

HISTORIC PRESERVATION ELEMENT

CITY OF DUNNELLON

DRAFT

SEPTEMBER, 1987

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Matching funds and in-kind services have been provided by the City of Dunnellon and members and friends of the Greater Dunnellon Historical Society.

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This draft Historic Preservation Plan has been prepared for the City of Dunnellon, to preserve the historic resources of the City. The current City Comprehensive Plan, adopted in 1979 encompasses a 201 (sewer/water service) area which includes a portion of Marion County. The 201 area was legally challenged and has possibly been negated, therefore a decision must be made as to whether the up-dated Comprehensive Plan will include only the area included within City Limits or the larger 201 area before this document may be adopted by the City of Dunnellon. Therefore this plan is intended to be adopted with the City's up-dated Comprehensive Plan in 1989.

Throughout the duration of this project the coordination with Marion County and the City of Ocala, who have conducted simultaneous survey and planning projects, as well as the State of Florida and Withlacoochee Regional Planning Council has contributed to the development of this plan.

Special thanks is hereby given to State Archaeologist Louis Tessar and Marion County Consultants Gladys Cook and Philip Wernli for their input and coordination on the goals, mutually shared, for the Dunnellon area's historic resources. Thanks also are due to Marion County's Senior Planner and Historic Survey Project Supervisor, Nancy Smith. Her coordination of the efforts of the County, City of Ocala and the City of Dunnellon, greatly facilitated the coordination of the three local governments in the development of their Historic Preservation Plans. Also recognized here, is the planning staff of the City of Ocala. Their willingness to share past experience has been very helpful to this project.

MASTER

TABLE OF CONTENTS

I. INTRODUCTION	<u>PAGE</u>
Purpose	1-1
Consistency	1-1
Public Participation	1-2
Public and Private Organizations.....	1-3
II. DESCRIPTION OF RESOURCES	
Chronological History	II-1
Survey Results	II-5
Styles	II-10
III. PUBLIC POLICY ANALYSIS	
City of Dunnellon Comprehensive Plan	III-1
Local Ordinances and Zoning	III-5
Zoning Code	III-7
Procedures for Public Hearings and Zoning Changes.....	III-10
U. S. Secretary of Interiors Standards	III-11
Specific Standards	III-13
IV. GOALS, OBJECTIVES AND POLICIES	
Local Government Planning	IV-1
Goals	IV-2
V. RECOMMENDATIONS	
Education/Public Participation.....	V-1
Programs and Opportunities.....	V-2
Private Organizations.....	V-6
BIBLIOGRAPHY	
APPENDIX I. Federal and State Laws and Plans	
APPENDIX II. Tax Incentives Fact Sheet	

MASTER

INTRODUCTION

The City of Dunnellon developed and evolved mainly to serve the needs of the hardrock phosphate mine owners, workers and their families as well as the timberers, turpentiners and farmers who surrounded the original townsite. In order to preserve and protect its heritage, the City has undertaken the Historic District Survey and the development of this Historic Preservation Plan. This Plan includes; the Historic District Area (proposed), as well as other historic structures; buildings; and archaeological sites, which may be identified in future surveys. This Historic Preservation Plan, under the leadership of the City of Dunnellon, while stating the official government policy, recognizes the contributing importance of citizen participation and the Greater Dunnellon Historical Society in protecting the buildings, structures and archaeological sites which have survived from the past to enrich the present and future lives of the people in the Dunnellon area.

The Historic Preservation Plan shall be adopted by the City of Dunnellon Council and the Planning and Zoning Advisory Board in accordance with the Local Government Comprehensive Planning and Land Development Regulation Act, Florida Statutes Chapter 163. The plan is an optional element to the Dunnellon Area Comprehensive Plan, as provided under Section 163.3177 (a-k) F. S. The element is defined as:

An historical and scenic preservation element setting out plans and programs for those structures or lands in the area having historical, archaeological, architectural, scenic or similar significance.

Purpose

The City of Dunnellon Historic Preservation Plan Element serves to identify, recognize, protect and increase public awareness of the city's historical, architectural and archaeological resources. The element formally states City policy with regard to the protection of its historic resources through the analysis of existing conditions and presentation of goals, objectives and policies of the governmental entities within and adjacent to the City of Dunnellon.

Consistency

All elements within a local comprehensive plan must be consistent with one another. Policies within the various elements must not be conflicting or contradictory. Plans must also be consistent with the policies of other governmental agencies, such as county governments, the federal government, regional plans, and the state comprehensive plan. Administrative rules specify requirements for internal consistency and external consistency of optional elements:

MASTER

- (1) If the local government adopts optional elements pursuant to the paragraphs 163.3177(7) (a) - (k), F.S., such elements must be related to and consistent with all other elements of the comprehensive plan and meet the requirements specified within Section 9J-5.005.
- (2) Optional elements must address and be consistent with the relevant goals and policies in the State Comprehensive Plan and the appropriate regional policy plan. (9J-5.018)

The goals, objectives and policies of the local plan must also be consistent with state and federal policies. This requirement can serve as a powerful protective measure in instances where detrimental impacts to historic resources would involve the use of federal or state funding, permitting, or licensing. The requirement for consistency states:

It is the intent of this act to encourage and assure cooperation between and among municipalities and counties and to encourage and assure coordination of planning and development activities of regional agencies and state government in accord with applicable provisions of law. (s.163.3161 (4))

The Historic Preservation Plan Element is designed to guard the historic resources of the City of Dunnellon from adverse impact and to promote the general knowledge of Dunnellon history so that the educational and financial value of the resources can benefit the people of this area.

The intent of the element coincides with the intent statement of Chapter 163 F.S., 1986, providing for comprehensive planning and the conformance of future development with adopted local plans:

It shall be the intent of this act that adopted comprehensive plans shall have the legal status set out in this act and that no public or private development shall be permitted except in conformity with comprehensive plans, or elements or portions thereof, prepared and adopted in conformity with this act. (section 163.3161 (5)).

Public Participation

Planning for the identification, protection and public awareness of the historic resources of the City of Dunnellon requires the involvement of the public with, the Planning and Zoning Board, other planners, civic leaders, the Greater Dunnellon Historical Society and other historic preservation support groups. The successful implementation of the plan's goals, objectives and policies depends on the participation of the citizens of the City of Dunnellon.

Interested citizens and preservation groups may become involved with the planning process by making contact and meeting with the City Planning and Zoning Board and the planner responsible for preparing the various portions of the up-dated Comprehensive Plan as they affect historic resources.

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Public and Private Organizations:

Roles and Responsibilities

The City of Dunnellon is responsible for upholding state and federal laws which affect historic resources. Support in this responsibility is available from state and federal agencies in the form of technical assistance and funding. The use of this support can be invaluable in making the local historic preservation program a success. Similarly, local and state private historic preservation support groups are available to assist the city in implementing its historic preservation goals.

The following section provides a suggested framework of responsibility for the City of Dunnellon government. The roles and responsibilities of other local, state and federal governmental entities are described. Private historic preservation support groups are listed, with their roles and responsibilities.

The City of Dunnellon. The City of Dunnellon became directly involved with the preservation of its historic resources, when in cooperation with the Greater Dunnellon Historical Society, it submitted an application for a 50-50 grant-in-aid to the State Bureau of Historic Preservation. Under contract with the State, the City administered an historic district area survey, starting in July of 1986. In August of 1987, a nomination for the Dunnellon Historic District, "Boomtown" of the Hardrock Phosphate Mining Industry, was submitted to the State for review. Upon, receiving State approval, the Dunnellon Historic District will be forwarded to Washington, D.C. for review and approval to be included in the National Register of Historic Places.

Proposed Responsibilities of other entities of the City of Dunnellon Government with respect to historic preservation include:

General

City Council

1. Adopt and follow policies supporting historic preservation goals of Dunnellon including inventory, evaluation, protection, acquisition and enhancement of historic resources.
2. Adopt and amend relevant codes and ordinances to create a positive regulatory framework for historic preservation.
3. Support and pursue the adoption of federal and state laws furthering the goals of historic preservation.
4. Support and encourage the sensitive rehabilitation and use of historic properties that are city owned or controlled.

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5. Actively support and encourage privately sponsored applications within the City of Dunnellon for grants and state funding for historic preservation projects.

Administrative Departments

1. Incorporate historic preservation goals and objectives into budgeting procedures.
2. Carry out the policies of the City Council.
3. Coordinate historic preservation goals with programs affecting historic resources.
4. Monitor and report on Administration activities which may impact known historic or archaeological resources.

Specific

The City Clerk's Office

1. Facilitate the staffing and technical support for implementing historic preservation programs.
2. Provide clear administrative directions for interdepartmental coordination.

The Planning and Zoning Board

1. Perform long and short range planning.
2. Study the applicability and potential for various historic preservation methods, incentives and techniques.
3. Interface historic preservation goals with other activities of the City, such as street widening or other capital improvements.
4. Provide information to the public on local historic resources and historic preservation programs.
5. Cooperate and participate in the events and activities sponsored by private preservation groups.

Building Department

6. Monitor permit applications for projects involving historic properties and act according to prescribed procedures.

Planning and Zoning Board

7. Monitor cases for projects involving historic resources.
8. Act according to prescribed procedures involving historic resources.

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Federal Government

Most federal programs are administered to the people of the State of Florida through state agencies. The State Historic Preservation Office is the centrally designated conduit for federal historic preservation policy. The SHPO is in the Bureau of Historic Resources of the Florida Department of State. The Bureau is responsible for seeing that national policy is implemented at the state and local level. Federal programs are briefly described below to indicate the scope and direction of federal policy and how local preservation efforts may benefit from it.

Department of the Interior. The major responsibility for carrying out federal historic preservation policy rests with the Department of the Interior, National Park Service. The NPS administers nationally significant historic sites, conducts surveys, evaluates sites, and maintains the National Historic Landmarks program and National Register of Historic Places. The Historic American Buildings Survey and the Historic American Engineering Record are also the responsibility of the NPS. The NPS administers matching grants-in-aid to states and to the National Trust for Historic Preservation. The "Standards for Rehabilitation" are published by the NPS.

The NPS provides a major administrative function in drafting the regulations and rules to interpret and implement federal laws relating to historic preservation.

The southeastern regional office is located in Atlanta, Georgia. This office is responsible for reviewing all rehabilitation tax credit projects, National Register of Historic Places nominations, program reviews and funding reimbursements.

Advisory Council on Historic Preservation. Section 106 of the National Historic Preservation Act requires all federal agencies to consider the impact their activities will have on properties that are either determined eligible or listed on the National Register of Historic Places. The Advisory Council was created to provide comment on proposed impacts, ensuring that the interests of historic preservation are properly represented on federal projects. Any project of a federal agency or one that is federally funded, licensed, or permitted that will impact an eligible or listed property must be reviewed according to the Section 106 procedures.

Projects involving federal funds, licenses or permits in Marion County must be reviewed for impact if they involve a National Register property. The procedure for this review is undertaken through the Florida Bureau of Historic Resources.

Department of Housing and Urban Development. The use of federal funds from this department, usually in the form of Community Development Block Grants, is tied to the Section 106 process defined above. Eligible uses for these funds include the rehabilitation of historic resources, particularly for low and moderate income housing. These funds may be a significant source for funding of rehabilitation projects.

Department of Transportation. The Department of Transportation Act of 1966 extended the protection of historic resources affected by federal projects to federal transportation projects. Federal road projects impacting properties that are either listed or eligible for the National

MASTER

Register of Historic Places must therefore be reviewed by the State Historic Preservation Office. The protection of archaeological sites is of critical importance in transportation projects.

State of Florida

Department of State. The Florida Department of State provides the administrative framework for the State Historic Preservation Office. The Division of Historical Resources is responsible for carrying out the mandates and programs of Florida Statutes 267, the Florida Archives and History Act. The Bureau of Historic Preservation, under the Division, is responsible for all historic resources abandoned on state-owned lands and for the review and compliance procedures required of all state agencies whose activities may affect historic resources, as defined by the Florida Master Site File. A conservation laboratory is maintained by the Bureau of Archaeological Research, another section of the Division.

A nine-member advisory board, the Historic Preservation Advisory Council, assists the Division in programs, policy, and review and selection of grants-in-aid recipients.

Withlacoochee Regional Planning Council. The Regional Plan policies address historic resources. Local governments are instructed to identify historic resources and nominate those that are eligible to the National Register of Historic Places.

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CHRONOLOGICAL HISTORY OF DUNNELLO

- 10,000 B.C. Paleo - Indian: Nomadic lifestyle represented by their tools. Sites have been found near deep sinkholes and along major streams near chert outcroppings (rocks).
- 8,500 B.C. Early Archaic Indians: Hunters and gatherers, heavy subsistence on fish and shellfish. Stone, shell and wooden tools and shell mounds near the coasts and rivers indicate their presence.
- 6,500 B.C. Middle Archaic Indians: Finely crafted stone tools with stemmed projectile points were developed.
- 3,000 B.C. Late Archaic Indians: Pottery was introduced in this area around 1,000 B.C.
- 1,000 B.C. Middle Prehistoric Indians: Maize and squash were grown to augment the diets of the Indians who still hunted and gathered in this period. Larger groups and settlements were characteristic of this period. Sites are found along streams, lakes and the coast.
- 1,000-1513 A.D. Late Prehistoric Indians: Maize provided most of the diet along with beans and squash. Settlements were larger surrounded by cleared fields. Societies were structured with complex social and political organizations. Major centers contain large mounds which served as bases for temples and chiefs homes.
- 1492 Christopher Columbus: Discovered America
- 1513 Juan Ponce de Leon: Explored and "discovered" Florida claiming it for Spain. The first recorded history of Florida was made at this time.
- 1528 Panfilo de Narvaez: Explored Withlacoochee area
- 1539 Hernando de Soto: Explored west coast of Florida. His route crossed the Withlacoochee River heading north through the Dunnellon area.
- 1600's Spanish Missions: Converted the Indians and concentrated the native populations along the east coast.
- 1649 Epidemic: Decimated the Indian populations
- 1656 Timucuan Rebellion: Spanish "forced labor policies" instigated this uprising.
- 1700 Florida Indians: Destroyed completely by slavery, disease and colonial warfare.
- 1700's Creek Indians: Migrated to Florida. They became the Seminoles.
- 1763 Florida Under British Control: Dunnellon area largely unpopulated and undeveloped.
- 1783 Florida returned to Spanish Control
- 1821 Florida ceded to the United States by Spain

MASTER

- 1823 Seminoles: Under the Treaty of Moultrie Creek, about 5,000 Indians were restricted in Central Florida.
- 1832 The Seminoles: Treaty of Payne's Landing, removal of Seminoles from Florida to Oklahoma.
- 1834 Osceola: Seminole Chief rose to power. He opposed the resettlement. His main encampment was in Citrus County, south of the Dunnellon area.
- 1835 2nd Seminole Indian War: Began on December 28, with the massacre of Major Dade's troops. Wiley Thompson was murdered at Ft. King.
- 1836 Dunnellon Area: Major battles were fought in the Camp Izzard area (east of Dunnellon City limits).
- 1836 Steamboats: Traveled the Withlacoochee bringing troops and supplies to the Depot at Camp Izzard.
- 1839 Osceola Captured: Seminoles move deeper into the swamps and toward South Florida.
- 1842 Second Seminole War Ended
- 1842 Armed Occupation Act: Gave settlers who were willing to bear arms against the Indians 160 acres of land for a small fee, on the condition that they would build a house, clear five acres, and stay five years, after which, they could apply for a deed to their homestead.
- 1844 Marion County: Organized by the Territorial Legislature, it was named after Gen. Francis Marion of the Revolutionary War.
- 1845 Statehood: Florida became the 27th state in the Union.
- 1845 Dunnellon Area: Surveyed by U.S. Government surveyors, opened for homesteading. Sections 26, 27, and portions of 34 of Township 16 South, Range 18, East were reserved for Naval use of the timber contained there.
- 1850- Homesteading: Under the Armed Occupation Act begins in Dunnellon area.
- 1880 Settlers raise cattle, and grow oranges, cotton and vegetables.
- 1861- War Between the States - Civil War
- 1865
- 1870 Mail Steamers: Traveled the Withlacoochee to visit Camp Izzard and Canton, settlements east and north of the Dunnellon area.
- A Stage Coach Line: Passed east of the Rainbow (Wekiva) River three times weekly on a Tampa-Ocala-Gainesville route.
- 1865- Reconstruction: Timber and turpentine industry begins in Florida.
- 1877
- 1882 U.S. Government: Relinquishes timber reservations in Dunnellon area.

- 1888 Silver Springs Ocala and Gulf Railroad: Extended through Dunnellon. Renfro House constructed to house and feed workers.
- 1888- Phosphate Discovered: by Albertus Vogt, his brother John and two
1889 black men, Tom Starke and Kit Cluus.
- 1889 The Town of Dunnellon: Plat was filed in July. John F. Dunn and William McKinney obtained lands from homesteaders in Section 35.
- 1889 Dunnellon Phosphate Co.: was the first mining company organized by John F. Dunn.
- 1890 Marion Phosphate Co.: made the first shipment of phosphate to Liverpool, England in April.
- 1890- Phosphate Mining: dominates Dunnellon "Boomtown" economy. The town
1914 grew to serve the needs of miners.
- 1890 Dunnellon Town Meeting: held in the school house on the corner of Illinois St. and McKinney Ave. Incorporation was approved and a Mayor and Council selected.
- 1900 Wooden Withlacoochee Bridge: Replaced the ferry which had previously made the crossing.
- 1890- Construction: homes, mercantiles, churches and saloons were built
1910 to serve the phosphate miners and the people of the Dunnellon area, simple rural and Victorian vernacular styles predominated.
- 1900 Electricity: serves Dunnellon area in the ice house and in the mines.
- 1911 First Hydro Electric Power Plant: in Florida built on the Withlacoochee River by W.C. Camp, to supply power for the phosphate mines.
- 1914 World War I: Closed the European ports, causing the shut-down of many phosphate mines.
- 1920 Highway #5 (later U.S. #41): was extended into Dunnellon.
- 1920- The Real Estate "Boom": had some effect on revitalizing Dunnellon's
1926 economy.
- 1926 Hillsdale Subdivision Plat: filed by Dunnellon Phosphate Co.
- 1929 Stock Market Crash: causing the onset of the Great Depression. Some mining continued in the Dunnellon area.
- 1930 Depression: Banks closed and residents grew much of their own food, hunted and fished to survive. Social life centered around the churches, high school, and a movie theater.

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- 1940- World War II: Airport constructed east of Dunnellon; Trained pilots for
1944 glider airplanes.
- 1945- Construction: resumed. Many buildings were brought into the city
1950 from closed mines and military bases. Rainbow Springs brought many
visitors to the Dunnellon area.
- 1960 Widening of U.S. Highway #41: caused loss of both hotels, part of
City Hall, the movie theater and many of the historic commercial
buildings on the east side of Williams St.
- 1965 Last Hardrock Phosphate: mined in Dunnellon.
- 1970 Interstate Highway #75: attracted most north/south traffic away
from Dunnellon. Rainbow Springs Attraction closed to the public and
became part of a large development.
- 1980 Growth and development: are again underway as shopping centers
expand to the north of the Historic Area and Dunnellon continues
to prosper by serving the needs of the 10 - 15 mile area surround-
ing it.

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SURVEY RESULTS

Dunnellon's Historic District Area Survey resulted in recording 191 individual buildings or structures. Included in the survey were: residences; commercial buildings; schools; public buildings; churches; farm buildings; a sugar mill and two historic church bells. The earliest structure dates from about 1888 (The Renfro Boarding House) and the latest from World War II. (The Dunnellon Glider Airport Barracks now serving as The Health Center and Day Nursery). Most of the buildings were recorded within the area of the recommended Historic District area, however in order to research the lifestyles of the original settlers of the Dunnellon area, the Bridges Homestead was also surveyed. A majority of the buildings were in fair to good condition and occupied. A few were found to be in deteriorating condition. Restoration and rehabilitation of the historic structures were evident as owners displayed a new found interest and pride in their properties. The development of the City of Dunnellon is represented in all of the buildings and structures surveyed. A majority of the historic buildings are associated with the discovery and mining of hardrock phosphate.

HISTORIC CONTEXTS

INTRODUCTION

The major goals of preservation planning are to identify, evaluate, register, protect and preserve the significant historic resources of our state. This includes prehistoric and historic archaeological sites, historic buildings and other structures, and folklife resources. To plan usefully for the protection of these resources, they need to be categorized into a manageable number of units. These units are referred to as historic contexts.

The historic contexts describe the significant broad patterns of cultural development which have occurred through time in an area. Contexts are a tool for organizing information about historic resources into a form which helps us to understand the significance of the resources and how these have changed through time. Once the relationships between the historic resources within a particular context are understood, decisions about the identification, evaluation, registration and treatment of properties and other resources within that context can be made more intelligently.

Identification activities can be organized to ensure that research and survey activities include sites and related cultural intangibles representing all aspects of the historic context. Evaluation can use historic contexts as the framework within which to apply the criteria for National Register evaluation of specific types of sites, properties and intangible resources. Decisions about the treatment of sites and other resources can be made with the goal of treating the range of resources in the context. The use of historic contexts in organizing major preservation activities ensures that those activities result in the preservation and conservation of the full range of properties and folklife that represent our cultural heritage.

The development of historic contexts is a continuing process. Existing contexts may be expanded as new information becomes available. The process of developing a historic context can be summarized in a few basic steps. 1) Identify the concept, time period and geographical limits for the context. 2) Synthesize the information about the historic context in a written narrative. 3) Identify research goals that will fill gaps in our knowledge of the context. 4) Identify preservation goals that will help to protect the range of site types expected for the context. 5) List general references which are important to the context. 6) List sites which are recorded for the context along with the National Register status. (Source: Bureau of Historic Preservation, Tallahassee, FL.)

An historic context or body of information was developed for the survey area. Theme place and time are the basic elements that define historic contexts, describing one or more important aspects of the historic development of an area. The history of the Dunnellon area was divided into historic

MASTER

contexts according to broad patterns of development and general periods of time, such as the early settlement of the 1880's. It was then broken down to the specific historic period based on the dominating and significant hardrock phosphate mining industry and its corresponding chronological period.

The historic contexts represented by significant sites and structures in the City of Dunnellon includes the following examples:

I. Archaeological Sites

An archaeological survey was not included in the 1987 Historic Survey. Mining operations along the banks of the Withlacoochee River have deeply excavated and widened the river. The Rainbow River has also been extensively mined and Blue Cove, to the West of the Rainbow River was created as a result of the hardrock phosphate mining activities. The Vogt Springs area was also mined in the very early days. Future archaeological surveys may reveal sites, however, and the criteria for the evaluation of prehistoric sites should be as follows:

Properties of archaeological significance should:

- A. be associated with an important event or person;
- B. contain recoverable data that is of sufficient enough significance that it would provide unique information on prehistoric or historic events;
- C. be a site or location of representative or discrete types of activities such as habitation, ceremonial, burial, or fortification necessary to the reconstruction of prehistoric and historic life-ways;
- D. be the location of distinctive historic or prehistoric activities and characteristics over time;
- E. possess a sufficient degree of environmental integrity to reflect some aspect of the relationship of the site's original occupants to the environment;
- F. represent a good opportunity for interpretation and public display;
- G. be associated with other sites such that as a group or district they are representative of one or more of the above noted categories;

Generally, a property is NOT considered archaeologically significant if:

- A. it is extensively damaged or altered and/or
- B. it is so similar to sites already studied that it is unlikely to contain new information.

II. Exploration and Early Settlement

Since it is believed that early Spanish expeditions traveled through the Dunnellon area, future finds or physical evidence recovered from these

explorations would be considered important. No ownership patterns have been left by Spanish land grants in the City of Dunnellon. The 1880's settlement of Renfro was located in the Vogt Springs area. Resources associated with this community would have a priority for historic preservation efforts.

III. Agriculture

- A. Rural Homesteads. The early settlers in the City of Dunnellon developed nearly self-sufficient farms growing cotton, vegetables, sugar cane and cattle. At their first arrival the settlers, who usually originated from the Southeastern United States, constructed simple cabins. Later, when more traditional frame vernacular two-story homesteads were built, the original cabins were often used for cooking. The Bridges complex retains an example of the most prevalent two story "L" style house and a sugar mill. Also, on the property is a cattle vat which was used to dip farm animals owned by the Bridges family as well as other homesteaders in the area. This site layout reflects the early rural lifestyle of this area.
- B. Citrus. The development of Citrus groves was an important early 1880's activity in Dunnellon. Albertus Vogt, the discoverer of hardrock phosphate came here originally to grow citrus. No examples of structures pertaining just to the citrus industry have been identified within the survey area, although the Bridges Homestead originally contained many acres of groves.

- IV. Industry. The history of the City of Dunnellon is related to the hard-rock phosphate industry, however, no buildings were located within the survey area pertaining to the actual extraction of the mineral. The industry is represented by the concentration of residential and commercial structures as well as the development of the City, included in the nomination of the Historic District to the National Register of Historic Places.

Lumbering was also an important industry in the early days of Dunnellon. No buildings were identified in association with the lumbering industry during the 1987 survey.

- V. Commercial. The commercial buildings are significant within the survey area for the part they played in serving the needs of the phosphate owners and workers as well as the City that developed because of that industry. Most of the remaining examples are concentrated around the intersection of No. and So. Williams Street, Illinois Street and Pennsylvania Avenue. A number of Mercantiles were recorded and a few saloons, a bank, filling stations and auto repair shops. They contribute to the Historic District.

- VI. Residences. Many examples of frame vernacular residences are concentrated in the Historic District area. Styles include: late nineteenth century victorians and rural worker's cottages. These appear much as the cottages from pre-Civil War years did. There are two surviving examples of the shotgun style built for workers in the mines. These were originally constructed in rows along McKinney Avenue and River Drive. Much of the residential architecture reveals the square framed windows and doors of the rural construction style of local carpenters.

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- VII. Schools. The schools in the City of Dunnellon have always served as centers of social activity for the community. An example of an early 1900's frame one room school house and a brick auditorium which was built by the Works Progress Administration are the two historic examples in the Historic District area.
- VIII. Churches. Churches, like the schools were important to the town's development. Representing the high ideals and aspirations of the town's founders are the frame Victorian Gothic Presbyterian Church and the brick Bethel Baptist Church, which was constructed around the original frame vernacular, late 1800's structure.
- IX. Public. City Hall with the original jail is a brick building dating from 1910. It was built in the heart of the roughest area in the wild mining "boomtown".
- X. Scenic. Early settlement patterns of Dunnellon are reflected in the natural environment as well as the architectural resources. Scenic resources are found along the river, railroad right-of-ways and vistas.
- A. Rivers. The City of Dunnellon is situated at the confluence of the Withlacoochee and Rainbow Rivers. They provide an atmosphere of vitality for the City and have played a large part in the development of the area.
- B. Railroad Right-of-Ways. The railroad right-of-way provides a long view, bisecting the City's business area. Originally, the Silver Springs, Ocala and Gulf Rail Road laid the first tracks in 1888, to provide a direct route from Ocala to Homosassa and transport goods and crops for the early homesteaders prior to the formation of the town in 1889. Other abandoned railroads provide long scenic views in the Vogt Springs area and East of the Rainbow River.
- C. Tree Shaded Roads. Trees planted in the early 1900's in the residential areas of the Historic District provided a shaded canopy over the streets and a buffer from the wildness of the commercial areas of the city.

DUNNELTON HISTORIC DISTRICT AREA

ARCHITECTURAL SURVEY

STYLES

Prior to the commencement of the site survey a precursory windshield survey was conducted of the tentative historic district area. It revealed a predominance of rural frame vernacular architecture dating from the late 1880's.

Due to the fact that the phosphate mines as well as timber and turpentine camps surrounded the townsite, Dunnellon never really separated the white and black communities. Shacks for the workers, who were mostly black, in the early 1890's, were constructed near the mines and camps, but these were intermingled with cottages for the mostly white foremen and owners.

This early 1890's residential development occurred along McKinney Avenue and River Drive, where workers frame vernacular "shotgun" shacks, Site #151 and #29 and foremen's cottages, Site #145 are examples. "Boomtown" fever abounded and in the rush to riches, little thought was directed towards housing. Most of them have been demolished.

Most of the early houses were of frame vernacular style with one story cottages (1840's style - pre civil war) and one and two story "L" plan farm-houses predominating. Examples are the Edward House, Site #18 and the Robinson House, Site #19. John Waters, a local carpenter, and his helpers built many of the early houses. They were constructed of the hard yellow pine timber, which was prevalent in the area. Cedar shake shingles were used as roofing material along with shiplap or beveled wood siding. Many of the historical houses retain these original materials, even when other materials have been laid over the original. The yellow pine timbers have hardened to the point where a masonry bit is needed to drill a hole for a new nail. Most of the structures in the district, built through the early 1940's, had square framed window and door openings.

Gable roofs generally are found on the frame vernacular structures while the bungalows often have hip roofs, some also have the gabled roof style. Shed roofs predominate over porches and verandas.

The buildings constructed in the late 1880's were elevated on temporary piers consisting of whatever was handy, such as phosphate boulders or the trunks of palm trees. These were soon replaced by brick or stone piers, which are prevalent in the historic district area. Later, in the 1890's the brick or stone piers were original materials used. Elevating the buildings on piers allowed for a natural circulation of air warding off the heat of Dunnellon's summer months.

In 1890, Albertus Vogt, the discoverer of hard rock phosphate, contracted with Ocala architect George McKay, to design "Rosebank", a Victorian frame vernacular country villa, which originally had a veranda, bay and tower elements, as well as stained glass windows. Site #179.

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Completed in 1891, this showplace set the pace for the more elaborate Victorian vernacular homes built in the late 1890's and early 1900's.

By the late 1890's, residential development was building up along West Pennsylvania Avenue, Walnut Street, Chestnut Street and Park Avenue. Much of this area has remained intact with a concentration of Victorian frame vernacular houses. Gingerbread and decorative shingles adorned these houses, revealing the prosperity of the mining town. Examples include: the Lietner House, C. 1898, Site #17 on Pennsylvania Avenue; the Dr. Black/Gresham House, C. 1910, Site #57, which has six gables on Walnut Street; The Gingerbread House, C. 1910, Site #88 on Chestnut Street; and the Bosewell House, C. 1895, Site #118 on Park Avenue. By 1910, when the Grumbles House was built, Site #60, classical revival influences were added to the Victorian frame vernacular style.

Clusters of houses built on the same plan are another characteristic of the Dunnellon "Boomtown" Historic District, including five "L"'s on Walnut, four cottages on Chestnut, two stack style houses on Chestnut, and four "L"'s on Chestnut. Some of the clusters were built as rental units.

The Historic District also contains many Bungalow style residences, dating from about 1900. Examples of this style include the Meredith/Schmutz House C. 1910, Site #69 on Walnut Street and the Dr. Baskins House, C. 1908, Site #66 on the corner of Walnut Street and Ohio Street.

The Bungalow style predominates in Hillsdale Subdivision dating from the late 1920's and the 1930's, hard times, when materials were scarce. These houses often utilized materials from older buildings being demolished. The Hayes House, 1929, Site #169 on Second Avenue is an example. Much of the material for this house came from a two story hotel at Rockwell, north of the Historic District boundaries and the location of Dunnellon Phosphate Co's. offices and early mining operations.

Other residences were moved into town from the mines including the Chaulker House C. 1900, Site #80, on the corner of Cedar Street and Chestnut Street. This structure had served as a combination residence and commissary.

Buildings that served as residence, combined with mercantile structures were located along Illinois Street and Walnut Street. Examples include the Saunders/Dean House and tailor shop, C. 1905, Site #103 and the Guest/Deihl House and Key Shop, C. 1905, Site #98.

The C.W. Rush Mercantile, Site #5 and the Bank of Dunnellon 1904, enlarged C. 1926, Site #69 (a brick building) were always utilized only for commercial purposes. They are located on Illinois Street at the intersection of North Williams Street.

During Dunnellon's early development (1890-1910), Illinois Street bounded by West Pennsylvania Avenue (the Bicycle path, south of which in the 1890's ladies did not venture) and South Williams Street (Dougal Avenue) were major commercial areas.

The 1890's commercial structures were generally one or two story frame vernacular buildings also. Examples include Site #13, one story, and Site #11, two stories. Brick was also used, especially after 1900.

The one story commercial structures were often built with a false facade, thereby creating a consistent impression with the two story structures. The surviving one story buildings have flat roofs, while the only surviving two story example has a gable roof which also exhibits a false facade.

The earliest major building within the Historic District is the Renfro Boarding House, Site #47. Built about 1887, it was originally constructed on Lot #'s 361 and 362, at the intersection of Illinois Street and West Pennsylvania Avenue to provide shelter for workers on the railroad. The frame vernacular building with scalloped rafter tails, was moved west along West Pennsylvania Avenue to its current site to make way for the Dunnellon Hotel, which was later demolished when Highway #41 was widened in 1966. The widening of this highway has resulted in the loss of the Dunnellon Hotel, and other buildings. Enough remains, however, to define the character of the district, such as the Bank of Dunnellon Building, Site #69, a three story brick structure with a triangular shape, which sits on the corner of Illinois Street and North Williams Street. The intersection and center of the original commercial area has retained its historic definition and flavor with the C. W. Rush Mercantile building complex on the east side of North Williams Street and Illinois Street. The Pure Oil Station, Site #3, on East Pennsylvania Avenue and South Williams Street, has become a real estate office, while the railroad depot is virtually unchanged, Site #1. On the west side of U.S. Highway #41 (South Williams Street) City Hall's Historic (C. 1910) structure sits alongside its newer addition constructed in 1965. The two historic commercial buildings near the west side of the intersection of South Williams Street and West Pennsylvania Avenue have been altered, however the structures are still intact.

Originally, church groups held services in the frame vernacular school building on the corner of Illinois Street and McKinney Avenue, which was built by the town's residents on a lot donated by Col. McKinney. This structure was also the site of a meeting held in December of 1890, to incorporate the town. This building was later used by the Beulah Baptist Church (Black) who, replaced it with a Mediterranean influence style concrete block structure, Site #136, in 1920. The original frame vernacular school burned down after it was moved to another area of the county (Chatmar/Chatmire). Only two historic school structures remain; the brick high school auditorium, Site #114 built in 1937 by the Public Works Administration; and a one room frame vernacular school house, Site #115, which was moved from South Dunnellon in the late 1950's, where it had been the black school. (The South Dunnellon children then began attending Dunnellon schools.) This example of an early school house is typical of the late 1890's and early 1900's one room school houses and is the last of its style anywhere in the area.

An important part of life in the Dunnellon "Boomtown" Historic District was represented by its churches. The Bethel Baptist Church (Black) was organized in 1888. A frame vernacular building was first constructed C. 1889 on North Williams Street, Site #130. Later, it was sheathed with bricks including the steeple, with its Victorian Gothic influences. The Presbyterian Church (White) on Chestnut Street at Ohio Street was organized in 1893. The Victorian Gothic frame church, with a bell tower/steeple and Gothic style/stained glass windows, was constructed in 1895, on Site #97. Other denominations held services here, until their sanctuaries were built in the early 1900's. The original Methodist and Baptist churches were built after 1900, in the Victorian vernacular style as was the Catholic church built in 1913.

Of four Victorian frame vernacular churches constructed within the historic district, only the first one (1895) the Presbyterian church, still remains intact, Site #93. It's high Victorian style, catered to the needs of the town's gentle folk, while Dougal Avenue, with its saloons, provided a place for the miners to let off steam and spend money, which the mines paid its workers on Saturday at noon. An example, Site #7 still exists, of the thirteen original saloons along the railroad tracks. Another was located on West Pennsylvania Avenue; Site #13. City Hall, C. 1910, Site #12, included a jail in the rear of the structure. It was built on South Williams Street (Dougal Avenue) in the heart of this rip-roaring area, which also included shacks for workers.

A few military barracks from World War II have been moved into the survey area and utilized as residences or commercial buildings. They have been included in this survey since their styles - square framed window and door openings, in the frame vernacular structures, which are elevated on concrete blocks, are similar to the rural frame vernacular structures of the 1890's and early 1900's.

Most of the new buildings constructed in the survey area are one and two story structures (three stories are the limit), compatible in style and materials with the historic buildings. The fire station, Site #14 which was built as a Public Works Administration project in 1937, has had its two front entrances enlarged in order to permit egress of larger modern firetrucks. Small commercial shops and professional offices have been established in many of the Victorian vernacular residences along West Pennsylvania Avenue. The Edwards house Site #18 has become the office of a land surveying firm on the south side of the street, while the north side includes a gift shop, a boutique, an attorney's office, a convalescent home and a flower shop. Others are planned or under restoration.

Except for some changes in roofing materials, siding and porches, the historic residences in the district appear much as they did in the late 19th and early 20th centuries and most could be restored to their original appearance quite easily.

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PUBLIC POLICY ANALYSIS

Public policy includes for purposes of this analysis the Land Development Regulations of the City of Dunnellon, which contains the Comprehensive Plan and the Zoning Code. These documents were reviewed for consistency with overall historic preservation goals to identify areas where the rehabilitation of historic resources could better be facilitated by the private sector. The intent is to create the possibility and opportunity for making the rehabilitation, rather than the demolition choice when considering the future use or development of a property containing a historic resource. Note that the use of the term "historic resource" includes archaeological sites. Where an archaeological site is specifically mentioned, the statement emphasizes the particular relevance of the comment to archaeological sites.

City of Dunnellon Comprehensive Plan

Map Series. The Map series should include a Historic Resources Map indicating the location of all buildings listed on the Florida Master Site File, the boundaries of proposed the historic district and general vicinity of any archaeological sites. The specific location of archaeological sites should not be issued on a broad level.

Future Land Use Element. (9 J-5.006)

1. The Future Land Use Map must depict the location of all buildings listed in the Florida Master Site File, the boundaries of proposed historic districts and the general vicinity of archaeological sites.
2. Add Goal: To identify, evaluate, preserve, protect, and promote public awareness of the historical, architectural, and archaeological resources significant to the heritage of the City of Dunnellon.
3. Add Objective: To provide programs for the identification, evaluation, preservation, protection and promotion of public awareness of historic resources.
4. Add Policy: Require the assessment of impact to historic resources, including archaeological sites, for all development reviews.
5. Revise Goal 1: Add, "and historic resources" after, "the existing natural environment."

Transportation (Traffic Circulation). (9J-5.007)

1. Add Goal: Protection of the integrity of historic and archaeological resources in providing for the transportation needs of the City of Dunnellon.
2. Add Objectives: To identify historic resources and potential impact of proposed transportation projects.
3. Add Policy: The location and impact of proposed transportation projects shall be identified through consultation with the Florida Division of Historic Resources, or a qualified consultant.

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4. Add policy: Where it has been determined that historic resources will be impacted by a proposed transportation project, and no feasible or prudent alternative exists, appropriate steps shall be taken to document the resources to be impacted through salvage excavation, photography and measured drawings.
5. Add Policy: Where historic resources are discovered in the process of ongoing work, such work shall stop in the immediate vicinity of the resource and the site shall be examined by representatives of the Florida Division of Historic Resources, archaeologist, or qualified consultant. Appropriate mitigation or documentation shall be implemented.

Housing Element (9J-5.010)

1. Add Policy: Establish a list of historic resources that are suitable for housing and include approximate locations.
2. Add Objective: Identify the existence of associated archaeological sites in proximity to historic housing opportunities and take steps to ensure that rehabilitation will protect the integrity of the resources.
3. Add Policy: The rehabilitation of historic resources for housing opportunities shall be consistent with appropriate preservation standards.
4. Add Policy: Require appropriate mitigation or documentation where the provision of new housing will negatively impact historic or archaeological resources.
5. Provide information and technical assistance on the location of historic housing opportunities, financial techniques, and proper preservation standards to the general public.

Sanitary Sewer (9J-5.011)
Wastewater

1. Objective: Protect the integrity of historic and archaeological resources in the course of providing for wastewater facilities.
2. Policy: Prohibit the use of septic tanks in areas where significant archeological sites exist or are likely to exist. Where no feasible or prudent alternative exists to the excavation for installation of wastewater facilities, appropriate documentation shall be required, to include, where appropriate, salvage excavation, photography and measured drawings.

Conservation (9 J-5.013)

1. Add Goal: To protect the integrity of historic and archaeological sites significant to the heritage the City of Dunnellon and the State of Florida.
2. Add to Policy 4: Encourage development practices that protect the integrity of historic and archaeological sites.
3. Add to Policy 4: Wherever possible, archaeological sites and environs shall serve as required open space or passive recreation areas.

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Recreation and Open Space (9J-5.014)

1. Add Goal: The identification, interpretation, preservation, protection and increased public awareness of the historical and archaeological resources of the city of Dunnellon.
2. Add Objective: Provide for public and private recreational facilities that exhibit and enhance awareness of historic and archaeological resources.
3. Add Policy: Support the development of a historical museum dedicated to the presentation of the cultural and natural history of the City of Dunnellon.
4. Add Policy: Permit the use of archaeological sites as priority locations for the provision of required open space and recreational areas in proposed developments.
5. Add Policy: Direct bicycle paths and pedestrian improvements to those areas where the appreciation and enhancement of historic areas would be achieved.
6. Add Policy: Support and encourage educational and interpretive programs at appropriately secured archaeological sites.
7. Add Policy: Historic resource areas shall be a priority for public parklands acquisition.
8. Revise Goal 2: Add "or historic resource areas" after "the environment".

Intergovernmental Coordination (9J-5.015)

1. Add Policy: Establish coordination between the City and the County and various other entities that have influential roles over the use or development of historic resources.
2. Add Policy: Interlocal agreements shall be adopted with regard to the policy to be followed where the actions of one entity will affect the historic resources located within the jurisdictional boundaries of another.
3. Add Policy: Establish a means of coordination amongst the City and the County and various entities concerning the use, development or alteration of historic resources.

Capital Improvements (9J-5.016)

Policy: All capital improvements projects shall be reviewed for impact to historic resources.

Optional Elements (not presently included in the Dunnellon Area Comprehensive Plan)
Commerce and Industry

1. Goal: To promote the rehabilitation of historic resources for useful contemporary commercial or industrial uses.
2. Objective: The adaptive use and rehabilitation of historic resources for use in commerce and industry.
3. Policy: To promote the use of historic resources for adaptive use and rehabilitation for commercial purposes provided proper preservation

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standards are applied.

4. Policy: Provide information and technical assistance on available historic resources, financial incentives, and preservation standards.

Mining

1. Objective: Mining activities should be carefully monitored to protect the integrity of historic or archaeological resources.
2. Policy: Require an analysis of mining impacts on undisturbed land to determine if historic or archaeological resources will be impacted. Upon determination of impact, if no feasible or prudent alternative to destruction exists, require the appropriate mitigation or documentation through salvage excavation, photography, or measured drawings.

Land Development Regulations

1. Objective: Provide for the identification, evaluation, protection and public awareness of the historic resources of the City of Dunnellon.
2. Policy: Require the location and proposed impact to historic or archaeological resources on all applications for site plan review, re-zoning, or other development requests.
3. Policy: Facilitate the protection of historic resources through the use of innovative and creative land planning methods designed to enhance and protect the integrity of historic resources.

NOTE: The above "Optional Elements" have been included here for information only, for possible inclusion included in the up-dated version of Dunnellon's Comprehensive Plan.

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Local Ordinances and Zoning

Under state law, any municipal or county government can enact local preservation legislation. While every ordinance should be tailored to fit the local situation, each ordinance generally contains (1) a statement of purpose; (2) definitions, (3) establishment of a review body; (4) survey plans for the identification and evaluation of historic resources; (5) procedures for reviews concerning alterations, demolition, relocation, and new construction of any structure within a historic district or of similar activities affecting any individually significant archaeological or historic property; and (6) appeals procedures. Recommended guidelines for the rehabilitation of historic buildings are included in the Secretary of the Interior's Standards for Rehabilitation. Recommended guidelines for the preservation or mitigation of project impacts to significant archeological sites are contained in a number of regulations and guidelines.

A local preservation ordinance should establish a method and identify the means for identifying, evaluating, preserving, and rehabilitating buildings of significance to historic districts and/or archaeological or historical sites of individual significance. Generally, a local ordinance will provide for a duly designated review body (a board or commission) with power to review and give advice on proposals for alterations to identified significant archaeological sites or historic structures. While local preservation ordinances for archaeological sites may be combined with those for historic structures, they generally are treated separately.

Requests for review and certification of local statutes must be submitted to the State Historic Preservation Officer by the duly authorized representative of the government that enacted the statute. This written request should include a copy of the statute and any applicable bylaws. A copy of the state enabling legislation, if any, authorizing the designation of historic districts should also be submitted if applicable.

Certification requests are reviewed by the staff of the Bureau of Historic Preservation within 45 days of receipt of complete information. The State Historic Preservation Officer then forwards the request, together with his opinion to the Regional Office of the National Park Service. The National Park Service will review the request and render a decision within 45 days of receipt of a complete request.

Archaeological ordinances, unlike the building ordinances of locally certified governments, do not need the approval of the National Park Service since they do not involve the federal investment tax program. With the exception of their focus, they generally are organized in the same manner as historic structure ordinances.

Many other methods of protection of historic resources are available to local governments such as the creation of financial incentives outside of regulatory mechanisms, transfers of development rights, conservation easements, land use and zoning mechanisms, property acquisition by the

local government to encourage preservation and local reviews of projects affecting historic resources in an effort to minimize negative project impact. These methods of protection do not, however, substitute for a thorough and appropriate local preservation ordinance. The cities of Gainesville, St. Petersburg, and Miami, for example, have enacted excellent ordinances protecting local historic resources.

Zoning is one of the many tools available to city administrations in their efforts to positively influence city design and growth. It is based legally on a city's police power to enact laws to protect the health, safety, morals and welfare of its residents. A zoning ordinance is enacted by a municipal or county government through state enabling legislation. The zoning ordinance generally contains text explaining the regulations and a map depicting the zone. Several types of zoning can affect historic properties. These include overlay zoning, incentive zoning, and special districts. Zoning divides a city into districts and places restrictions on the land use of these areas in order to prevent incompatible uses. Zoning may also place restrictions on building height and bulk. Through these features, zoning has demonstrated its design potential for both new construction and more recently with respect to preserving historic qualities and rehabilitating historic structures through code enforcement and the granting of variances.

Funds for dealing with zoning issues are potentially available through historic preservation survey and planning grants if the zoning work undertaken relates directly to historic preservation goals and objectives.

Both State and Federal matching grants-in-aid are available through the Bureau of Historic Preservation for assistance with the research, design, drafting and implementation of local historic preservation ordinances.

City of Dunnellon Zoning Code

The following comments are intended to identify areas in the Zoning Code where changes in language may eliminate possible disincentives to historic preservation. Such changes should ensure that the code will be consistent with the intent of the updated Comprehensive Plan.

Section 2.1 and 2.2 Definitions. The following definitions should be added:

Adaptive Use: The process of converting a building to a use other than that which it was designed.

Historic Resource: Any prehistoric or historic district, site, building, object, or other real or personal property of historical, architectural, or archaeological value. These properties or resources may include, but are not limited to, monuments, memorials, Indian habitations, ceremonial sites, abandoned settlements, sunken or abandoned ships, engineering works, treasure trove, artifacts, or other objects with intrinsic historical or archaeological value, or any part thereof, relating to the history, government, and culture of the City of Dunnellon or the State of Florida. (from S. 267.021 (3), F.S. 1986)

Historic District: A geographically definable area possessing a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united by past events or aesthetically by plan or physical development. A district may also be comprised of individual elements separated geographically but linked by association or history.

Preservation: The act or process of applying measures to sustain the existing form, integrity and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Protection: The act or process of applying measures designed to affect the physical condition of a property by defending or guarding it from deterioration, loss or attack, or to cover or shield the property from danger or injury. In the case of buildings and structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatment; in the case of archaeological sites, the protective measure may be temporary or permanent.

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

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Restoration: The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time, by means of the removal of later work or by the replacement of earlier work.

Article IV Section 4.1 - 4.12
Non-Conforming Uses and Structures

Intent. This section should be amended such that historic resources that are non-conforming according to the Zoning Code should be exempt from this section. This will permit the expenditure of required funds to stabilize, rehabilitate, or restore historic resources. This will serve as a positive incentive to historic preservation.

Article V Section 5.1-5.8
Amount of Off-Street Parking and Loading

Many historic resources are lost to parking requirements which can be met when existing structures are demolished. In many cases it is possible to permit a lower parking requirement if the historic building is retained. Often the historic building can be rehabilitated and adapted for use as a clubhouse or other accessory to the development.

An incentive to saving historic resources may be the form of reduced parking requirement, similar to encouraging tree preservation, can be applied. The amount of off-street parking required on a project would be reduced, at the option of the applicant, in order to preserve historic buildings which would have otherwise been removed due to providing required off-street parking. The following conditions are suggested:

- A. Historic resources to be preserved must be eligible according to an adopted set of criteria.
- B. Rehabilitation of the structure must conform to the U.S. Secretary of the Interior's Standards for rehabilitation.
- C. The number of spaces could be reduced subject to review of the individual property and location involved.
- D. Care shall be taken to ensure the compatible design of parking areas with new and existing conditions on the site.
- E. If the historic resource were to be destroyed, the amount of parking space reduction would be reinstated and the spaces provided.

Planned Unit Developments and Subdivisions

Required submittals for applications for preliminary and final approval of planned unit developments should include geographic information on the existence, location, significance, and project impact to historic resources, including archaeological sites. Review procedures should take into account efforts to preserve and protect historic resources. Required open space should be encouraged to be located where archaeological sites are known to exist.

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Board of Adjustment and Code Enforcement Board

The Board of Adjustment and the Code Enforcement Board should be given the authority to grant variances and special exceptions involving a historic rehabilitation projects without proving a hardship. This should allow greater flexibility in conducting historic rehabilitation. Due to the unique conditions of each resource and the often difficult situations involved with such projects, all such special exceptions and variances should be granted on condition that the rehabilitation of the structure must conform to the U.S. Secretary of the Interior's Standards for rehabilitation.

REGULATORY INCENTIVES

Zoning Code relief: Historic rehabilitation projects may be considered for exemption from certain zoning code regulations such as setbacks, parking, height, use, or density.

Building Code relief: Designated historic buildings may be exempt from certain provisions of the Building Code provided life and safety are not threatened.

Development Rights Transfer: Where a specific historic resource is threatened with destruction through development, it is possible to transfer the development rights associated with the historic property to another site where development would not be injurious to the public welfare. In this way, the historic resource would be protected, similar to the application of an easement to the property, and the property owner could enjoy the right to develop in another location.

Agricultural Zoning: Historic resources that are rural in nature may be protected by Agricultural Zoning. This use prohibits extensive residential development which can negatively impact the integrity of historic and archaeological resources. The permission of special alternatives within this zone, such as intensive horticulture, specialty agriculture, nurseries, or aquaculture may provide incentive to retain historic farm buildings and the rural character of the area.

Development Review Overlay: A review procedure for developments occurring within any of the defined historic districts or individual sites may involve the application of development guidelines designed to protect the character and integrity of historic resources where a development is to occur. This technique coincides with the factors involved with a historic preservation ordinance but ensures appropriate review by broadening the scope to include the review of all developments within the historic resource area.

PROCEDURES FOR PUBLIC HEARINGS

AND ZONING CHANGES.

1. Application is filled out and returned to zoning director with all information. Zoning Director reviews to make sure application is filled out correctly and all information is attached. If he feels everything is correct, he then signs, dates and gives the application a case number.
2. Application packet is sent to the City Attorney. City Attorney reviews the information, if correct she/he will sign and date the application and return it to the City Clerks Office.
3. City Clerk gives five (5) packets to the Planning Commission and asks them to set a date for a Public Hearing. The Planning Commission gives the date of the Public Hearing to the City Clerk.
4. The City Clerk's Office will send out letters to all property owners within 300 Ft. of affected property and send the ad to be published in the newspaper for the Public Hearing by the Planning Commission.
5. Planning Commission holds a Public Hearing and sends a letter to the City Council stating their recommendation and why.
6. City Council sets dates for two Public Hearings, City Clerk's Office sends proper notification to the paper to be published.
7. City Council holds first Public Hearing. If the application is denied, there will not be a second Public Hearing. If the application is approved the second Public Hearing is announced.
8. The City Clerk's Office will send proper notification to the newspaper to be published.
9. City Council holds second Public Hearing and gives final decision.

THE SECRETARY OF THE INTERIOR'S STANDARDS
FOR EVALUATING SIGNIFICANCE
WITHIN REGISTERED HISTORIC DISTRICTS

1. A building contributing to the historic significance of a district is one which by location, design, setting, materials, workmanship, feeling and association adds to the district's sense of time and place and historical development.
2. A building not contributing to the historic significance of a district is one which does not add to the district's sense of time and place and historical development; or one where the integrity of the location, design, setting, materials, workmanship, feeling and association has been so altered or has so deteriorated that the overall integrity of the buildings has been irretrievably lost.
3. Ordinarily buildings that have been built within the past 50 years shall not be considered to contribute to the significance of district unless a strong justification concerning their historical or architectural merit is given or the historical attributes of the district are considered to be less than 50 years old.

THE SECRETARY OF THE INTERIOR'S
STANDARDS FOR REHABILITATION

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use the property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.
8. Every reasonable effort shall be made to protect and preserve archaeological resources affected by, or adjacent to any project.
9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural, or cultural material, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.
10. Whenever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

SPECIFIC STANDARDS

The following standards apply to specific treatments of historic resources.

Standards for Acquisition

1. Careful consideration shall be given to the type and extent of property rights, which are required to assure the preservation of the historic resource. The preservation objective shall determine the exact property rights to be acquired.
2. Properties shall be acquired in fee simple when absolute ownership is required to insure their preservation.
3. The purchase of less than fee interests, such as open space or facade easements, shall be undertaken when a limited interest achieves the preservation objective.
4. Every reasonable effort shall be made to acquire sufficient property with the historic resource to protect its historical, archeological, architectural, or cultural significance.

Standards for Protection

1. Before applying protective measures, which are generally of a temporary nature and imply future historic preservation work, an analysis of the actual or anticipated threats to the property shall be made.
2. Protection shall safeguard the physical condition or environment of a property or damage caused by weather or other natural, animal or human intrusions.
3. If any historic material or architectural features are removed, they shall be properly restored and, if possible, stored for future study or reuse.

Standards for Stabilization

1. Stabilization shall reestablish the structural stability of a property through the reinforcement of loadbearing members or by arresting material deterioration leading to structural failure. Stabilization shall also reestablish weather-resistant conditions of the property.
2. Stabilization shall be accomplished in such a manner that it detracts as little as possible from the property's appearance. When reinforcement is required to reestablish structural stability, such work shall be concealed wherever possible so as not to intrude upon or detract from the aesthetic and historical quality in the alteration or destruction of historically significant material or spaces.

Standards for Preservation

1. Preservation shall maintain the existing form, integrity and materials of a building, structure or site. Substantial reconstruction or restoration of lost features generally are not included in a preservation undertaking.
2. Preservation shall include techniques of arresting or retarding the deterioration of a property through a program of ongoing maintenance.

Standards for Rehabilitation

1. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historic, architectural or cultural material, and such design is compatible with the size, color, scale, material, and character of the property, neighborhood or environment.
2. Whenever possible, new additions or alterations to structures shall be done in such a manner that, if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

Standards for Restoration

1. Every reasonable effort shall be made to use a property for its originally intended purpose, or to provide a compatible use that will require minimum alteration to the property and its environment.
2. Reinforcement required for structural stability or the installation of protective or code-required mechanical systems shall be concealed whenever possible so as not to intrude or detract from the property's aesthetic and historic qualities, except where concealment would result in the alteration or destruction of historically significant materials or spaces.
3. When archeological resources must be disturbed by restoration work, recovery of archeological material shall be undertaken in conformance with current professional practices.

Standards for Reconstruction

1. Reconstruction of a part or all of a property shall be undertaken only when such work is essential to reproduce a significant missing feature in a historic district or scene, and when a contemporary design solution is not acceptable.
2. Reconstruction of all or a part of a historic property shall be appropriate when the reconstruction is essential for understanding and interpreting the value of a historic district, or when no other building, structure, object, or landscape feature with the same associative value has survived, and sufficient historical documentation exists to insure an accurate reproduction of the original.

3. The reproduction of missing elements accomplished with new materials shall duplicate the composition, design, color, texture, and other visual qualities of the missing element. Reconstruction of missing architectural features shall be based upon accurate duplication of original features, substantiated by historical, physical or pictorial evidence rather than upon conjectural designs or the availability of different architectural features from other buildings.
4. Reconstruction of a building or structure on an original site shall be preceded by a thorough archeological investigation to locate and identify all subsurface features and artifacts.
5. Reconstruction shall include measures to preserve any remaining original fabric, including foundations, subsurface and ancillary elements. The reconstruction of missing elements and features shall be done in such a manner that the essential form and integrity of the original surviving features are unimpaired.

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Goals, Objectives and Policies

Introduction

Local Government Planning

Florida's population increased by 29% between 1975-85, and is currently growing at a rate of 788 people per day. The state's natural and historic resources are being lost and threatened with loss at an alarming rate because of this population increase. Recognizing the seriousness of this threat, the 1985 session of the Florida Legislature amended the Local Government Comprehensive Planning Act (s.163.3177 and s.163.3178, F.S.) to require that local governments (all counties and municipalities) address the identification and preservation of historical resources in the future land use, housing and coastal management elements of their comprehensive plans. These plans are to be revised and implemented over the next 3 years (1986-89) in accordance with guidelines to be provided by the Department of Community Affairs.

It is the intent of this plan to establish the goals, objectives and policies to assist the City of Dunnellon in supporting and preserving the historic resources of the City. The inclusion of these goals, objectives and policies within the various elements of the City's updated comprehensive plan should meet this objective.

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GOALS, OBJECTIVES, AND POLICIES

- GOAL 1 Locate, identify, and evaluate those sites, buildings, structures, districts and objects that are associated with the archaeological, historical and architectural development of the City of Dunnellon.
- OBJECTIVE 1.1 Maintain the Florida Master Site File inventory for the City of Dunnellon.
- POLICY 1.1 (1) Systematically update the Florida Master Site File inventory by adding newly discovered sites, buildings or districts, and noting changes that have occurred to the resources since first identified.
- POLICY 1.1 (2) Transmit to the Bureau of Historic Preservation revisions or new Florida Master Site File forms on a regular basis.
- OBJECTIVE 1.2 Expand the Florida Master Site File through further survey and investigation.
- POLICY 1.2 (1) Priority areas for survey and historic research shall include the Vogt Springs Area as well as Withlacoochee River and Rainbow River.
- OBJECTIVE 1.3 Merge historic data into tax roll data base of Marion County.
- POLICY 1.3 (1) Study the feasibility of incorporating historical data from the Florida Master Site File inventory into an automated data base shared by other departments of the City and County governments.
- OBJECTIVE 1.4 Evaluate the significance of historic resources of the City of Dunnellon according to adopted criteria.
- POLICY 1.4 (1) Define and adopt criteria determination of significance for recording historic properties on the Florida Master Site File and nomination to the Local Register of Historic Places.
- GOAL 2 To officially recognize those historic resources that have been determined significant to the community.
- OBJECTIVE 2.1 Increase the number of historic resources listed and recognized by historic registers.

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- POLICY 2.1 (1) Create a Local Register of Historic Places to list those historic resources that are eligible for listing, according to an adopted set of criteria.
- POLICY 2.1 (2) Nominate those eligible sites, buildings or districts to the National Register of Historic Places.
- GOAL 3 To provide for the stabilization, maintenance, protection, preservation, and rehabilitation of archaeological and historic resources, both publicly and privately owned.
- OBJECTIVE 3.1 Protect historic resources through a local review authority.
- POLICY 3.1 (1) Seriously consider the adoption of a Historic Preservation Enabling Ordinance as amending the City of Dunnellon Zoning Code which will provide for the review and action on excavation, building, moving or demolition activities involving significant historic resources.
- POLICY 3.1 (2) Organize an administrative review system where all applications for site plan, re-zoning, or other land development petition contain information on the location of historic resources, including known archaeological sites. Where resources exist, the potential impact and mitigative actions to be taken shall be presented.
- POLICY 3.1 (3) When a proposed development will impact an archaeological site, require a field inspection and analysis by a qualified archeologist to determine significance of site, impact of project to resource, and appropriate mitigative actions, which shall include as a priority avoiding destruction of the site.
- POLICY 3.1 (4) Adopt as part of the administrative review system and proposed historic preservation enabling ordinance the U.S. Secretary of the Interior's Standards for Protection, Stabilization, Maintenance, Rehabilitation, Restoration, and Reconstruction.
- OBJECTIVE 3.2 Provide a land development regulatory framework that encourages and promotes the preservation of historic resources, including archaeological sites.
- POLICY 3.2 (1) Amend the City of Dunnellon Zoning Code to provide incentives for conducting historic preservation activities. This shall include removing any disincentives.
- POLICY 3.2 (2) Provide exemption status for designated buildings from the Building Code pursuant to Section 101.5 of the Code.
- POLICY 3.2 (3) Seriously consider the use of Transfer of Development Rights in cases where the destruction of historic resources is proposed.



- OBJECTIVE 3.3 Provide for the use of a variety of legal techniques that will encourage and facilitate the preservation of historic resources.
- POLICY 3.3 (1) Provide information and technical assistance to the public on the use of a variety of programs, techniques and methods for use in bringing about the successful preservation of historic resources.
- OBJECTIVE 3.4 Consider the use of a variety of financial techniques that will encourage and facilitate the preservation of historic resources.
- POLICY 3.4 (1) Provide information and technical assistance to the public on the use of a variety of financial techniques for use in the preservation of historic resources.
- OBJECTIVE 3.5 Identify, preserve and protect historic resources that are owned by the City or its agencies, and the Marion County School Board.
- POLICY 3.5 (1) Exercise caution to assure that any archaeological or historic resources within city control are not inadvertently transferred, sold, demolished, destroyed, substantially altered, or allowed to deteriorate significantly.
- POLICY 3.5 (2) Take timely actions if a city-owned archaeological or historic resource is to be unavoidably altered. Such action shall be developed in consultation with the local historic preservation advisory board, the Florida Division of Historic Resources, or professional consultant to determine whether or not there is a feasible or prudent alternative to the proposed destruction.
- POLICY 3.5 (3) Where a city-owned or controlled archaeological or historic resource must be destroyed. Timely action shall be taken to conduct salvage excavation by a qualified archaeologist or to document the property by photography and if appropriate, measured drawings.
- POLICY 3.5 (4) Establish a program to locate, inventory and evaluate all archaeological or historic resources that are city owned or controlled for inclusion in the Florida Master Site File or if eligible, the National Register of Historic Places.
- POLICY 3.5 (5) Where an archaeological site is discovered in the course of construction or excavation activities, work shall stop in the vicinity of the site immediately and notification will be made to the Florida Division of Historic Resources, or a professional consultant.

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GOAL 4 Actively contribute to expanding public awareness of the history, resources, programs, standards, funding sources, and need for public participation in historic preservation in the City of Dunnellon.

OBJECTIVE 4.1 Visually mark historic resources as a means of increasing awareness and pride in Dunnellon history.

POLICY 4.1 (1) Create a plaques program for the placement of markers on certain important buildings or in the general vicinity of secured archaeological sites.

OBJECTIVE 4.2 Provide for the citizens and visitors of the City of Dunnellon centralized facilities for the viewing, interpretation and enjoyment of Dunnellon history.

POLICY 4.2 (1) Support the creation of a City of Dunnellon Historical Museum.

OBJECTIVE 4.3 Provide a series of publications designed to increase awareness of Dunnellon's historic resources, programs, standards, funding sources and other related information to be available to the public.

POLICY 4.3 (1) Actively support and participate in cooperation with other organizations, the creation of tour maps of various areas of the city for walking, bicycling or driving tours.

POLICY 4.3 (2) Make available to the public, at minimal cost, publications on the technical nature of historic preservation including the U.S. Secretary of the Interior Standards for Rehabilitation, The National Trust for Historic Preservation INFORMATION series, the National Park Service HOW TO series, and other appropriate literature.

OBJECTIVE 4.4 Encourage the participation of citizens in historic preservation activities, hearings, and workshops.

POLICY 4.4 (1) Actively seek a variety of media sources to publicize information on the specifics of upcoming events.

POLICY 4.4 (2) Consider maintaining membership in local, state and national historic preservation organizations and encourage participation in events, workshops or meetings by the local historic preservation advisory board, city staff, and other interested persons.

OBJECTIVE 4.5 Coordinate and cooperate with other private or governmental entities involved with historic preservation.

POLICY 4.5 (1) Establish a means of exchange of information amongst private preservation support groups, other local government, state preservation support groups, and state government.

POLICY 4.5 (2)

Consider becoming a Certified Local Government if steps are taken to adopt a historic preservation ordinance.

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EDUCATION/PUBLIC PARTICIPATION

1. A Plaques program should be created where markers would be placed on those sites not subject to security procedures, identifying the site and indicating the significance of the resource. Markers may depict historic district boundaries, scenic vistas, or historic buildings. The issuance and placement of the plaques may become a ceremonial activity of the city of Dunnellon.
2. The City of Dunnellon should seriously consider and support community efforts to create a historical museum. Support could include technical as well as financial assistance.
3. The City of Dunnellon in cooperation with the Greater Dunnellon Historical Society should publish a series of tours for walking, bicycling or driving through historic areas. Other publications recommended include informational pamphlets, maps, and historical narratives.
4. The City of Dunnellon should encourage greater Public participation in meetings, workshops, hearings or programs by advertising in a variety of media.
5. The City of Dunnellon should notify historic property owners of the value and significance of their properties, with information on assistance programs and proper rehabilitation guidelines.
6. The City of Dunnellon should make every effort to coordinate its historic preservation programs with those of other entities including private historic preservation support groups, Marion County and state agencies or historic preservation support groups.

PROGRAMS AND OPPORTUNITIES

The primary purpose of this part of the comprehensive plan is to provide information on the preservation programs and opportunities which are available to organizations and individuals in Florida. Following a discussion of the major preservation organizations in the state, sections on Resource Identification and Inventory, Resource Planning, Resource Management, Resource Acquisition, and Resource Data Recovery are presented. The various programs which are available for accomplishing preservation goals are discussed under the appropriate section. This section is generally organized in a sequence which reflects the progression of activities in the preservation process.

PRESERVATION ORGANIZATIONS

National Trust for Historic Preservation

The National Trust for Historic Preservation is a private, non-profit membership organization. It was chartered by the U.S. Congress in 1949 and has two basic purposes: to encourage the public to participate in the preservation of American's history and culture and to own historic properties.

The Trust publishes a monthly newspaper, Preservation News; a bimonthly magazine, Historic Preservation; and a legal quarterly, Preservation Law Reporter. It also produces books, newsletters and brochures. The annual meeting is held at major cities around the country in September. The Trust is supported by membership dues and approximately 25% of its funds are obtained by a matching grant from Congress through the U.S. Department of Interior.

There are six regional offices which were established in 1977. Florida is served by the Southern Regional Office in Charleston, South Carolina. The central office is located at 1785 Massachusetts Ave. N.W., Washington, D.C. 20036. (202)673-4000. The regional office is located at the William Aiken House, 456 King Street, Charleston, South Carolina 29403. (803) 724-4711.

Florida Trust for Historic Preservation

The Florida Trust for Historic Preservation is a state wide, private non-profit organization founded in 1978. It is supported by membership and educational fund raising events and provides leadership in the private sector in preservation matter.

The Trust provides preservation information to the public and legislature through its conferences, workshops and lobbying efforts and through its newsletter, The Florida Preservation News which is produced jointly with Florida's State Historic Preservation Office.

The Trust holds its annual meeting (usually September or October) at various locations around the state. It provides the major forum for preservationists



in the state. The Trust also works closely with the National Trust for Historic Preservation and has joint membership program.

For more information contact The Florida Trust for Historic Preservation, P.O. Box 11206, Tallahassee, Florida 32302. (904)224-8128.

Society of Professional Archaeologists

The Society of Professional Archaeologists is a nationwide organization of professional archaeologists. Membership is open to those archaeologists meeting certain educational and professional experience requirements. The goals of the Society include the setting of professional standards and the maintenance of those standards by the community of archaeologists. These are the standards used by both federal and state governments to establish professional qualifications and performance.

The Society publishes an annual directory and monthly newsletter on current issues affecting professional archaeologists. Its annual meeting is held jointly with that of the Society of American Archaeologists. The Society is supported by membership dues. For further information contact the Society of Professional Archaeologists, Federal Building, Room 474, 100 Centennial Mall N., Lincoln, Nebraska 68508. (402)471-5392.

Florida Archaeological Council

The Florida Archaeological Council is an organization of professional archaeologists practicing in Florida. Membership is open to those archaeologists who work in Florida and meet certain educational and experience requirements; there are currently about 50 members. The Council may be helpful in suggesting archaeologists to give public lectures, to visit and assess sites, or to answer questions about archaeology in Florida. Because the officers change annually, correspondence should be addressed to President, Florida Archaeological Council, c/o Bureau of Archaeological Research, Division of Historical Resources, The Capitol, Tallahassee, Florida 32399-0250.

Florida Anthropological Society

The Florida Anthropological Society is a private, non-profit membership organization. It was founded early in 1948, and the first issue of its quarterly journal, The Florida Anthropologist, was published in May, 1948. From the very beginning, the Society's membership has been made up of professional anthropologists, amateur archaeologists and concerned citizens interested in learning about and preserving Florida's prehistoric and historic heritage.

The Society comprises a number of local chapters around the state which hold regular meetings, publish newsletters, and visit archaeological sites. Membership in both the Society and a local chapter is recommended to those who have an interest in Florida archaeology and anthropology, and who want to learn more about and become more active in these subject areas.

Amateur and professional members present papers and attend workshops at the annual meeting of the Society, which is sponsored and organized by a different

local chapter each year. For information about the Florida Anthropological Society look in your local library for a recent issue of The Florida Anthropologist and write the officers listed on the inside front cover. For further information, you may also write to the Florida Anthropological Society, P.O. Box 1013, Tallahassee, Florida 32302.

Florida Folklore Society

The Florida Folklife Society is a not-for-profit corporation organized to encourage the study and appreciation of Florida folklore and folklife while providing a central means for those interested in the field to communicate with each other about the collection and dissemination of Florida's traditional materials. The Society shares the results of research and fieldwork with members during annual meetings held in late January or early February, thereby helping preserve Florida folklore for future generations. The society also publishes a newsletter four times a year to allow regular written exchange of ideas and information among scholars, collectors, and the public. Other activities of the Society include providing for the formal recognition of the study of folk cultures, promoting the collection of Florida folklore and oral history, and cooperating with other folkloristic organizations. For further information please write to the Florida Folklore Society, P.O. Box 265, White Springs, Florida 32096.

Historic Preservation Boards

Florida has the authority to create eight Historic Preservation Boards. The first board was established in St. Augustine in 1959 and six others have been created since then. They are in Pensacola, Tallahassee, Florida Keys, Palm Beach, Tampa-Hillsborough and Broward county. The Volusia/Flagler county board has not yet been funded.

The Boards are under the direct control of the Secretary of State and are created to acquire, restore, preserve, maintain and operate for the use, benefit, education and recreation of the public certain ancient or historic landmarks and sites in the state. They are also active in recording sites, historical events and persons which contribute to our knowledge and understanding of Florida history.

The Boards consist of from five to eleven members appointed by the Governor for terms of two, three or four years and have governing power to conduct all legal activities necessary to achieve their goals. Each board is assisted in its day-to-day operation by a professional staff.

Local governments may establish preservation boards and commissions under the authority of Chapter 163, F.S. Dade, Pinellas, and other counties, and the city of Sarasota have established such preservation boards and commissions.

Division of Historic Resources

In 1967 the Florida Legislature passed the Florida Archives and History Act, Chapter 267, F.S., in which a wide range of historic preservation responsibilities were assigned to the Division of Archives, History and Records Management, in the Florida Department of State. For the first time in the state's history, the responsibility for historic preservation on a statewide basis was vested in a

in a single agency. In 1986, the Act was amended to become the Florida Historical Resources Act, and the Division was renamed the Division of Historical Resources. The amendment transferred the State Archives and the Bureau of Records Management to the Division of Library and Information Services. The revised Chapter 267, F.S. 1986 further strengthened the state's commitment to historic preservation.

Responsibilities of the Division include locating, acquiring, protecting and preserving historic sites and properties as well as conserving associated cultural intangibles, promoting historic preservation, fostering cultural conservation and developing a statewide comprehensive historic preservation plan. Most of the Division's historic preservation responsibilities are delegated to the Bureau of Historic Preservation, the Bureau of Archaeological Research and the Bureau of Florida Folklife.

PRIVATE ORGANIZATIONS

The Greater Dunnellon Historical Society. The Greater Dunnellon Historical Society is a not-for-profit organization dedicated to the preservation of the Dunnellon area Historic Resources. In cooperation with the City of Dunnellon the group has raised portions of the matching funds and assisted the City of Dunnellon in applying for a State grant-in-aid as well as completing a Historic District Survey. The group regularly presents programs of educational interest to the community. Membership is open to the public. P.O. Box 1836, Dunnellon, FL 32630

Marion County Historical Society. The Marion County Historical Society is a not-for-profit organization dedicated to the identification and preservation of county history through the collection, stabilization, and protection of items associated with Marion County's history. The group is active in regular programs of educational and community interest. Many members are long time residents of Marion County and provide an excellent source of information for conducting research and oral histories.

The Ocali Scrub Anthropological Society. Incorporated in 1983, this local chapter of the Florida Anthropological Society focuses on educating the public about the goals and values of archaeology, specifically the protection and preservation of the area's prehistoric sites. The Society is involved in vandalism awareness program aimed at rehabilitating and protecting vandalized archaeological sites. Ocali scrub members cover Lake, Marion, and Putnam Counties, and can be reached at P.O.Box 32, Altoona, FL 33702. Membership is open to the general public.

APPENDIX I

Federal Laws

(1) The National Historic Preservation Act of 1966 (Public Law 89-665, as amended; 80 Stat. 915; 16 U.S.C. 470) establishes national policy toward historic preservation. The Act established the Advisory Council on Historic Preservation, and provides in Section 106 procedures to be followed by federal agencies in the permitting, licensing or funding of projects affecting properties that are listed or eligible for the National Register of Historic Places. The Act also provides for an expanded National Register program within the offices of the State Historic Preservation Officer, in Florida located within the Department of State, Division of Historic Resources.

(2) The Department of Transportation Act of 1966 (Public Law 89-670; 80 Stat. 931) states; "It is hereby declared to be the national policy that special effort shall be made to preserve...historic sites." The Secretary of Transportation "shall not approve any program or project which requires...the use of...any land from a historic site (both archaeological sites and historic structures) of national, state or local significance... unless (1) there is no feasible or prudent alternative to the use of such land, and (2) such program includes all possible planning to minimize harm to such...historic site resulting from such use." (Section 4 F)

(3) The National Environmental Policy Act of 1969 (Public Law 91-190; 82 Stat. 852; 42 U.S.C. 4321 et seq.) establishes as national policy the protection and enhancement of the environment, one aspect of which is to "preserve important historic, cultural, and natural aspects of our national heritage" (s.101 (p) (4)). The policy of the Act is implemented through the preparation of interdisciplinary environmental assessments or impact statements.

(4) The Coastal (1454) Zone Management Act of 1972 (Public Law 92-583 as amended; 86 Stat. 1280; 416 U.S.C. 1454 et seq.) encourages states to undertake comprehensive planning and management to "achieve wise use of land and water resources of the coastal zone giving full consideration to ecological, cultural, historic and aesthetic values as well as to needs for economic development."

State Laws and Plans.

(1) The Historic Resources Act (Chapter 267, F.S. 1986) is the state's primary historic preservation law. The Act contains state policy with regard to historic preservation and provides the responsibilities of each state

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agency with regard to review and compliance. The Act establishes the responsibilities of the Division of Historic Resources of the Florida Department of State and the position of State Historic Preservation Officer. It is under Chapter 267 that the state's responsibility for carrying out national historic preservation policy is mandated.

(2) The State Comprehensive Plan (Chapter 187, F.S.) provides for historic preservation goals and policies in s.187.201(18) under CULTURAL AND HISTORICAL RESOURCES:

(a) Goal: By 1995. Florida shall increase access to its historical and cultural resources and programs and encourage the development of cultural programs of national excellence.

(b) Policies:

1. Promote and provide access throughout the state to performing arts, visual arts, and historic preservation and appreciation programs at a level commensurate with the state's economic development.
2. Develop a strategy for the construction of arts facilities based on an assesment which ranks regional and statewide capabilities and needs.
3. Ensure the indentification, evaluation and protection of archaeological folk heritage and historic resources properties of the state's diverse ethnic population.
4. Stimulate increased private-sector participation and support for historical and cultural programs.
5. Encourage the rehabilitation and sensitive, adaptive use of historic properties through technical assistance and economic incentive programs.
6. Ensure that historic resources are taken into consideration in the planning of all capital programs and projects at all levels of government and that such programs and projects are carried out in a manner which recognizes the preservation of historic resources.

The HOUSING chapter of the State Comprehensive Plan also addresses historic preservation:

1. (b) Policies (3) Increase the supply of...housing...by...recycling older houses and redeveloping residential neighborhoods... (s.187.201(5))

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The TOURISM chapter of the State Comprehensive Plan also contains a policy directed toward historic preservation:

1.(b. Policies (3) Promote awareness of historic places and cultural and historic activities. (s.187.201 (23))

(2) The Florida Environmental Land and Water Management Act of 1972 (Chapter 380, Part I, F.S. 1986) addresses historic preservation in the sections pertaining to Areas of Critical State Concern, Developments of Regional Impacts, and Florida's Quality Development program. The latter section provides incentives for protecting archeological sites through their designation as open space in developments affected by the law.

(3) The Florida Air and Water Pollution Control Act (Chapter 403, F.S.) includes historic resource protection criteria for the issuance of permits by the Department of Environmental Regulation. The DER is required to consider "whether a project will adversely affect or will enhance significant historical and archaeological resources under the provisions of s.267.061. The DER must consider measures proposed by the applicant to mitigate possible adverse affects (s. 403.91-403.929 (a) and (b)).

(4) The Unmarked Human Burial law (Ch. 872.02 F.S., 1987) provides penalties for wilfully destroying, mutilating, defacing, injuring, or removing any tomb, monument containing human skeletal remains or associated burial artifacts. Such action is a misdemeanor of the first degree. If the damage to such property is greater than \$100 or if any property removed is greater than \$100 in value, the perpetrator is guilty of a felony of the third degree. The section also provides that any person who knows or has reason to know that an unmarked human burial is being disturbed, destroyed, defaced, mutilated, removed, excavated or exposed shall immediately notify the local law enforcement agency with jurisdiction in the area where the unmarked human burial is located. When an unmarked human burial is discovered other than during an archaeological excavation authorized by the state of educational institution, all activity that may disturb the unmarked human burial shall cease immediately, and the district medical examiner shall be notified. Such activity shall not resume unless specifically authorized by the district medical examiner or State Archaeologist.

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TAX INCENTIVES FACT SHEET

Tax Incentives for Rehabilitating Historic Buildings

TAX LEGISLATION AND REGULATIONS

TAX REFORM ACT OF 1986 (Public Law 99-514)

On October 22, 1986, the Tax Reform Act of 1986 (Public Law 99-514), a sweeping reform of the Internal Revenue Code of 1954, was signed into law. This new legislation affects nearly all individuals and businesses. Although it reduces personal income tax rates to two brackets of 28% and 15%, and corporate tax rates to a maximum of 34%, it broadens the tax base by eliminating a number of deductions, tax credits, and other tax benefits.

The Tax Reform Act of 1986 will have a significant impact on the real estate industry in general and historic preservation in particular. Several provisions of the bill directly affect certified rehabilitations; other provisions will have an indirect effect. Despite the loss or sharp curtailment of tax benefits for real estate, the rehabilitation tax credits have survived. The credits are modified but the process for obtaining them is unchanged.

In general, the provisions of the Tax Reform Act of 1986 are effective on January 1, 1987. Those provisions that relate to the treatment of income, deductions and credits affect the tax benefits from rehabilitation projects already completed as well as future projects. Because of the complexity of the new tax law, individuals are strongly encouraged to consult legal counsel or the appropriate office of the Internal Revenue Service (IRS) for assistance in determining the tax consequences of the provisions described in this fact sheet. A toll free number for the Florida IRS Tax Information Line is provided at the end of this Fact Sheet.

The following descriptions are provided for general informational purposes only.

1. Investment Tax Credits (ITC): The former 25% ITC for certified rehabilitations has been reduced to 20% with a full adjustment to basis (formerly half adjustment was required), and the 15% and 20% ITCs for rehabilitations of older commercial buildings have been combined into a single 10% ITC for buildings built before 1936. The new ITC provisions do not apply to rehabilitations completed pursuant to contracts that were binding as of March 1, 1987, or where the property was acquired and a Historic Preservation Certification Application (Parts 1 and 2) was filed by March 1, 1986, if such rehabilitated properties are placed in

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service before January 1, 1994. For non-historic rehabilitations completed pursuant to contracts binding as of March 1, 1986, and not completed by December 31, 1986, a 10% or 13% ITC will be substituted for the 15% or 20% ITC, respectively.

2. New ITC for Low Income Housing: All previous incentives for low income housing have been replaced with a new 9% ITC per year for 10 years for each unit of low income housing constructed or rehabilitated without other Federal subsidies and a 4% ITC per year for 10 years for units constructed or rehabilitated with other Federal subsidies or tax-exempt bonds. This new ITC is available for buildings placed in service after December 31, 1986, and before January 1, 1990.
3. Depreciation: Property placed in service as of January 1, 1987, will be depreciated using the straightline method over 27.5 years for residential real estate and over 31.5 years for commercial real estate. In general, the new depreciation provisions do not apply to property that was subject to a binding contract for acquisition or construction as of March 1, 1986, or was under construction as of March 1, 1986, if such property is placed in service by January 1, 1991.
4. Passive Losses and Credits: Effective January 1, 1987, income and losses are divided into three categories: "active" (salaries, business income), "portfolio" (interest, dividends), and "passive" (income from sources in which the taxpayer does not materially participate). Rental real estate, other than that involving services such as hotels, is considered a passive activity, irrespective of material participation. Material participation is defined as involvement in the activity on a regular, continuous, and substantial basis; limited partners are categorized as not materially participating. Generally, taxpayers are barred from using losses and credits from passive sources to avoid taxes on active or portfolio income. With the exceptions noted below, losses and credits from passive sources are allowed only against other passive income. This key change will dramatically affect how future rehabilitation projects are financed (by virtual elimination of currently-structured syndications) and will affect tax benefits derived from already completed projects owned by limited partnerships.

The passive losses/credits rule will be phased in over four years and will permit investors in projects completed prior to January 1, 1987, to take 65% of their existing tax benefits (losses and credits) in 1987; 40% in 1988; 20% in 1989; and 10% in 1990, with full elimination of passive losses/credits in 1991. Unused passive losses and credits can be carried forward indefinitely and can be applied against gains upon disposition of the property.

Under the special rules described below, an annual total of \$25,000 in passive losses and credits from real estate activities may be computed by certain taxpayers against active income. For example, if a taxpayer incurs \$10,000 in losses from rental real estate, the remaining amount for computation of available tax credits is \$15,000.

"Passive Loss" Rules for Rental Real Estate: Certain taxpayers who "actively participate" in their rental real estate activities (both historic and non-historic) may be able to take up to a total amount of \$25,000 in passive losses annually or claim an equivalent amount of credits. "Active participation" will be specifically defined by the Internal Revenue Service in regulation; appears to be less restrictive than "material participation;" and excludes limited partnerships. Individuals with joint taxable income less than \$100,000 (\$50,000 for single taxpayers) may take up to \$25,000 in losses annually from rental real estate. This \$25,000 annual limit on losses would be reduced for individuals with taxable incomes over \$150,000. Qualifying individuals with taxable incomes of \$250,000 or less may take up to \$25,000 in losses from certified rehabilitation or low-income housing projects.

"Passive Credit" Exemption: Tax credits from passive sources, including rental real estate, can be used to offset the tax owed on up to \$25,000 of "active income" for taxpayers with incomes less than \$100,000. This passive credit exemption is reduced for individuals with incomes between \$100,000 and \$150,000, and eliminated for individuals with incomes over \$150,000. For taxpayers in the 28% bracket, the maximum allowable credit would be 28% of \$25,000 or \$7,000. The exemption is not a \$25,000 credit but a credit on the tax on \$25,000 of "active income."

"Passive Credit" Rules for Rehabilitations and Low-Income Housing: The \$25,000 allowance for credits (but not losses) from rehabilitations and low-income housing applies to individuals, including limited partners, having incomes up to \$250,000.

5. Capital Gains: Effective January 1, 1987, the exclusion of 60% of a long-term capital gain is repealed and capital gains will be treated as ordinary income taxable at the top rate of 28%.
6. Tax-Exempt Bonds: Effective January 1, 1987, States and local jurisdictions are limited in the total dollar amount of bonds issued for quasi-governmental purposes, such as industrial development bonds, to the greater of \$250 million or \$75 per capita per state.

For additional information regarding the provisions of the Tax Reform Act of 1986:

Florida IRS Tax Information Line (toll free) 1-800-424-1040
Forms and Publications Order Line (toll free) 1-800-424-3676

Publication 572 "Rehabilitation Investment Tax Credit"
(Revised 11/86)

Schedule 3468 "Investment Tax Credit Form" must be filed with Form 1040 to claim the rehabilitation credit.

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For information regarding the certification process required to obtain the 20% historic rehabilitation ITC, contact:

Architectural Preservation Services
Bureau of Historic Preservation
R.A. Gray Building
Tallahassee, Florida 32399-0250
(904) 487-2333

This Fact Sheet has been prepared with assistance from the Preservation Assistance Division, National Park Service, U.S. Department of the Interior, Box 37127, Washington D.C. 20013-7127

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