

**2030 2045 COMPREHENSIVE PLAN**

**HISTORIC  
PRESERVATION  
ELEMENT**



**October 2009-FEBRUARY 2022**

***The Honorable Lenny Curry  
Mayor***

***William B. Killingsworth  
Director of Planning & Development***

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**JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT**

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~~*CITY OF JACKSONVILLE*~~  
~~*The Honorable Lenny Curry, Mayor*~~

~~*CITY COUNCIL MEMBERS 2015-2019*~~

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## INTRODUCTION

Pursuant to the requirements of Chapter 163, Part II, Florida Statutes (F.S.) and Chapter 9J-5, Florida Administrative Code (FAC), the City of Jacksonville adopted the 2010 Comprehensive Plan, which included the Capital Improvements Element, on September 1990. Section 163.3191, F.S. requires that the plan be updated periodically. Prior to the update of the plan, the local governments are required to prepare an Evaluation and Appraisal Report (EAR) on the adopted plan. The City of Jacksonville's first EAR was submitted to the Florida Department of Community Affairs (DCA) for review on September 1, 1997 and determined to be sufficient on October 31, 1997. The City of Jacksonville's second EAR was submitted to the DCA on October 1, 2008.

The first EAR for the 2010 Comprehensive Plan comprises the 1990-1995 period and the second EAR comprises the 2000-2007 period. The second EAR identifies major issues of concern to Jacksonville residents, reviews implementation of the plan since the last EAR, assesses achievements, successes and shortcomings of the Plan, identifies necessary changes and provides updated population projections.

The update of the Historic Preservation Element, presented in the following pages, reflects changes recommended in the second EAR. New policies have been added as recommended in the EAR and mandated by updates to the Florida Statutes and Florida Administrative Code, including extending the planning time frame to 2030 and renaming the plan the 2030 Comprehensive Plan. Issue statements have been removed in an effort to streamline the element and to remove text not belonging in the Goals, Objectives and Policies Section of this document. Various editorial, organizational and other appropriate agency or reference name changes have been made as well.

In addition to the aforementioned revisions, the Background Report of this document has also been updated to support the amended Goals, Objectives and Policies.

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**2030-2045 COMPREHENSIVE PLAN**

**HISTORIC  
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ELEMENT**

**A**

**GOALS, OBJECTIVES  
AND POLICIES**

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**JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT**

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## GOALS, OBJECTIVES, AND POLICIES

### GOAL 1

The City shall identify, document, protect, and preserve its archaeological, historic, architectural and cultural resources. Instilling public awareness of those resources shall be a part of the effort.

**Objective 1.1** To improve the City's effectiveness in the administration of ordinances, codes, rules and other provisions of the Ordinance Code and practices which address historic preservation activity, assistance to residents and property owners in promoting historic preservation, and managing the historic resources under its jurisdiction.

#### **Policies 1.1.1**

The Planning and Development Department shall continue to coordinate the municipal historic preservation activities, act as City liaison for providing assistance and information regarding historic preservation, and assemble and manage the base of information required to support that responsibility.

#### **1.1.2**

The City shall implement the Historic Preservation Ordinance (Ch.307.106, "City of Jacksonville Ordinance Code" O.C.) and the Certified Local Government Program administered by agreement with the Florida Department of State Division of Historical Resources as a means to obtain information and financial assistance for the municipal historic preservation program.

#### **1.1.3**

~~The City shall continue to implement the Certificate of Appropriateness review process for plans that will physically alter the appearance of a designated site, property or historic district through either the administrative process or submission to the Historic Preservation Commission. The City shall continue to submit for review by the Jacksonville Historic Preservation Commission all plans that will physically alter the appearance of a designated site, property, or historic district.~~

#### **1.1.4**

~~The City shall continue to seek funding in the form of grants and other sources both internally and externally for the purpose of developing a digital municipal archive that is accessible to the public. The City's Department of Administration and Finance in association with the Jacksonville Historic Preservation Commission (JHPC) shall coordinate with the appropriate City departments, agencies, and authorities in~~

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~~determining the feasibility of developing a municipal archive for the purpose of identifying, preserving, and making publicly available significant historic documents and records under the jurisdiction of the City of Jacksonville.~~

### **1.1.5**

Regulate scale and height compatibility through Historic Preservation Ordinances in the Land Development Regulations.

**Objective 1.2 To identify, document, record and evaluate the historic resources within the City's jurisdiction by 2010.**

### **Policies 1.2.1**

The Planning and Development Department shall continue its comprehensive survey program scheduled to be completed by 2010. The survey program will continue to follow and be compatible with the Florida Master Site File. This comprehensive survey program will be completed in increments, concentrating on those areas of high site probability as identified by the U.S. Census Bureau for pre-1940 housing units that contain large concentrations of structures 50 years or older.

### **1.2.2**

The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for of artifact concentrations. Subsequent to the development of archaeological sensitivity maps of undeveloped property located in the coastal zone (the coastal waters and adjacent shorelands) the City will pursue the amendment of its land use development regulations. This amendment will require the documentation of sensitivity maps for subdivision and site plan review of undeveloped property located in the coastal zone.

### **1.2.3**

The Planning and Development Department will continue to the survey all publicly-owned and managed properties including lands, buildings and features, in order to compile an inventory of historic resources under City supervision. The inventory is regarded as a management tool and shall be completed by 2010 as part of the City's comprehensive survey program as required in Policy 1.2.1.

### **1.2.4**

The Planning and Development Department shall continue to provide information and technical assistance to individuals and organizations seeking to identify, document and evaluate historic resources.

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**1.2.5**

~~The Planning and Development Department shall maintain and expand a system for recording buildings, sites and objects within the City that have been identified and recorded through standard professional surveys of historic resources conducted by qualified individuals and organizations. That base of information, to include a computer data base, site files and maps, shall be maintained for location, identification and evaluation purposes. It shall parallel the data maintained in the Florida Master Site File.~~

**1.2.6 1.2.5**

The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps ~~U.S.G.S. series of topographic maps upon which depicting recorded archaeological sites, historic districts and local landmarks are shown.~~

**1.2.7**

~~The Planning and Development Department shall continue to maintain a uniform historic district map series, using a standard of one inch equals 200 feet, to record designated landmarks and districts.~~

**1.2.6**

Continue the efforts of the JHPC, or its successor, to nominate additional sites, structures and areas of historical/cultural value in the City for designation on the National Register, giving priority to existing institutional sites having historic significance.

**Objective 1.3 To ~~Continue to implement and revise as necessary the Historic Preservation Ordinance in order to implement the goal, objectives and policies contained in the Historic Preservation Element, as well as to maintain the City’s status as a Certified Local Government (CLG).~~**

**Policies 1.3.1**

The Jacksonville Historic Preservation Commission shall continue to recommend to the City Council the designation of sites, buildings and districts as “historic” according to the appropriate provisions of the Historic Preservation Ordinance.

**1.3.2**

~~Designated sites, properties and districts shall be recorded on the Zoning Atlas located in the Building and Zoning Division, in the Planning and Development Department’s GIS Database, as well as placed on the City’s Property Master File. The property Appraiser’s office will also continue to be notified of this these designations.~~

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### 1.3.3

The City shall continue to implement historic preservation ordinances utilize the provisions in the Historic Preservation Ordinance to assist in the preservation of archaeological resources.

### 1.3.4

Before recommending the designation of a Local Historic District the Jacksonville Historic Preservation Commission and the Planning and Development Department shall inform the public about the provisions of the ordinance and its implications through at least one town meeting in the affected neighborhoods. Notice of the town meeting and Public Hearing is sent to all property owners of the proposed district.

### 1.3.5

As part of its comprehensive survey program, the City and the Jacksonville Historic Preservation Commission shall seek local landmark and landmark site designation under the Historic Preservation Ordinance for any City owned properties determined to have historic, architectural or archaeological significance.

**Objective 1.4 The City of Jacksonville shall ~~establish and improve property values, and thus the tax base of local landmarks and local historic districts~~ the overall condition of historic districts and local landmarks by encouraging property owners to maintain and improve buildings, grounds, streetscape and vistas and encouraging settlement and revitalization of established neighborhoods.**

### Policies 1.4.1

Street, sidewalk, utility and other improvements undertaken by the City in local historic districts, or affecting local landmarks and sites, shall be consistent, where practical, with the historic character of those districts, and/or sites.

### 1.4.2

The Planning and Development Department shall continue to review and make specific recommendations to the City Council regarding changes or modifications to the Land Development Regulations that will protect the character of designated local historic districts, landmarks and sites. The assistance and advice of historic preservation organizations in recognized historic areas of the City will be solicited for that purpose.

#### 1.4.3

The Planning and Development Department, the Jacksonville Housing Authority, and the Duval County Housing Finance Authority shall ~~seek opportunities continue~~ to make ~~available~~ financial assistance, including low interest rehabilitation loans, available to property owners seeking to improve designated historic buildings.

#### 1.4.4

Any project sponsored by or under the authority of the City, either financially or administratively, which involves rehabilitation or construction of new buildings within a local historic district, or affecting a local landmark or site, shall adhere to appropriate historic preservation standards for such activity.

#### 1.4.5

In consultation with the Florida Department of Transportation and the City's Traffic Engineering Division, the City shall evaluate traffic circulation patterns and plans in local historic districts in order to slow and limit damaging arterial and cut-through traffic.

#### 1.4.6

To protect and preserve historic resources and structures, the City shall continue to use and incorporate legal and financial measures, grants, loans, technical assistance and incentives, such as ad valorem property tax exemption, Transfer of Development Rights, cluster developments, easements, loan pools, revolving funds and "conservation" areas or districts for archaeologically sensitive lands in its land development regulations. Activities and uses that would harm or destroy the historic character of value of these resources shall not be supported.

#### ~~1.4.7~~

~~The City shall continue to improve and develop parks in historic districts, and it shall also plan the creation of safe bicycle and jogging paths in such areas.~~

#### ~~1.4.8~~ 1.4.7

The Planning and Development Department shall develop guidelines ~~plans~~ for each newly created, locally designated historic district to identify, preserve, and where possible to regain the district's original historic character. Any such process from its inception shall include the participation of neighborhood organizations, ~~in and~~ residents and stakeholders of the designated district.

**Objective 1.5 The City shall encourage the preservation of buildings in historic districts and local landmarks and sites by removing obstacles to the rehabilitation of qualified historic buildings and urging their continued use or**

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**adaptive reuse.**

**Policies 1.5.1**

The City shall continue to review and recommend amendments to City codes in order to remove obstacles to the rehabilitation of qualified historic buildings and urging their continued use or adaptive reuse.

**1.5.2**

The City shall pursue alternatives that will lead to the preservation, as opposed to the destruction, of landmarks, landmark sites and buildings located in designated historic districts by promoting adaptive reuse where physically, structurally, and economically feasible. ~~The plans for each designated handistoric district as recommended in Policy 1.4.8 should include specific strategies for preserving the historic building stock and fabric, as well as identify the City Department or agency responsible for implementing the strategy.~~

**Objective 1.6 To continue to encourage and support the development and maintenance of present and future historic preservation organizations, especially those with specific neighborhood identities.**

**Policies 1.6.1**

The Planning and Development Department will provide available technical information to historic preservation ~~such~~ organizations and continue to coordinate with such organizations ~~serve as a liaison between them and the State and federal historic preservation offices, if requested.~~

**1.6.2**

The City shall cooperate with neighborhood preservation organizations in identifying existing and potential local historic preservation issues ~~problems~~ and in seeking addressing ~~solutions~~ to those problems.

**1.6.3**

The City will cooperate with ~~assist~~ the local historic preservation organizations in identifying ~~attracting~~ funding support from federal, State, and private grant sources and shall award matching funds, if available, for historic preservation projects.

**Objective 1.7 To employ historic preservation as a means to strengthen the local economy through increased tourism and local visitation at historic sites.**

### **Policies 1.7.1**

As part of its ~~comprehensive~~ ongoing survey program, the City should continue to document and designate as local landmarks and sites under its historic preservation ordinance, ~~and mark with plaques,~~ significant historic buildings, structures, and archaeological sites owned by the City. ~~The design, wording, selection, schedule and funding of the plaques shall be provided through the Jacksonville Historic Preservation Commission.~~ The Jacksonville Historic Preservation Commission should ~~seek the cooperation of~~ encourage the Duval County School Board to provide the same treatment for significant historic properties under their jurisdiction.

### **1.7.2**

The Jacksonville Historic Preservation Commission, ~~shall facilitate the marking with plaques of designated properties under private ownership, as well as annually recognize outstanding preservation projects and service.~~

### **1.7.3**

~~In addition to distributing information about local historic resources, the~~ The Jacksonville Historic Preservation Commission, and the Planning and Development Department shall assist any efforts to promote the City's history and architectural heritage by providing information and resources from its data base and site files.

### **1.7.4**

The Jacksonville Historic Preservation Commission and the Planning and Development Department shall assist ~~any~~ efforts to identify and evaluate historic buildings, sites and districts for visitor appeal.

**Objective 1.8 The City shall continue to educate the public about historic preservation.** ~~To initiate a program of public education about historic preservation.~~

### **Policies 1.8.1**

~~The Planning and Development Department shall offer public education workshops and speaking engagements for historic preservation organizations and stakeholder groups. Specific publications, such as brochures, pamphlets and books, shall continue to be issued or sponsored by the Jacksonville Historic Preservation Commission and the Jacksonville Planning and Development Department to inform residents, property owners and visitors about historic sites, the historic preservation process, the organizations in the City that are engaged in historic preservation activity and the City's own preservation program and ordinances.~~

### 1.8.2

In conjunction with educational and cultural institutions and historic organizations, the Jacksonville Historic Preservation Commission ~~should~~ shall continue to sponsor at least one seminar or workshop per year, for the public on historic preservation topics, particularly on the economic advantages inherent in the rehabilitation of historic buildings.

### 1.8.3

Existing design guidelines should be periodically reviewed and updated ~~Clear guidelines specifying the types of building alterations that will be produced by the Planning and Development Department and made available to people seeking approval for architectural changes under the Historic Preservation Ordinance.~~

**MAP HP-1 HISTORIC RESOURCES AND HISTORIC DISTRICTS**

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**~~DEFINITIONS~~**

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## DEFINITIONS

~~Adaptive Use – The process of converting a building to a use other than that for which it was originally designed.~~

~~Alteration – Any act that changes the exterior features of a building or structure.~~

~~Archaeological Site – A location that has yielded or may yield information on history or prehistory. An archaeological site contains physical remains of the past. An archaeological site may be found within archaeological zones, historic sites, or historic districts.~~

~~Archaeological Zone – A geographically defined area that has or may reasonably be expected to yield information on local history or prehistory based upon broad prehistoric or historic settlement patterns.~~

~~Building – A structure created to shelter any form of human activity. This may refer to a house, barn, garage, church, hotel, packing house, or similar structure. Buildings may refer to a historically or architecturally-related complex, such as a house or jail, or a barn.~~

~~Certificate of Appropriateness – A written document approved by the Jacksonville Historic Preservation Commission or administratively approved by the Planning and Development Department pursuant to s. 307.107 allowing an applicant to proceed with approved alteration, demolition, relocation or new construction of a designated landmark, landmark site or property in an historic district, following a determination of the proposal's suitability to applicable criteria.~~

~~Certified Local Government – A government meeting the requirements of the National Historic Preservation Act Amendments of 1980 (P.L. 96-515) and the implementing regulations of the United States Department of the Interior and the State of Florida. A government which becomes certified will review all nominations to the National Register within its jurisdiction before reviews at the state and federal levels.~~

~~City – The City of Jacksonville~~

~~Commission – The Jacksonville Historic Preservation Commission.~~

~~Contributing Structure or Property – A building or structure which is at least fifty years old and which is within the boundaries of a designated historic district and which contributes to the historic or architectural character of the district and which is identified by the City Council in its designation of the historic district.~~

~~Cultural Resources – Those resources that possess qualities of significance in national, state or local history, architecture, archaeology, and culture and which are present in~~



districts, sites, structures, and objects that possess integrity of location, design, setting, materials, workmanship, and association.

~~Demolition – The complete or constructive removal of any or part or whole of a building or structure upon any site when same will not be relocated intact to a new site.~~

~~Decision or Recommendation – When referring to the Commission, the executive action taken by the Commission on an application for a designation or a certificate of appropriateness regardless of whether that decision or recommendation is immediately reduced to writing.~~

~~Demolition – Any act that destroys in whole or in part a landmark, a building or structure on a landmark site or a contributing structure in an historic district.~~

~~Designated Site, Landmark, or District – Any site, landmark, or district designated by the federal, state, or local government as having historical, architectural, or archaeological significance.~~

~~Design Guidelines – Criteria developed by a preservation commission, board, or review body to identify design concerns in an area or historic district, and to help property owners ensure that rehabilitation and new construction respect the character of designated buildings or districts.~~

~~Design Review – The process of ascertaining whether modifications to historic structures, sites, or districts meet standards of appropriateness established by a governing or advisory review board.~~

~~Disturbance – Digging, excavating, and similar activity conducted at an archaeological site.~~

~~Fabric – The physical materials of a building, structure, district, or city connoting an interweaving of component parts.~~

~~Florida Master Site File – The state's clearinghouse for information on archaeological sites, historical structures, and field surveys for such sites. A combination of both paper and computer files, it is administered by the Bureau of Archaeological Research, Division of Historical Resources, Florida Department of State.~~

~~Historic District – An area which meets at least two of the criteria contained in s. 307.105(j), Ordinance Code, and has at least fifty percent of its structures identified as contributing structures, and has been so designated by the Council.~~

~~Historic Landmark – A specific object, site, or building designated as historic under municipal ordinance.~~

~~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. The properties 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.~~

~~Historic Site – A single lot or portion of a lot containing an improvement, landscape feature, or archaeological site, or a historically related complex of improvements, landscape features or archaeological sites that may yield information on history or prehistory.~~

~~Historic Survey – A comprehensive survey involving the identification, research and documentation of buildings, sites and structures of any historical, cultural, archaeological or architectural importance.~~

~~Jacksonville Historic Preservation Commission – A seven member advisory board, appointed by the Mayor and confirmed by the City Council, that advises the City government and the general public on matters regarding the preservation of Jacksonville's historic resources. The Commission was created in 1971 as the Jacksonville Historic and Cultural Commission.~~

~~Landmark – A building or structure which is at least fifty years old and meets at least two of the criteria contained in s.307.104(j), Ordinance Code, and which has been so designated by the City Council, and has significant archaeological or architectural features or the location of an historical event.~~

~~Landmark Site – (1) A parcel of real property containing either an improvement, landscape feature or archaeological site, or an historically related complex of improvements, landscape features or archeological sites that are at least fifty years old and meets at least two of the criteria contained in s.207.104(j) or (2) the site of an historic event without any architectural or landscape features.~~

~~Majority – For purpose of this chapter means a simple majority consisting of one over half of the members present and voting if a quorum is established.~~

~~Mitigation – A process designed to prevent adverse impact of an activity on cultural resources, by the systematic removal of the prehistoric, historic, or architectural data in order to acquire the fundamental information necessary for understanding the property within its proper historic context. For structures, at minimum, this may require primary archival studies, informant interviews, measured drawings, and large scale photography. For archaeological sites, at minimum, this may require literature studies, informant interviews, field survey, excavation, and artifact analysis. All mitigation projects require the preparation of reports.~~

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~~National Historic Landmark— Authorized in 1935 and implemented in 1960, a federal program that identifies sites and buildings of clearly national significance.~~

~~National Register of Historic Places— Established by Congress in 1935, the National Register of Historic Places is a listing of culturally significant buildings, structures, objects, sites, and districts in the United States. The listing is maintained by the U.S. Department of Interior.~~

~~Object— A material thing of functional, aesthetic, cultural, historical, or scientific value that may be by nature or design, movable, yet related to a specific setting or environment.~~

~~Potential Landmark— A building or structure which is identified by the Commission as being a building or structure which may be a landmark or a building or structure which is nominated to be designated as a landmark pursuant to s.307.104.~~

~~Potential Landmark Site— A parcel of real property which may be a landmark site and which is nominated for designation as a landmark site pursuant to s.307.104.~~

~~Preservation— The identification, evaluation, recordation, documentation, analysis, recovery, interpretation, curation, acquisition, protection, management, rehabilitation, restoration, stabilization, maintenance, or reconstruction of historic properties.~~

~~Quorum— A majority of the membership of the Jacksonville Historic Preservation Commission.~~

~~Reconstruction— The authentic reproduction of a building or site that once existed, but disappeared or was demolished.~~

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

~~Resource— Sites, buildings, structures, objects, districts, and area, public or private, singly or in combination.~~

~~Renovation— Modernization of an old or historic building that may produce inappropriate alterations or elimination of important features or details.~~

~~Restoration— The creation of an authentic reproduction beginning with existing parts of an original object or building.~~

~~Revitalization— The imparting of new economic and community life in an existing~~

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~~neighborhood, area, or business district while at the same time preserving the original building stock and historic character.~~

~~Shall – Is used to indicate a mandatory action.~~

~~Should – Is used to indicate an action which is strongly advised.~~

~~Significant Architectural Feature – An architectural feature of a landmark, landmark site or historic district which contributes significantly to identifying a landmark, landmark site or historic district.~~

~~Site – The location of a significant event, activity, building, structure, or archaeological resource.~~

~~Standard Building Code – A model building code which has been adopted by the City of Jacksonville.~~

~~Streetscape – The distinguishing and pictorial character of a particular street as created by its width, degree of curvature and paving materials, design of the street furniture, and forms of surrounding buildings.~~

~~Structure – A work made up of interdependent and interrelated parts in a definite pattern of organization. Constructed by man, it may be an engineering project large in scale, such as a bridge, wall, gate, or building, or small in scale, such as monuments or fountains.~~

~~Economic Hardship – An onerous and excessive financial burden that would be placed upon a property owner by the denial of a certificate of appropriateness or a similar burden which would be placed on a property owner by conditions which the Commission seeks to place on the granting of a certificate.~~