SO 00211
263.			MAIN ST			Ineligible	SO 02820
264.			MAIN ST		1940	Ineligible	SO 01278
265.	1355		MAIN ST	Alcazar	1925	Ineligible	SO 00276
266.	1586		MAIN ST		1924	Eligible	SO 00348
267.	1651		MAIN ST	First Baptist Church	1924	Potentially Eligible	SO 00350
268.	1679		MAIN ST		1935	Ineligible	SO 02824
269.	1802		MAIN ST		1936	Ineligible	SO 02829
270.	2134		MIETAW DR		1925	Ineligible	SO 00268
271.	30		MIRA MAR CT	Roth Cigar Factory	1916	NR Listed	SO 00414
272.			MORRILL ST			Ineligible	SO 02834
273.			MORRILL ST		1920	Ineligible	SO 00221
274.	1715		MORRILL ST	The Poinsettia Hotel	1936	Ineligible	SO 00224
275.	1753		MORRILL ST		1923	Ineligible	SO 02833
276.	1759		MORRILL ST	Young Apartments	1923	Ineligible	SO 00220
277.	1773		MORRILL ST			Ineligible	SO 00848
278.	1936		MORRILL ST		1925	Ineligible	SO 02842
279.	1947		MORRILL ST		1938	Ineligible	SO 02844
280.			NEW COLLEGE CAMPUS	Charles Ringling House		NR Listed	SO 00370
281.			NEW COLLEGE CAMPUS	Building 390		Ineligible	SO 03723
282.			NEW COLLEGE CAMPUS	Four Winds Café		Ineligible	SO 03722
283.			NEW COLLEGE CAMPUS			Eligible	SO 03724
284.	461		NORTH SHORE DR			Ineligible	SO 00153
285.	547		NORTH SHORE DR			Ineligible	SO 00622
286.			OAK ST		1925	Ineligible	SO 00866
287.	1523		OAK ST		1917	Ineligible	SO 00840
288.	1638		OAK ST		1925	Ineligible	SO 00860
289.	1646		OAK ST		1925	Ineligible	SO 00861
290.	1652		OAK ST		1925	Ineligible	SO 00862
291.	1653		OAK ST		1930	Ineligible	SO 00865
292.	1660		OAK ST		1925	Ineligible	SO 00863
293.	1703		OAK ST	Sperry Apartments	1926	Eligible	SO 00869
294.	1841		OAK ST	John L. Early House	1926	Eligible	SO 00874

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
295.	1855		OAK ST		1926	Eligible	SO 00206
296.	1858		OAK ST		1926	Eligible	SO 00208
297.	1873		OAK ST		1926	Eligible	SO 00207
298.	1922		OAK ST	Pat Valdo Home	1925	Ineligible	SO 02860
299.	320		OHIO PL		1925	Ineligible	SO 02862
300.	321		OHIO PL		1925	Potentially Eligible	SO 00228
301.	325		OHIO PL	San Juan Apartments	1925	Ineligible	SO 00229
302.	326		OHIO PL		1925	Ineligible	SO 00911
303.	535		OHIO PL		1925	Ineligible	SO 02868
304.	543		OHIO PL		1925	Ineligible	SO 02870
305.	611		OHIO PL		1925	Ineligible	SO 02872
306.	612		OHIO PL		1923	Ineligible	SO 02873
307.	617		OHIO PL		1925	Ineligible	SO 02874
308.	618		OHIO PL		1925	Eligible	SO 02875
309.	626		OHIO PL		1925	Eligible	SO 02876
310.	634		OHIO PL		1925	Ineligible	SO 02878
311.	642		OHIO PL		1925	Ineligible	SO 02880
312.	2262		OKOBEE DR		1932	Eligible	SO 04882
313.		N	ORANGE AV		1925	Eligible	SO 00947
314.	14	S	ORANGE AV		1948	Ineligible	SO 02822
315.	16	S	ORANGE AV		1948	Ineligible	SO 02822
316.	40	N	ORANGE AV	George Thacker Mortuary	1927	Ineligible	SO 00845
317.	111	S	ORANGE AV	US Post Office/Federal Building	1934	NR Listed	SO 00418
318.	228		ORANGE AV	St. Martha's Roman Catholic	1940	Eligible	SO 02891
319.	261	S	ORANGE AV	Sarasota Music Archive		Eligible	SO 02419
320.	300	S	ORANGE AV			Eligible	SO 02955
321.	504	N	ORANGE AV			Ineligible	SO 02895
322.	505	N	ORANGE AV		1925	Ineligible	SO 00946
323.	513	S	ORANGE AV		1930	Potentially Eligible	SO 02890
324.	706	N	ORANGE AV		1930	Ineligible	SO 00239
325.	746	S	ORANGE AV			Eligible	SO 02470
326.	818	N	ORANGE AV		1925	Ineligible	SO 00960
327.	824	N	ORANGE AV		1925	Potentially Eligible	SO 00959
328.	1002	S	ORANGE AVE		1925	Ineligible	SO 00796
329.	1012	N	ORANGE AVE	Binz Fireproof Warehouses		Potentially Eligible	SO 01053
330.	1319	S	ORANGE AVE		1930	Eligible	SO 00172
331.	1327	S	ORANGE AVE		1926	Eligible	SO 00171
332.	1509	S	ORANGE AVE	H.B. Williams House	1926	NR Listed	SO 00169
333.	1912	N	ORANGE AVE	Boys and Girls Club of Sarasota, Inc.		Eligible	SO 03469
334.	2312	N	ORANGE AVE			Ineligible	SO 03506
335.	3834	N	ORANGE AVE	Booker High School		Ineligible	SO 03834
336.		S	OSPREY AV		1925	Ineligible	SO 02915
337.	25	S	OSPREY AV			Eligible	SO 02407

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
338.	235	S	OSPREY AV			Eligible	SO 00898
339.	237	S	OSPREY AV			Potentially Eligible	SO 02908
340.	238	S	OSPREY AV		1920	Ineligible	SO 00899
341.	239	S	OSPREY AV			Ineligible	SO 00903
342.	241	S	OSPREY AV			Ineligible	SO 00902
343.	243	S	OSPREY AV			Ineligible	SO 00901
344.	245	S	OSPREY AV			Ineligible	SO 00900
345.	300	S	OSPREY AV			Ineligible	SO 02909
346.	403	N	OSPREY AV		1926	Potentially Eligible	SO 02898
347.	405	S	OSPREY AV		1925	Eligible	SO 00906
348.	527	S	OSPREY AV		1925	Potentially Eligible	SO 02917
349.	533	S	OSPREY AV		1925	Eligible	SO 02918
350.	535	S	OSPREY AV		1925	Potentially Eligible	SO 02919
351.	624	N	OSPREY AV		1941	Ineligible	SO 02901
352.	811	N	OSPREY AV		1947	Ineligible	SO 02906
353.	991	S	OSPREY AVE		1920	Ineligible	SO 00195
354.	2111	S	OSPREY AVE		1935	Ineligible	SO 04966
355.		S	PALM AV	Mira Mar Apartments	1922	Potentially Eligible	SO 00382
356.		N	PALM AV	Frances Carlton Apartments	1928	NR Listed	SO 00279
357.	33	S	PALM AV	DeMarcaay Hotel	1925	NR Listed	SO 00409
358.	549	S	PALM AV		1925	Ineligible	SO 00832
359.	711	S	PALM AV		1947	Potentially Eligible	SO 02927
360.	777	S	PALM AV	Jack West Office		Eligible	SO 02423
361.	1215	N	PALM AV	F.A. DeCanizares Residence	1925	NR Listed	SO 00280
362.	1241	N	PALM AV	Woman's Club	1940	NR Listed	SO 00278
363.	922	S	PALM AVE	Selby House/Selby House with Banyan Tree/Wrought Iron Fence/Bamboo	1921	Eligible	SO 02598
364.	3618		PALONIA COURT		1929	Ineligible	SO 00101
365.	1924		PANAMA DR			Ineligible	SO 01164
366.	1634		PINE TREE LA		1935	Potentially Eligible	SO 00826
367.		S	PINEAPPLE AV			Eligible	SO 02936
368.	127	S	PINEAPPLE AV		1920	Potentially Eligible	SO 00353
369.	412	S	PINEAPPLE AV			Eligible	SO 02934
370.	418	S	PINEAPPLE AV			Eligible	SO 02934
371.	422	S	PINEAPPLE AV		1926	Eligible	SO 02932
372.	426	S	PINEAPPLE AV		1926	Eligible	SO 02933
373.	440	S	PINEAPPLE AV		1926	Ineligible	SO 02933
374.	446	S	PINEAPPLE AV		1926	Ineligible	SO 02935
375.	556	S	PINEAPPLE AV		1946	Ineligible	SO 02937
376.	1654		PROSPECT ST		1925	Ineligible	SO 00762
377.	1823		PROSPECT ST		1928	Ineligible	SO 00758
378.	1878		PROSPECT ST		1925	Ineligible	SO 00752
379.	520		RAWLS AV		1925	Ineligible	SO 02941
380.	525		RAWLS AV		1920	Ineligible	SO 02942

## Appendix C

### Florida Master Site File Structures Eligible for Historic Designation

	NO	DIR	STREET	HISTORIC NAME	YRBL	NATIONAL	FMSF#
381.	1727		RINGLING BV	Eleanora Apartments	1925	Eligible	SO 00354
382.	1927		RINGLING BV		1923	Ineligible	SO 00355
383.	1281		RIVERSIDE DR			Ineligible	SO 03807
384.	1317		RIVERSIDE DR			Ineligible	SO 03809
385.	3701		SARASOTA AVE	Sarasota Jungle Gardens		Ineligible	SO 03696
386.	3800		SARASOTA AVE			Ineligible	SO 03659
387.	4215		SARASOTA AVE			Eligible	SO 00144
388.	4237		SARASOTA AVE			Eligible	SO 00145
389.	1518		SELBY LA			Ineligible	SO 02944
390.	1519		SELBY LA		1920	Ineligible	SO 02945
391.	1701		SIESTA DR		1926	Ineligible	SO 00105
392.	1721		SIESTA DR		1926	Ineligible	SO 00658
393.	1607		SOUTH DR		1925	Eligible	SO 00104
394.			STATE ST		1946	Ineligible	SO 02948
395.	2802	W	TAMIAMI CIR			Ineligible	SO 00137
396.	2839	W	TAMIAMI CIR			Ineligible	SO 01123
397.	2901	W	TAMIAMI CIR	Bay Haven School		NR Listed	SO 00367
398.	701	N	TAMIAMI TR	Chidsey Public Library		Eligible	SO 02952
399.	707	N	TAMIAMI TR	Sarasota Art Association Hall		Eligible	SO 02953
400.	1322	N	TAMIAMI TRAIL	Van Liedein's Masterpiece Portraits		Ineligible	SO 01077
401.	2433	N	TAMIAMI TRAIL	Island Style Windurfing		Ineligible	SO 00364
402.	904		VIRGINIA AVE	Lu Andrew's House #2		Potentially Eligible	SO 02422
403.	905		VIRGINIA AVE			Ineligible	SO 03599
404.	966		VIRGINIA AVE			Ineligible	SO 02426
405.	978		VIRGINIA AVE			Ineligible	SO 01125
406.	2408		WALKER CIR			Ineligible	SO 03431
407.	2423		WALKER CIR			Ineligible	SO 03426
408.	1701	N	WASHINGTON BLVD	Hob Nob		Ineligible	SO 02595
409.	1832		WEBBER ST		1926	Ineligible	SO 00652
410.	1901		WEBBER ST	South Side School	1926	NR Listed	SO 00361
411.	818		WINDSOR DR			Ineligible	SO 03625
412.	1656		WISCONSIN LANE		1925	Ineligible	SO 05048
413.	1732		WISCONSIN LANE		1925	Ineligible	SO 00655
414.	1835		WISTERIA ST		1925	Eligible	SO 00689
415.	1844		WISTERIA ST		1929	Ineligible	SO 00690
416.	1874		WISTERIA ST		1925	Ineligible	SO 00691
417.	1891		WISTERIA ST		1925	Ineligible	SO 00693
418.	1900		WISTERIA ST		1926	Ineligible	SO 01287
419.	406		WOODLAND DR		1925	Ineligible	SO 03712
420.	457		WOODLAND DR			Potentially Eligible	SO 00150
421.	2015		YAMAW DR		1958	Eligible	SO 04894

## **Appendix D**

### **Updated Survey of Historic Resources**

Beginning in 2002, The City of Sarasota initiated an effort to update the survey of historic resources. That data was from 1979 and 1988.

In 2002-2003, the City contracted with a firm from Philadelphia Pennsylvania, Kise, Straw and Kolodner. KSK began the survey in the City's downtown area because that area had the greatest concentration of historic resources. In addition, the Community Redevelopment Area designation and the City's Downtown Master Plan were beginning to create more redevelopment in the downtown area.

In 2003-2004, the City began working with GAI Consultants, Inc. from Pittsburgh, Pennsylvania. They continued the survey through Phases II, III, and IV and, in 2006, completed the final phase (Phase V).

The map on the following page illustrates the areas covered by each phase of the survey effort to date.

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#### **Summary of Historic Resources Survey**

Phase I, completed in June 2003. 899 buildings surveyed, 609 of which are considered eligible for local designation and 76 of which are considered eligible for the National Register.

Phase II, completed in June 2004. 760 buildings surveyed, 135 of which are considered eligible for local designation and 22 of which are considered eligible for the National Register.

Phase III, completed in June 2005. 767 buildings surveyed, 167 of which are considered eligible for local designation and 26 of which are considered eligible for the National Register.

Phase IV, completed in June 2006. 793 buildings surveyed, 141 of which are considered eligible for local designation and 144 of which are considered eligible for the National Register.

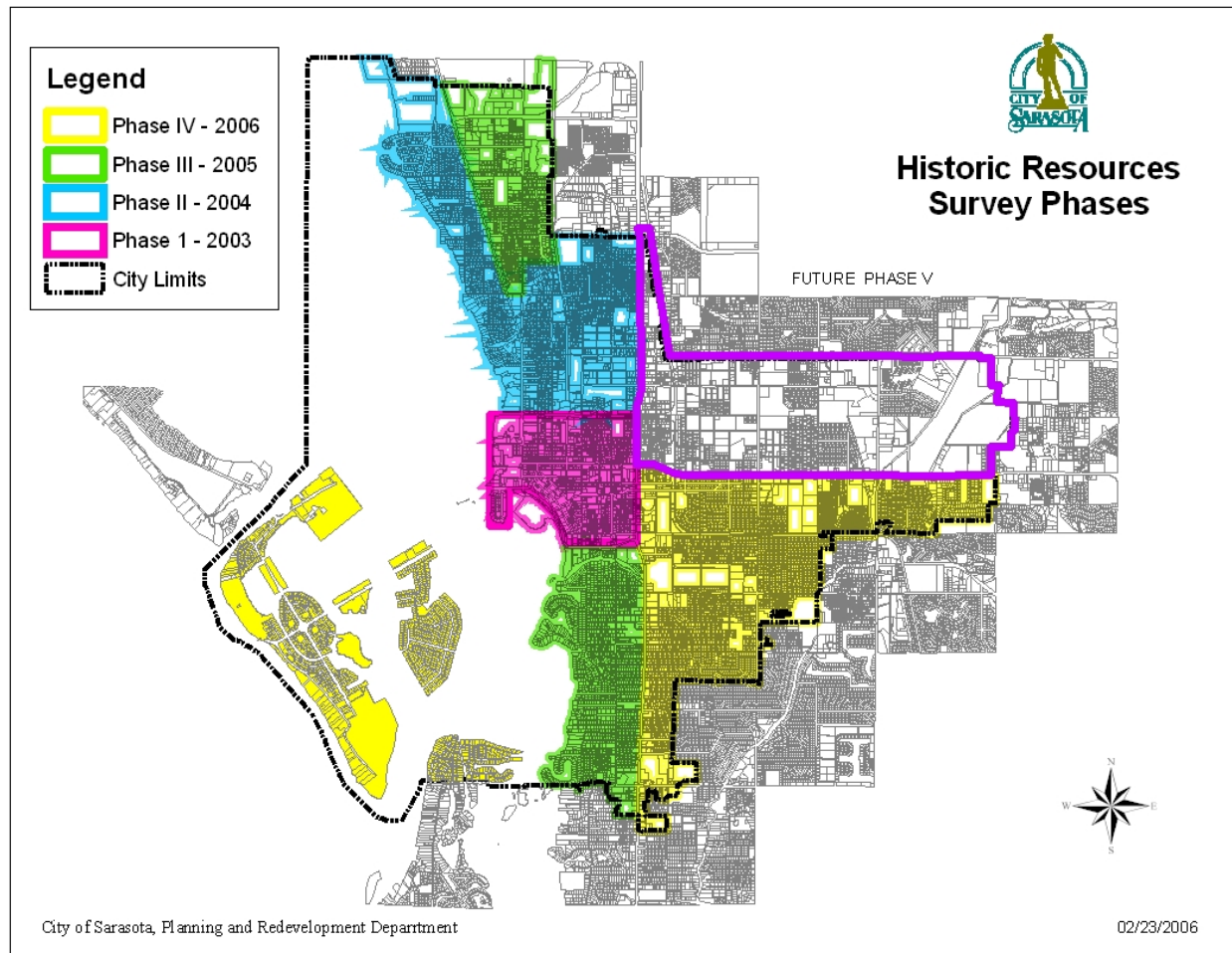
Phase V, completed in October 2006. 205 buildings surveyed, 51 of which are considered eligible for local designation and 20 of which are considered eligible for the National Register.

In all, 3,424 structures have been surveyed, about 2,000 of which have been added to the Florida Master Site File.



# Appendix D Updated Survey of Historic Resources

## Illustration HP-1, Historic Resources Survey Phases







## **Appendix E**

### **Potential Historic Districts**

The Historic Resources Survey also identified a dozen potential historic districts throughout the city. One of those, the Central-Cocoanut Historic District, has since been added to the National Register of Historic Places. It is comprised of 201 structures located east of the Tamiami Trail between 11<sup>th</sup> and 21<sup>st</sup> Streets.

Another of the potential districts, Laurel Park, was formally nominated in December 2006. It contains 340 structures east of Osprey Avenue between Morrill Street and Brother Geenen Way

The remaining potential districts are:

- Arlington Park, 85 structures east of the Tamiami Trail between Bahia Vista and Webber Streets;
- Bay Shore Road-Brywell Circle, 31 structures south of the Ringling Museum on Bay Shore Road;
- Bungalow Hill, 15 structures south of Hudson Bayou between Orange and Pumalo Avenues;
- Granada, 44 structures west of Osprey Avenue between Bay Road and Siesta Drive;
- Harding Circle, 21 structures on St. Armand's Key;
- Indian Beach-Sapphire Shores, 36 structures inland of Sarasota Bay between 22<sup>nd</sup> Street and Indian Beach Drive;
- Lido Beach, 113 structures south of Polk Drive between Benjamin Franklin Drive and South Boulevard of the Presidents;
- McClellan Park, 59 structures west of Osprey Avenue between Cunliff Lane and Hyde Park Street;
- Paver Park-Terrace Gardens, 1,118 structures south of Ringling Boulevard and west of Tuttle Avenue;
- Ringling Park, 91 structures north and south of Ringling Boulevard between Lime and Tuttle Avenues; and
- Sarasota Heights, 126 structures south of Bahia Vista Street between Orange and Osprey Avenues.



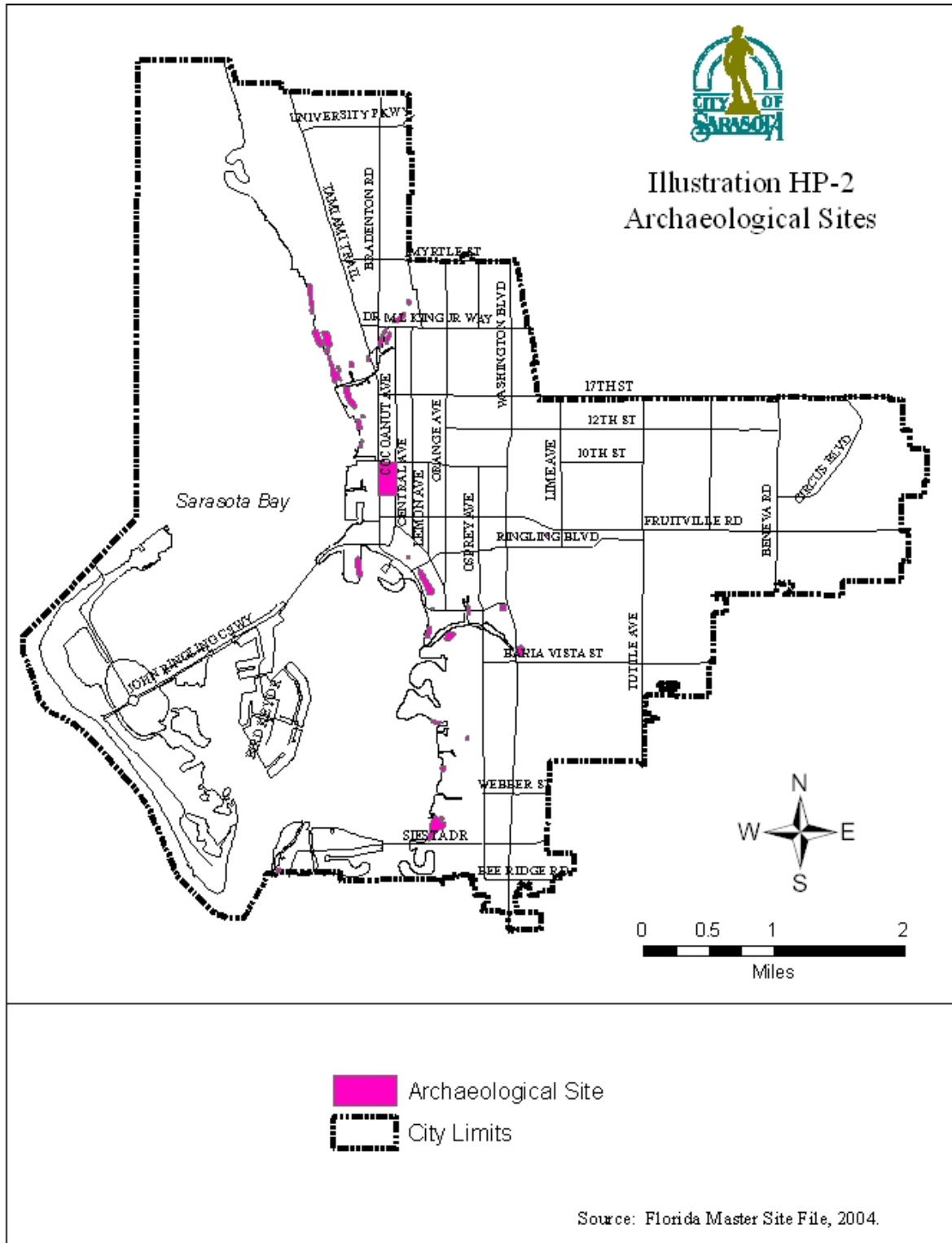
## Appendix F Archaeological Sites

As a result of the 1977, survey of historical architectural and archaeological sites within the City, 30 archaeological sites were identified. Of those, 14 were judged to be undisturbed or likely to yield information important to the prehistory or history of the City. Those sites are listed below.

SITEID	SITENAME	SITETYPE1	CULTURE1	SURVEVAL
SO00051	OLD OAKS	Campsite (prehistoric)	Manasota, 700 B.C.-A.D. 700	Eligible for NRHP
SO00094	SHELL ROAD MIDDEN	Habitation (prehistoric)	Nineteenth century American, 1821-1899	Insufficient Info
SO01354	JESSE'S MOUND	Habitation (prehistoric)	Manasota, 700 B.C.-A.D. 700	Insufficient Info
SO02617	SOUTHWEST DRIVE BURIAL SITE	Historic burial(s)	Nineteenth century American, 1821-1899	Ineligible for NRHP
SO01873	FORT ARMISTEAD	Historic fort	American Acquisition/Territorial Development 1821-45	Eligible for NRHP
SO00099	PINARD MIDDEN	Land-terrestrial	Prehistoric	Ineligible for NRHP
SO02394	SCHOOL AVENUE	Land-terrestrial	Prehistoric	Ineligible for NRHP
SO00093	BULLOCK MOUND	Prehistoric burial mound(s)	Prehistoric	Eligible for NRHP
SO00036	CALVERT MOUND	Prehistoric burial(s)	Twentieth century American, 1900-present	Ineligible for NRHP
SO00052	SIESTA KEY NORTH	Prehistoric burial(s)	Prehistoric	Ineligible for NRHP
SO00092	WHITAKER BAYOU WEST	Prehistoric midden(s)	Prehistoric	Ineligible for NRHP
SO00049	MCCLELLAN PARK SCHOOL MOUND	Prehistoric mound(s)	Prehistoric	Ineligible for NRHP
SO00034	INDIAN BEACH	Prehistoric shell midden	Prehistoric	Eligible for NRHP
SO00035	BOYLSTON MOUND	Prehistoric shell midden	Prehistoric with pottery	Eligible for NRHP
SO00037	RIVERSIDE DRIVE EAST	Prehistoric shell midden	Prehistoric	Ineligible for NRHP
SO00038	WHITAKER BAYOU EAST	Prehistoric shell midden	Prehistoric	Ineligible for NRHP
SO00039	ALAMEDA WAY SHELL MIDDEN	Prehistoric shell midden	Perico Island	Eligible for NRHP
SO00040	BOY SCOUT MIDDEN	Prehistoric shell midden	Prehistoric	Likely NRHP Eligible
SO00041	TAMIAMI TRAIL	Prehistoric shell midden	Prehistoric	Ineligible for NRHP
SO00043	CHURCH OF THE REDEEMER MIDDEN	Prehistoric shell midden	Prehistoric	Ineligible for NRHP
SO00095	WELLS MIDDEN	Prehistoric shell midden	Prehistoric	Not Evaluated
SO00096	PALMETTO LANE MIDDEN	Prehistoric shell midden	Manasota, 700 B.C.-A.D. 700	Eligible for NRHP
SO00097	ACACIAS MIDDEN	Prehistoric shell midden	American, 1821-present	Not Evaluated



# Appendix F Archaeological Sites





## Appendix G Definitions

The following is a list of definitions related to historic preservation that are suggested for use in ordinances and updates to the zoning code.

**Alteration.** Any act or process requiring a building permit that changes one or more of the cultural, historic, architectural or archaeological exterior features of a property, site, structure or object including the construction, reconstruction or demolition of part of a structure or object, and land altering activities, including but not limited to, scraping, leveling, grading, pile driving, excavating, and compacting.

**Conservation District.** An identifiable area with definable boundaries designated as a "Conservation District" by the City Commission, in which at least fifty (50) percent of the primary structures (not including garages, sheds, and other accessory structures), must have been constructed at least forty (40) years prior to the date that the Conservation District nomination is submitted, and the area as a whole has a distinctive cultural, historic, architectural or archaeological identity, but does not have the cultural, historic, architectural or archaeological significance and/or integrity to meet the criteria for designation as a Historic District according to the comprehensive survey of historic resources undertaken by the Historic Preservation Board. A Conservation District may contain within it structures, properties, objects, sites and areas designated as Landmarks or as a Historic District.

**Construction.** The act of adding an addition to a structure, or the erection of a new primary or accessory structure on a lot or property, that requires a building permit.

**Contributing building, site, structure, or object.** A resource, or resources, deemed as adding to the historic architectural qualities, historic associations, or archeological values for which a property is significant because a) it was present during the period of significance, and possesses historic integrity reflecting its character at that time or is capable of yielding important information about the period, or b) it independently meets the National Register criteria.

**Demolition.** Any act or process that destroys all or any part of an exterior wall, foundation, interior or exterior column or load-bearing wall of a Landmark or a property, site, structure or object within a District.

**District.** A Historic District or a Conservation District.

**Historic District.** An identifiable area with definable boundaries designated as a "Historic District" by the City Commission and in which a significant number of properties, sites, structures or objects have a high degree of cultural, historic, architectural, or archaeological significance and integrity according to the comprehensive survey of historic resources undertaken by the Historic Preservation Board. Many of the sites, structures or objects included in the Historic District may qualify as Landmarks and may or may not be contiguous.

## Appendix G Definitions

**Historic property or historic resource.** Any prehistoric or historic district, site, building, object, or other real or personal property of historical, architectural, or archaeological value, or folk-life resource. These properties or resources may include, but are not limited to, monuments, memorials, Indian habitations, ceremonial sites, abandoned settlements, sunken or abandoned ships, engineering works, treasure trove, artifacts, or other objects with intrinsic historical or archaeological value, or any part thereof, relating to the history, government, and culture of the state.

**Integrity.** The degree to which the site, structure or object retains its original characteristics of location, design, materials and workmanship.

- (a) Location. A structure or object has integrity of location when it is in the same position on the site at which it was originally designed or constructed, or at which it achieved its cultural, historic, architectural or archaeological significance.
- (b) Design. A structure or object has integrity of design when it has the same composition of materials and features, including bulk, mass, and height, at the time it was originally designed or constructed, or at which time it achieved its cultural, historic, architectural or archaeological significance.
- (c) Materials. A structure or object has integrity of materials when all or a significant portion of the original construction elements that were used in fabrication of the structure or object at the time it was originally designed or constructed, or at which time it achieved its cultural, historic, architectural or archaeological significance, remain intact.
- (d) Workmanship. A structure or object has integrity of workmanship when the quality of design and physical labor has been carefully maintained and continued over the years.
- (e) Setting or Site. A site has retained its integrity when no significant changes or modifications in the features or elements that give the site its cultural, historic, architectural or archaeological significance.
- (f) Archaeological. A site has retained its archaeological integrity as long as it is able to provide data important to the study of the history and prehistory of the City, County, region, state or nation.
- (g) Association. A structure, object, or site is associated with a significant person or event of the past.

**Landmark.** A property, site, structure or object, designated as a "Landmark" by the City Commission, which is of premier or notable cultural, historic, architectural, or archaeological significance.



## Appendix G Definitions

**National Register of Historic Places** means the list of historic properties significant in American history, architecture, archaeology, engineering, and culture, maintained by the Secretary of the Interior, as established by the National Historic Preservation Act of 1966, as amended.

**Noncontributing** building, site, structure, or object does not add to the historic architectural qualities, historic associations, or archeological values for which a property is significant because a) it was not present during the period of significance, b) due to alterations, disturbances, additions, or other changes, it no longer possesses historic integrity reflecting its character at that time or is incapable of yielding important information about the period, or c) it does not independently meet the National Register criteria.

**Object.** Anything constructed, fabricated, or created; the use of which does not require permanent or semi-permanent location on or in the ground, and that can be moved from one location to another, including without limitation statues and other works of art, vehicles, and equipment.

**Preservation** or **historic preservation** means the identification, evaluation, recordation, documentation, analysis, recovery, interpretation, curation, acquisition, protection, management, rehabilitation, restoration, stabilization, maintenance, or reconstruction of historic properties.

**Property.** Land and improvements identified as a separate lot for purposes of the subdivision and zoning regulations of the City of Sarasota.

**Structure.** Anything constructed or erected, the use of which requires, directly or indirectly, a permanent location on or in the ground, including without limitation buildings, garages, fences, gazebos, signs, paved streets and walks, utility meters, antennas, satellite sending or receiving dishes, swimming pools, walls, and steps.



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### **Credits for Illustrations**

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