



Historic Preservation in Sarasota

MAY 11, 2021

- When You Think of Sarasota, What is the First Thing That Comes to Mind?
- The Beaches
 - The Weather
 - The Built Environment



Ca'd'Zan

➤ What Makes Sarasota Sarasota?

- Its People
- Its Institutions
- Its Built Environment



Sarasota High School

To A Great Extent A City Is Identified By Its Historic Fabric

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- Significant Historic Buildings Provide Locals and Visitors with a Sense of Place.



County Courthouse

Is Preserving Sarasota's Past Important?

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Examples of What Has Been Lost Without Historic Preservation:



John Ringling Towers



Lido Casino

Examples of What Has Been Saved by Historic Preservation

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Belle Haven (84-HD-01)



Van Wezel Estate (98-HDD-01)

What Can Be Done To Preserve Our Shared Cultural Heritage?

- Communicate to Local, State, And National Government Officials the benefits of Historic Preservation
- Support Historic Preservation Land Development Regulations
- Provide Historic Preservation Incentives to Property Owners

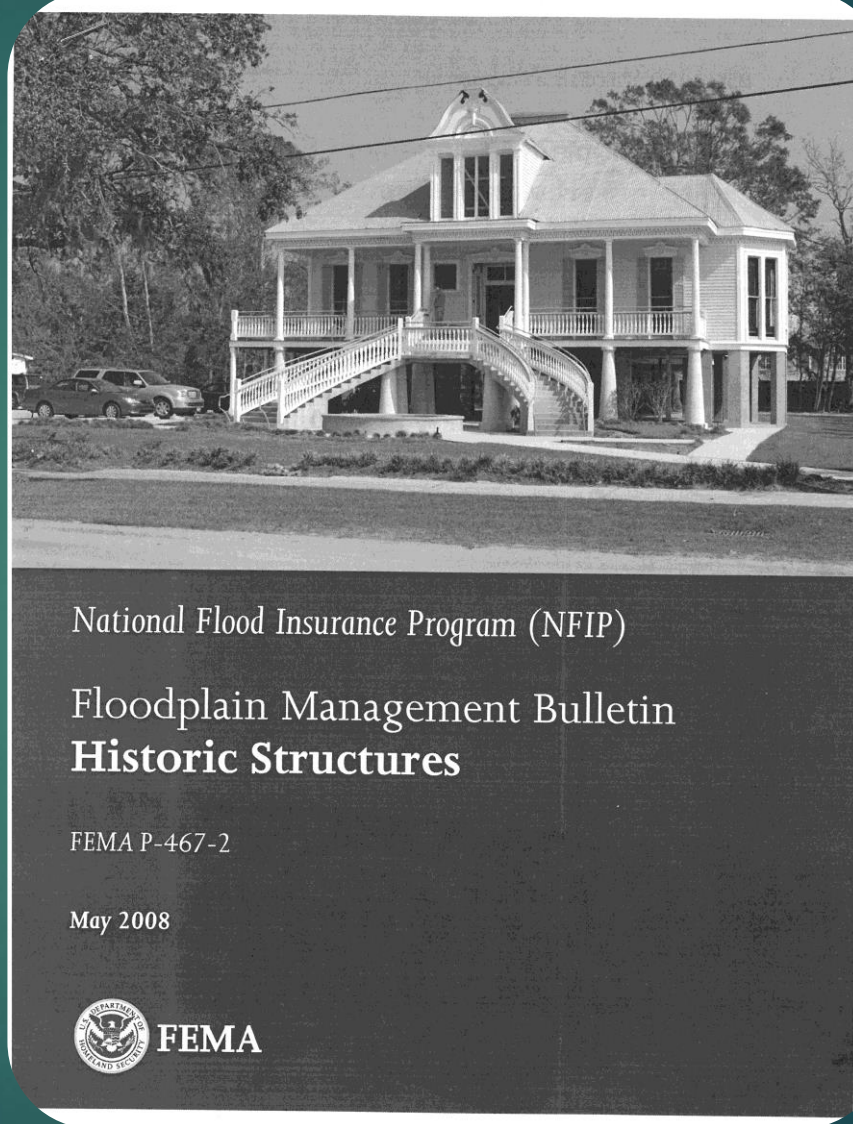


Sarasota Opera House

Government Cannot Buy All The
Historic Resources That Are
Threatened, But Government
Can Adopt Good Regulations To
Provide Protection, Incentives,
And Support For Our Historic
Resources.

Federal Tools To Support Historic Preservation:

- FEMA 50% Rule
- Federal 20% Tax Credit
- Section 106 Reviews



An Example of a Historic Preservation Project Supported by a Federal Program

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Federal 20% Tax Credit

Before Restoration



After Restoration



1481 Main Street

(Currently Patrick's Restaurant)

State Tools To Support Historic Preservation:

- FL Building Code - Chapter 12
- NFPA 914 Code for Fire Protection of Historic Structures
- Special Category Grants & Small Category Grants
- Florida Master Site File

CHAPTER 12 HISTORIC BUILDINGS

SECTION 1201 GENERAL

1201.1 Intent and purpose. It is the intent of this chapter to provide means for occupant safety, property conservation and use of designated historic buildings while protecting those elements, spaces and features that make these buildings historically or architecturally significant.

1201.2 Scope. The provisions of this code acknowledge the need to preserve the character of historic buildings and shall apply to the repair, alteration, restoration, change of occupancy, addition and relocation of historic buildings.

1201.3 Flood hazard areas. In flood hazard areas, if all proposed work, including repairs, work required because of a change of occupancy, and alterations, constitutes substantial improvement, then the building shall comply with Section 1612 of the *Florida Building Code, Building*, or Section R322 of the *Florida Building Code, Residential*, as applicable.

Exception: If the program that designated the building as historic determines that it will continue to be an historic building after the proposed work is completed, then the proposed work is not considered to be substantial improvement. For the purposes of this exception, an historic building is:

1. Individually listed in the National Register of Historic Places; or
2. A contributing resource within a National Register of Historic Places listed district; or
3. Designated as historic property under an official municipal, county, special district or state designation, law, ordinance or resolution either individually or as a contributing property in a district, provided the local program making the designation is approved by the Department of the Interior (the Florida state historic preservation officer maintains a list of approved local programs); or
4. Determined eligible by the Florida State Historic Preservation Officer for listing in the National Register of Historic Places, either individually or as a contributing property in a district.

1201.4 Accessibility requirements. For accessibility requirements, see the *Florida Building Code, Accessibility*.

SECTION 1202 DEFINITIONS

ADAPTIVE REUSE. The conversion of functional change of a building from the purpose or use for which it was originally constructed or designed.

ADAPTIVE USE. A use for a building other than that for which it was originally designed or intended.

HISTORIC BUILDING. For the purposes of this code and the referenced documents, an historic building is defined as a building or structure that is:

1. Individually listed in the National Register of Historic Places; or
2. A contributing property in a National Register of Historic Places listed district; or
3. Designated as historic property under an official municipal, county, special district or state designation, law, ordinance or resolution either individually or as a contributing property in a district; or
4. Determined eligible by the Florida State Historic Preservation Officer for listing in the National Register of Historic Places, either individually or as a contributing property in a district.

HISTORIC CHARACTER. The essential quality of an historic building or space that provides its significance. The character might be determined by the historic background, including association with a significant event or person, the architecture of design, or the contents or elements and finishes of the building or space.

HISTORIC FABRIC. Original or added building or construction materials, features and finishes that existed during the period that is deemed to be most architecturally or historically significant, or both.

HISTORIC PRESERVATION. A generic term that encompasses all aspects of the professional and public concern related to the maintenance of an historic structure, site or element in its current condition, as originally constructed, or with the additions and alterations determined to have acquired significance over time.

HISTORIC SITE. A place, often with associated structures, having historic significance.

HISTORIC STRUCTURE. A building, bridge, lighthouse, monument, pier, vessel or other construction that is designated or that is deemed eligible for such designation by a local, regional or national jurisdiction as having historical, architectural or cultural significance.

PRESERVATION. The act or process of applying measures necessary to sustain the existing form, integrity and materials of an historic building or structure.

REHABILITATION, HISTORIC BUILDING. The act or process of making possible a compatible use of a property through repair, alterations and additions while preserving those portions or features which convey its historical, cultural or architectural values.

RESTORATION. The act or process of accurately depicting the form, features and character of a property as it appeared at a particular period of time by means of the removal of fea-

An Example of a Historic Preservation Projects Supported by a State Program

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FL Building Code – Chapter 12

Before Restoration



After Restoration



Baker's Badcock Furniture Building (now known as BOTA Building)

1570 Blvd. Of The Arts

Local Tools To Support Historic Preservation:

Land Development Regulations To Foster and Protect Historic Resources:

- Local Historic Designation
- City / County Special Tax Exemption
- Section IV-823 – FMSF Demolition Stay

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CITY OF SARASOTA
P.O. BOX 1038
SARASOTA, FLORIDA 34230

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2009 APR 24 04:49 PM
KAREN E. RUSHING
CLERK OF THE CIRCUIT COURT
SARASOTA COUNTY, FLORIDA
DCOURSEY Receipt#1157378

APR 1 2009

NEIGHBORHOOD AND
DEVELOPMENT SERVICES
CITY OF SARASOTA

2009049290

THIS INSTRUMENT PREPARED BY
AND RETURN TO:
Michael A. Connolly, Esq.
Fournier and Connolly, P.A.
1 South School Avenue, Suite 700
Sarasota, Florida 34237

ORDINANCE NO. 09-4854

AN ORDINANCE OF THE CITY OF SARASOTA, FLORIDA
PROVIDING FOR THE DESIGNATION OF THE STRUCTURE
LOCATED AT 111 SOUTH ORANGE AVENUE HISTORICALLY
KNOWN AS THE FEDERAL BUILDING AS A STRUCTURE OF
HISTORIC SIGNIFICANCE PURSUANT TO THE HISTORIC
DESIGNATION REGULATIONS OF THE CITY FOUND IN
ARTICLE IV, DIVISION 8 OF THE ZONING CODE (2002
EDITION) ALL AS MORE PARTICULARLY DESCRIBED
HEREIN; PROVIDING FOR READING BY TITLE ONLY; AND
PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, The City of Sarasota, Florida through its agent Dr. Clifford E. Smith, Jr., as fee simple owner of the subject property, hereinafter referred to as Owner has filed Historic Designation Application No. 09-HD-01 requesting designation of the structure known as the Federal Building located at 111 South Orange Avenue as an historically significant structure; and

WHEREAS, Historic Designation Application No. 09-HD-01 shall be considered according to the requirements and procedures set forth in Article IV, Division 8, of the Zoning Code (2002 Edition) pertaining to historic designation; and

WHEREAS, the Historic Preservation Board has held a duly noticed public hearing pertaining to Historic Designation Application No. 09-HD-01 on February 10, 2009; and

WHEREAS, the Historic Preservation Board has considered the written staff analysis and the testimony at the public hearing and specifically finds that Historic Designation Application No. 09-HD-01 satisfies the standards for review set forth in Section IV-806 (1) a., d. and e., Zoning Code (2002 edition) and hereby recommends approval to the City Commission; and

WHEREAS, the City Commission has held a duly noticed public hearing pertaining to Historic Designation Application No. 09-HD-01 on March 16, 2009.

NOW THEREFORE BE IT ENACTED BY THE PEOPLE OF THE CITY OF SARASOTA, FLORIDA:

Section 1. The structure known as the Federal Building existing upon the real property located at 111 South Orange Avenue within the City of Sarasota, Florida is hereby designated

An Example of a Historic Preservation Project Supported by a City Regulation

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Umbrella House
1954

Umbrella Built

Before Current Zoning



1300 Westway Drive
Umbrella House
2008

Umbrella Missing

Section IV-810
Administrative Variances
- Setbacks



Umbrella House
2017

Umbrella Restored

In the original location –
Placed 25% into the
Zoning Setbacks.

Definition of Historic Preservation Terms

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- **Certificate of Appropriateness**: A written authorization issued by the Historic Preservation Board to a property owner for a proposed alteration, relocation, or demolition of a historically designated building.
- **Historic Structure or Site**: Any building or site that is —
 - Listed individually in the National Register of Historic Places...
 - Certified or preliminarily determined by the Secretary of Interior as contributing to the historical significance of a registered historic district...
 - Designated as being historic by the City Commission, the County Commission or the State.
- **Historic District**: A geographically definable area possessing a significant concentration, linkage or continuity of sites, buildings, structures or objects united by past events...
- **Contributing Structure**: A building determined significant by the Secretary of Interior to the Historic District.
- **Eligible Structure**: A historic building judged as meeting the criteria for significant by the Secretary of Interior.
- **Conservation Historic District**: Areas that have a stock of older buildings with common characteristics such as age, style, or use that have historic significance as a group of what may be otherwise utilitarian structures, without architectural embellishments, or structures with significance that have been altered thereby suffer a loss of historic integrity.

Roles: Historic Preservation Program

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Staff's Role In The Historic Preservation Process:

- Staff prepares written analysis and reports to the Historic Preservation Board for Historic Designations, COAs, FMSF Demos, and FEMA 50% + hearings.
- Staff completes the field reviews of historic structures and archaeological sites
- Complete Administrative COAs per Sec. IV-804 (A) & Sec. IV-805 and FMSF Demolitions per Sec. IV-823 (A) & (B) Subsection 1 or 2
- Implement Historic Preservation Projects and Goals as Recommended by the Historic Preservation Board and as Directed by the City Commission.

Role of the Historic Preservation Board:

- Historic Preservation Board Conducts Public Hearings:
 - To Provide a Recommendation to Commission on Proposed Local Historic Designations.
 - To Locally Historically Designate Historic Signs.
 - To review / approve (COA) Certificates of Appropriateness for Locally Historically Designated Structure's Building Permits.
 - To review / approve FMSF Demolitions that are Eligible or Contributing to a Historic District per Sec. IV-823 (B)
 - To review / approve COA's for FEMA 50% + projects.
- Provide Historic Preservation Board Reports to the Commission with recommendations for the City's Historic Preservation Program.

City Commission's Role In Historic Preservation:

- Sec. IV-816. – City Commission Approves Local Historic Designations
- Sec. IV-806. – City Commission Can Approve The Removal of Local Historic Designation
- Sec. IV-812. – Act On Appeals of Decisions by the Historic Preservation Board.

There are Four Types of Historic Demolitions in the Zoning Code:

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1. Demolition of Locally Designated Historic Structures.
Sections IV-804 and Section IV-818
2. Demolition of Individually Listed Nationally Registered Resources.
Section IV-805*
3. Demolition of Florida Master Site File Structures.
Section IV-823
4. Demolition by neglect.
Section IV-824*

***No** demolitions to date have been completed per Sections IV-805 or IV-824.

Demolition of a Locally Designated Historic Structure has the Most Rigorous Review Standards

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The Historic Preservation Board shall consider the following criteria:

1. The historic or architectural significance of the building or structure;
2. The importance of the building or structure to the ambiance of a district, if applicable;
3. The difficulty or impossibility of reproducing such a building or structure because of its design, texture, material, detail or unique location;
4. Whether the building or structure is one of the last remaining examples of its kind in the neighborhood or in the city;
5. The future utilization of the site;
6. Whether the applicant has demonstrated that reasonable measures can be taken to save or relocate the building or structure; and
7. Whether the building or structure is capable of earning a reasonable economic return on its value and whether the perpetuation of the building or structure, considering its physical condition, its location and the anticipated expense of rehabilitation would be economically feasible.

There have been only Six Locally Designated Historic Structures Approved for Demolition in the Last Decade:

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- ▶ 1. 1910 Datura Street – 2013
 - ▶ Denied by the Historic Preservation Board - Approved by Commission on Appeal
- ▶ 2. 1913 Datura Street – 2014
 - ▶ Approved by the Historic Preservation Board
- ▶ 3. 624 S. Palm Avenue – 2015
 - ▶ Approved by the Historic Preservation Board (Appeal to Stop Demolition Filed) – Approval upheld by the City Commission
- ▶ 4. 1225-31 2nd Street – 2014/2017 (Building Has Not Been Demolished to Date)
 - ▶ Approved by the Historic Preservation Board
5. 1826 Clematis Street – 2019
 - ▶ Approved by the Historic Preservation Board
6. 930 Ben Franklin Drive – 2020 (Buildings Have Not Been Demolished to Date)
 - ▶ Approved by the Historic Preservation Board

All FMSF Historic Demolitions Completed In The City of Sarasota Are Reviewed Per Zoning Code

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Sec. IV-823. - Demolition stay—Florida Master Site File structures.

Upon the filing of an application to demolish a structure that is on the Florida Master Site File, the planning department shall conduct a historic review to determine if the structure is a contributing building to a historic district, eligible for local or national designation or if there are any viable alternatives to the demolition of the structure. The staff of the planning department shall be permitted access to the premises and to the subject structure during this review period at reasonable times and by appointment with the owner or designated agent for this review process as well as for showing the structure to individuals who may be interested in restoring and/or relocating the structure.

(a) Noncontributing or ineligible structures for either local or national designation. The development services director may authorize demolition of any Florida Master Site File noncontributing structure or building that is not eligible for either local or national designation once the historic review by the planning department has been completed.

(1) An appeal of any written order, decision, determination, or interpretation of the director of development services in the interpretation of subsection IV-823(a) shall be heard by the board of adjustment

(b) Structures contributing to a historic district or structures individually eligible for local or national designation. structures that are on the Florida Master Site File, which are eligible for consideration by the National Register of Historic Places, historic designation by the City of Sarasota, or as a contributing structure to a historic district shall not be issued a demolition permit until the planning department staff has preformed the historic review, which shall include an evaluation prescribing what measures are required to avoid, minimize, or mitigate the adverse effect on the historic structure. Staff shall issue the decision for the mitigation of the historic structure within 120 days of the application for a demolition permit.

Staff recommendation may include a waiver from the historic preservation board review per this section for structures contributing to a historic district or structures individually eligible for local or national designation provided one of the following two conditions are met:

(1) A staff recommendation is completed stating the historic resource is not eligible or a contributing resource due to alterations to the building; or

(2) Documentation submitted by a Florida Licensed Structural Engineer attesting to the degradation and degraded condition of the building to the point the structure is beyond reasonable restoration measures to repair the building.

Mitigation for significant historic structures, including structures potentially eligible for local or national designation, may require the applicant undertake all reasonable measures to save the structure on site or relocate the structure. A structure that is on the Florida Master Site File which is eligible for either local or national designation, or as a contributing structure to a historic district, may be demolished if the historic preservation board finds the measures required to avoid, minimize, or mitigate the adverse effect to the historic resource has been met in accordance with this provision.

(Ord. No. 20-5310, § 3 (Exh. B), 1-21-20)

There Are 11,338 Structures Listed On The FMSF Within The City Of Sarasota -- March 16, 2020

How Is Historic Preservation Funded By The City Of Sarasota

► Demolition Permits Have The Following Fees:

- \$ 100 Historic Demolition Fee
- \$.10 / sq. ft. Historic Preservation Fee
- Florida Master Site File Demolition Application
 - \$274 Administrative or \$750 Historic Preservation Board Hearing
- Local Historically Designated Demolition \$1000 Application Fee (+ \$1500 Ad Escrow)

➤ The Demolition Fund Supports Historic Preservation Projects:

- ❑ Phase I Update To The City Historic Survey (2010)
- ❑ Walk Through Time Exhibit In Commission Chambers (2012)
- ❑ Phase I Newtown Conservation Historic District Research (2015/2016)
- ❑ Phase II Newtown Conservation Historic District "African American Heritage Trail." (2016/2017)
- ❑ City-Wide Florida Master Site File Survey (2018 to 2020)

How Is Historic Preservation Funded In The City Of Sarasota By The State?

- State Matching Funds:
 - Phase I Update To The City Historic Survey – 2010
 - Special Category Funds Grant - \$ 500,000 For The Municipal Auditorium & Recreation Club – 2016
 - Special Category Funds Grant - \$ 350,000 For The Federal Building - 2017



Federal Building

In 2017 There Were Four Next Steps Proposed for Historic Preservation

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- ▶ 1. Update the Historic Surveys of the City
 - Phase I Update - 2010
 - 7 years out of date – but the most up-to-date survey (To 1960)
 - Phase II - 2004
 - 13 years out of date – most out of date survey (To 1954)
 - All surveys need to be updated as we are missing data for all structures built from 1954 / 1960 to 1967 depending on the area of the City
 - This equates to the mid-century modern period – i.e. the Sarasota School of Architecture era
- ▶ Create New Protection and Incentives for Historic Preservation, Consistent With Key Action Items 2.1, 2.4, 3.1 and 3.2 of the 2017-2020 Strategic Plan:
 - ❖ 2. Newtown Conservation Historic District Pilot Grant Program for Historic Rehabilitation
 - ❖ 3. Possible City of Sarasota Historic Preservation Tax Incentive for Locally Designated Properties
 - ❖ 4. Review and Improve the Historic Preservation Zoning Code Section to Provide New Protection and Incentives for Historic Properties

1) Update the Historic Surveys of the City with a City-Wide Survey

- ▶ The City-Wide Survey Started November 2018.
- ▶ 8,448 additional structures were listed on the FMSF.
- ▶ A total of 11,338 historic buildings are now listed on the FMSF within the City.
- ▶ Now there is one comprehensive database for the City's built historic resources.
- ▶ The Survey Project was Completed March 16, 2020, with a Presentation to the City Commission.

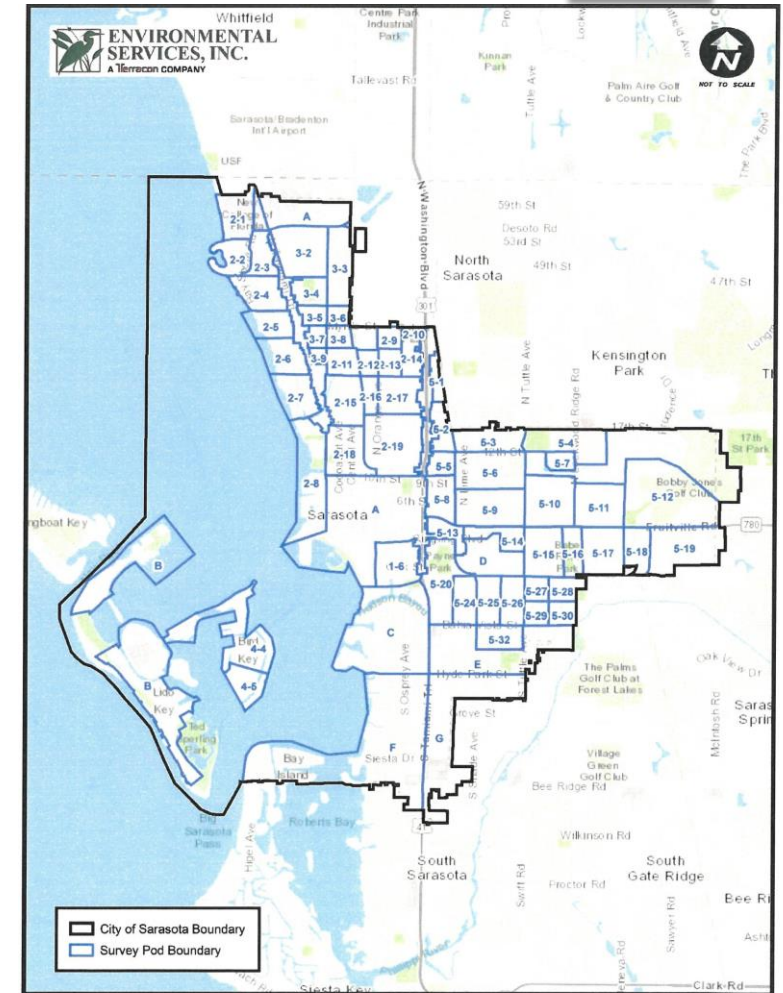


Figure 3: City of Sarasota Historic Preservation Project "pod" break down.

Sarasota's City-Wide Survey Recognized

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National
Alliance of
Preservation
Commissions
Award for Best
Practices:

Identification /
Registration



Create New Incentives for Historic Preservation:

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2) The Newtown Pilot Program

- ▶ In 2018, the Newtown Pilot Program was launched to provide four \$50,000 grants to rehabilitate selected historic structures. Three homes and a church were chosen.
- ▶ The three homeowners decided to locally designate their homes.
- ▶ These three homes would be the first Locally Designated Buildings in Newtown.
- ▶ New Bethel Missionary Baptist Church



3) The 10 Year Historic Tax Incentive

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- ▶ In 2018, the City Commission approved the Historic Tax Exemption Ordinance No. 18-5262 to provide a ten-year exemption to the increase in their ad-valorem taxes attributed to qualifying improvements.

- ▶ 3535 Jacinto Court

The 1st Project to Apply for
the Historic Tax Exemption



4) Updated Historic Preservation Chapter of the Zoning Code With New Incentives

- ▶ On January 21, 2020, the City Commission passed the new Historic Preservation Chapter of the Zoning Code.
 - ▶ Two New Incentives:
 - ▶ Section IV-808 - Historic Reuse allows an owner of a Locally Designated structures to apply for low impact commercial office or retail sales and service use within a residential zone district.
 - ▶ Section IV-810 - Variance or Adjustment relief for locally designated buildings allow the Historic Preservation Board grant both the COA and the Variance required to complete a project at the same Public Hearing.

The 1st Variance Granted By The Historic Preservation Board



2525 Pleasant Place

The Four Next Steps For Historic Preservation: Completed In Less Than Three Years

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- ▶ Update the Historic Surveys of the City
 - ▶ Completed with a Presentation to the City Commission on March 16, 2020.
 - ▶ There is now one comprehensive database for the built historic resources in the City of Sarasota
 - ▶ There were 8,448 additional structures listed on the FMSF
 - ▶ There are now a total of 11,338 historic buildings listed on the FMSF within the City.
- ▶ Create New Protection and Incentives for Historic Preservation:
 - ▶ In 2018, the Newtown Pilot Program was launched to provide four \$50,000 grants to rehabilitate selected historic structures. Three homes and a church were chosen. The three homeowners decided to locally designate their homes.
 - ▶ In 2018, the City Commission approved the Historic Tax Exemption Ordinance No. 18-5262 to provide a ten-year exemption to the increase in their ad-valorem taxes attributed to qualifying improvements.
 - ▶ On January 21, 2020, the City Commission passed the new Historic Preservation Chapter of the Zoning Code.
 - ▶ Section IV-808 Historic Reuse allows an owner of Locally Designated structures to apply for low impact commercial office or retail sales and service within a residential zone district.
 - ▶ Section IV-810 Variance or Adjustment relief for locally designated buildings allow the Historic Preservation Board grant both the COA and the Variance required to complete a project at the same Public Hearing.

Due To The Community's Support for Historic Preservation, The City of Sarasota Has In The Last 15 Years:

- ▶ Updated The City Comprehensive Plan Historic Preservation Chapter (1st Adopted in 2004)
 - December 1, 2008
- ▶ 1st Update to The City of Sarasota Zoning Code to Add Protection for Historic Structures and Include Archaeological Resources
 - February 17, 2009
- ▶ Executed A Programmatic Agreement With The U.S. Department Of Energy to Complete Federal Energy Efficiency and Conservation Block Grants
 - September 2, 2010
- ▶ Executed A Programmatic Agreement With The State Historic Preservation Office to Complete Federal Section 106 Historic Reviews At the Local Level
 - September 30, 2010
- ▶ 1st Completed Florida Master Site File Historic Survey of The City, Phase I through Phase V
 - July 2003 to December 2006, with a Phase I Update May 2010
- ▶ Completed the Newtown Conservation Historic District Project
 - Phase I 2015-16 and Phase II 2016-17
- ▶ City / County 10 Year Ad-Valorem Tax Exemption to Incentivize Local Historic Designation
 - October 1, 2018
- ▶ Newtown Pilot Program to Provide Four \$50,000 Grants for the Rehabilitation of Four Historic Structures
 - 2018 to 2021
- ▶ 2nd Update to the Zoning Code to Add Incentives for Locally Designated Structures
 - January 21, 2020
- ▶ Complete A City-Wide Historic Florida Master Site File Survey
 - March 16, 2020

A Look Ahead: Historic Preservation

In 2020, The City of Sarasota Awarded A National Parks Service Grant to Create A National Registered Newtown Historic District.

In 2021, Environmental Services, Inc. Was Selected To Complete The Project.

When Completed, This will be the Largest Historic District in the City of Sarasota with More than 500 Contributing Structures

Survey Map of The Proposed Newtown Historic District

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