



Historic Preservation Board Agenda October 14th, 2014 - 4:00 PM

1. Roll Call
2. Approval of the August 7th, 2014 Minutes
3. Appeals Procedures
4. New Business

A. Case: 14-28

Location:

- 1.) 107 – 109 St. Johns Ave
- 2.) 111 – 115 St. Johns Ave
- 3.) 117 – 119 St. Johns Ave
- 4.) 122 – 126 St. Johns Ave

Applicant: Joseph “Corky” Diamond

Request: Request for a Certificate of Appropriateness to rezone property within the Dr (Downtown Riverfront District), adding the HD (Historic District) overlay); and to recommend nomination to the National Register of Historic Places for “the 100 Block,” AKA “Century Block.”

5. Other Business
6. Adjourn

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The meeting was called to order by Chairperson Robbie Correa at 4:06 pm. Other members present included Larry Beaton, Gilbert Evans Jr., Robert Goodwin, Meri Rees, Elizabeth van Rensburg and Laura Schoenberger. The following member was absent: Lynda Crabill. Staff present: Planning Director Thad Crowe and Recording Secretary Ke'Ondra Wright.

APPROVAL OF MINUTES

Motion made by Ms. van Rensburg to approve the May 27th, 2014 minutes with minor corrections, seconded by Mr. Beaton. Motion passed unanimously.

APPEALS PROCEDURE

Chairperson Correa read the appeals procedures.

NEW BUSINESS

Case:

HB 14-16

Locations:

- 1.) Northeast side of 2nd & Madison St (within R-O-W)
- 2.) Northeast side of 2nd & Main St (within R-O-W)
- 3.) Northeast corner of 3rd St & Main St (within R-O-W)
- 4.) Southeast corner of 3rd St & Main St (within R-O-W)
- 5.) Northeast corner of 3rd St & Olive St (within R-O-W)
- 6.) Northeast corner of 4th St & Main St (within R-O-W)
- 7.) Northeast corner of 4th St & Bronson St (within R-O-W)
- 8.) Northeast corner of 5th & Olive St (within R-O-W)

Applicant:

Elizabeth van Rensburg

Request:

Certificate of Appropriateness to install eight historical wayfinding kiosk signs.

Mr. Crowe summarized his report and recommendations. He said that the kiosks on display were to be placed at eight locations on the City of Palatka's right-of-way inside the North Historic District. These kiosks will provide interesting information on neighborhood history and increase appreciation for historic preservation. This action is in keeping with the City's comprehensive plan, which stresses historic preservation education and public knowledge. The staff has reviewed the certificate of appropriateness criteria and believes the signs are in keeping with the criteria and will complement the historic district. The only Staff recommendation is that the signs are aligned in a manner that is parallel to the streets. Mr. Crowe advised the board that a public notice sign was placed at each location one week prior to the meeting date and staff did not receive any calls. Staff is recommending approval.

Ms. van Rensburg said she had some discussions with the neighbors about the signs. She added that this project came from the neighborhood association during one of the normal monthly meetings. This project was also taken to the Community Redevelopment Agency (CRA) board, which approved the signs. Ms. van Rensburg said that she had handled the application process, but this did not present a conflict of interest as she did not receive any benefits from the project.

Public Comments

J. Normand Jutras, 412 Mulholland Park, commended the City of Palatka for putting in the eight historical wayfinding kiosk signs and said that these historical wayfinding signs should be extended to other areas throughout the City as time goes on. He added that the Bronson-Mulholland House needs a sign that states the days and times the house is open or closed. Ms. van Rensburg advised Mr. Jutras that the Bronson-Mulholland House is on one of the kiosk and the 1500 tour maps with the Bronson Mulholland House featured as one of the

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best houses in the neighborhood on the map. Mr. Jutras said that the hours of operation are very important and that he would be willing to pay for it.

Anthony Harwell, 322 Madison St, asked what was the purpose of the historical wayfinding kiosk signs. Ms. van Rensburg answered that two years ago a series of historical kiosk signs were installed in the downtown area and also one was installed in the North Historic District. She noticed that people would stop at the kiosk frequently and would park their cars and read the signs, sometimes taking a photo of the sign, and then look around before leaving. She said this was an indication that the signs brought people into the area and educated and guided them, with the possibility of some of these people becoming homeowners. Mr. Harwell asked what do the signs do for the residents. Ms. van Rensburg answered that the signs might contribute to the interest of someone to buy a home in the district. Mr. Harwell said he believed that such sales would be a function of the market and not the kiosk signs. Mr. Harwell gave a power point presentation titled "Quality of Life" (attached) which advanced the view that wayfinding historic signs such as these did not positively impact historic neighborhoods. Mr. Harwell said he was not in favor of the eight historical wayfinding kiosk signs.

With no other speakers evident Chairperson Correa opened the floor to the board members for discussion.

Mr. Evans asked what the project cost was. Ms. van Rensburg answered that the project involved hiring a professional photographer, designing the layout, constructing the signs, permitting, developing a walking tour map to go with the signs. She said she did not have the exact cost breakdown but estimated a project cost of around \$10,000. Mr. Evans asked if the City of Palatka or the neighborhood association would pay the cost. Ms. van Rensburg stated this is money that came from the CRA for the North Tax Increment Financing (TIF) district that is administrated by the North Historic District Neighborhood Association. Mr. Evans what was the purpose of the pictures of the homes shown in the kiosk signs. Chairperson Correa answered that the intent was educational, to show the different architectural styles of the homes. Mr. Evans asked if individual private homes were going to be photographed and placed on the kiosks. Chairperson Correa answered in the affirmative and Ms. van Rensburg added that the photos only included the exteriors of the homes. Ms. van Rensburg said the pictures were taken of all different kind of homes, some homes that really have a historic merit but no one really pays any attention to them because they are really in such rough shape, so we have kind of a cross section of the good, bad and the ugly of the north side. Mr. Evans asked if the owners of the homes shown on the signs had signed a release and given the City of Palatka the authority to show their homes on the signs. Ms. van Rensburg answered no and said over time the ownership of the house changes, but the house itself hopefully will always stand. Ms. van Rensburg advised the board that they would not be taking pictures of the owners of the houses but only pictures of the historic structures. Chairperson Correa asked Mr. Evans if he suggests getting a release from the property owners to use the houses in the kiosk. Mr. Evans answered in the affirmative.

Ms. Rees asked if the kiosks are in the street right-of-ways. Chairperson Correa answered in the affirmative.

Jonathan Griffith, City of Palatka Project Manager, 201 N. 2nd St, advised the board that no releases are required for Google Earth™ street view and he did not believe that this was a necessary measure. Chairperson Correa suggested that a notice would be a nice way to let the homeowners know that their house would be photographed whether a release is required or not.

In response to the Mr. Harwell's request to address the Board again, Chairperson Correa reopened the public hearing. Mr. Harwell asked if the displayed kiosk were the actual kiosks that were to be installed in the historic district. Ms. van Rensburg answered in the affirmative. Mr. Harwell asked if the kiosks were already made. Ms.

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van Rensburg answered in the affirmative. She explained that the first round of kiosks did not get a COA and she was not aware that the second round would require COA approval. Mr. Harwell asked what changed to require a COA for the second round of signs. Chairperson Correa explained that the first round of kiosks were in the downtown area (and therefore did not require COA approval as this is not a historic district) and only one was located in a historic district (which did receive COA approval from the Board).

Mr. Harwell said he was concerned that since the kiosk signs are already made the Board would be swayed toward approval. Mr. Evans and Chairperson Correa disagreed with this statement. Mr. Harwell added he noticed that his house is on one of the kiosk signs and he does not approve of this.

Pam Garris, 603 Emmett St, asked if the kiosk signs would be also placed in the South Historic District. Chairperson Correa answered that the Board would not address the question as it was not on the agenda. This may be discussed at the next neighborhood association meeting. Ms. Garris asked how the kiosk sign on St Johns Avenue got approved and if it came before the historic preservation board. Mr. Crowe answered that the downtown area is not a historic district and therefore the Board does not have any authority to approve such signs in this area. Ms. Garris suggested erecting a big sign with arrows showing the way to different locations - this way signs won't intrude on residents who don't want the kiosk signs in their neighborhood. Ms. Garris is not in favor of the kiosk signs.

John Sweet, 307 Main St, said that he supports anything that would contribute toward the growth of the City, which is badly needed. Mr. Sweet was in favor of the kiosk signs.

Mr. Beaton asked about the historical accuracy of the signs and was there a process for review of sign information in regard to accuracy of such information. Chairperson Correa advised Mr. Beaton that this board wouldn't review the historical information. Mr. Crowe advised the Board that they are an arm of the City and a regulatory board which does not regulate sign content, as such content is a first amendment issue. He added that it would be possible in the future to have a committee of some sort to review the language in the future as a courtesy.

Ms. van Rensburg stated the kiosk signs have a ten year warranty for just about anything you could think of including vandalism. Maintenance for the kiosk included a wet wipe company visiting once a year. Ms. Rees asked about the metal part of the sign. Ms. van Rensburg stated the metal part was aluminum and there will be no rust problems.

Mr. Beaton said he supported sign consistency in the historic district and in fact throughout the City. Mr. Griffith agreed. Mr. Beaton asked will the Board or City be looking at limiting the number of signs on any given one block and will there be criteria for approvals for future projects. Mr. Crowe answered that there could criteria that limited signs on a block. Mr. Griffith added that only the City had the ability to install such signs.

Ms. Rees asked if the kiosk signs are parallel to the street will they face the street or the sidewalk and will you see the back of the kiosk signs traveling down the road. Mr. Crowe answered that the signs would be oriented to the sidewalk.

Motion made by Mr. Beaton to approve staff recommendations. Chairperson Correa asked the Board if it wanted to amend the motion to consider the release component brought up by Dr. Evans. Mr. Beaton agreed to amend the motion to include the release. Ms. van Rensburg asked what if someone was provided a release and

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then moved and someone else buys the house and the kiosk sign is already there. Mr. Crowe advised Chairperson Correa that staff would not recommend requiring a release because it could be a problem in the future, as Ms. van Rensburg said people come and go. He said that in a manner of speaking the historic resources belong to the City of Palatka and requiring such a release could set a precedent that would cripple this kind of educational signage program in the future. Chairperson Correa asked the board if they would like to table the case and check with City Attorney Don Holmes. Mr. Crowe advised Chairperson Correa that we would have to table the item, but suggested instead the motion could require that Staff confer with the City Attorney and if he indicated that if releases were not legally required the signs could be erected. Mr. Evans agreed with this approach.

Motion made by Mr. Beaton to approve the eight historical wayfinding kiosks signs upon receiving an opinion from the City Attorney that releases from property owners of buildings shown in the kiosk signs were not required. Motion was seconded by Ms. Rees and approved unanimously.

Case: HB 14-17
Locations: N/A
Applicant: Building and Zoning Dept.
Request: Proposed Original and Historic Use Ordinance.

Mr. Crowe said that this issue was raised before the Board at the May, 2014 meeting to discuss zoning standards that are inhibiting restoration and preservation of historic houses. The Board asked Staff to proceed with research and bring back suggestions for specific zoning changes that would help to reuse large historic buildings, particularly those which were constructed as multi family or even neighborhood commercial. In researching the matter Staff found that cities like Jacksonville have adopted ordinances and created a concept of what is called original use, referring to the use of the building when it was originally constructed. He noted that neighborhoods are no longer as mixed-use and diverse as they once were, with a mix of single and multi-family uses and even neighborhood corner stores. St. Petersburg also has a similar ordinance that allows for higher density in historic districts. Staff is aware of concerns that allowing higher density and intensity can be a "slippery slope." The proposed ordinance will use zoning to not inhibit the use of an original use structure, but to allow this original use as it was historically designed for. The Board already has a mechanism of this kind in the current standards in the case of bed and breakfast uses, allowed as conditional uses in the adaptive reuse section of the code and requiring approval by the Planning Board. He added that it is important to distinguish the design review function of the Historic Preservation Board from the Planning Board, which is a land use and zoning board. Staff proposes to add the original use provision to the historic preservation section of the Zoning Code, which already has the adaptive reuse standards. The Planning Board would review original use requests under the standard conditional use criteria along with additional criteria historic preservation criteria, including:

- the building cannot not be easily retrofitted to comply with the existing code which means it could not be converted to single family without significant cause, variances, purchasing adjacent properties, and interior modifications and damage the historic fabric of the building;
- parking needs must be met, although on-street parking should be credited;
- the comprehensive plan density cannot be exceeded;
- qualifying structures must keep the appearance of single family homes unless this results in exterior alterations that are not in keeping with the historic character of the building; and
- approvals run with the property/structure and not the owner, and if the structure is removed or demolished, eligibility is also removed.

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If the board would make a motion to approve this ordinance then we would take the ordinance to the Planning Board, which would make a recommendation to the City Commission for final review. Staff recommends approval.

Public Comment

Barbara Smothers, 110 Mulberry Rd, said that she and her husband own a house in the North Historic District (504 N 2nd St) which was originally built as a four-plex. Under this new ordinance there is possibility of using the house as a duplex. They would not like to turn the home into a single family home because it is 100 years old and turning it into a single family home would destroy the historic integrity of the home. The ordinance would allow transforming the house into a duplex with a minimal amount of wall rearrangement. She said she was in favor of the ordinance.

Ms. van Rensburg would like to recuse herself from this discussion since her husband is a general contractor and has done some work for the Smothers in the past. Ms. van Rensburg filled out an recusal form (file).

Anthony Harwell, 322 Madison St, spoke in favor of the ordinance.

Corky Diamond, 412 Mulholland Park, noted that the building Ms. Smothers is referring to would be for residential use and not for commercial use. Ms. Smothers agreed. Mr. Diamond supported the ordinance.

J. Normand Jutras, 412 Mulholland Park, said that there were other properties the new ordinance would also affect. He spoke in favor of the ordinance.

Chairperson Correa suggested that the City considered the possibility of a rental ordinance also so that the two ordinances could go hand in hand with each other for some safeguards of the neighborhood.

Ms. Scheonberger asked what exactly the Board would be voting. Chairperson Correa advised Ms. Scheonberger that the motion would be to recommend sending the ordinance forward the planning board for their review and recommendation.

Motion made by Mr. Evans to approve the staff recommendation to forward the ordinance to the Planning Board as suggested by staff. The motion was seconded by Mr. Goodwin and approved unanimously.

OTHER BUSINESS – Mr. Beaton would like to mention that the City of Palatka has by their master site file on the website so now you could download and look at the master site file for any property in the historic district and he wanted to thank the City building department for that. The Putnam County Historical Society website also has the original study that was done to form the historic districts in Palatka. Chairperson Correa also advised the board that the South Historic Neighborhood Association also has a hard copy of this report as well for anyone to look at.

J. Normand Jutras, 412 Mulholland Park, 409 Emmett St addressed the Board, noting that he had recently purchased a home in the South Historic District with a badly leaking roof and he requested direction from the Board if it would be acceptable to install a architectural shingle roof. Mr. Crowe added that the current standards allowed Staff to approve a metal, wood shingle, or slate roof, since they were accepted historic roof materials, but he believed that this list should now include architectural shingles, since the Board had approved

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such a roof at their last meeting. Chairperson Correa agreed that the board did set a precedent for the architectural shingles and that staff could go ahead and approve this roof type administratively.

Motion made by Mr. Beaton to adjourn, seconded by Mr. Evans.

ADJOURNMENT

With no further business the meeting was adjourned at 5:10 pm.

STAFF REPORT

DATE: October 6, 2014

TO: Historic Preservation Board members

FROM: Thad Crowe, AICP
Planning Director

SUBJECT: 100 Block Local & National Historic District Registration

APPLICATION REQUEST

The Applicant and owner of these properties, Mr. Diamond, has requested the placement of the HD (Historic District) overlay zoning district on the properties and also the recommendation for inclusion in the National Register of Historic Places.



Figure 1: Location map

APPLICATION ANALYSIS

The criteria for National Register designation are repeated verbatim for local designation in Section 54-77(2) of the City's Municipal Code. Staff has interpreted that at least one of the following criteria must be met for both local and national historic designation.

The historic district or site recommended by the board shall be one possessing particular historic, architectural or cultural significance, which:

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

It is important to understand the last phrase in Criterion c above – a historic district may include several properties that are individually eligible for historic registration due to architecture, events, craftsmanship, notable people, etc., but the normal, everyday buildings are the backbone of a historic district. A historic district is the sum of its parts, even if those parts may not stand out in their own right. This distinction comes into play with the evaluation of the 100 block, as 122-126 St. Johns Avenue is individually eligible, and the other buildings are only eligible as part of a district.

The National Park Service defines a "district" as possessing a "significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development." The downtown area has a concentration of older buildings that are unified by physical development (grid block system, buildings fronting the sidewalk, brick exteriors) and a continuity of development that began in the 1880s and wound down in the 1940s. During this time period the downtown was the primary place for commerce, government, and most all nonresidential activities in the City, serving residential neighborhoods and outlying areas in the County.

Staff supports this nomination as an effort that is separate and distinct from a downtown historic district. These buildings stand on their own as a grouping of structures, in essence a "mini-district" due to their separation from vicinity historic buildings by a four-lane road and multiple vacant properties, as well as their mostly similar construction year (1885). This group of buildings is the last intact remnant grouping of the Victorian-era riverfront district – after the turn of the century commercial development shifted from a clustering oriented to the river to more of a linear pattern along St. Johns Ave.

The 100 block includes four buildings with the following addresses from south (St. Johns Ave.) to north (Reid St.): 122-126 St. Johns Ave. (Moragne Building), 107-109 N. 2nd St., 111-115 N. 2nd St. (Bailey Building), and 117-119 N. 2nd St.

122-126 St. Johns Ave: The Florida Master Site File (from a 1980 survey by St. Augustine-based Historic Property Associates) notes this is a fine example of an Italianate style building, featuring arched window openings, distinctive quoins on the building corner facing the intersection, and unusual decorative brick corbelling beneath the cornice. Significant interior detailing includes pine floors, mouldings, glassed partition walls, transom lights above doors, and a full central atrium. The original red brick remains under a stucco covering.



The structure is known as the Moragne Building and is the oldest remaining commercial building in Palatka, built in 1885 shortly after the great downtown fire of 1884. It was built for a prominent physician, Nathaniel H. Moragne, who came to Palatka in 1852 and established the first drug store in the City. He was one of the organizers of St. Mark's Episcopal Church, married the daughter of former Governor William D. Moseley, and was twice elected to the legislature after the Civil War. The building was long used for medical purposes with doctor's offices located here through the 1920s, including J.C. Chandler (1912-1915) and D.Y. Rosborough and T.R. Beggs (1922-1925). In the 1930s the building hosted Eloise's and Lilly's beauty shops, in the mid-1950s the offices of the Palatka Construction Company, and in the early 1960's the law offices of Causey S. Green. A 1992 letter from Historic Property Associates, Inc. gave the opinion that the Moragne Building was eligible for individual listing on the National Register of Historic Places and this letter received a favorable response from the Florida Division of Historic Resources. Staff agrees with individual eligibility given the building's architectural significance and integrity, its distinction as the City's oldest surviving commercial building, and the association with Dr. Moragne who was a notable citizen on the local and state level. The building also is important as a symbol of the rebuilding of the City after the devastating fire of 1884. The property is eligible for local and national historic designation under Criterion b and c.

107-109 N. 2nd St.: As noted in the Florida Master Site File, this Masonry Vernacular (brick) style structure was also built in 1885. Prior to its becoming vacant the building hosted a variety of business, including insurance, undertaking, and a construction company. From the early years of the 20th century until mid-century, its most important occupant was Southern Bell Telephone and Telegraph Company. The building does have much of its original brick exterior preserved, and the second floor retains its original architectural integrity with the exception of the removal of a second story balcony, present on other 100 block buildings. Arched windows and a distinctive line of dentils under the cornice are hallmarks of the Italianate architectural style, popular in the late 1800s. The street façade, particularly the first floor, has undergone major alterations including bricking in a storefront window. It is Staff's opinion that this building is eligible for National and local historic registration as part of a downtown historic district, based on architectural style and integrity as well as its longstanding occupant. The property is eligible for local and national historic designation under Criterion c.



111-115 N. 2nd St.: The Florida Master Site File notes that this building dates to sometime between 1915 and 1924. It is a masonry (brick) structure with classical details such as ionic columns, arch recesses, and ornamental cornice with molding and dentils. Original elements of the façade such as the cornice, wide arches, and cream-colored brick have been preserved, while the brick areas and columns under the arches appear to be later and possible non-historic period alterations. In the past it was known



as the Bailey Building and served as offices for numerous businesses over the years, including the Southern Insurance Company, the Atlantic and Gulf Insurance Company, and the Putnam Loan and Savings Company in the 1920s. It is Staff's opinion that this building is eligible for National and local historic registration as part of a downtown historic district, based on architectural style and integrity as well as occupancy by longstanding local businesses. The property is eligible for national and local historic designation under Criterion c.

117-119 N. 2nd St.: The Florida Master Site File indicates an approximate construction date for this building of 1885. This brick building represents the Italianate style, represented by the distinctive decorative cornice and the arched windows. The street façade was covered with brown stucco with metal grilles placed over the windows. As with other 100 block buildings, the upper floor is relatively unaltered while first floor alterations have obscured original elements, with the exception of one of the few original 19th century commercial entrances in the City.



However these coverings can be removed to reveal original architectural elements. Late 19th century businesses within the building included a crockery shop, taxidermist, and a stationary store. In 1912 Budington Grocery was located in the building, and three years later a furniture store occupied the space. In the 1920s the building served as offices for North Florida Motors and by the mid-1930s the building hosted the Loveland and Tanner real estate offices, Palatka Federal Savings and Loan, and the United Fund, Inc. The second floor was traditionally used for apartments, known in the 1930s as the Coquina Apartments. It is Staff's opinion that this building is eligible for National and local historic registration as part of a downtown historic district, based on architectural style and integrity. The property is eligible for local historic designation under Criterion c.

STAFF RECOMMENDATION

Staff recommends approval of HB 14-28 to 1) apply HD (Historic District) zoning to 122-126 St. Johns Ave. (Moragne Building), 107-109 N. 2nd St., 111-115 N. 2nd St. (Bailey Building), and 117-119 N. 2nd St; and 2) to recommend these structures for inclusion on the National Register of Historic Places.