

## **GOAL 4: HISTORIC PRESERVATION (2030 GOAL 11)**

### **BACKGROUND, DATA AND ANALYSIS**

The history of Fernandina Beach is long, diverse and interesting. It is a source of pride for the community, a legacy for future generations and a source of interest for visitors. Such a rich history also provides a community with social stability. For these reasons, it is important that we conserve and preserve the natural and manmade historic, cultural and archaeological features of the city. The rich history and the evolution of the different segments of the City provide it's unique and somewhat quirky character. This character comprises one of the City's most valuable assets. This asset makes those who grow up in Fernandina Beach stay here or return, it has attracted a population from all over the country that has stimulated the economy dramatically and it attracts tourists every year. While the term "resources" is traditionally utilized to refer to such historical features, this plan utilizes the term "asset" because it more accurately reflects the role of such features in our City and in its economy.

The unique character of Fernandina Beach is definitely one of our most valuable assets. These characteristics are part of our "sense of place," natural and manmade characteristics of a community that make it unique and attractive. Edward McMahon holds the Charles E. Fraser Chair on Sustainable Development at the Urban Land Institute in Washington, DC, and has published extensively on various aspects of sustainable planning (e.g., <http://plannersweb.com/topics/columnists/mcmahon/>). This TED Talk summarizes the importance of maintaining character and sense of place for our future economy: <https://www.youtube.com/watch?v=qB5tH4rt-x8>.

Historic preservation efforts in Fernandina Beach date back to the 1970's. The Historic Preservation Element maintains the unique character and heritage of the City of Fernandina Beach by preserving and protecting the historic, cultural, archaeological and natural assets within the City and promotes public awareness of the benefits of preserving such assets. Historic assets (also known as historic resources) are the tangible remains of our historic heritage linking the past to the present, important to our quality of life, giving our community a sense of place, character and uniqueness.

In order to conserve historical assets, it is critical that the City have a Historic Preservation Planner as well as an updated and accurate Inventory of Historical Assets, including but not limited to the following:

- Assets eligible for the National Register of Historic Places
- Assets eligible for future local district designations
- Assets owned by the City

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- Non-designated assets
- Natural feature and tree assets

One or more Commission-appointed review boards oversee the identification and monitoring of the historic assets of Fernandina Beach. Multiple City departments interface in the monitoring and support of this effort, including but not limited to, Planning and Conservation, Building, and Enforcement.

One of the greatest challenges the City has faced with historic preservation is “demolition by neglect.” For this reason, it is important that maintenance issues be identified in a timely manner and that homeowners be educated regarding the importance of upkeep. The City must also identify resources for aiding homeowners who cannot afford maintenance and upkeep.

In 2012, the Archaeological Predictive Model report by Environmental Services, Inc. identified likely locations for archaeological and paleontological assets. The results of this report now need to be documented and the sites need to be protected through zoning and FLUM designations.

While the oldest and most traditional historic properties are of great value to the City’s character and tourism, the City can benefit more effectively from classification and designation of non-designated districts and assets that represent a) critical cultural elements of the City’s history and b) a broader array of architectural styles representing regional architecture or more recent styles.

This element also integrates greater emphasis on protecting our historic trees. These trees are a critical part of the character, or "sense of place," of Fernandina Beach and are therefore underlying drivers of the economy. Once these trees die, the new ones we plant will not ever be like the old ones because they are maturing in a different environment and perhaps because of variations in stock.

In the 2030 Comprehensive plan, Bosque Bello Cemetery, one of the greatest City assets, was included in Historic Preservation and also in Parks and Recreation. However, because of its value as an asset and because of the damage that has been done to both stones and trees by maintenance staff (documented in the report by Peg Lehosit, communicated to the City Manager and Commissioners on October 5, 2018), this asset is now exclusively under Historic Preservation. Expert resources and training need to be employed in maintaining this site.

In consideration of the hazards of flooding, storm surge and sea level rise and the vulnerability of some historic structures and Bosque Bello, it is important for the Historic Preservation Planner to collaborate with the City Floodplain Manager and Chief Resiliency Officer.

In the course of researching this element, input was sought from Sal Cumella, Historic Preservation Planner, Fernandina Beach; Tammi Kosack, member of the Historic District Council; and Peggy Lehosit, long-time Historic District resident.

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**MAPS NEEDED TO SUPPORT GOAL 4**

- Future Land Use Map: Fernandina Beach (entire)--updated
- Future Land Use Map: Historic District Overlay—updated
- Future Land Use Map: Community Redevelopment Area--updated
- Map of Old Town—updated
- Map of city core, including historic districts and surrounding neighborhoods.
- Selected maps from:
  - Nassau County Vulnerability Assessment: Phase II. The Balmoral Group, April 3, 2020. (<https://www.nassaucountyfl.com/DocumentCenter/View/20842/Final-Phase-II-Vulnerability-Assessment>)
  - Nassau County Vulnerability Assessment: Phase II. The Balmoral Group, June 17, 2020. (<https://www.nassaucountyfl.com/DocumentCenter/View/20842/Final-Phase-II-Vulnerability-Assessment>)

**SELECTED REFERENCES**

Brockington and Associates, Inc. Fernandina Beach Historic Resources Survey Update, Final Report, Sheldon Owens and Charlie Philips. June 2018.

Environmental Services, Inc. City of Fernandina Beach Archaeological Predictive Model. ESI Report of Investigations No. 1448, EJ11346.00. Brent M. Handley, Chris DeRolph and Rusty Newman. January 2012.

Lehosit, Peg. Bosque Bello Prior to Maintenance Damage. Part I, October 9, 2018. Email message to Margaret Kirkland (also sent to Dale Martin).

Lehosit, Peg. Report on Bosque Bello Tree and Stone Damage. Part II, October 10, 2018. Email message to Margaret Kirkland (also sent to Dale Martin).

Nassau County Vulnerability Assessment: Phase II. The Balmoral Group, April 3, 2020. (<https://www.nassaucountyfl.com/DocumentCenter/View/20842/Final-Phase-II-Vulnerability-Assessment>)

Nassau County Vulnerability Assessment: Phase II. The Balmoral Group, June 17, 2020. (<https://www.nassaucountyfl.com/DocumentCenter/View/20842/Final-Phase-II-Vulnerability-Assessment>)

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**OBJECTIVES**

1. Historic Assets
2. Archaeological and Paleontological Assets
3. Programs and Policies
4. Historic Structures
5. Post-Disaster Strategies
6. Design and Planning
7. Community Awareness
8. Non-Designated Assets
9. Sustainable Development
10. Intergovernmental Coordination

**GOAL 4. HISTORIC PRESERVATION**

**The City shall ensure preservation and protection of historic, archaeological, paleontological, cultural and natural assets within Fernandina Beach.**

**In consideration of the hazards of flooding, storm surge and sea level rise and the vulnerability of some historic structures and Bosque Bello, the Historic Preservation Planner must participate in City planning for sustainability and resilience in coordination with the City Floodplain Manager and Chief Resiliency Officer.**

**OBJECTIVE 4.01. HISTORIC ASSETS**

**The City must secure for future generations the opportunity to share the unique heritage of Fernandina Beach through the promotion of the City's history and heritage and must continue to promote the preservation of historic assets, both natural and built, through commitment to conduct historic, cultural and archaeological asset surveys and the continued development of relevant ordinances, guidelines, and databases.**

**POLICY 4.01.01.**

The City must protect, preserve and conserve districts, sites, trees, dunes, middens, landmarks and/or structures within the City that are included on the National Register of Historic Places, or in locally designated historic districts, or that contribute to the unique character and cultural heritage of the City, to ensure their protection from demolition, deterioration, reconstruction or alteration.

**POLICY 4.01.02.**

The Historic Preservation Planner must maintain an inventory of structures, sites and districts eligible or potentially eligible for listing on the National Register of Historic Places. This inventory must be integrated into the City GIS and updated every ten years. These Historic Resources Survey Updates are part of the Comprehensive Plan. Where identified, the City must contact owners of historic assets and properties eligible or

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potentially eligible for listing on the National Register to encourage nomination of such properties to the National Register.

**POLICY 4.01.03.**

The Historic Preservation Planner must implement a process for local historic district designation and evaluate areas potentially eligible for future local historic district designation, recognizing and including the contributions and neighborhoods of underrepresented groups (whose voice in City decision making is not commensurate with their population) and heritage families in our City's history. These district designations must be integrated into City GIS.

**POLICY 4.01.04.**

The City must continue to evaluate the need for updated historic, cultural and archaeological resource surveys identifying these resources within Fernandina Beach. Where new or updated surveys are needed, the City must continue to pursue grant funding to assist in conducting the surveys.

**POLICY 4.01.05.**

The Historic Preservation Planner must conduct a survey of all City-owned and managed properties including lands, buildings, trees and features in order to compile an inventory of historic assets under City supervision.

There must be no loss of historic assets on City-owned properties. Sensitive adaptive re-use of historic structures must be encouraged as an alternative to demolition.

In the sale of City-owned contributing historic structures, the City must incorporate a preservation deed restriction, requiring that the Secretary of the Interior's Standards for Rehabilitation be followed for any alteration to the asset.

In the sale of City-owned property containing historic assets, the City must incorporate a preservation deed restriction that requires the historic assets on the property to be protected, preserved, or re-used in a manner sensitive to the historic properties of the site.

**POLICY 4.01.06.**

The City must continue implementation of the historic preservation ordinance and continually monitor the ordinance for needed modifications to best protect historic, cultural and archaeological assets within the City. The City must continue through its historic preservation ordinance to ensure projects affecting historic properties, districts or sites within the City are in compliance with the Secretary of the Interior's Standards.

**POLICY 4.01.07.**

The City must remove any provisions in its Land Development Code that discourage the reuse and rehabilitation of historic properties.

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**POLICY 4.01.08.**

The City must continue delegating authority to City Commission-appointed review board(s) for decisions affecting the historic, cultural and archaeological of the City. The historic preservation ordinance must continue to grant powers to the appropriate review board which may include, but are not limited to:

- a. Promulgating rules governing its operation in carrying out its responsibilities;
- b. Making recommendations to the City Commission for historic district or neighborhood conservation district designation;
- c. Working on design guidelines specific to designated historic or neighborhood conservation districts and making recommendations to the Planning Advisory Board and City Commission regarding those guidelines;
- d. Working on the historic preservation ordinance and making recommendations to the Planning Advisory Board and City Commission regarding the ordinance;
- e. Reviewing proposed physical alterations of designated properties or districts;
- f. Reviewing plans for removal or pruning of mature, significant, heritage and heritage-quality trees in collaboration with the City Arborist;
- g. Reviewing variance requests seeking relaxed setbacks if such variance preserves, protects, and/or mitigates damage or loss of any mature or historic trees, dunes, middens or structures on a property.
- h. Issuing certificates of appropriateness for proposed physical alterations deemed by the appropriate review board to comply with the Secretary of the Interior's Standards for Rehabilitation or any adopted design standards that are based on the Secretary's Standards;
- i. Hearing variances for properties within historic districts, neighborhood conservation districts, or the Community Redevelopment Area, including non-precedent-setting variances to enable a developer or builder to save mature trees; and
- j. Conducting public outreach and educational opportunities regarding historic preservation and cultural asset protection.

**POLICY 4.01.09.**

The Downtown Historic District Guidelines, the Old Town Preservation and Development Guidelines, and the CRA Design Guidelines must be used in the City's Certificate of Appropriateness process and provide information to property owners, architects and contractors. The City must continue to evaluate the need for updates and revisions to the Design Guidelines, or the creation of new Guidelines as needed.

**POLICY 4.01.10.**

The City must maintain updated information on historic properties, trees, dunes, middens, cultural assets and archaeological sites in the City's GIS mapping system. This information must be shared between local agencies, including, but not limited to, the Nassau County Property Appraiser.

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**POLICY 4.01.11.**

The City must ensure administrative processes and fees encourage and incentivize the reuse and rehabilitation of historic resources.

**OBJECTIVE 4.02. ARCHAEOLOGICAL AND PALEONTOLOGICAL ASSETS**

**The City must identify, preserve, and protect archaeological and paleontological assets within Fernandina Beach.**

**POLICY 4.02.01.**

The City must implement the findings of the 2012 Archaeological Predictive Model report by documenting and protecting areas of potential archaeological and paleontological significance within Fernandina Beach. Information from the survey must be included and maintained in the City's GIS mapping system. Implications for zoning and FLUM designations must be identified, codified in map changes and enforced in order to protect such sites. Related educational programs must be designed in collaboration with the Museum.

**POLICY 4.02.02.**

The City must formulate and implement land development regulations addressing archaeological and paleontological protection. The City must seek the input of the Florida Public Archaeology Network in drafting the regulations.

**POLICY 4.02.03.**

The City must be responsible for ensuring that any proposed development projects will not adversely impact a significant archaeological or paleontological site, and must seek assistance from a professional archaeologist or archaeological consulting firm in assessing the potential impacts of development projects.

**POLICY 4.02.04**

The City must provide training for City employees regarding archaeological resources, areas of archaeological and paleontological significance within the City, and procedures for addressing and preserving identified assets.

**OBJECTIVE 4.03. PROGRAMS AND POLICIES**

**The City must continue to develop programs and policies to protect and preserve the City's historic, cultural, archaeological, and historic natural assets.**

**POLICY 4.03.01.**

The City must explore strategies for preservation of historic assets and properties, including, but not limited to:

- a. Incentives for maintenance, restoration and rehabilitation, and stabilization of historic, cultural, natural or archaeological assets;
- b. Incentives for productive and adaptive reuse of historic structures;

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- c. Incentives for private ownership and responsible stewardship of these assets;
- d. Opportunities for acquisition and/or conservation by governmental entities, private interests, or non-profit organizations; and
- e. Establishment of historic, archaeological, or neighborhood conservation districts.

**POLICY 4.03.02.**

The City must employ a full-time historic preservation planner in order to ensure proper preservation efforts for the City's historic, cultural and archaeological assets.

**POLICY 4.03.03.**

The City must foster inter-departmental cooperation regarding historic preservation and ensure coordination and training among City employees regarding preservation efforts.

The City must continue cooperation between the Building and Planning Departments to establish an effective process to identify all designated properties and assets, or surveyed properties and assets, that are eligible for designation.

**POLICY 4.03.04.**

The Building Official must coordinate with appropriate review boards on updates to the Florida Building Code, or other applicable building codes, that may impact historic structures.

**POLICY 4.03.05.**

City Code Enforcement staff must be trained on an as needed basis to identify and cite historic properties that are subject to demolition by neglect. Code Enforcement must continue to work with the City Historic Preservation Planner on inspections within the historic districts to allow for documentation and possible identification of alternative solutions. The applicable review boards must work together regarding Code cases of demolition by neglect within the historic districts.

**POLICY 4.03.06.**

Planning studies conducted by the City, including but not limited to studies on neighborhoods, housing, transportation, drainage, stormwater, utilities or disaster planning must identify the presence of historic assets, including trees, dunes, middens, and structures and the impact of any proposals on these assets.

**POLICY 4.03.07.**

Any project sponsored by or under the authority of the City, either financially or administratively, which involves a site modification, rehabilitation of historic buildings, or construction of new buildings within a designated historic district or the Community Redevelopment Area must adhere to appropriate historic preservation standards for such activity, must be subject to review by the applicable review board, and must seek the assistance of design and build professionals specializing in historic preservation in the completion of the work.



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**POLICY 4.03.08.**

The City must continue the use of historic buildings for governmental purposes and must consider the acquisition of historic buildings for adaptive reuse for municipal purpose when additional space is required. Any building fifty (50) or more years old considered for surplus by the City must be submitted prior to sale for review by the applicable review board. Any such building determined to have historic or architectural significance, if considered surplus, must be sold or otherwise conveyed by the City with protective covenants to ensure its preservation and proper rehabilitation.

**POLICY 4.03.09.**

The City must activate the Historic Preservation Trust Fund during the annual budget process in order to provide for activities as authorized by Ordinance 2005-20.

**POLICY 4.03.10.**

The City must identify and implement strategies and incentives for property owners that will lead to the preservation, as opposed to the demolition, of buildings located in designated historic districts, or buildings over 50 years old, including but not limited to, utilizing the Historic Preservation Trust Fund to provide financial and educational opportunities for historic property owners. Additional resources and options must be identified and activated.

**POLICY 4.03.11.**

The City recognizes the importance of structures constructed in the last fifty years, and encourages efforts to protect significant examples of these structures as illustrative of the community's recent heritage.

**POLICY 4.03.12.**

The City must continue to implement ad valorem tax exemptions for historic properties as authorized by Florida Statutes.

**POLICY 4.03.13.**

The City must expand and incentivize the heritage tree program, initiating amendments to the program as needed in order to best protect the City's heritage, heritage-quality, significant and mature trees.

**POLICY 4.03.14.**

The City must continue to monitor and seek support from state and federal programs related to historic preservation, and must pursue grant funding where feasible to complete projects in the City related to historic, cultural and archaeological asset protection.

**POLICY 4.03.15.**

The City must promote historic, cultural, archaeological and historic natural asset protection as an economic tool in the revitalization of the City and its neighborhoods, and support heritage tourism opportunities as a form of economic development. The

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City must support the efforts of other local organizations to further heritage tourism opportunities.

**POLICY 4.03.16.**

The City must maintain active Certified Local Government status and ensure all Certified Local Government requirements are met as defined by the State Historic Preservation Officer.

**POLICY 4.03.17.**

The City must continue to maintain a regularly updated list of pre-qualified architectural and archaeological consultants and establish policies and procedures for use of the consultants.

**POLICY 4.03.18.**

The City must encourage public-private partnerships in restoring and revitalizing the City's historic districts and historic non-designated neighborhoods.

**POLICY 4.03.19.**

The City must encourage retention of essential public services, such as a post office, library and other government functions, in the historic downtown district, and encourage reuse of historic buildings for these functions where feasible.

**OBJECTIVE 4.04. HISTORIC STRUCTURES**

**The City must actively encourage maintenance and preservation of historic structures.**

**POLICY 4.04.01.**

The City's historic preservation ordinance must continue to include a demolition by neglect provision, and the City must regularly evaluate such provision to ensure that it is effectively preventing or reducing demolition by neglect in the historic districts. Alternative resources and support for such upkeep must be identified and utilized.

**POLICY 4.04.02.**

The City must conduct, at a minimum, annual windshield surveys of historic district properties in conjunction with Code Enforcement staff to monitor and maintain properties for any risk due to demolition by neglect.

**POLICY 4.04.03.**

The City must evaluate incentives and identify partners that may allow the City and its partners to assist historic property owners with maintenance and preservation of their properties.

**POLICY 4.04.04.**

The City must utilize a portion of the dedicated funds from the Historic Preservation Trust Fund to provide for small grants to historic district property owners to assist in maintenance and preservation efforts.

**OBJECTIVE 4.05. POST-DISASTER STRATEGIES**

**The City must establish programs and policies regarding post-disaster strategies for historic, cultural, natural and archaeological assets within Fernandina Beach.**

**POLICY 4.05.01.**

The City must ensure that historic, cultural, natural and archeological asset protection is addressed in any post-disaster redevelopment planning efforts within the City.

**POLICY 4.05.02.**

The City must ensure that procedures for emergency actions regarding historic, cultural, natural or archaeological assets following a disaster are included in any post-disaster redevelopment planning efforts within the City.

**POLICY 4.05.03.**

The City must coordinate with Nassau County regarding post-disaster redevelopment planning and ensure the Nassau County Post-Disaster Redevelopment Plan incorporates historic, cultural, natural and archaeological asset protection within the City.

**POLICY 4.05.04.**

The City must provide information to property owners regarding disaster planning and protection of historic resources.

**POLICY 4.05.05.**

The City must support incentive-based mitigation measures for historic structures or sites in order to improve community resilience.

**OBJECTIVE 4.06. DESIGN AND PLANNING**

**The City must encourage compatible design and planning within and surrounding existing historic districts.**

**POLICY 4.06.01.**

The City must ensure that new and infill development adjacent to the Downtown and Old Town historic districts respects and complements the patterns, character, and scale of those historic districts.

**POLICY 4.06.02.**

The City must evaluate the neighborhoods contiguous to the historic districts, and evaluate strategies for revitalization of existing structures in these neighborhoods in a manner that is consistent with their original development and also compatible with the adjacent historic districts.

The City must ensure development in neighborhoods contiguous to historic districts or designated properties is compatible with the surrounding fabric in terms of size, scale, mass and height by providing for regulations that establish a framework of compatibility

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for infill and additions to properties patterned on the existing district's characteristics and context of the existing buildings or natural resources.

**POLICY 4.06.03.**

The City must utilize urban design and streetscape plans when seeking to revitalize neighborhoods, particularly for the historic districts, in order to accomplish the goals of preservation and sustainable development and to maintain the character of the neighborhood and quality of life.

Urban design elements should be incorporated into the Plan Area to inform visitors that they have entered a special place. This includes improvements such as new street trees and pedestrian scaled lighting, street furnishings, decorative paving features, and landscaping. These improvements will help increase the quality of the pedestrian environment. A unified streetscape will also help unify the visual and thematic experience.

**POLICY 4.06.04.**

Street, sidewalk, utility and other improvements undertaken by the City in designated historic districts must be consistent with the historic character of those districts. The City must implement streetscape design guidelines which establish appropriate street and sidewalk surfaces, patterns, street furniture, street lights and similar municipal appurtenances in the historic districts when existing fixtures are installed, repaired or replaced, and must be approved by the applicable historic review board. Introduction of any new, or replacement of existing exterior lighting must strive to reduce or eliminate light pollution, glare, and/or light trespass by following guidance and best practices for Dark Sky planning.

**POLICY 4.06.05.**

The City must require underground placement of utilities in historic areas to protect the aesthetic character of the historic assets. If significant archaeological assets are present, the assets must be documented by an archaeologist and the impact of the utilities must be mitigated per archaeological standards. If mature, significant, heritage and/or heritage-quality trees are present, the resources must be documented by an ISA-certified arborist and impact must be avoided by use of alternative methods consistent with ISA standards.

**POLICY 4.06.06.**

The City must improve and develop parks and create pedestrian and bicycle pathways in designated historic districts.

**POLICY 4.06.07.**

The City, County and State must negotiate with utilities to establish standards for tree trimming that do not damage our valuable trees or the character of the city. Where damage to trees by utilities is unavoidable, the utilities must be placed underground.

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The City must require placement of underground utilities in historic areas to protect the aesthetic character of the historic assets.

**POLICY 4.06.08.**

The City, County and State must establish standards for roadside right-of-way tree and understory trimming that maintain the health of our canopy and do not promote excessive growth of vines.

**OBJECTIVE 4.07. COMMUNITY AWARENESS**

**The City must promote the economic benefits of historic preservation as it relates to property values and heritage tourism and increase community awareness of historic, cultural, natural and archaeological asset preservation. This is a responsibility of all departments and elected officials, as well as the Public Information Officer.**

**POLICY 4.07.01.**

The City must promote historic preservation throughout the community by providing educational opportunities regarding historic, cultural, natural and archaeological assets, including but not limited to, workshops, publications and media outreach. This could be a collaborative effort with the Museum and/or other nonprofit organizations.

**POLICY 4.07.02.**

The City must provide for the interpretation of City-owned historic assets, including but not limited to, media outreach, interpretive kiosks or plaques, and staff outreach.

**POLICY 4.07.03.**

The City must support and encourage local projects involving education of children regarding historic, cultural, natural and archaeological assets.

**POLICY 4.07.04.**

The City must support local projects involving walking or bicycling through historic areas.

**POLICY 4.07.05.**

The City must continue a local preservation awards program to officially recognize excellence in local historic preservation activities, and must partner with local preservation organizations to promote the awards program.

The City must maintain a local register of historic buildings, structures, trees, dunes, middens and sites.

**POLICY 4.07.06.**

The City must, with the cooperation of property owners, encourage community and cultural events to take place in the historic districts, historic neighborhoods and other areas to enhance awareness and appreciation of the cultural heritage in the City.

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**POLICY 4.07.07.**

The City must cooperate with local preservation organizations in identifying existing and potential local historic preservation issues and in addressing solutions to those issues. The City must also cooperate with local preservation organizations in identifying opportunities for partnering to advance community awareness of historic, cultural, natural and archaeological asset preservation in the community. The City must also cooperate with organizations that conserve trees and other aspects of our environment. Specific goals must be set for such efforts.

**POLICY 4.07.08.**

The City must coordinate with the Florida Trust for Historic Preservation and the Division of Historical Resources to bring training opportunities to Fernandina Beach regarding historic preservation for interested City employees, Board members, historic property owners, and members of the public.

**POLICY 4.07.09.**

An unusually eclectic array of architectural styles is represented in the City of Fernandina Beach. These styles should be the basis for an educational and entertaining tour. The Planning and Conservation Department and the Historic District Council must collaborate with the Museum and/or experts in the community to develop an eclectic architecture tour.

**POLICY 4.07.10.**

The limbs and roots of our oldest trees and our Heritage Trees extend beyond property lines, particularly in the historic districts. These trees are critical to the character of the City. These limbs and roots were present when the parcel was purchased, which means that it was the choice of the buyer to purchase the parcel in that condition. Therefore, property owners must not cut limbs larger than five inches in diameter on trees that extend over their property. Also, property owners must not cut roots larger than three inches in diameter that cross property lines into their yard.

**OBJECTIVE 4.08. NON-DESIGNATED ASSETS**

**The City must encourage protection and revitalization of non-designated historic structures and neighborhoods within Fernandina Beach. Reuse and renovation of the Peck Center is one example. These places enrich and bring meaning to our lives and communities. Sometimes that meaning is cultural, religious, or social. A building might be the fabric that ties a neighborhood together, or an archaeological site may be spiritually important to Florida's indigenous people.**

**POLICY 4.08.01.**

The City must encourage protection, preservation, and revitalization of historic non-designated structures and neighborhoods.

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The City must provide assistance to neighborhoods to achieve a positive neighborhood identification and a sense of place.

**POLICY 4.08.02.**

The Planning and Conservation Department must use the 2011 Reconnaissance-level Architectural Survey of the City Limits to identify non-designated historic structures and neighborhoods within the City, and must evaluate strategies for encouraging revitalization of these structures and neighborhoods in a manner consistent with their original development.

The Planning and Conservation Department must implement programs to improve public awareness, involvement and understanding on issues concerning historic preservation.

**POLICY 4.08.03.**

The Historic Preservation Planner must review the existing Land Development Code for requirements that would prevent a potentially historic but non-designated structure or neighborhood from retaining the overall scale, massing, height, area, setbacks, and other elements that contribute to that neighborhood's character.

**POLICY 4.08.04.**

The Historic Preservation Planner must review and make specific recommendations to the City Commission regarding changes or modifications to the Land Development Code that will assist in protecting the character of these historic non-designated structures and neighborhoods.

**POLICY 4.08.05.**

The City must involve residents of neighborhoods in any planning processes related to potential Land Development Code changes affecting their neighborhoods.

**POLICY 4.08.06.**

The Historic Preservation Planner must identify areas of concentration of assets which appear to qualify as historic districts or neighborhoods worthy of protection due to historic or cultural development characteristics and evaluate designation of such neighborhoods as historic districts or neighborhood conservation districts. If areas are identified, land development regulations must be established to preserve and protect these areas from the encroachment of incompatible land uses.

**POLICY 4.08.07.**

The Planning and Conservation Department must involve the community and residents of the identified neighborhoods in planning processes related to identification of their neighborhoods as eligible to be a historic or neighborhood conservation district. The City Commission must use a public hearing process to establish any proposed historic district or neighborhood conservation district.

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**POLICY 4.08.08.**

The City must consider implementing incentives, including but not limited to, tax exemptions, expedited permitting, or reduced fees, for property owners to rehabilitate existing structures within these non-designated historic neighborhoods.

**POLICY 4.08.09.**

The City must consider the use of tax increment financing or other taxing mechanisms as a method to promote the revitalization preservation and enhancements of heritage assets of non-designated historic neighborhoods. Alternative strategies must also be identified and implemented.

**OBJECTIVE 4.09. SUSTAINABLE DEVELOPMENT**

**The City must encourage historic preservation as a form of sustainable development, and recognize the interconnection between historic preservation and sustainable construction strategies, incorporating relevant aspects of Goal 2 as feasible.**

**POLICY 4.09.01.**

The City must encourage historic preservation as a sustainable building practice that encourages reuse of existing resources and helps reduce energy consumed and waste created as part of the demolition and building process.

**POLICY 4.09.02.**

The City must review the Land Development Code for regulations that encourage teardowns of existing structures and make recommendations to the City Commission regarding changes or alterations to the Land Development Code that will assist in prevention of teardowns and retention of existing structures, including identifying incentives such as tax exemptions, expedited permitting, or reduced fees, to promote reuse of existing structures.

The City must identify, preserve and encourage the adaptive reuse of historic structures in all areas of the City.

**POLICY 4.09.03.**

The City must remain apprised of emerging technologies regarding sustainability, resilience and energy efficiency, and evaluate the need for changes or alterations to the design guidelines to accommodate use of these technologies on historic structures in a manner still in keeping with the Secretary of the Interior Standards for Rehabilitation.

**POLICY 4.09.04.**

The City must remain apprised of sustainable construction techniques and evaluate the need for changes or alterations to the design guidelines to accommodate use of these techniques on historic structures in a manner still in keeping with the Secretary of the Interior Standards for Rehabilitation.



**OBJECTIVE 4.10. BOSQUE BELLO CEMETERY**

**The Bosque Bello Cemetery is included within the City’s Old Town Historic District. This cemetery affords visitors the opportunity to experience the City’s heritage in a beautiful outdoor setting, noted particularly for its extensive tree canopy. Due to the cemetery’s historical significance, the City must protect the historic integrity of the cemetery through preservation of the historic section as well as the vegetation and tree canopy. The City must provide expert perpetual monument and grounds maintenance and protection of this revered cemetery in a dignified manner while ensuring community safety.**

**POLICY 4.10.01.**

The City must continue to protect the Bosque Bello Cemetery as a historically and culturally significant part of the community’s history. For natives and tourists alike, it is one of the most important elements of the City’s character (or sense of place). For this reason, the care, maintenance and planning of Bosque Bello Cemetery must be under the purview of the Historic Planner in the Planning and Conservation Department.

**POLICY 4.10.02.**

The City must have a cemetery master plan providing for its long-term viability and care, assigning priority to areas in most need of preservation or care and establishing professional standards of care. Such a plan must include, but not be limited to:

- a protocol for the evaluation of condition and typologies of existing markers, monuments, enclosures and walls
- a description of procedures for the maintenance and treatment of historic markers and walls
- a protocol for the evaluation of existing vegetation, tree canopy and landscaping. This cemetery master plan must show location, species and DBH size of trees with a caliper greater than 6” DBH, all of which must be integrated into the City’s GIS.
- a protocol for cemetery maintenance as well as preservation and enhancement of landscaping and the tree canopy.
- a protocol for the evaluation of cemetery infrastructure, including structures, site furnishings, irrigation and water supply, access and foot traffic through the grounds, and security.
- description of recommendations for future maintenance and use of the cemetery.

**POLICY 4.10.03.**

The City must document the markers and identify unmarked graves in the cemetery, through written and photographic documentation and maintain records of this documentation. The City must incorporate this information into the City’s GIS mapping program.

**POLICY 4.10.04**

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The City must utilize appropriate and proper maintenance techniques for historic cemeteries.

**POLICY 4.10.05.**

The City must utilize the knowledge and assistance of professionals trained in historic cemetery preservation and maintenance.

**POLICY 4.10.06.**

The City must provide adequate staffing in order to properly maintain the cemetery and require experience and credentials in historic cemetery maintenance and preservation. Staff must be provided education and training regarding cemetery preservation strategies and techniques as well as tree care.

**POLICY 4.10.07.**

The City must seek assistance from volunteers and volunteer organizations in the City and region in efforts to document, maintain and preserve the cemetery.

**POLICY 4.10.08.**

The City must seek state and federal grant funding to assist in proper documentation, maintenance and preservation of the cemetery.

**POLICY 4.10.09.**

The Historic Preservation Planner must evaluate Bosque Bello for possible inclusion in the National Register and seek assistance in preparing a National Register nomination.

**POLICY 4.10.10.**

The City must coordinate with management staff at the adjacent mill to ensure that industrial procedures and materials do not negatively impact the long-term protection of the cemetery.

**POLICY 4.10.11.**

The City must monitor the boundaries of the cemetery adjacent to the wetlands for any erosion or damage and take appropriate action should such erosion pose a threat to burial sites.

**POLICY 4.10.12.**

The City must incorporate planning for the cemetery into its disaster planning efforts as well as planning and posting any post disaster re-development strategies.

**POLICY 4.10.13.**

City departments must coordinate to ensure that the above responsibilities are fully implemented and shared. It is the responsibility of the Historical Preservation Planner to ensure effective coordination.

**POLICY 4.10.14.**

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The City must continue operation of the Cemetery Fund, which dedicates plot sale funds to a Perpetual Fund and to ongoing cemetery operations.

**OBJECTIVE 4.11. INTERGOVERNMENTAL COORDINATION**

**The City must seek to increase intergovernmental coordination regarding historic, cultural, natural and archaeological asset preservation.**

**POLICY 4.11.01.**

The City must coordinate with Nassau County regarding historic, cultural, natural and archaeological assets within City limits, and must coordinate with Nassau County should the potential arise for County activities to impact these resources.

**POLICY 4.11.02.**

The City must continue to coordinate with the Nassau County Property Appraiser regarding notification that certain properties within the City are within the boundaries of a historic district and regarding implementation of ad valorem tax exemptions for historic properties.

**POLICY 4.11.03.**

The City must coordinate with the Nassau County School Board to designate eligible school buildings under the local ordinance or the National Register. The City must assist the school board in identifying the buildings appearing to qualify as historic landmarks.

**POLICY 4.11.04.**

The City must coordinate with the State Historic Preservation Officer, the State Division of Historic Resources, and the Florida State Parks System regarding historic, cultural, natural and archaeological assets in the City and resources that may be available to support these assets.

**POLICY 4.11.05.**

Where possible, the City must coordinate with state agencies whose activities may impact historic, cultural, natural and archaeological assets in the area, including but not limited to the Department of Transportation, the Department of Environmental Protection, the Department of Emergency Management, and the St. Johns River Water Management District.

**POLICY 4.11.06.**

Where possible, the City must coordinate with federal agencies whose activities may impact historic, cultural, natural and archaeological assets in the area, including but not limited to the National Park Service, the United States Army Corps of Engineers, the General Services Administration, and the Federal Emergency Management Agency.

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**ACRONYMS & DEFINITIONS FOR GOAL 4:**

**ACRONYMS:**

CBD: Central Business District  
CITY: City of Fernandina Beach  
CRA: Community Redevelopment Area  
FULM: Future Land Use Map  
FS: Florida Statute  
SHPO: State Historic Preservation Officer

**DEFINITIONS:**

Cultural Resources/Assets – Cultural resources encompass archaeological, historical, traditional, and built environment resources, including but not necessarily limited to buildings, structures, objects, districts, and sites. Not all potentially significant cultural resources are visible or readily apparent:

- Archaeological resources may be buried, without surface features, or inconspicuous to the untrained eye.
- Sites of important events, traditional cultural places, or places associated with an important person may lack obvious physical characteristics.
- Minor or ordinary features such as streetscape elements may constitute part of a larger significant property, such as a potential historic district or landscape.

Designated Historic Structures – Contributing buildings to a National Register or locally designated historic district, or a building individually included on the National Register or in a locally designated historic district. Contributing means a building, site, structure, or object which adds to the historical architectural qualities, historic associations, or archaeological values for which a district is significant because it

- a. was present during the period of significance of the district, and possesses historic integrity reflecting its character at that time,
- b. it is capable of yielding important information about the period, or
- c. it independently meets the National Register of Historic Places criteria for evaluation.

Energy Efficiency – The implementation of practices, strategies and technologies that reduce the amount of energy consumed to achieve a desired effect (e.g. use of engines that provide more miles per gallon of gas, use of heating or cooling appliances that produce more BTU's per watt of electricity consumed, patterns of land use that result in lower greenhouse gas emissions per household)

Green Building /Sustainable Construction – Construction that promotes reduced energy consumption, utilizes renewable resources, conserves water, promotes the best use of building materials, encourages efficient waste management, conserves natural habitat and focuses on occupant health and environmental quality. On a barrier island, sustainable

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development also contributes to the ability of the environment to withstand salt aerosol and the anticipated hazards of flooding, storm surge, and sea level rise. Sustainable construction is accomplished through emphasis on siting, design, construction, operation, maintenance, and analysis of the complete building life cycle.

Green Development /Sustainable Development – A development approach that integrates the following elements: environmental responsiveness, which benefits the surrounding environment; resource efficiency, which involves using resources in the construction and development and operations of buildings and/or communities in ways that are not wasteful; and sensitivity to culture and community, which is to foster a sense of community in design, construction, and operations. On a barrier island, sustainable development also contributes to the ability of the environment to withstand salt aerosol and the anticipated hazards of flooding, storm surge, and sea level rise.

Historic Resources/Assets – Resource(s) with architectural, engineering, archaeological, or cultural remains present in districts, sites, buildings, or structures that possess integrity of location, design, setting, materials, workmanship, feeling and association. Each site should be associated with one or more of the following historical or cultural themes:

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

Neighborhood Conservation District – A planning tool aimed at protecting a neighborhood’s distinctive character through a preservation-based design review process and/or planning and zoning controls tailored to address specific development concerns. Neighborhood conservation districts can be used to accomplish a variety of goals: to protect and strengthen certain physical and design characteristics of an area; to reduce conflict and, in some cases, blight and loss of property values caused by incompatible or insensitive development; promote compatible development; and provide residents with more certainty about the future character of their neighborhood.

Non-designated Historic Structures/Neighborhoods – Neighborhoods that may contain a concentration of resources considered historic based on the age of structures in the neighborhood, but that have not been designated through a historic district process or included in the National Register or a local register. For purposes of this definition; historic means fifty years or older.

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**Parks** – An area, in a natural or semi-natural state, set aside for recreation. Parks may include active and/or passive recreation opportunities, and may include open space.

**Stormwater or Stormwater Runoff** – Water that runs off impervious or water-saturated surfaces such as rooftops or pavements during or after precipitation, transporting sediments and dissolved chemicals into nearby waters.

**Streetscape** – The elements within and along the street right-of-way that define its appearance, identity, and functionality, including adjacent buildings and land uses, street furniture, landscaping, trees, sidewalks, and pavement treatments, among others.

**Sustainability** – Range of activities or characteristics that meet the needs of the present without compromising the ability of future generations to meet their own needs, recognizing the interdependence and mutual importance of environmental, economic and social concerns to achieve these ends. Such activities include, but are not limited, to the following goals:

- Improved environmental protection or restoration efforts,
- Improved social conditions for all kinds of people, and
- Improved economic opportunities.

**Sustainable Construction/Green Building** – Construction that promotes reduced energy consumption, utilizes renewable resources, conserves water, promotes the best use of building materials, encourages efficient waste management, conserves natural habitat and focuses on occupant health and environmental quality. Sustainable construction is accomplished through emphasis on siting, design, construction, operation, maintenance, and analysis of the complete building life cycle.

**Sustainable Development/Green Development** – A development approach that integrates the following elements: environmental responsiveness, which benefits the surrounding environment; resource efficiency, which involves using resources in the construction and development and operations of buildings and/or communities in ways that are not wasteful; and sensitivity to culture and community, which is to foster a sense of community in design, construction, and operations.