

**Historic Preservation and Downtown Revitalization
Task Force Report
May 2002**



Lynch Building, May 2002

"Communities that invest in the hallmarks of their history not only transform neighborhoods, they also build and strengthen local economic vitality. Preserving and rehabilitating historic structures is a strong symbol of community pride and confidence."

Mel Martinez, Secretary of Housing and Urban Development.

Historic Preservation and Downtown Revitalization Task Force Report

Jacksonville, Florida

May 2002

**Councilman Jim Overton
Chairman**

**Jerry Spinks, Esq.
Designations Committee Chair**

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**Councilwoman Elaine Brown
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Preface

Why Historic Preservation?

The treatment of a town's historic buildings speaks to its respect for its history and heritage. For Jacksonville, this history is a legacy of citizens who were committed to rebuild their city after the Great Fire of 1901 and a heritage of buildings representing those reconstruction efforts. This heritage can be read about in a book or off of a plaque but is best realized and appreciated by one's interaction with the actual buildings where history unfolded. In order to pass on the ability to experience this connection to the past to future generations, these places must be preserved.

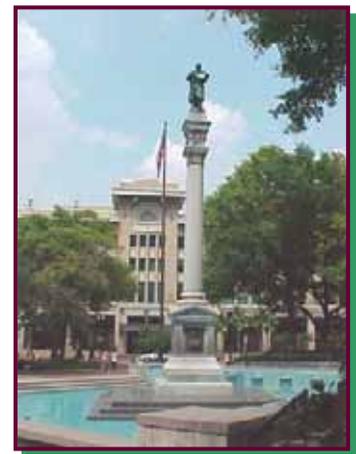
Historic preservation refers to a collection of efforts to save and restore the architectural integrity of buildings; to rehabilitate historic buildings in a manner that is sensitive to their historic features; and to respect the setting and historical development of groupings of these buildings during future development. Historic Preservation activity in Jacksonville has been largely limited to its urban neighborhoods, but preserving downtown has many benefits.



Historic Preservation is often used as a means for downtown revitalization. Historic areas have a distinctive character that sets them apart from other places. This special character is marketable. Historic architecture hosts a level of craftsmanship, detail and material that cannot be matched today. It is appreciated by many as inviting living quarters and as interesting shopping venues. It is desirable to others because it provides a unique atmosphere that gives an edge to the businesses located there.

The importance and potential of historic preservation is not a new concept to Jacksonville, yet it is rarely discussed in terms of its positive contribution. The City of Jacksonville has made some important steps in preserving and utilizing some of the downtown's key historic structures, including the rehabilitation of the Jacksonville Terminal, the Florida Theatre Building, the Old Duval County Armory, and the City Hall St. James Building. The rehabilitation of the St. James Building is a good example of how reusing an historic structure can have subtle advantages. Although historically a department store, the beautiful architectural detail and prominent location on a traditional town square gives the "new" City Hall an established appearance while evoking the imagery of a friendly Southern town.

The potential benefits of historic preservation and its areas of opportunity have been addressed through a number of plans, reports and observations on Jacksonville, providing an established groundwork from which to build.



The 1991 Historic Building Survey of Downtown Jacksonville documented over 600 pre-1941 structures and outlined some recommendations for

preserving these buildings, including listing eligible buildings on the National Register of Historic Places, placement of historic markers, the formation of a revolving fund and the utilization of the Federal tax credits. Since the 1991 survey an estimated 57% of the documented buildings have been demolished. It is true Jacksonville's downtown has lost many of its historic buildings severely jeopardizing much of its historical context. Yet, these losses make the remaining examples that much more valuable.

Since the 1991 survey an estimated 57% of the documented buildings have been demolished.

In its 2001 Assessment Report for the City of Jacksonville, Florida the National Trust for Historic Preservation wrote about preservation in Jacksonville and their observations of the downtown. The assessment team noted that while the downtown core has experienced significant demolition, it still has a concentration of historic buildings that would be excellent candidates for adaptive use. "Lost among all of the contrasting images and impressions of downtown Jacksonville is a clear sense of Jacksonville's unique identity." The historic character and architectural elements found in the remaining pockets of historic buildings can provide this needed "sense of place." One of the National Trust's recommendations was that this historic component of downtown be a clearly identified area and marketed.

"I do not know of a single sustained success story in downtown revitalization anywhere in the United States where historic preservation was not a key component of the effort."
-Donovan Rypkema

On May 18, 2001, Donovan Rypkema, a recognized leader in the economics of historic preservation was the keynote speaker at the Annual Florida Trust Conference being held in Jacksonville. During his presentation Mr. Rypkema outlined some of the economic benefits of historic preservation activity, including job creation, increased household income, heritage tourism, small business incubation, downtown revitalization and neighborhood stability. "Today downtowns are making a great turn around – new economic life in areas that not long ago were nearly dead. But I do not know of a single sustained success story in downtown revitalization anywhere in the United States

where historic preservation was not a key component of the effort." In addition to giving hard numbers to support these economic benefits, he identified preservation as an effective vehicle of fiscal responsibility and environment conservation, citing historic preservation's use of existing infrastructure while avoiding additional landfill resulting from demolished buildings.

In developing the Downtown Master Plan Jacksonville's historic buildings were identified as an important element of the pedestrian experience. The reuse and protection of historic structures is indicated as one of the outlined intents under the Master Plan's Guidelines, noting that their rehabilitation should be sensitive to their historic character. The rehabilitation of these buildings as housing, office, institutional, commercial and visitor destinations is also identified as a key policy to accomplish the principle goal of enhancing downtown as a 24-hour city and a destination for tourists and local residents.

The City of Jacksonville's 2010 Comprehensive Plan includes a Historic Preservation Element with goals, objectives and policies to be implemented by 2010. Although the element does not speak specifically to the downtown, it does focus on the revitalization of neighborhoods. Removing obstacles to the rehabilitation of historic buildings and

encouraging their continued or adaptive use is acknowledged as a primary objective in addressing revitalization.

City Council President elect Matt Carlucci identified the preservation of our historic downtown as a critical priority during his installation ceremony in June 2001. He stated Jacksonville's heritage was built by leaders with vision and courage. The remnants of that vision and courage remain in the form of historic downtown buildings built after the great fire of 1901. He described the time when a single ember became a blazing fire that destroyed 2368 buildings in eight and a half hours. The residents of Jacksonville resolved to rebuild – to create a bigger and better Jacksonville. Testament to the spirit and determination of these citizens are embodied in the numerous landmark buildings still standing downtown.

President Carlucci noted these buildings today, boarded up or simply falling apart, are important aspects of our heritage. "It seems unfair to allow them to fall into such disrepair, especially when you consider the circumstances under which they were built". He outlined his belief that restoration and reuse of these buildings is the missing link to downtown development. He went on to say that rehabilitation will begin to turn downtown into not only a strong economic business district, but a vibrant residential neighborhood. In order to explore the possibilities and address the challenges associated with preserving Jacksonville's architectural legacy and revitalizing the City's downtown core, Council President Carlucci formed the Downtown Historic Preservation and Revitalization Task Force .

"These buildings not only possess architectural charm and character but also reflect the character of a city torn apart by disaster, yet refused to give up."

-Matt Carlucci,
City Council President
June 2001 inaugural speech

Executive Summary

Council President Matt Carlucci appointed the Task Force on Historic Downtown Preservation and Revitalization in August 2001. **The stated mission of the Task Force was to foster the preservation and reuse of unoccupied, underutilized and deteriorating historic buildings located in downtown Jacksonville by identifying problems and issues that have contributed to their current status, as well as, develop and actively promote the adoption of programs, policies and initiatives that will enhance their preservation, rehabilitation and reuse.**

The Task Force members and resource people served on one or more of the five committees set up to accomplish its mission: Designation; Incentives; Building, Fire, Zoning Codes; Structure Appearance and Marketing and Outreach. Committee members recognized the interdependencies and connections from one committee to another. Members also acknowledged previous work they could build on and support. A summary of committee recommendations follows.

The Designation Committee

The Designation Committee examined whether existing federal and/or local designation programs would serve the goal of the Historical Downtown Preservation & Revitalization Task Force to foster the preservation and reuse of unoccupied, underutilized and deteriorating historic buildings and fabric. The Committee determined seeking National Register listing of Jacksonville's downtown historic resources was the most appropriate recommendation. Members recommended issuing a RFP to survey downtown and make application to the National Register for eligible districts and individual structures. The Planning and Development Department was charged with writing the RFP and providing oversight to the survey process. The Task Force unanimously approved the two recommendations. Providing education on the two types of designations, National Register Listing and local designation was also approved.

The committee also explored policies and programs to further protect the historic fabric of downtown Jacksonville. One recommendation made was that local incentives be limited to properties that are locally designated. In order to provide further protection the Committee recommended establishing a revolving fund to purchase and resell at-risk buildings. Members also recommended expanding City Ordinance 320.409 to include an advisory review prior to the demolition for any structure in Duval County either listed or eligible for listing on the National Register of Historic Places. Both measures were approved as additional means to further protect historic buildings.

The Incentive Committee

The Incentive Committee identified existing programs and developed future programs to assist the financial feasibility and encourage the historic preservation and rehabilitation of historic property as an integral part of downtown revitalization. The committee also established additional advantages for developers of historic buildings to help with the permitting process and contribute to the viability of a project. As part of the committee's work legislation was drafted to establish a Trust Fund for the purpose of providing grants and loans for the restoration and rehabilitation of locally designated downtown historic properties. The Task Force voted on other incentives that offered initial and deferred savings, such as waiver of permit fees and tax relief. The importance of public and private

partnerships in the revitalization of downtown was acknowledged through the recommendation of establishing a shared risk capital pool among the investment community. This committee recognized the unique craftsman skills required to work on historic properties and recommended partnerships between the Duval County School Board, Florida Community College at Jacksonville and building trade organizations to provide workshops to develop these skills locally. Providing clear information regarding incentives and procedures required to access and utilize the programs was also recommended. The Task Force approved all recommendations.

The Building, Fire and Zoning Codes Committee

The Building, Fire and Zoning Codes Committee first identified issues and problems with existing building, zoning and fire codes that inhibit the restoration and rehabilitation of historic buildings. It then reviewed a number of building codes that ensured public safety while not jeopardizing the historic character or fabric. The committee recommended section 3409 of the 2000 International Building Code be used to review historic structures as defined under the Florida Building Code. This provided some flexibility to meet code requirements thereby helping the economic viability of historic rehabilitations.

The committee made recommendations that provided stability, consistency and compatibility of building use for investors and property owners, and legitimized historic development patterns downtown that will enhance economic revitalization of historic buildings. The committee recommended changes to the zoning code to provide for the unique needs of a dense urban environment through a zoning overlay that revises land use, parking requirements and landscape standards. The Signage Overlay Section for downtown was identified as an integral part of this work. The Committee recommended that this section be filed prior to the filing of the entire Signage Ordinance. Incorporating the Downtown Development Authority (DDA) Design Review Committee into the Zoning Code was also recommended. The Task Force accepted the Committee's recommendations.

The Structure Appearance Committee

The Structure Appearance Committee addressed appearance, safety and maintenance of under-utilized historic structures, in order to provide a safe, clean pedestrian environment. The committee broadened its scope to include more than historic properties since factors that contribute to an attractive safe downtown are not limited to the conditions of historic properties. The committee recommendations focused on the security and appearance of vacant property, addressing trash collection in a timely manner, streetscape improvements and protection of vacant historic properties from further neglect and decay. The committee also made recommendations to increase safety downtown through enforcement of property safety and fire codes, ordinances regarding loitering and panhandling and increased police visibility. The Task Force supported all the recommendations of the Structure Appearance Committee.

The Marketing and Outreach Committee

The Marketing and Outreach Committee developed marketing strategies to better recognize, reclaim and promote downtown Jacksonville's historic buildings and fabric, to instill community pride and provide a catalyst for rehabilitation and continued use of historic buildings. The committee identified three major audiences for the promotion of downtown Jacksonville: potential developers and investors as key to the revitalization of downtown, the general public to utilize downtown as a destination and city agencies. Committee members recognized the unique role city agency staff could play as advocates for the downtown and historic preservation. The Marketing Committee recommended the

Downtown Development Authority and Downtown Vision, Inc. act in partnership as marketing agents for downtown and be charged with developing a marketing plan that emphasizes historic preservation and revitalization. The Committee also identified potential programs and tools for each audience. For example, members identified a dedicated website posting an inventory of historic properties, listings of local events and downtown walking tours, etc as a vital communication tool for the audiences. A sub-committee was named to develop a budget for the joint marketing team.

After seeing the grand interior space of the Old Florida National Bank with its classical details and majestic skylight and hearing of its threat of demolition many of the Task Force members were moved to encourage the City to take control of the building and its neighbors, the Bisbee Building and the Florida Life Building in order to save them from the wrecking ball. The full Task Force made a motion to support the city's purchase of the Florida Life Building, Old Florida National Bank (Marble Bank) and the Bisbee Building. The buildings were purchased, locally designated and a Request for Proposals drafted to secure their future. Other recommendations the Task Force approved were support for public transportation downtown and coordination among city agencies with related responsibilities; e.g. Property Safety Division, Building Inspection Division and Fire Prevention Division.

The Task Force Committees developed creative solutions and recommendations to achieve its mission. Much of this work product was achieved in the form of legislation resulting in thirteen ordinances and three resolutions. Nine of these were either filed or enacted by the time of this report. However, there were numerous recommendations that required additional research, coordination and development. The members recognized the necessity of having an implementation team to see their work through to completion.

Members of the Historic Preservation and Downtown Revitalization Task Force

Appointed Members

Councilman Jim Overton, Chair
Harry Reagan, Vice Chair
Councilwoman Elaine Brown
Councilman Reggie Fullwood
Councilwoman Suzanne Jenkins
Councilwoman Pat Lockett-Felder
Barry Allred
Bill Ashley
Bruce Barcelo
James Citrano
Dr. Richard Danforth
David Grant
Carlton Jones
Emily Lisska

Michael Munz
Cynthia Evans Neal
Dr. Janette Norman
Ted Pappas
Buck Pittman
Fitzhugh Powell
Jerry Spinks
Michael Stewart
Camilla Thompson
Delores Barr Weaver
John Welch
Stanley Weston
Prof. Carolyn Williams
Dr. Wayne Wood

Resource Group, Staff

Tom Blakely
Susan Caven
Jim Crooks
Stephen Dare
Susan Grandin
Martin Harrell
Louise Huey
Lisa King
Michael Langton
Jordan Logue
Terry Lorince
Bobi McGinnis
Maurice Nichols
Bart Schroeer
Patrick Shuman
Joe Snowberger
Lynda Storkerton
Deborah Thompson
Hastings Williams
Frank Wallmeyer
John Winkler

Tracy Arpen
Helena Atalla
Al Battle
Felice Franklin
Tom Goldsbury
Michael Herzberg
Bob Hillis
Chief Ted Holmes
John Jackson
Eric Lindstrom
Joel McEachin
Mike Miller
Kathleen Roberts
Captain Anthony Roseberry
Lisa Sheppard
Shannon Scheffer
Jason Teal
Jason Thiel
Cindy Warner
Lin White

Invitational Letter from Council President Carlucci

Mission
Historic Downtown Preservation
and Revitalization Task Force

To foster the preservation and reuse of unoccupied, underutilized and deteriorating historic buildings located in *downtown Jacksonville by identifying problems and issues that have contributed to their current status, as well as develop and actively promote the adoption of programs, policies and initiatives that will enhance the potential for their preservation, rehabilitation and reuse.

**For the purposes of this task force "downtown" is defined by the Downtown Development Authority jurisdictional boundaries unless otherwise noted.*

By May 2002 the task force will develop a report that builds on the Downtown Master Plan and the Historic Element of the 2010 Comprehensive Plan with the following outcomes:

1. Consideration of historic designation
2. Inventory of the downtown's historic buildings
3. Zoning Overlay to permit utilization as outline in the Downtown Development Guidelines
4. Revisions to the building and fire codes adapted for historic buildings
5. Strategies to address and prevent trash and graffiti
6. Preserve the Florida Life Building, Old Florida National Bank (Marble Bank) and the Bisbee Building
7. Recommendations on creating incentive programs with special emphasis on a revolving fund for building preservation
8. Review and strengthen current Ordinance(s) to preserve and protect historic buildings against demolition

DDA Map

Process Task Force Employed

The Task Force was charged with identifying the problematic issues and formulating recommendations to encourage and promote historic preservation activities and the overall revitalization of downtown. A list of eight desired outcomes was developed at the beginning of the Task Force's work.

The Task Force built on observations, findings and recommendations from previous studies. Copies of many of these works were distributed to the Task Force members for their review. The Historic Building Survey of Downtown Jacksonville (1991), the Downtown Master Plan (2000), the Growth Management Task Force (1997), and the Downtown Jacksonville Zoning Study (1995), the National Trust for Historic Preservation Assessment Report (2001) and the Historic Preservation Element of the 2010 Comprehensive Plan were continually referenced. These resources were cited in various speaker presentations and discussed during committee meetings.

To kick-off the Task Force, Joel McEachin, Senior Historic Preservation Planner of the Jacksonville Planning and Development Department conducted a tour of historic downtown properties to acquaint participants with Jacksonville's historic downtown fabric. Members had the opportunity to go inside the Jacksonville Museum of Art (formerly the Western Union Building), The Old Florida National Bank Building (Marble Bank), the Lynch Building and the Churchwell Building. This tour was a unique opportunity for members to get an up-close look at some of the aesthetic qualities and conditions of the historic resources being discussed as well as develop a better understanding of their significance. The severe disrepair and deterioration of some of the more revered buildings convinced many of the Task Force members of their state of urgency.

The Task Force members heard several speakers including Paul Krutko, former Director of the Downtown Development Authority, who outlined the Downtown Master Plan, a panel discussion by developers and architects involved in the adaptive use of historic properties and Terry Lorince, Executive Director of Downtown Vision, Inc. who described the characteristics of successful downtowns. A summary of the speakers' remarks is provided in the next section.

The Task Force was organized into five committees to address various topics associated with historic preservation and downtown revitalization: Designation, Incentives, Structure Appearance, Building, Fire and Zoning Codes and Marketing and Outreach. Each committee formed a mission statement, determined a scope of work and desired deliverables. Issues were discussed by members and supplemental research and speakers arranged as necessary. The committee reports document the participants observations and findings and outline the mission related goals with their supporting recommendations. As the committee members worked they identified some overlap of efforts as well as the connectivity on issues and recommendations between the different committees. Several members served on more than one committee taking responsibility to bring information back and share progress across the committees.

Staff members from city agencies assisted each committee by providing information, materials and follow up. The staff members were also acknowledged as essential in implementing the committee recommendations and, therefore, integral to the process.

Summary of Task Force Speakers

August, September 2001: Planning and Development Department Tour and Presentation

Joel McEachin, Historic Preservation Planner

Mr. McEachin set the stage for the Task Force by providing a narrated tour of historic building in the downtown. Members toured the interiors of the Jacksonville Museum of Modern Art (the original Western Union Building), the Lynch Building and the Churchwell Building. Touring the Old Florida National Bank (the Marble Bank) focused attention and created a sense of urgency for historic preservation for the Task Force members.



Joel McEachin describes the significance of the St James Building
Photo courtesy Jason Thiel

Mr. McEachin provided an overview of historic preservation and the local process. The 2010 Comprehensive Plan's Historic Preservation Element adopted in 2000 established the goal for historic preservation in Jacksonville. In 1990 Historic Preservation Ordinance 90-706-486 was enacted; Chapters 76 and 307 of the City of Jacksonville Ordinance Code asserts the importance of historic preservation as a tool for protecting the visible reminders of our history. Chapter 76 established the Historic Preservation Commission. The role of the Commission is to make recommendations to City Council regarding potential designation of landmarks and historic districts, to advise individuals, organizations and governmental entities on preservation issues and conduct public hearings to consider historic preservation issues, designations and review of certificates of appropriateness.

Results of the local Historic Preservation Ordinance include recognition and protection of the local historic districts of Springfield, St. Johns Quarter and Riverside/Avondale and 86 designated local landmarks.

In 1991 the City and the Division of Historical Resources signed a programmatic agreement regarding the treatment of historic properties as part of the approval process for the Downtown Development of Regional Impact (DRI). The agreement established a review process for construction activities that will impact potential archaeological sites and buildings listed or determined to be eligible for listing on the National Register of Historic Places. The process provides review and comment by the State.

Downtown Jacksonville's historic architectural resources are representative of statewide architectural trends of the late 19th and early 20th centuries. A survey of downtown historic building was completed in 1991; six hundred and two buildings were identified as contributing to the historic fabric of the survey area. Since this survey was completed many of the 602 buildings identified have been lost to demolition or are threatened by neglect emphasizing the importance of the Task Force.

October 2001: Downtown Development Authority

Paul Krutko, Director (1997 – 2002)

Mr. Krutko’s talk focused on two main areas, an overview of the Downtown Master Plan and projects involving historic property currently underway in the downtown. He provided a slide overview of the Jacksonville Downtown Master Plan that was adopted by the City Council in May, 2000. The plan provides governance for the development of downtown and provides guidance for historic preservation and revitalization. In order to ensure a mechanism for implementation of the Plan, City Council established a Design Review Board (DRB). The DRB evaluates proposals against the elements of the Downtown Master Plan.

The plan provides for a pedestrian friendly downtown organized around the river, the city’s greatest asset. Mr. Krutko stated the goal is to create a 24 hour downtown that is safe and secure. To accomplish this downtown housing is required. Mr. Krutko believed housing and historic buildings are related.

Since the geographic area of the downtown is large, ten districts were identified. The greatest number of historic building resources is located south of Church St., west of Main St. and east of Jefferson. Mr. Krutko also discussed parking issues concluding that parking sites downtown are sufficient; however, they not located in the right places.

The mayor has given the JEDC the goal of achieving 200,000 square feet of adaptive reuse. Public investment is needed since redevelopment of existing structures downtown is very costly compared to development on a greenfield site.

Mr. Krutko reviewed six projects that are underway in downtown involving seven historic buildings or contributing structures. He reviewed the economics of the projects and the financial challenges involved. The focus of these projects is residential which is key to the achieving the goal of a 24 hour downtown. He stated the location of the projects in relationship to each other was considered since the residents of one project will become the customers of another. Therefore, the projects needed to be in close proximity to each. This work is a beginning for the revitalization of downtown.

* * * * *

November 2001: Panelists:

Michael Langton, Langton Associates

Mr. Langton spoke of lessons learned in the renovation of the W.A. Knight Building. Property owners want to close their deal quickly; however, due diligence is difficult and requires time. Property owners sometimes have unrealistic expectations of the value of their property. They ask inflated prices. With the costs involved in renovation of historic property and the high prices paid for the property, public money becomes necessary to enable the deal to go through. Mr. Langton’s solution is for the City to identify and buy the important buildings it wants saved now. The City would then issue RFP’s for the redevelopment and renovation of these important structures.

Adaptive reuse of historic buildings is an unproven market; the financial community is not willing to risk investors’ money in unknown ventures. The processes for incentives for historic buildings; e.g. Historic Tax Credits and a program at the Duval County Housing Finance Authority are complicated and lengthy. Utilizing tax credits is essential for the economic feasibility of the projects. Since the emphasis of the incentive program is on

retention of historic features, often additional time and attention is needed to develop creative solutions to meet program requirements, to preserve the historic fabric, meet code requirements and still make the design practical for future tenants. An example of this is the balancing required to maintain the historic aspects of a building to receive Federal Historic Tax Credits and still meet the city's requirements for Life Safety Code.

Redevelopment is difficult; the process is unpredictable and, therefore, costs are unpredictable. You don't know what you will find in an historic building that will need to be addressed; e.g. asbestos in the Lynch Building.

Ricardo Quinones, PQH Vargas

Mr. Quinones discussed the work involved in the renovation of the Lynch Building. Since there were not many examples of such a renovation project in Jacksonville, he and the members of the project team visited other cities to learn from other historic renovations. It is important to respect the existing fabric, yet it is necessary to distinguish between components of the old and what is new in technology and conveniences. There were challenges and opportunities with the Lynch project; for example the Lynch Building was a package deal with the Roosevelt Hotel. The hotel was not in very good shape structurally compared with the Lynch Building. However, the hotel has other assets; e.g. it contains a large ballroom and an extensive lobby.

Mr. Quinones was researching existing building and fire codes from other municipalities. One alternative, using a matrix to assess how an historic building meets building codes requires building officials to be creative, flexible and willing to work with the developer to find acceptable solutions. Mr. Quinones emphasized as pioneers we need to be creative and provide incentives for developers to take on historic renovation.

John Winkler, Vice President, CB Richard Ellis

Mr. Winkler provided a conceptual adaptive reuse example using the Bisbee Building, the Florida Life Building and the Old Florida National Bank and new construction. One of the considerations in the project design is the parking garage has excess capacity to provide relief for parking needs of other building in close proximity. In putting together their project plans they met numerous times with the Jacksonville Historic Preservation Commission and Downtown Development Authority to obtain feedback, comments and recommendations. He stressed the end result must be economically feasible.

Bob Broward, local architect

Mr. Broward spoke as an architect and recognized authority on the work of Henry John Klutho; he was also a member of the project team with Mr. Winkler. He stated the Klutho towers (Bisbee Building and Florida Life Building) comprise the most important historic corner in the Southeast. The Florida Life Building is the only standing example of a Prairie School high rise building in America. He described his early efforts to acquire and preserve the Klutho buildings and how the project fell through when an outside investor purchased the property. He emphasized the need for communication and dialogue in considering removal of architectural features from historic property after describing the loss of terra cotta capitals of the Florida Life Building.

During the question and answer period that followed, the panelists concluded permanent downtown residents will be a key to successful downtown revitalization. Once there is a critical number of people who live in the downtown core other services and amenities will follow.

* * * * *

January 2002: Downtown Vision, Inc.

Terry Lorince, Executive Director

Ms Lorince spoke on the role of historic preservation in downtown revitalization. She outlined characteristics required for a downtown to be successful.

- Compact and walkable, taking 20 minutes to traverse the area.
- Historic preservation to differentiate downtown from the suburbs through the preservation of unique designs
- Urban street fronts providing connections
- Civic public places; e.g. the river walk, Hemming Plaza, Treaty Oak Park
- Street design controls as specified in the Downtown Master Plan
- Street level activity; parking lots are not good components for downtown
- Multi-functional; e.g. residential, cultural, arts, entertainment
- Transit orientation
- Preservation of historic buildings as a component of revitalization
- Public money for downtown renovation

Ms Lorince also discussed the benefits of historic renovation; on average new construction costs are 50% labor, 50% material. Renovation costs average 70% for labor and 30% for material; therefore, historic renovation generates more jobs and keeps monies within the community in the form of wages. Further, historic structures are what make the downtown unique and help identify a city with its past. Tourism is big business with historic tourism a growing segment.

Ms Lorince made the observation that all successful downtowns have parking problems; if the downtowns weren't successful, there wouldn't be any parking problems. A solution is to develop a parking management strategy that address short-term and long-term parking and parking for transit modalities.

Ms Lorince closed by stating a successful downtown first needs a strong business base, a residential component and an entertainment district that is walkable.

**Historic Preservation and Downtown Revitalization
Designation Committee**

Committee Members and Resources:

Jerry Spinks, Chair	John Jackson
Council Member Reggie Fullwood	Kathleen Roberts
Bill Ashley	Stephen Dare
Emily Lisska	Lisa King
Camilla Thompson	Jordan Logue
Dr. Wayne Wood	Lisa Sheppard
Harry Reagan	Bobbie McGinnis
	Jason Teal

Mission:

To determine whether existing federal and/or local designation programs would serve the goal of the Historical Downtown Preservation & Revitalization Task Force to foster the preservation and reuse of unoccupied, underutilized and deteriorating historic buildings and fabric.

Define policies and programs to further protect the historic fabric of downtown Jacksonville.

Scope of Committee Consideration:

- a. Identify requirements and benefits of federal and local designation.
 - Discuss perceived level of support for either designation.
 - Discuss designation as a valid tool for promoting rehabilitation and reuse of historic buildings.
 - Discuss designation as a means for increasing public and governmental awareness of, recognition of, and community pride in Jacksonville's architectural heritage.
 - Identify strategies to gain support from all stakeholders if designation is accomplished.
 - Review the term "historic" and how it relates to the mission of the Task Force.
- b. Identify further protective measures for historic buildings.

Designation Committee

Issues/Findings:

The committee members discussed the difference between the two main processes for formally recognizing historic properties: National Register listing and local designation. The National Register of Historic Places recognizes buildings, structures, objects, sites, and districts significant in American history, architecture, archeology, engineering and culture. Congress established the National Register in 1935. The nomination process is administered through the State Historic Preservation Office and the National Park Service.

Local designation is a process defined in Chapter 307 of the Jacksonville Ordinance Code by which the City recognizes and protects historic properties, as individual landmarks or as contributing structures within a historic district that have cultural, historical, architectural or archeological significance. Under local designation historic properties are protected through a review process, whereby, the Jacksonville Historic Preservation Commission must approve any alteration, demolition, relocation or new construction affecting the property.

There is no comprehensive protection for a property on the National Register, only limited opportunities for comments by the local authority and State and mitigation on Federally supported projects. There are different incentives associated with both forms of recognition. Locally designated properties may apply to receive a 10-year partial ad valorem tax exemption when a substantial rehabilitation is done to the property. However, the most significant incentive available is the Federal Tax Credits in which a property must be listed on the National Register.

The Committee concluded that many citizens have a negative perception of local designation, seeing it as a burden that places unwanted restrictions on owners of historic property. Additionally, the local designation process is frequently confused with the National Register process. Jacksonville's locally designated districts have been successfully based on previously listed National Register historic districts. National Register Listing has helped increase community awareness and instill pride in the historic district. Once residents and property owners become familiar with and understand the status, reference and parameters of National Register Listing, many begin to see the need for further protection offered under local designation.

The Committee also felt that having tangible economic benefits associated with historic designation would encourage the support of stakeholders. The Committee found that National Register listing provides opportunity for grants and federal tax credits with limited restrictions on what an owner may do with the property. The Federal Tax Credit program has helped encourage private investment in the rehabilitation of historic properties. To overcome potential opposition and hesitation to National register listing, the Committee identified the need to educate concerned parties through informational literature that dispels myths and outlines benefits associated with both forms of historic designations.

After much debate on the pros and cons, benefits and requirements associated with the two categories of district designation, the Designations Committee concluded that seeking National Register listing of Jacksonville's downtown historic resources was the most appropriate recommendation. Identifying potential historic districts would be a primary means of accomplishing this. The naming of one or more national historic districts would provide recognition to high concentrations of older structures and establish a sense of place that could be a foundation for marketing downtown and for increasing overall pride in Jacksonville's historic core. While a property considered for individual nomination to the

Designation Committee

National Register must possess a high degree of significance and architectural integrity, factors for consideration of contributing structures in historic districts are generally based on what defined the period(s) of historical significance. Therefore, National Register historic districts would be an efficient and effective way of providing recognition and potential benefits with regulations limited to existing procedures.

Committee members acknowledged the need for an updated survey of historic buildings within the downtown area to create National Register districts. This work is the starting point for identifying historic structures and determining their eligibility for designation of districts and individual historic sites. The last survey of historic buildings in downtown Jacksonville was conducted in November of 1991 under the direction of the Northeast Development of Regional Impact (DRI). The survey was bounded by LaVilla, Fairfield on the west, East Jacksonville on the east, the St John River to the south and State Street and Hogan's Creek to the north. The scope included buildings fifty years or older dating from 1941. Since the survey was conducted, a large number of these buildings have been demolished.

It was also concluded that proposed new survey boundaries should be expanded to cover the downtown area as defined by the Downtown Development Authority (DDA) boundaries. Additionally, the scope needs to be increased to include nominations for historic districts and individual sites. Addressing both districts and individual sites would open these historic properties up to the federal and state incentives and save developers and owners the time and money of going through the nomination process to make them eligible.



The Florida Life Building, the Old Florida National Bank Building, the Bisbee Building
Wayne W. Wood private collection

The Committee reviewed other means of protecting historic buildings and found that other states and municipalities have established community trusts, whereby, at-risk historic property is purchased and protection of the property ensured through covenants or local designation. The building is then sold to entities committed to the building's rehabilitation and restoration. A trust could provide a service similar to the City's role in the acquisition of the Old Florida National Bank Building, Florida Life Building and the Bisbee Building. Committee members discussed the feasibility and the need for a public or a private local entity to administer such a trust concluding that funding for the trust should be seeded by the City but supplemented through grants, donations, etc.

The Committee concluded that other than district designation, there are two other existing procedures to protect historic structures, both are advisory. Under the Northside-East Development

Agreement of Regional Impact (DRI) that encompasses much of downtown, the Florida Division of Historic Resources reviews and provides advisory comments on projects effecting National Register listed and eligible properties. In addition City Ordinance Code §320.409 requires the Jacksonville Historic Preservation Commission to issue advisory opinions on the potential demolition of National Register properties located in National Register historic districts. This ordinance applies when an area has received national designation but has not yet received local designation. Under the DRI and the local

Designation Committee

ordinance, the comment period provides a limited stay on the demolition of these buildings. The Committee concluded that §320.409 should be expanded to include all National Register properties in Duval County, including those that are individually listed.

The Committee concluded that although National Register listing provides recognition and helps build a historic preservation constituency, it does not offer the level of protection the Committee felt was ultimately due downtown Jacksonville's historic resources. Members of the Committee felt strongly that the City's historic buildings should be protected by local designation. However, given the present perceived property right restrictions surrounding local designation, the Committee concluded that in the context of the mission of the Taskforce, local designation should be considered as part of receiving the preservation incentives recommended by the Taskforce, rather than a separate means of protecting historic buildings.

The term "historic" and what it pertains to was the source of some debate in the Task Force. The Committee discussed the definition of "historic" as it applies to the mission of the Task Force. It was determined that the word "historic" has different meanings depending on the audiences and subject matter. In an official capacity "historic" generally refers to buildings, structures, and sites that have met stated criteria and been official recognized. Examples of this would include properties listed in the National Register of Historic Places or locally designated through the process set forth in Chapter 307 of the Jacksonville Ordinance Code. These categories are often used when determining eligibility for economic or other incentives afforded to "historic" properties. Under these circumstances where incentives are being provided, the protection of the property or commitment of the owner to preservation may be warranted.

"Historic" used in the broader less formalized sense is seen in marketing arenas, where it is used as an attractive adjective to describe older areas. In these situations, a building or area is defined as "historic" more because of its age or significance than having gone through an official designation process.

Due to the diverse missions and scopes of the Task Force Committees considering marketing, revisions of building, fire, and zoning codes, and development of incentives for historic properties, the Designations Committee decided that each Committee should clarify their use of the word "historic" as it is used in their findings and recommendations through its context and through additional terms such as "eligible" when referencing program requirements.

Designation Committee

Recommendations:

Goal I: Local or national designation of sites or buildings

1. Promote the creation of one or more National Register Historic Districts within downtown Jacksonville.
2. Request the Planning and Development Department issues an RFP for consultants to survey downtown and make application to the National Register for eligible districts and individual structures.
3. Educate the public on the parameters of National Register Designation and Local Designation; for example, develop a "Fact/Fiction" sheet.

Note: The Task Force moved and unanimously approved recommendations numbers 1 and 2, above, at the December 14 meeting.

Goal II: Identify additional means to further the protection of historic buildings.

1. All local incentives proposed by Task Force Committees related to historic buildings be tied to the local landmark designation of such buildings.
2. Established a local revolving fund to purchase and resell endangered historic buildings to provide protection through temporary ownership. Appoint a group to develop program guidelines and identify sources of funding for the revolving fund.
3. The advisory review process for potential demolitions in City Ordinance §320.409 be expanded to include any building or structure in Duval County either listed or eligible for listing on the National Register of Historic Places

Historical Downtown Preservation and Revitalization Incentives Committee

Committee Members and Resources:

Carlton Jones, Chair	Tom Blakely
James Citrano	Louise Huey
Dr. Richard Danford	Maurice Nichols
Cynthia Evans Neal	Frank Wallmeyer, Jr.
John Welch, Esq.	Lisa Sheppard
Stanley Weston, Esq.	Al Battle
John Jackson	Felice Franklin
Kathleen Roberts	Shannon Scheffer
Bart Schroeer	Jason Teal

Mission:

To identify existing programs and develop future programs to assist the financial feasibility and encourage the historic preservation and rehabilitation of historic property as an integral part of downtown revitalization. To establish additional advantages for developers of historic buildings to help with the permitting process and contribute to the viability of a project.

Scope:

- a. To identify existing local, state and federal programs currently available and utilized locally for historic buildings
- b. To identify gaps in existing programs to determine necessary modifications.
- c. To research incentives and funding sources used by other municipalities for historic preservation
- d. To create future programs that will benefit historic preservation projects
- e. To determine City agencies that will act as resources and advocate for programs

Issues/Findings:

While the Committee found broad interest in development of downtown historic properties, project costs, process barriers and relative unknowns threaten the economic viability making historic preservation a less attractive venture. Several factors contribute to the prohibitive nature of renovating downtown historic properties. Building and zoning codes are written for new construction and suburban development. There is a lack of incentive programs targeted specifically for historic properties. The market for historic properties is unknown and return on investment unpredictable.

There are also hurdles in current programs; several existing programs only subsidize residential use. Mixed use is vital to downtown revitalization. Application of these programs to historic structures is limited.

Securing private financing is a challenge since restoration in the downtown area is an unproven market. The lending community has a responsibility to protect its investment and, therefore, is hesitant to enter an unknown downtown market.

Incentive Committee

The Committee examined parking and concluded that parking presents obstacles due to regulatory requirements and the apparent parking needs for downtown business as a whole. As such, the Committee explored ways to reduce both the requirements and necessity for parking associated with historic buildings. The Committee noted others were addressing downtown parking; e.g. Parking Task Force and Building, Fire and Zoning Committee.

Committee members acknowledged the interdependency with other Task Force Committees and concluded other Committees' work such as, Building, Fire and Zoning Codes will also provide incentives to historic preservation.

The Committee recognized that the viability of a project can be impacted through fund appropriation, as realized savings and through miscellaneous factors that affect timing, reduce regulations and address business concerns. All of these factors can be marketed as incentives. Members discussed three broad approaches to incentives:

- a. Direct public assistance
- b. Program support; such as compression of permitting process, exemptions
- c. Public/private partnerships

The Committee reviewed current incentives (See Appendix Table A and B.), identified gaps, and developed recommendations for new programs. The Committee determined that although historic preservation projects have received financial aid from the City, there is currently no written policy or executive directive that prioritizes historic building rehabilitation. Of the existing local programs only one, the Historic Property Tax Exemption (Ad Valorem) was specific to historic buildings.

Incentive Committee

Goals and Incentive Recommendations

Type of Incentive	Type of Program	Major Components	Eligible Properties
Goal I: Establish incentives with direct funding.			
Funding	Loan/Grant	Downtown Historic Fund. See attachment B.	<ul style="list-style-type: none"> - Locally designated properties either as an individual landmark or as a contributing structure within a locally designated district - Located in the DDA boundary
Goal II: Establish incentives with initial savings.			
Savings	Fee waiver	Waiver of permit fees, development review fees other rehabilitation-related fees at the local level <ul style="list-style-type: none"> - Building, plumbing, electric, mechanic, fire permit fees - Roofing permits, gas permits, re-inspection fees - Landscape, tree removal - Variance fees, rezoning fees 	<ul style="list-style-type: none"> - Historic properties within DDA defined downtown used for business - Locally designated or National Register listing
Goal III: Establish deferred incentive programs.			
Savings	Exemption	Historic Preservation Property Tax Relief to Historic Properties <ul style="list-style-type: none"> - Authorizes local governments to pass laws to grant 50% ad valorem tax reduction for historic buildings used for commercial or non-profit purposes - Authorizes Property Appraiser to assess historic properties solely on the basis of their character and current use - Note: Included is a recapture provision "Deferred Tax Liability" for properties that fail to comply with the eligibility provisions. 	<ul style="list-style-type: none"> - Property used for commercial purposes or used by a nonprofit organization under sections 501(c)(3) or 501(c)(6) - Listed on National Register individually or in a district, locally designated individually or in a district - Regularly open to public (40 hrs per week, 45 weeks a year, or 1800 hours per year) - Maintained in good repair/condition to the extent necessary to preserve historic value and significance and such that 75% of building is occupied or consistent with market requirements of lenders - Initially limited to properties in the downtown area as defined by the DDA boundaries



Goal IV: Establish public/private partnerships

Recommendations:

1. Mayor and City Council President jointly ask investment community to support historic preservation and downtown revitalization by providing risk capital pool for that purpose.
2. Establish a partnership among Association of Builders and Contractors, North Florida Builders Association and educational institutions, such as, Duval County School Board, FCCJ, etc. to provide building trade workshops/programs that specifically focus on the craftsman skills needed to restore historic properties. Possible funding sources: percentage of property taxes from historic properties.



Repair of a decorative cornice. Preservation Trades Network Photo: Richard Wagner

3. Ensure pedestrian traffic and ease of access to retail, by providing adequate, timely transportation to remote parking; e.g. Downtown Trolley, Skyway and private transportation to include stops at historic districts and at parking garages/sites.
4. Planning and Development and DDA to develop a chart of available incentives for historic properties.
5. City agencies (DDA, PD&D, Buildings Inspection Division) to develop charts identifying clear steps, contacts and procedures for developers.

Goal V: Establish additional incentives that make historic buildings more attractive to developers:

Recommendations:

1. Support Building, Fire and Zoning Committee to address exemptions for parking for existing downtown properties with Zoning Overlay or as a separate ordinance, as needed.
2. Support the recommendation of the Downtown Parking Task Force to limit demolition of existing buildings to provide surface parking. In addition, the Incentives Committee recommends prioritizing construction of parking facilities on sites in close proximity to historic districts (historic building concentration).

JACKSONVILLE ECONOMIC DEVELOPMENT COMMISSION
INCENTIVE PROGRAMS

Table A

This chart outlines the qualifications and thresholds a business must meet in order to obtain an incentive package.

Program Name	Program Source & Type of Program	Program Allocation	Program Criteria	Program Approval
Economic Development Grant	City of Jacksonville Reimbursement	Length of time is up to 10 years. The amount depends on the tax increment the project generalers. - up to 75% if increment for years 1 – 5 - up to 50% of the increment for years 6 - 10	1. Identify project needs 2. Determine value of project 3. Contract with City to create jobs and/or capital investment	1. Project questionnaire 2. Applicable Board 3. JEDC 4. City Council
Countywide Economic Development Fund * * program not funded	City of Jacksonville Grant	Up to \$6,000 for each new permanent full time job created	1. Identify project needs 2. Contract with City to create jobs and capital investment	1. Project questionnaire 2. JEDC 3. City Council
Downtown Revolving Loan Fund * - New program *program not funded	City of Jacksonville Loan	Project specifics negotiated based on project requirements	1. Property must be located within DDA boundaries 2. Identify project needs 3. Provide cost estimate for project	1. Application 2. DDA 3. JEDC 4. City Council

Incentive Committee

Program Name	Program Source & Type of Program	Program Allocation	Program Criteria	Program Approval										
Downtown Tax Increment Fund	City of Jacksonville Loan / Grant	Project specifics negotiated based on project requirements	<ol style="list-style-type: none"> Property must be located within DDA boundaries Identify project needs Provide cost estimate for project 	<ol style="list-style-type: none"> Application DDA JEDC City Council 										
HUD 108 Loan	Federal HUD Loan	Loan: Low Interest Federal Loan for up to 20 years	<ol style="list-style-type: none"> Must meet Federal HUD National Program Objectives Company must agree to fund financing gap should taxes not generate enough increment Contract with City to create jobs and capital investment 	<ol style="list-style-type: none"> Application JEDC City Council Local & Federal HUD 										
Qualified Targeted Industry Refund Credit (QTI)	State of Florida City of Jacksonville Grant	<table border="1"> <thead> <tr> <th>Award Amount</th> <th>Average Statewide</th> </tr> </thead> <tbody> <tr> <td>Up to \$3,000 above</td> <td>115 – 119%</td> </tr> <tr> <td>Up to \$3,750 above</td> <td>120 – 135%</td> </tr> <tr> <td>Up to \$4,250 above</td> <td>136 – 155%</td> </tr> <tr> <td>Up to \$5,000</td> <td>156% above</td> </tr> </tbody> </table>	Award Amount	Average Statewide	Up to \$3,000 above	115 – 119%	Up to \$3,750 above	120 – 135%	Up to \$4,250 above	136 – 155%	Up to \$5,000	156% above	<ol style="list-style-type: none"> Must be a QTI Industry Must bring value added jobs to the area City must commit to 20% match in funds Contract with State to create jobs and capital investment 	<ol style="list-style-type: none"> Application JEDC City Council Enterprise Florida OTTED
Award Amount	Average Statewide													
Up to \$3,000 above	115 – 119%													
Up to \$3,750 above	120 – 135%													
Up to \$4,250 above	136 – 155%													
Up to \$5,000	156% above													
HISTORIC PRESERVATION PROGRAMS														
Historic Property Tax Exemption (Duval County)	City of Jacksonville Exemption	Length of time 10 years. 100% exemption years 1 – 10 from ad valorem taxes levied by the city on the increase in the assessed value resulting from improvements.	<ol style="list-style-type: none"> Property must be designated as a local landmark. -OR- The property must be a contributing structure within a local historic district. 	<ol style="list-style-type: none"> Application Planning and Development Department Historic Review/JHPC) City Council 										

Incentive Committee

Program Name	Program Source & Type of Program	Program Allocation	Program Criteria	Program Approval
<p>Federal Historic Preservation Tax Incentives</p>	<p>State of Florida Federal Government Tax Credit</p>	<p>Length of time is 10 years 20% of the amount spend in a certified rehabilitation of a historic structure. 10% of the amount spent to rehabilitate a non-historic building built before 1936.</p>	<ol style="list-style-type: none"> Property must be individually listed on the Register -OR- The property must be a contributing property located within a National Register historic district. Project must meet Secretary of the Interior Standards for Rehabilitation. Cannot fall into the criteria stated above. 	<ol style="list-style-type: none"> Application State Historic Preservation Office National Park Service
<p>ENTERPRISE ZONE PROGRAMS</p>				
<p>Enterprise Zone Tax Exemption Program</p>	<p>City of Jacksonville Property tax exemption</p>	<p>Taxes are exempted over a five year period as follows: year 1 – 100% exemption year 2 – 80% exemption year 3 – 60% exemption year 4 – 40% exemption year 5 – 20% exemption</p>	<ol style="list-style-type: none"> Property address must be located within the Enterprise Zone boundaries. Exemption is based on the difference between the existing taxes and the new value of the project Application must be submitted on or before April 1 of the year the exemption is requested Property can't be located within a tax increment district 	<ol style="list-style-type: none"> Application to property appraiser .JEDC City Council

Incentive Committee

Program Name	Program Source & Type of Program	Program Allocation	Program Criteria	Program Approval
Enterprise Zone - Business Equipment Tax Refund	State of Florida Tax Refund	Up to 97% of sales tax paid or \$5,000, whichever is smaller, on the purchase of business machinery and equipment. The sales price must be at least \$5,000 per item. Application must be submitted within 6 months from the date of purchase for the sales tax refund.	<ol style="list-style-type: none"> Property must be located within the Enterprise Zone. Purchase equipment for a business 	<ol style="list-style-type: none"> Application Fl. Dept of Revenue
Enterprise Zone – Building Materials Tax Refund	State of Florida Tax Refund	Up to 97% of sales tax paid or \$5,000 whichever is smaller. Applications must be submitted within 6 months after rehabilitation of the property is substantially completed or within 90 days after rehabilitated property is first subject to assessment.	<ol style="list-style-type: none"> Property must be located within the Enterprise Zone Purchase building materials for a business or residence 	<ol style="list-style-type: none"> Application Fl. Dept of Revenue
Enterprise Zone – Jobs Tax Credit	State of Florida Tax Credit	20% credit toward Florida sales taxes collected by the business or Florida corporate income taxes on wages paid for 2 years on new jobs created only. Employees must reside within the Enterprise Zone.	<ol style="list-style-type: none"> Business must be located within the Enterprise Zone Employees must reside within the Enterprise Zone 	<ol style="list-style-type: none"> Application JEZDA JEDC Fl. Dept of Revenue
Enterprise Zone – Sales Tax Refund on Electrical Energy	City of Jacksonville State of Florida Tax Refund	This program exempts 50% of the city sales taxes paid on electrical energy and 50% of the state sales taxes paid. 100% of taxes are exempt if 20% of employees reside within the Enterprise Zone.	<ol style="list-style-type: none"> Property must be located within the Enterprise Zone 	<ol style="list-style-type: none"> Application JEZDA JEDC Fl. Dept of Revenue

Incentive Committee

Program Name	Program Source & Type of Program	Program Allocation	Program Criteria	Program Approval
NW Jacksonville Economic Dev Fund Programs				
Business Infrastructure Grant (BIG)	City of Jacksonville Loan / Grant	Maximum loan/grant amount \$250,000 based on project needs. Interest rate of 3% on loans New jobs created to amount of City funds can not exceed 1 per \$15,000 Public /private ratio must be at least 4:1. City grant should not exceed 20% of total project cost.	<ol style="list-style-type: none"> 1. Business must be located with NWJEDF area boundary. 2. Completed personal financial statement or at least 2 years of business financial statements 3. Provide evidence of proper zoning and all taxes are current 4. Provide cost estimate for project 	<ol style="list-style-type: none"> 1. Application 2. NW board 3. JEDC 4. City Council
Façade Renovation Grant Program	City of Jacksonville Grant	Provides the first \$7,500 as a grant and amounts above \$7,500 will be funded at 50%, up to an additional \$2,500.	<ol style="list-style-type: none"> 1. Property must located with the Façade NWJEDF area boundary 2. Applicant must use design professionals contracted through the JEDC 3. Must be an eligible expenditure 	<ol style="list-style-type: none"> 1. Application 2. NW board 3. JEDC 4. City Council
Small Business Development Initiative	City of Jacksonville Loan / Grant	Maximum loan/grant amount \$250,000 based on project needs. Interest rate of 3% on loans New jobs created to amount of City funds can not exceed 1 per \$15,000 Public /private ratio must be at least 4:1. City grant should not exceed 20% of total project cost. Minimum 10% Equity investment	<ol style="list-style-type: none"> 1. Business must be located with NWJEDF area boundary. 2. Completed personal financial statement or at least 2 years of business financial statements 3. Provide evidence of proper zoning and all taxes are current 4. Provide cost estimate for project 	<ol style="list-style-type: none"> 1. Application 2. NW board 3. JEDC 4. City Council

Incentive Committee

Program Name	Program Source & Type of Program	Program Allocation	Program Criteria	Program Approval
Large Scale Economic Development	City of Jacksonville Loan / Grant	Project specifics negotiated based on project requirements Loans/ grants will be considered for up to \$6,000 per job created not to exceed 20% of total project cost Project creates employment in excess of 100	<ol style="list-style-type: none"> 1. Business must be located with NWJEDF area boundary. 2. Completed personal financial statement or at least 2 years of business financial statements 3. Provide evidence of proper zoning and all taxes are current 4. Provide cost estimate for project 	<ol style="list-style-type: none"> 1. Application 2. NW board 3. JEDC 4. City Council

Revised 1/16/02

BROWNFIELDS' PROGRAM

This chart outlines a current federal/state program administered by the City of Jacksonville. The program provides incentives and subsidizes the property owner's investment for environmental abatement, clean up, and re-development.

Program Name	Program Source & Type of Program	Program Components	Program Criteria <i>(Please see Hand-Out)</i>	Program Contact
<p>Brownfields' Program</p>	<p>State & Federal (As administered by City of Jacksonville)</p> <p>Revolving Loan</p> <p>Tax Credits</p> <p>Tax Exemptions</p>	<p>Program provides funds to offset cost of Phase I & Phase II Site Assessment Studies:</p> <ul style="list-style-type: none"> →Phase I contribution caps at \$5k →Phase II Contribution caps at \$10k <p>Requires 50/50 split</p> <p>Loan easements are possible: 30 - 40%</p> <p>Tax Credits for voluntary clean up</p> <p>100% sales tax rebate for purchase of building materials (6% - NOT 6.5%)</p>	<p>“An abandoned, vacant, or under-utilized property where redevelopment is hampered by a perceived or actual environmental issue.” <i>(These include, but may not be limited to petroleum, chemicals, lead, asbestos, and/or visible emissions).</i></p> <p>Potential participants may be required to provide information as proof that property's re-development will provide for any or all of the following:</p> <ul style="list-style-type: none"> → Economic development → Compliance with Comprehensive Plan → Interest of Private Sector → New Jobs (Lease-Up Tool) → Focused Approach → Sufficient Funding <p>In Addition</p> <ul style="list-style-type: none"> → Potential Participants may be required to hold one (1) Public Hearing. → Request(s) must pass through City Council. → Owner must form Advisory Committee. <p>Owner (in conjunction with JEDC & BPM) must negotiate with DEP for final approval, acceptance into Program, and awards.</p>	<p>Mr. Ken Pinnix Brownfields' Program Manager Department of P & D Comprehensive Planning City of Jacksonville</p> <p>630-2304 kpinnix@coj.net</p>

**Historic Preservation and Downtown Revitalization
Building, Fire, Zoning Codes Committee**

Committee Members and Resources:

Council Member Suzanne Jenkins, Chair	Lin White
Harry Reagan	John Jackson
Barry Allred	Kathleen Roberts
Bill Ashley	Bob Hillis
Ted Pappas	Maurice Nichols
Buck Pittman	John Winkler
Martin Harrell	Mike Miller
Lisa King	Joel McEachin
Jordan Logue	Lisa Sheppard
Jerry Spinks	Jason Teal
Captain Anthony Roseberry	Eric Lindstrom
Chief Ted Holmes	Tom Goldsbury
Hastings Williams	Michael Herzberg
Jason Thiel	

Mission:

Identify issues and problems with existing building, zoning and fire codes that inhibit the restoration and rehabilitation of historic buildings. Review and recommend revisions to building, fire and zoning codes to ensure public safety while not jeopardizing the historic character or fabric. Ensure recommendations provide stability, consistency and compatibility of building use for investors and property owners, and legitimize historic development patterns downtown that will enhance economic revitalization of historic buildings. Address economic viability of historic rehabilitation by providing flexibility/alternatives to meet code requirements.

Scope:

- a. Building and Fire Code Revisions:
 - To review established codes and methods used by other municipalities when addressing historic buildings
 - To make the preservation and rehabilitation of historic properties safe, predictable and economically feasible
 - To provide a tool to assist city officials and property owners of local historic buildings in order to bring buildings into compliance.

- b. Zoning Codes:
 - To develop zoning options for the downtown district that creates flexibility while providing stability of usage; coordinate with local zoning codes re-write
 - To increase the viability of historic development
 - To coordinate efforts with local zoning code re-write

Building, Fire, Zoning Codes Committee

Issues/Findings:

Preliminary work on Building and Fire Codes had been underway prior to the formation of the Task Force under Councilwoman Suzanne Jenkins' leadership.

Existing building and fire codes are not designed for historic structures and are based on today's building materials, standard practices and current safety requirements. However, historic buildings mirror the times in which they were constructed when requirements were different and technology non-existent. Rehabilitating these structures to bring them up to current codes can be cost prohibitive since there is little flexibility in how this is accomplished.

Committee members recognized considerable responsibility was put on the Building Chief and his staff to develop workable plans with owners of historic buildings when rehabilitating their property. The process was subjective. There were no written guidelines or methodology for bringing historic building into compliance; it was left to the discretion of the Building Inspection Division. Committee members believed developers needed a more predictable model to help with project planning.

The New Florida Building Code, Chapter 34 was effective March 1, 2002 and provides flexibility for rehabilitating existing buildings. However, it does not provide any specifics to bring historic buildings into compliance. The code states, "Alternative methods can be used." although no alternative are referenced. The State of Florida is considering a statewide historic building code; however, the Committee believes it is important that the city address this issue promptly given the level of interest and the expressed needs of the community.

The Committee members determined they could learn how other jurisdictions have addressed the needs of restoration and renovation of existing structures. Mr. Ricardo Quinones of PQH Vargas was retained to review existing building and fire codes from other municipalities to:

- Develop building code strategies that promote more effective reuse of historic structures,
- Clarify building code interpretations relative to identified building types
- Create awareness of alternative code compliance concepts that make redevelopment a more cost efficient and predictable process

His research and findings are included as Attachment C.

One of the methods reviewed was the matrix used by the City of Tampa. The Planning and Development Department, the Building Inspection Division, the Building Codes Adjustment Board (BCAB) had previously studied the document shortly after Tampa adopted it. However the matrix had no established track record of use and the Florida State Building Code was being developed.



Committee tour of Lynch Building with Ricardo Quinones, PQH Vargas
Photo from Financial News and Daily Record, February 14, 2002

Building, Fire, Zoning Codes Committee

The committee requested Tampa's representative Nick D'Andrea to provide a workshop on Tampa's revised building code for further consideration. Mr. D'Andrea explained the concept of the matrix where a building is assessed through awarding and subtracting points based on how it meets different building and life safety standards. The final score must be a "0" or better. He provided an example of an application proposing an adaptive use project of an historic building. The criteria used to determine if a building is eligible for Tampa's revised building code for historic structures was specified: listing on the local register, State Register and/or National Register. These categories are consistent with those outlined for special consideration under the Florida Building Code.

The boundaries used by the Task Force's work are those defined by the Downtown Development Authority (DDA); however, the Committee determined the building and fire codes are applicable throughout the entire city. In the research conducted on other building and fire codes, the Committee found the use of the historic building codes were restricted under the eligibility requirements rather than by geographic limits. Therefore, members agreed that if an historic building code is adopted, it should be available to historically eligible buildings throughout Jacksonville.

Committee members also concluded the Zoning Code also impacts the viability of restoration and rehabilitation of historic buildings. After discussion with the chairs of the other Task Force Committees, it was agreed that the Building, Fire Codes Committee would expand its scope to include Zoning.

The Committee discussed the need for developers and investors to have predictability and confidence in land use downtown. The Committee recognized the need to provide more applicability of the zoning codes for the downtown. Currently the downtown area defined by the DDA has three Developments of Region Impact (DRI) as the controlling elements for land use; the Downtown Master Plan and current zoning must also be considered in the revitalization of the downtown. Current zoning is responsive to conditions generally found in the suburbs. The Planning Department agreed the existing zoning code is inconsistent with the fabric of downtown and current zoning does not factor in the unique characteristics of the urban core. Additionally, there are sections of the zoning code that are not compatible with elements of the Downtown Master Plan.

The Committee Chair named a sub-committee to develop a zoning overlay for the downtown. The members were asked to take a proactive approach, look to the future and address how we want the city to look and function twenty years from now. The sub-committee determined it would use existing zoning districts rather than invent new ones. Members also decided they would not favor land use amendments. Results of the sub-committee's work include expansion of zoning to allow mixed use downtown, removal of size restrictions for other uses and elimination of the need for zoning exceptions. See Attachment B for draft Zoning Overlay.

Further discussion focused on parking issues and requirements in the downtown. The automobile was not a factor in the historic development of downtown; therefore, many buildings did not provide for on-site or adjacent parking that is compatible with today's needs. Members concluded the parking needs for downtown would be better addressed in a sub-committee. The Chairwoman directed the sub-committee to study and recommend how to encourage best and highest use and historic preservation. The sub-committee was

Building, Fire, Zoning Codes Committee

also instructed to consider the use of peripheral parking and promote the use of the skyway and Trolley. The sub-committee also took into account “superlots”, a parking lot under one owner that is one city block or larger in size.

One of the recommendations of this sub-committee was to eliminate the parking requirements for individual local landmark buildings. Local landmark buildings may be expanded up to 25% of their current size without providing parking. Reduce by right one half of the on-site parking requirements as currently specified in Part 4 of the Zoning Code. This may be achieved through the use of alternatives, such as, off-site parking agreements or proximity to public transportation. Revisions to Part 6 Parking Standards balance safety needs with maximizing available space by providing for narrower standards for parking stalls and aisles.

The Committee found the landscaping requirements in the code were not compatible with the zero lot lines in the downtown. Members agreed the urban core does not require the same landscaping standards as the suburban areas. The denser, more compact downtown needs to reduce or eliminate current landscaping requirements. Another sub-committee was formed to revise landscaping codes for downtown. The chair instructed the members to develop proactive approaches. Recommended revisions to the landscaping requirements for the downtown include an emphasis on exterior landscaping instead of interior islands, such as exterior buffers on frontage streets, the use of picket-style fencing or other suitable materials including well maintained hedges, “knee” walls, “fake” building facades. Palettes or a catalogue of options to meet requirements will be developed. The recommendation for large parking lots “superlots” is to provide a landscaped pedestrian corridor resulting in a safe means to traverse the parking lot.

Current sign regulations were reviewed to assess their applicability with redevelopment and historic preservation efforts. The Committee found that the sign ordinance failed to address the unique aspects of downtown Jacksonville because it prevents pedestrian-friendly identification of street level commercial facilities, authorizes large, free standing signs which are incompatible with the historic character of downtown and do not allow for free expression in sign design to create a sense of place or theme for downtown Jacksonville. The Committee acknowledged the City Council Sign Sub-Committee’s work and recognized the need for immediate adoption of the Downtown Signage Overlay.

Building, Fire, Zoning Codes Committee

Recommendations:

Goal I: Provide a flexible, economically feasible method for the Building Division, the Fire Marshall and potential developers of historic properties to rehabilitate the buildings without compromising life safety.

1. Adopt Chapter 34 of the 2000 International Building Code include a Part 10 to Section 320, Ordinance Code to incorporate Compliance Alternatives.
See Appendix A.

Note: At the Feb. 15, 2002 meeting the Task Force unanimously passed the motion to introduce the Ordinance at the next city council meeting.

Goal II: Develop zoning options for the downtown district that address specific needs in the urban environment and provide predictability for developers and investors.

- A. Create a downtown zoning overlay with sub-zones of defined use.
 1. Adopt the Downtown Zoning Overlay.
See Attachment B.
- B. Provide incentives for individual local designation by giving additional relief to individual locally designated buildings. Stimulate downtown revitalization by reducing parking requirements for other non-designated downtown buildings.
 1. Revise and adopt re-write of Parts 3, 4, and 6 of the Zoning Code.
- C. Develop a Landscaping Code tailored to the unique needs of the urban core.
 1. Revise and adopt re-write of Part 12 of the Zoning Code.
- D. Address existing non-conforming uses.
 1. Recognize the adoption of the overlay and the revisions to landscape requirements will create non-conforming uses for current owners and occupants.
- E. Encourage the filing of legislation for Signage Overlay for Downtown before full Signage Re-write Ordinance.
- F. Formally establish DDA's Design Review Committee as part of the permitting and regulatory procedures by incorporation into the Zoning Code.
 1. Define processes and criteria for review including Committee Membership, by-laws and an appeal process.

March 20, 2002

**Code Review for Historic Building Renovations
City of Jacksonville, Florida**

FINAL REPORT AND RECOMMENDATIONS

OVERVIEW:

Part of the City's Downtown Master Plan recognizes the need to develop downtown housing and the rehabilitation of existing buildings. The purpose of the historic code review and recommendations was to provide parameters and a positive framework to facilitate development of existing historic structures. The new Florida Building Code (2000) in its Chapter 34, acknowledges the special needs of rehabilitating existing structures, but it stops short of providing alternatives for compliance with new code requirements.

GOALS AND OBJECTIVES:

The goal for reviewing Historic Building Codes nationwide was to find out how other municipalities and jurisdictions have addressed this matter and of those which method better suits the needs of the City of Jacksonville. Other objectives included the following:

- Develop building code strategies that promote more effective reuse of Historic Structures
- Clarify building code interpretations relative to identified building types
- Create awareness of alternative code compliance concepts that make redevelopment a more cost efficient and predictable process

FINDINGS:

Various states and municipalities have put in place or adopted complete Rehabilitation codes or special Sub-Codes to deal with restoration and renovation of existing buildings. These sub-codes provide for flexibility and alternative methods to put older structures into use without adhering to the strict compliance of new codes that do not address special circumstances in the Rehabilitation of Historic Buildings. This in turn, allows for development of these properties in a more manageable and affordable way.

Historic Building Renovations Page 2

Before sub-codes were used, the rules were classified as “50/25 and less” under code guidelines. If the cost of the improvements exceeded 50% of the building value, the entire structure needed to be brought up to compliance with new codes. For projects valued at 25% to 50% of the value, only those portions being renovated needed to be brought up to code. In projects with improvements of less than 25% of the building value, the building officials judgement dictated the scope of required code compliance.

Some Building Codes have addressed the Rehabilitation of Historic Buildings by introducing special provisions under Chapter 34. Those Codes (BOCA-1999, and the International Building Code - 2000) avoid the need for sub-codes. The code used in Jacksonville (Southern Building Code) until February and the New Florida Building Codes do not include specific alternative restoration provisions under Chapter 34.

In new Rehabilitation Codes, the value of the improvements is not the governing criteria. Rather, the nature of the work is the determining factor.

Rehabilitation sub-codes establish differences between types of projects as follows:

- Additions
- Change of use
- Rehabilitation

Under rehabilitation, work can be broken down into five different subclassifications:

- Repair
- Renovation
- Alteration
- Reconstruction
- Change in use

Subclassifications provide for various degrees of improvements to meet minimum code requirements.

RESEARCH:

Upon research and consultation with various agencies and building officials, we compiled information for a number of codes currently in use throughout the United States.

Our efforts included reviewing various existing rehabilitation codes and comparing their format, criteria and requirements.

Historic Building Renovations

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Codes reviewed were grouped under 3 groups as follows:

- Main Codes/Chapter 34
 - ✓ International Building Code - 2000
 - ✓ Boca Code - 1999
 - ✓ Florida Building Code - 2000

- Restoration Codes
 - ✓ California Historic Building Code - 1998 Chapter 8
 - ✓ Washington State
 - ✓ Wichita Kansas

- Sub Codes
 - ✓ Wilmington Delaware
 - ✓ Maryland Rehabilitation Building Code
 - ✓ New Jersey
 - ✓ Georgia
 - ✓ Tampa
 - ✓ Kissimmee
 - ✓ Wisconsin

Other resources reviewed included the following:

- ✓International Code of Building Officials
Guidelines for Rehabilitation of Existing Buildings

- ✓U.S. Department of the Interior - National Park Service
Standard for Rehabilitation and Guidelines for Rehabilitating Historic
Buildings

- ✓U.S. Department of Housing and Urban Development
Nationally Applicable Recommended Rehabilitation Provisions

- ✓U.S. Department of Housing and Urban Development
Innovative Rehabilitation Provisions

- ✓General Service Administration
Fire Safety Retrofitting in Historic Buildings

- ✓Florida Building Code - 2001 Edition
Chapter 34 - Existing Buildings

Historic Building Renovations
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- ✓The Georgia Trust for Historic Preservation
The Application of Building and Fire Codes to Existing Buildings
- ✓Various newspaper and magazine articles discussing the benefits and advantages of using rehabilitation sub-codes
- ✓Adaptive Re-use Building Code Study
City of Pittsburgh Planning Department, 1998
- ✓NFPA 101 - Life Safety, 2000

INTERVIEWS:

In addition, we met and had phone conversations with the following agency representatives:

- Thomas Goldsbury and Building Department Staff
City of Jacksonville Building Department
- Captain Anthony Roseberry
City of Jacksonville Fire Marshall - Fire Prevention Division
- Jason Teal
City of Jacksonville Legal Council
- Joel McEachin and Lisa Sheppard
City of Jacksonville Historic Preservation Office
- Nick D'Andrea, Jr.
City of Tampa Building Official
- Walter Marder
Florida State Historic Preservation Office
- Gary Sachau
U.S. National Park Service Historic Preservation Office

CONCLUSIONS:

Most Historic Rehabilitation Codes fall under one of two major categories with others falling in between. The main categories deal with either less stringent but specific requirements, or on the other hand, some type of matrix that allows to make up certain code deficiencies by providing other alternative methods.

Historic Building Renovations

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Chapter 34 of the Boca and International Building Codes, as well as various Sub-Codes, Tampa and Kissimmee for example, base their criteria on a matrix system that awards and subtracts points to different life safety categories based on the non conformity or compliance of the proposed building improvements. In order for a building to fulfill the Modified Requirements it must have a combined positive score.

After extensive review and consultation with Jacksonville's Building Department and Fire Department Officials, it was agreed that using a matrix type of code would be the most practical approach for the City. Of the various matrix alternatives, the one in Chapter 34 of the International Building Code was deemed to provide the most comprehensive approach by acknowledging differences between building types, uses and occupancy classifications.

RECOMMENDATIONS:

With agreement from the City Building and Fire Departments it was agreed that the best course of action for the City of Jacksonville would be to adopt by resolution the use of Chapter 34, Section 3409 of the International Building Code as the means for providing compliance alternatives for historic buildings as called for under Chapter 34 of the Florida Building Code.

Upon this recommendation, the City's Legal Council is to draft language to present to the City Council for adoption of the resolution.

This summary and recommendations were prepared by;

Ricardo E. Quiñones, AIA
Vice President

Historical Downtown Preservation and Revitalization Structure Appearance Committee

Committee Members and Resources:

Fitzhugh Powell, Chair	John Jackson
Harry Reagan	Kathleen Roberts
Council Member Pat Lockett-Folder	Lisa Shepard
Michael Munz	Felice Franklin
Cynthia Evans Neal	Jack Shad
Dr. Janetta Norman	Jason Teal
	Linda Storkerson

Mission:

To address appearance, safety and maintenance of under-utilized historic structures, thereby ensuring a safe, clean pedestrian environment

Scope:

- a. To improve appearance of vacant buildings and streetscape in the urban core
- b. To prevent the demolition of historic buildings due to neglect
- c. To enforce existing codes; assess need for additional codes
- d. To address trash, garbage and graffiti on properties and nearby vacant lots in the downtown

Issues/Findings:

The downtown core could be the economic, cultural and social center of the city and the Northeast Florida region. It is where Jacksonville began as a city, is rich in history and has the potential to play a unifying role in Jacksonville's identity and sense of place. The downtown provides an image to both citizens and visitors. However, the current appearance of the downtown can adversely impact the revitalization and redevelopment of the urban core.

The appearance of historic buildings contributes to the streetscape and sends strong messages to the community, messages of the perceived value of the area, the perceived level of safety, and the attention and priority the city and property owners have for its historic core.

The Committee found the factors related to having an attractive, safe downtown were not limited to the condition of historic properties. Other elements such as empty lots, non-historic abandoned property and the general appearance of the streetscape add to the perception of an environment not being safe. Therefore, some of the Structure Appearance recommendations address more than historic properties.

Recommendations:

I. Goal: Improve the appearance and safety of streetscapes

Recommendations

1. Appearance of vacant property:

Structure Appearance Committee

- a. Develop a Downtown Property Maintenance Code. Provide more detail re: the security and appearance of vacant property; incorporate into Zoning Overlay.
 - Secure to specific standards; e.g. HUD specifications for plywood boarding.
 - Exterior premises are kept free from excessive growth of weeds, grass, etc.



- Maintain the rhythm of building openings at street level such that vacant property blends in with the existing streetscape. Use reflective material to secure windows of vacant property; use contrasting material to secure the doors.
- Strengthen ordinances requiring removal of posters, advertising and graffiti from buildings.



The rhythm of ground floor windows are an important aspect of an inviting streetscape

- b. Use ground floor windows in vacant buildings in the downtown area for display purposes to ensure a visually pleasing appearance.
- c. Enforce Code 518.310 for boarding up vacant property.
- d. Establish common standards, consistent implementation and enforcement of codes pertaining to appearance, maintenance and safety within the jurisdiction of Property Safety Division, Building Inspection Division, and Fire Prevention Division. Each agency is responsible for understanding its jurisdiction and for coordinating, where possible, enforcement of codes applicable to downtown properties.
- e. Establish a process for regular communication between above named agencies. to provide feedback on problem areas and more efficiently coordinate work.

Structure Appearance Committee

2. Trash, debris:
 - a. Continue with the changes in the city's trash removal schedule to accommodate trash pickup where most needed including: time of day, multiple pick-ups to meet both office and entertainment business needs and additional needs after special events. Address need for trash collection after 10:00 p.m. or before the next day.
 - b. Address need for trash collection on weekends, especially after special events.
 - c. Establish common standards, consistent implementation and enforcement of practices pertaining to garbage collection and trash removal within the jurisdiction of Solid Waste, Parks and Recreation and Public Buildings, Aquatics. Each agency is responsible for understanding its respective jurisdiction and for coordination, where possible, regarding trash collection.
 - d. Provide trash receptacles in locations to serve the needs of pedestrian traffic and their disposal needs
3. Streetscape improvements:
 - a. In coordination with the DDA, Public Works, JEA and FDOT establish a prioritization and schedule for implementing streetscape improvements in downtown based upon the design standards set forth in the Downtown Master Plan; e.g. sidewalks, street light fixtures. Prioritize using an approach that concentrates the improvements for maximum visual impact.
4. Set up downtown maintenance crew to remove graffiti. The initial goal is removal within 72 hours; the final goal is removal within 24 hours.
5. Appearance:
 - a. Support the Land Use Zoning Signage Sub-Committee Downtown Signage Overlay for historically appropriate signage in downtown.
 - b. Encourage the Fire, Building, Zoning Sub-Committee to address pedestrian friendly streetscape; e.g. permanent chain link fences and the appearance of vacant lots.
 - c. Encourage city and other agencies, e.g. "Clean It Up; Green It Up", JaxPride, Downtown Vision, Inc and Greenscape, to develop programs to enhance the appearance of the urban core.
 - d. Draft legislation requiring owners to incorporate landscaping for existing parking lots. Include the DDA as review agent for the parking lot landscaping plans.

II. Goal: Protect vacant historic properties from further neglect, decay and demolition.

Recommendations:

1. Existing codes for property safety, appearance, repair and upkeep:
 - a. Expand current demolition by neglect reference, Chapter 307.110, to include all properties that have been officially listed individually or as a contributing structure within a historic district on the National Register, designated locally as a landmark or a contributing structure within an historic district or deemed eligible by the state or local office as being eligible for one of these classifications.
 - b. Enforce maintenance citations for occupied, deteriorating historic buildings.
 - c. If owner of historic property fails to comply or remedy property maintenance citation, expediently enforce procedures and due process (boarding and securing historic building and establishing and enforcing liens) when these steps are not taken by the owner.

Structure Appearance Committee

- d. Ensure the expedient collection/closing of outstanding liens on historic buildings, when appropriate.

III. Goal: Enhance the perception of a safe downtown.

Recommendations:

1. Enforce property safety and fire codes for occupied and unoccupied buildings.
2. Encourage the visibility of police officers in the downtown area.
3. Enforce codes, ordinances re: loitering, panhandling, indecent exposure.

Historic Preservation and Downtown Revitalization Marketing Outreach Committee

Committee Members and Resources:

Council Member Elaine Brown, Chair	Louise Huey
Bruce Barcelo	John Jackson
Michael Stewart	Kathleen Roberts
Delores Barr Weaver	Cindy Warner
Carolyn Williams	Lisa Sheppard
David Grant	Al Battle
Maurice Nichols	Felice Franklin
Jerry Spinks	Stephen Dare
Terry Lorince	Susan Caven
Jacqueline Dasta	Bob McGinnis
Frank Wallmyer, Jr.	Mike Langton
	Bart Schroeer

Mission:

To develop marketing strategies to better recognize, reclaim and promote downtown Jacksonville's historic buildings and fabric, thereby, instilling community pride and providing a catalyst for rehabilitation and continued use of historic buildings.

Scope:

Three major audiences:

- a. Develop marketing strategies for potential developers and investors
- b. Develop education and promotion strategies for the general public
- c. Increase awareness of city agencies of economic benefit, value and role of historic preservation to the city

Issues/Findings:

The Committee recognized that although various entities are involved in the revitalization of downtown, there is no comprehensive approach to marketing the downtown. Downtown Vision, Inc. (DVI) is developing marketing strategies for the greater downtown and has recently hired a marketing director. Although identified as an integral part of the downtown fabric and potential, historic preservation is not currently a focus of their work. Other entities such as the Jacksonville Chamber of Commerce and the Jacksonville Historical Society can play individual roles in the overall effort to market the historic aspects of downtown. The intent is to provide a link between all the players and audiences.

The Committee acknowledged the interdependency among it and the Incentives, Designation and Building, Fire and Zoning Committees. This relationship was echoed in the recommendations, which coordinate the committees' work and objectives.

The Committee identified three major audiences - potential developers, the general public and government agencies and outlined programs targeted for each audience. The committee discussed programs that addressed the needs of all audiences. Members agreed that developing a dedicated website with pages that contain pertinent information and reciprocal links to related websites would be a key mechanism to communicate to the

Marketing Committee

target audiences. The committee directed DVI to secure potential domain names (URLs) for the website.

The committee also felt the continued strong support from the city administration and City Council will be critical to sustaining the momentum in historic preservation and revitalization downtown. Additionally, the committee recognized the need for an advocacy group consisting of members of the community concerned with historic preservation and revitalization in downtown Jacksonville.

Recommendations:

Goal I: Identify a marketing entity to develop and maintain a successful marketing plan for historic downtown to the major audiences.

1. Designate Downtown Development Authority (DDA) and DVI in partnership to act as marketing agents charged with development of a downtown marketing plan with emphasis on historic preservation and revitalization.
2. Designate DDA/DVI as focal point w/ accountability to the Mayor/City Council for developing and executing a marketing plan for downtown; charge with:
 - a. Coordinating with other agencies
 - b. Including segment focusing on historic downtown buildings and revitalization
 - c. Telling the story; e.g. reclaiming buildings, vibrant downtown lifestyle, loft apartments
3. Provide funding to support the marketing campaign including a website with an inventory of historic properties, elements for developers, general public and other interested audiences.



Conceptual rendering by Paul Simo, 1895 Music Hall, Covington, GA.
Georgia Main Street Design Assistance, Georgia Trust for Historic Preservation

Audience	Recommendations	Point of Contact	Existing/Potential Partnership
Goal II: Increase awareness of the benefits of historic preservation and revitalization downtown among all key audiences			
ALL: - Development Community - General Public - Government Agencies	<ol style="list-style-type: none"> 1. By 12/31/02 form an advocacy group consisting of community members in support of downtown revitalization, historic preservation and reuse of historic structures 2. Encourage respected community members to step forward as spokespeople and advocates for the preservation, reuse and restoration of historic downtown properties. 3. Develop a marketing campaign to promote and implement the goals of the Task Force. 4. Coordinate marketing efforts by staffs of the Chamber of Commerce, Convention and Visitor's Bureau, real estate community, developer organizations, city agencies 5. Develop and maintain a dedicated website with an historic downtown preservation component from which all audiences could access information 6. Establish historic identity through "branding." This could be accomplished through historic district name(s) and marketing "historic" downtown, possibly through a prominent citizen 7. Develop and sponsor educational and promotional programs including written materials, speakers <ol style="list-style-type: none"> a. Economic benefits of historic preservation b. Value, role of historic preservation c. Heritage tourism 8. Utilize National Preservation Week as a means of getting word out on historic preservation and instilling pride in Jacksonville's historic resources 	DDA/DVI P&DD	<ul style="list-style-type: none"> • Jacksonville Historic Society (JHS) • Planning & Dev. Dept.(P&DD) • Jacksonville Historic Preservation Commission (JHPC) • Newly formed advocacy group • Jacksonville Chamber of Commerce • Convention and Visitor's Bureau
Goal III: Develop marketing strategies tied to Incentive Programs to attract developers, realtors and property owners and to encourage investment by financial institutions.			
Development/ Investment Communities (Local, Regional, National, Int'l.)	<ol style="list-style-type: none"> 1. Develop a database of downtown historic structures utilizing the new historic building survey of downtown: <ol style="list-style-type: none"> a. Develop criteria to prioritize list of historic structures b. Identify and prioritize list of historic structures c. Includes historic information and building specs on each building d. Tie potential building use to Downtown Master Plan 2. Include a page on the website devoted to this audience that includes: <ul style="list-style-type: none"> - database - DDA contact information and webpage link - incentive information - downtown master plan - potential and existing success stories, etc. - links to local, state and national websites related to historic preservation and reuse 3. Utilize architectural renderings of existing and envisioned façade restorations of historic properties as a marketing tool to illustrate property potential to developers/investors/lenders. Showcase existing and future "before and after" photos that attest to successful projects 	DDA/DVI P&DD	<ul style="list-style-type: none"> • Chamber of Commerce • Commercial Alliance of Realtors (CAR) • National Association of Realtors/Certified Commercial Investment Members (CCIM) • National Assoc. Industry Office Parks (NAIOP) • Educational institutions • JHS

Audience	Recommendations	Point of Contact	Existing/Potential Partnership
Goal IV: Increase the public's use of downtown as a destination and instill pride in Jacksonville's historical and architectural heritage			
Public (Local, National, Int'l.)	<ol style="list-style-type: none"> 1. Expand and develop events for the public that focus on historic preservation <ol style="list-style-type: none"> a. Regularly scheduled historic tours of downtown b. Festivals and other venues c. Presentations at city conferences d. National Preservation Week (May) activities 2. Expand and develop written forms of marketing <ol style="list-style-type: none"> a. Brochures featuring historic district/buildings <ul style="list-style-type: none"> -Self guided walking tour (updated) -Shopping/restaurant guide for downtown districts b. Posters highlighting architectural interest; e.g. Doors of Historic Downtown Jacksonville c. Publication on downtown historical/architectural heritage 3. Develop a reoccurring format in media that highlights historic buildings and history, such as, historic buildings' birthdays 4. Use identifying markers for historic districts; e.g. banners on lamp posts, entry markers, etc <ol style="list-style-type: none"> a. Utilize signage of historic events to connect districts 5. Include a page on the website devoted to this audience that includes: <ol style="list-style-type: none"> a. Historic district shopping/restaurants b. Human interest stories: e.g. what happened where and who was involved, ghost stories, etc. c. Special events, tours, history, etc. 	DDA/DVI	<ul style="list-style-type: none"> • Neighborhoods Dept. • JHS • River City Band • Jacksonville Historic Preservation Commission • Visit Florida • Convention and Visitor's Bureau • merchant associations
Goal V: Provide support/advocacy for historic preservation/ revitalization downtown			
City Agencies	<ol style="list-style-type: none"> 1. Encourage City to take lead in historic preservation concerns in downtown/prioritize-Top-down initiative 2. Identify/market downtown as a neighborhood 3. Broadcast the City's historic preservation focus/activities; give credit for success stories 4. Sponsor educational programs/speakers on the benefits of historic preservation for city leaders to encourage City Agency support role and to promote importance 5. Provide link from the COJ website to the dedicated website 	DDA/DVI P&DD Newly formed advocacy group	<ul style="list-style-type: none"> • Florida Trust • National Trust

Implementation Summary

Over the last eight months, the Task Force worked hard to lay a foundation of ideas and tools to meet its mission regarding historic preservation and revitalization in downtown Jacksonville, however until all the recommendations are seen through to completion and utilization the full impact and benefits of the Task Force will be unrealized. Implementation plans for the recommendations of the Task Force Committees include naming an Implementation Team. This team could consist of a subset of the original Task Force members or possibly be formed as a special committee of City Council.

The role of the team members would be to track and provide support for the remaining recommended legislation and committee action items that are still in research or development at this time of this report. A summary of action items outlining the status of the committee recommendations is included within the Summation section of the report. Additionally, coordination and education of the respective agencies involved will also be necessary to ultimately see the Task Force recommendations fully implemented. Formation of this team and its leadership is essential to the overall success of the Task Force. The implementation team would be needed for an estimated year following the conclusion of the Task Force.

Summary of Legislation

The following table provides a summary and status of legislation for each committee as of May 7, 2002.

Committee	Legislation	Status
Designation	1. Expand review process for potential demolition in §320.409	Filed 5/7/02
	2. Endangered Building Fund	In research
Incentive	3. Trust Fund Ordinance	In Committee
	4. Waiver of Permit Fee	In research
	5. 50% Ad Valorem Tax Reduction Ordinance	Drafted 5/7/02
	6. Ad Valorem Tax Reduction Based on Character and Current Use Ordinance	Drafted 5/7/02
Building, Fire, Zoning Codes	7. 2002-263 Building and Fire Codes	Enacted 4/23/02
	8. Downtown Zoning Overlay	In development
	9. Signage Overlay for downtown	Filed 4/23/02
Structure Appearance	10. Expand 307.110 demolition by neglect to include individual or contributing structure in local or National Register districts or deemed eligible	Filed 5/7/02
	11. Downtown Maintenance Crews	In research
	12. Downtown Property Maintenance Code to address removal of graffiti, posters, flyers, excessive vegetation, windows, etc. Incorporate into Downtown Zoning Overlay	In development
	13. Resolution for Revisions to Violation, Adjudication Process	Filed 5/7/02
	14. Resolution to use ground floor windows in downtown for display purposes	Filed 5/7/02
	15. Resolution for increased police presence downtown	Filed 5/7/02
Marketing Outreach	16. DVI/DDA Joint Marketing Group	In development

Summary of Action Items

The following table provides a summary and status of Action Items for each committee as of May 7, 2002.

Committee	Action Items	Assigned	Status
Designation	<ol style="list-style-type: none"> 1. Request the Planning and Development Department issues an RFP to survey downtown and make application to the National Register for eligible districts and individual structures. 2. Educate the public on the parameters of National Designation and Local Designation; for example, develop a "Fact/Fiction" sheet. 3. All local incentives proposed by Task Force Committees related to historic buildings be tied to the local landmark designation of such buildings. 4. Established a local revolving fund to protect and resell endangered historic buildings to provide protection. Appoint a group to develop program guidelines and identify sources of funding for the revolving fund 	<p>Planning and Development Dept., (PDD) Historic Preservation Section</p> <p>PDD, Historic Preservation Section</p> <p>Office of General Counsel (OGC); PDD, Historic Preservation Section</p> <p>Future Committee; OGC</p>	RFP developed
Incentive	<ol style="list-style-type: none"> 5. Mayor and City Council President jointly ask investment community to support historic preservation and downtown revitalization by providing risk capital pool for that purpose. 6. Establish a partnership among Association of Builders and Contractors, North Florida Builders Association and educational institutions, such as, Duval County School Board, FCCJ, etc. to provide building trade workshops/programs that specifically focus on the craftsman skills needed to restore historic properties. Possible funding sources: percentage of property taxes from historic properties. 7. Ensure pedestrian traffic and ease of access to retail, by providing adequate, timely transportation to remote parking; e.g. Downtown Trolley, Skyway and private transportation to include stops at historic districts and at parking garages/sites. 8. Planning and Development and DDA to develop a chart of available incentives for historic properties. 	<p>Mayor, Council President</p> <p>Building Associations, Educational Institutions</p> <p>Jacksonville Transportation Authority, private vendors</p> <p>PPD Historic Preservation Section, Downtown Development Authority</p>	

	<p>9. City agencies to develop charts identifying clear steps, contacts and procedures for developers.</p> <p>10. Prioritizing construction of parking facilities on sites in close proximity to historic districts (historic building concentration)</p>	<p>(DDA) DDA, PPD, Building Inspection Division DDA</p>	
<p>Building, Fire, Zoning Codes</p>	<p>11. Formally establish DDA's Design Review Committee as part of the permitting and regulatory procedures by incorporation into the Zoning Code Define processes and criteria for review including Committee Membership, by-laws and an appeal process</p>	<p>DDA Design Review Committee OGC</p>	
<p>Structure Appearance</p>	<p>12. Establish common standards, consistent implementation and enforcement of codes pertaining to appearance, maintenance and safety within the jurisdiction of Property Safety Div., Building Div., Inspection Div., Fire Prevention Div. Each agency is responsible for understanding its jurisdiction and for coordinating, where possible, enforcement of codes applicable to downtown properties.</p> <p>13. Establish a process for regular communication between above named agencies. to provide feedback on problem areas and more efficiently coordinate work</p> <p>14. Address need for trash collection after 10:00 p.m. or before the next day</p> <p>15. Address need for trash collection on weekends, especially after special events.</p> <p>16. Establish common standards, consistent implementation and enforcement of practices pertaining to garbage collection and trash removal within the jurisdiction of Solid Waste, Parks and Recreation and Public Buildings, Aquatics. Each agency is responsible for understanding its respective jurisdiction and for coordination, where possible, regarding trash collection.</p> <p>17. Provide trash receptacles in locations to serve the needs of pedestrian traffic and their disposal needs</p>	<p>Property Safety Division., Municipal Enforcement Board</p> <p>Property Safety Division, Municipal Enforcement Board</p> <p>Solid Waste</p> <p>Solid Waste</p> <p>Solid Waste, Parks and Recreation, Public Buildings Division</p> <p>Solid Waste</p>	

	<p>18. Establish a prioritization and schedule for implementing streetscape improvements in downtown based upon the design standards set forth in the Downtown Master Plan; e.g. sidewalks, street light fixtures. Prioritize using an approach that concentrates the improvements for maximum visual impact.</p> <p>19. Encourage city and other agencies, e.g. “Clean It Up; Green It Up”, JaxPride, Downtown Vision, Inc and Greenscape, to develop programs to enhance the appearance of the urban core.</p> <p>20. Enforce property safety and fire codes for occupied and unoccupied buildings.</p> <p>21. Enforce codes, ordinances re: loitering, panhandling, indecent exposure</p>	<p>JEA, DDA, Public Works, FDOT</p> <p>Clean It Up; Green It Up, Jaxpride, Downtown Vision Inc, (DVI) Greenscape</p> <p>Property Safety Division, Fire Prevention</p> <p>Police Department.</p>	
<p>Marketing Outreach</p>	<p>22. Designate Downtown Development Authority (DDA) and DVI in partnership to act as marketing agents charged with development of a downtown marketing plan with emphasis on historic preservation and revitalization.</p> <p>23. Designate DDA/DVI as focal point w/ accountability to the Mayor/City Council for developing and executing a marketing plan for downtown; charge with:</p> <ul style="list-style-type: none"> a. Coordinating with other agencies b. Including segment focusing on historic downtown buildings and revitalization c. Telling the story; e.g. reclaiming buildings, vibrant downtown lifestyle, loft apartments <p>24. Provide funding to support the marketing campaign including a website with an inventory of historic properties, elements for developers, general public and other interested audiences.</p> <p>25. By 12/31/02 form an advocacy group consisting of community members in support of downtown revitalization, historic preservation and reuse of historic structures</p> <p>26. Encourage respected community members to step forward as spokesperson and advocates for the preservation, reuse and restoration of historic downtown properties.</p>	<p>DDA, DVI</p>	

27. Develop a marketing campaign to promote and implement the goals of the Task Force.

28. Coordinate marketing efforts by staffs of the Chamber of Commerce, Convention and Visitor's Bureau, real estate community, developer organizations, city agencies

29. Develop and maintain a dedicated website with an historic downtown preservation component from which all audiences could access information

30. Establish historic identity through "branding." This could be accomplished through historic district name(s) and marketing "historic" downtown, possibly through a prominent citizen

31. Develop and sponsor educational and promotional programs including written materials, speakers

- a. Economic benefits of historic preservation
- b. Value, role of historic preservation
- c. Heritage tourism

32. Utilize National Preservation Week as a means of getting word out on historic preservation and instilling pride in Jacksonville's historic resources

33. Develop a database of downtown historic structures utilizing the new historic building survey of downtown:

- a. Develop criteria to prioritize list of historic structures
- b. Identify and prioritize list of historic structures
- c. Includes historic information and building specs on each building
- d. Tie potential building use to Downtown Master Plan

34. Include a page on the website devoted to this audience that includes:

- database
- DDA contact information and webpage link
- incentive information
- downtown master plan
- potential and existing success stories, etc.
- links to local, state and national websites related to historic preservation and reuse

	<p>35. Utilize architectural renderings of existing and envisioned façade restorations of historic properties as a marketing tool to illustrate property potential to developers/investors/lenders.</p> <p>36. Showcase existing and future “before and after” photos that attest to successful projects</p> <p>37. Expand and develop events for the public that focus on historic preservation</p> <ol style="list-style-type: none"> Regularly scheduled historic tours of downtown Festivals and other venues Presentations at city conferences National Preservation Week (May) activities <p>38. Expand and develop written forms of marketing</p> <ol style="list-style-type: none"> Brochures featuring historic district/buildings <ul style="list-style-type: none"> -Self guided walking tour (updated) -Shopping/restaurant guide for downtown districts Posters highlighting architectural interest; e.g. Doors of Historic Downtown Jacksonville Publication on downtown historical/architectural heritage <p>39. Develop a reoccurring format in media that highlights historic buildings and history, such as, historic buildings’ birthdays</p> <p>40. Use identifying markers for historic districts; e.g. banners on lamp posts, entry markers, etc</p> <ol style="list-style-type: none"> Utilize signage of historic events to connect districts <p>41. Include a page on the website devoted to this audience that includes:</p> <ol style="list-style-type: none"> Historic district shopping/restaurants Human interest stories: e.g. what happened where and who was involved, ghost stories, etc. Special events, tours, history, etc. <p>42. Encourage City to take lead in historic preservation concerns in downtown/prioritize-Top-down initiative</p> <p>43. Identify/market downtown as a neighborhood</p> <p>44. Broadcast the City’s historic preservation focus/activities; give credit for success stories</p> <p>45. Sponsor educational programs/speakers on the benefits of historic preservation for city leaders to encourage City Agency support role and to</p>	
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	promote importance 46. Provide link from the COJ website to the dedicated website		
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Comparison of National Trust for Historic Preservation, 2010 Comprehensive Plan and Task Force Recommendations

Table comparing Task Force legislation and action items to the National Trust for Historic Preservation Assessment Recommendations and 2010 Comprehensive Plan Historic Preservation Element goals, objectives and policies.

National Trust for Historic Preservation	Historic Preservation Task Force	2010 Comprehensive Plan
<ul style="list-style-type: none"> - Although the present ordinance addresses problems that may affect historic buildings, the city needs greater power to prevent buildings from deteriorating to the point where they reach emergency status. Section 307.110 and 307.113 	<p>Structure Appearance Committee: Expand section 307.110 to include all property listed individually or as contributing structures within an historic district on the National Register, designated locally as a landmark or as a contributing structure within an historic district or deemed eligible by the state or local office as being eligible for one of these classifications.</p>	<p>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.</p> <p>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.</p>
<ul style="list-style-type: none"> - Form a policy and issue task force to examine the different positions on building and fire code enforcement - Investigate rehabilitation codes 	<p>Building, Fire, Zoning Codes Committee : Adopt Chapter 34 of the 2000 International Building Code include a Part 10 to Section 320, Ordinance Code to incorporate Compliance Alternatives.</p>	<p>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 adaptive reuse.</p>
<ul style="list-style-type: none"> - Create a National Register historic district 	<p>Designation Committee: Promote the creation of one or more National Register Historic Districts within downtown Jacksonville.</p> <p>Request the Planning and Development Department issues an RFP for consultants to survey downtown and make application to the National Register for eligible districts and individual structures.</p>	<p>1.2 To identify, document, record and evaluate the historic resources within the City's jurisdiction by 2010.</p> <p>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.</p>
<ul style="list-style-type: none"> - Create a strategic parking strategy to support historic rehabs. 	<p>Building, Fire, Zoning Codes Committee: Provide incentives for individual local designation by giving additional relief to individual locally designated buildings. Stimulate downtown revitalization by</p>	<p>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</p>

<p>- Create a financial package and RFP marketing strategy that supports downtown loft conversions including use of property tax abatement, creation of a downtown conventional financial consortium and other funding.</p>	<p>reducing parking requirements for other non-designated downtown buildings. - Revise and adopt re-write of Parts 3, 4, and 6 of the Zoning Code.</p> <p>Incentive Committee: Downtown Historic Preservation and Revitalization Trust Fund - Locally designated properties either as an individual landmark or as a contributing structure within a locally designated district - Located in the DDA boundary</p> <p>50% Ad Valorem Tax Exemption</p> <p>Establish Risk Capital Pool (consortium)</p>	<p>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.</p>
<p>- Create publicly chartered non-profit to acquire problem properties (Recommendation for Springfield residential property)</p>	<p>Designation Committee: Established a local revolving fund to purchase and resell endangered historic buildings to provide protection through temporary ownership. - Appoint a group to develop program guidelines and identify sources of funding for the revolving fund.</p> <p>Establish deferred incentive programs Historic Preservation Property Tax Relief to Historic Properties - Authorizes local governments to pass laws to grant 50% ad valorem tax reduction for historic buildings used for commercial or non-profit purposes - Authorizes Property Appraiser to assess historic properties solely on the basis of their character and current use Note: Included is a recapture provision "Deferred Tax Liability" for properties that fail to comply with the eligibility provisions</p>	<p>1.4.6 To protect and preserve historic resources, the City shall continue to use and incorporate legal and financial measures 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 land in its land development regulations.</p>
	<p>Marketing Committee: Identify a marketing entity to develop and maintain a successful marketing plan for historic downtown to the major audiences</p>	<p>1.7 To employ historic preservation as a means to strengthen the local economy through increased tourism and local visitation at historic sites</p>

	<p>Designation Committee: Educate the public on the parameters of National Designation and Local Designation; for example, develop a "Fact/Fiction" sheet.</p>	<p>1.8 To initiate a program of public education about historic preservation</p>
	<p>Designation Committee: The advisory review process for potential demolitions in City Ordinance §320.409 be expanded to include any building or structure in Duval County either listed or eligible for listing on the National Register of Historic Places.</p>	<p>1.1.3 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 to historic district.</p>

