Subject: Comparison of the Winter Park Register of Historic Places” to the U.S. National Register of Historic Places

At the July 8, 2013 meeting, the City Commission approved a historic preservation review process to update the current inventory of historic properties, review the City’s historic preservation ordinance with benchmark comparisons to other key cities and to recommend goals or changes to achieve preservation.

The first report requested of Staff and the Historic Preservation Board (HPB) by August 15th, was to summarize the similarities, differences and benefits of the Winter Park Register of Historic Places and the National Register of Historic Places. The HPB reviewed the City Commission’s suggested tasks and process at their regular meeting on July 10 and held special meetings on July 15th and July 25th to review and approve the attached summary and the presentation for this afternoon.

Update on Further Tasks:

Staff will work on the other tasks outlined by the City Commission including an update to the current inventory of historic properties. The HPB is suggesting the use of a consultant (not to exceed $10,000) to assist in looking at the benchmarking with other key cities including those indicated by the City Commission and others that might be relevant. The consultant would also assist in proposing modifications to the HPB Ordinance that could help achieve the goals to increase the number of designated properties pursuant to goals as may be established by the City Commission.

Motion | Recommendation:

There is no action needed other than to acknowledge receipt of the report but direction is needed regarding the use of a consultant to review and make recommendations on the ordinance benchmark results.
### Comparison of the Winter Park Register of Historic Places to the National Register of Historic Places

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<tr>
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<th>Winter Park Register of Historic Places</th>
<th>National Register of Historic Places</th>
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<tbody>
<tr>
<td><strong>Who nominates historic buildings?</strong></td>
<td>May be made by the owner, a member of the Historic Preservation Board or a city commission member.</td>
<td>Nominations of individual buildings or districts may be made by anyone.</td>
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<td><strong>How long does it take?</strong></td>
<td>45-60 days from the date of application.</td>
<td>12-18 months from the date of application.</td>
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<td><strong>How much does it cost to nominate a building or district?</strong></td>
<td>No fee for nomination applications.</td>
<td>No fee for nomination; however applicants typically hire a professional to prepare the forms and exhibits.</td>
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| **What is the process to list an individual historic property?** | • A designation application is filed.  
  • Staff prepares legal ad and 500' radius notice.  
  • Staff researches property history and architecture.  
  • Staff takes exterior photographs.  
  • Staff prepares report for the HPB.  
  • HPB receives the report at a public hearing.  
  • HPB makes a recommendation to the City Commission.  
  • The City Commission receives the recommendation and finalizes the designation by Resolution. | • Applicant files a Preliminary Site Information Questionnaire (PSIQ) form and property overview photographs with the Florida Division of Historical Resources (DHR).  
• Applicant prepares full NRHP nomination with site plan, floor plan, interior and exterior photographs per NRHP standards and utilizing NRHP classifications and forms. This usually requires a preservation professional.  
• Review by the Florida DHR.  
• Sent to the city for comment.  
• Sent to the Florida National Register Review Board.  
• Property owner notified.  
• If the board makes a positive recommendation, state staff transmits to the National Park Service. The NRHP board reviews the nomination.  
• If approved, the property is listed on the NRHP. |
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<th><strong>Is owner permission needed?</strong></th>
<th><strong>Winter Park Register of Historic Places</strong></th>
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<td>Permission required prior to review by the Historic Preservation Board.</td>
<td>A state and federal determination of eligibility may be made without the owner’s permission, however because of the time and effort involved, Florida does not review individual nominations when there is a notarized owner objection and the nomination will not advance to the National Park Service.</td>
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**A district preserves a collection of historic buildings united by a theme and their entire setting. How is a historic district listed?**

- Process starts with petition by 20% of potential district owners, a member of the HPB or by a city commission member.
- Staff research.
- Conferences and public meetings with owners.
- Desired outcomes determined.
- Boundaries influenced by owners.
- Draft report sent to all owners.
- Favorable vote of two-thirds of all owners in the proposed district required to advance to HPB.
- Staff prepares final report with maps, history, context and desired outcomes.
- Final report sent to all owners. Hearing advertised.
- Designation report to the HPB at a public hearing.
- HPB makes a recommendation to the City Commission.
- The City Commission receives the recommendation and finalizes the designation by Resolution.

- Anyone may nominate a district.
- Applicant files a Preliminary Site Information Questionnaire (PSIQ) form and property overview photographs with the Florida Division of Historical Resources (DHR).
- Applicant prepares full NRHP nomination with history, context, maps and photographs per NRHP standards and utilizing NRHP classifications and forms. This usually requires a preservation professional.
- Boundaries are determined by standards.
- Review by the Florida DHR.
- Sent to the city for comment.
- Sent to the Florida National Register Review Board.
- Property owners notified. Hearing advertised.
- If the board makes a positive recommendation, state staff transmits to the National Park Service. The NRHP board reviews the nomination.
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<th>Question</th>
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<td>Once in the National Register, is a property or district automatically</td>
<td>No. NRHP properties and districts would be eligible but must make application.</td>
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<td>listed in the Winter Park Register?</td>
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<td>What happens to the property's zoning?</td>
<td>The zoning classification of property remains the same. Listing in the WPRHP acts as an overlay to the existing zoning.</td>
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<tr>
<td>How does listing affect an owner's rights?</td>
<td>• Listing in the WPRHP does not affect an owner's vested property rights.</td>
<td>• Listing in the NRHP does not affect an owner's vested property rights.</td>
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<td>• Listing does not require owners to restore, make changes to their property, or to open it to the public.</td>
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<td>Can properties be altered or enlarged and if so, what is the process?</td>
<td>• Exterior alterations and additions are permitted subject to HPB review and approval. They should preserve the historic property character and setting.</td>
<td>• Owners may alter or even demolish the property at will.</td>
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<td>• There is no fee for review.</td>
<td>• Demolished properties and properties so altered that they lose their historic integrity are removed from the National Register but the documents remain on file for research purposes.</td>
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<td>• Routine repairs and maintenance with in-kind materials require only staff review.</td>
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<td>• The HPB does not review interior remodeling.</td>
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<td>• Infill and redevelopment is permitted in historic districts subject to HPB approval.</td>
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<td>Can individually listed properties and historic district properties be</td>
<td>Demolition requires public notice and HPB review and approval based on code criteria.</td>
<td>Demolition does not require local review. Federal buildings and projects, and federally funded projects are reviewed at the federal level.</td>
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<td>demolished?</td>
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<td><strong>Are there special building considerations for individual historic properties and historic district properties?</strong></td>
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| | • Appropriate variances may be granted by the HPB.  
• Listed individual and district properties may have accessory dwelling units subject to conditions and approval.  
• Listed properties undergoing rehabilitation are eligible for flexible consideration of the Florida Building Code requirements. | • Listed properties may be eligible for flexible consideration of the Florida Building Code requirements. |
| **Are property taxes increased?** | There is no change to property taxes because of listing in the Winter Park Register of Historic Places. | There is no change to property taxes because of listing in the National Register of Historic Places. |
| **Are there property tax benefits?** | Listed properties undergoing substantial rehabilitation improvements may be eligible for ad valorem property tax relief. There would be no property tax increase based on the improvements for up to ten years. (Process begins at city.) | Listed properties undergoing substantial rehabilitation improvements may be eligible for ad valorem property tax relief. There would be no property tax increase based on the improvements for up to ten years. (Process begins at city.) |
| **Are there federal tax benefits?** | Federal tax credit program not available unless also listed on the NRHP as a “certified structure”. | Income producing (commercial or rental residential) NRHP individual or district historic properties may be eligible for a 20% federal tax credit on the total cost of rehabilitation of certified historic structures. Buildings built prior to 1936 that are not deemed historic properties but are located in a NRHP district may be eligible for a 10% federal tax credit on the total cost of rehabilitation. (Process through begins at Florida Division of Historical Resources.) |
Heritage Conservation:
National to Local Preservation Planning

Preservation is future oriented
While only 7% of the residential buildings and 5% of the commercial buildings in the city may be eligible for historic designation now, it is these vintage properties and their traditional settings that provide the foundation for Winter Park's attractive ambiance and unique sense of place.

Winter Park
Orange County
Florida

Bird's eye view circa 1884

175 historic resources, individual and in two local districts, have been designated to date.
New Nation – New History

1816 - Philadelphia State House
"Independence Hall" saved from demolition 40 years after the Declaration of Independence was signed there.

The National Register of Historic Places is the most important listing of the nation’s inventory of recognized historic structures.

1966 - National Historic Preservation Act passed
- National Register of Historic Places
- State Historic Preservation Offices
- Advisory Council on Historic Preservation
National Register Criteria

- Usually at least 50 years old to provide perspective.
- Must retain its historic integrity.
- Associated with events that have made a significant contribution to the broad patterns of our history, or
- Associated with the lives of persons significant in our past, or
- That embodies the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction, such as a historic district or
- That has yielded or is likely to yield information important in prehistory or history.
Winter Park Country Club & Golf Course

Robert Bruce Barbour House "Casa Feliz"

Downtown Winter Park Historic District 1881-1945
Listing on the National Register does:

- Identify important buildings, structures and places.
- Encourage preservation by documenting their significance.
- Enable agencies to consider historic properties when planning projects.
- Provide for review of federally funded projects.
- Encourage rehabilitation of income producing properties through a significant tax credit program.
Listing on the National Register does not:

• Restrict the right of property owners in the use, sale or development of private property.
• Automatically lead to local designation.
• Stop federal, state, or private projects.
• Provide for local review of private projects including demolition.
• Guarantee the availability of grant funds.
• Provide federal tax benefits unless properties are income producing.

All Saints Episcopal Church

Federal Tax Credit Programs

Since 1976

20% tax credit for qualified rehabilitation projects of income producing buildings eligible for the National Register or contributing to a National Register District.

10% tax credit for qualified rehabilitation of income producing buildings built before 1936 that are not individually National Register eligible, but are included in a National Register district.

Easement donations.
Bringing it "Home": How Do Communities Protect Their Resources?

- National Register listing is a tremendous honor, carries some financial benefit to encourage capital investment and revitalization, but offers almost no protection.
- The benefit of local designation is that it is tailored to specific community context and needs, and is the right step toward legally protecting historic buildings and neighborhoods according to community values.
- There are over 2,300 local historic districts in US in communities who decided to celebrate the look and feel of the place they call "home" by adopting local legislation.
- Local legislation is the best way to protect the vintage character of towns and neighborhoods.
- Winter Park has surveys of historic resources, and a Historic Preservation Board and ordinance in place.

Path to Preservation

- 1977 Junior League/DHR survey and driving tour.
- 1984 Historic preservation advisory board formed.
- 1986 Professional survey to collect Comprehensive Plan data and set goals and recommendations.
- 1988 Proposed ordinance failed and preservation board disbanded.
- 2001 Preservation ordinance passed following public information campaign and Historic Preservation Task Force report.
- 2001 Historic Preservation Commission appointed in July, first meeting in August.
Historical Resources Task Force - 2000

- Mission was clearly defined – build consensus on the contents of a historic preservation ordinance.
- Membership included:
  - Winter Park "Old Guard"
  - Winter Park civic activists
  - Members from the City and Planning and Zoning Commissions
  - Owners of historic buildings and residents of potential historic districts
  - Representatives from the real estate and construction industries
  - Local historians

Components of the Ordinance

- Public purpose
- Definitions
- Creates a qualified Historic Preservation Board
- Provides powers and duties
- Criteria and procedures for designation and for certificates of review
- HPB actions and effects
- Tax and other incentives
- Appeal procedures
The Historic Preservation Ordinance Does:

- Stabilize neighborhoods, and protect and enhance property values.
- Protect the integrity of historic properties and districts and their settings with design review guidelines.
- Insure that new development will not destroy the area's valuable historic character.
- Establish an objective, public & democratic process for objective design review.
- Preserve historic resources through a demolition review process.

The Historic Preservation Ordinance Does Not:

- Require improvements or restoration of historic properties.
- Require board or staff approval of interior changes.
- Prevent new construction within historic areas.
- Require board approval for ordinary repair or maintenance with like materials.
- Require that historic properties be open for tours.
- Restrict the sale of the property.
Designation Process for Individual Properties

- Applications may be submitted by the owner, an HPB member or City Commission member.
- Submit an application with owner consent.
- There is no fee for designation.
- Staff writes research report and places property on HPB agenda.
- Public advertisement and notices mailed to owners within 500' radius.
- Public hearing at HPB meeting.
- Recommendation to City Commission.
- Resolution by Commission.

Results of Designation to the Winter Park Register of Historic Places

- Exterior alterations are reviewed and approved by the HPB to help preserve the historic character of the property and/or district.
- If a variance is requested for appropriate alterations or additions, the HPB is empowered to grant that variance as part of the Certificate of Review process.
- May be eligible for accessory dwelling units such as garage apartments.
- Historic character is conserved while changes take place.
- Property owners may take advantage of county, state and federal incentive programs.
What is a Historic District?

- Historic districts are areas in which historic buildings & their entire setting is significant and conserved for the future.
- Historic districts comprise the city's important character, giving architectural & historic resources.
- Inclusion in a district signifies that a property contributes to an ensemble worth protecting.
- Historic district ordinances are codes adopted by communities to plan to keep districts a vital part of the future.
- Local design review protects the historic places residents call "home" and that add value to the community.

Designation Process for Historic Districts

- A petition from 20% of the property owners in the proposed district must be submitted to the HPB.
- Staff facilitates informational meetings and conferences with the property owners and prepares research report.
- A favorable vote of two-thirds of the property owners is required to schedule an advertised public hearing before the HPB.
- Staff writes report and places issue on HPB agenda.
- There is no fee for designation.
- Public advertisement and notices mailed to all property owners in the proposed district.
- Public hearing at HPB meeting.
- Resolution by City Commission.
Benefits of Local Historic Districts

- Protection and enhancement for the investments of owners & residents
  - Stability, predictability, adds value, marketing tool
- Encouragement of compatible design
- Help for the environment
- Social & psychological benefits
- Educational - a record of our communities & ourselves
- Preserves a variety of housing types
- Better business recruitment potential

Goals for the Conservation of Vintage Neighborhoods and Landmarks

- Preserve local heritage and irreplaceable architectural character for future generations
- Protect and honor landmark buildings.
- Preserve entire districts that reflect Winter Park’s development and cultural history.
- Preserve the downtown area as a vibrant and unique destination for shopping, dining and events.
- Preserve a variety of housing types and sizes.
- Preserve existing, viable affordable housing.
Can repairs and improvements be made? Yes!

Never underestimate the power of rehabilitation

Minimal Traditional Style built in 1948 in the College Quarter Historic District

After new porch addition and rehabilitation
The ordinance includes appropriate incentives such as accessory dwelling units.

Rehabilitation and appropriate additions keep historic properties vibrant for today.
The compatible rear addition preserves the historic character.

Can there be infill and redevelopment in a district? YES!

Appropriate infill development within the College Quarter historic district (zoned R-2).
Review Process:
A. Update survey of existing historic resources in process:
   • Remove demolished resources
   • Add overlooked resources from the previous survey periods (1861 - 1950).
   • Update potential landmark list.
   • Benchmark listed vs. unlisted data.
   • Recommendations for survey expansion to mid-century.

B. National Register of Historic Places and Winter Park Register of Historic Places comparison and individual and district comparison. (complete)

C. Ordinance benchmarking in process (subject to consultant):
   • Comparisons.
   • Incentives.
   • Public outreach.
   • Private preservation efforts.

D. Goals for % of eligible properties to be designated.

E. Ordinance amendment recommendations (HPB with consultant) due October.