

ST. AUGUSTINE



HISTORIC AREA STRATEGIC PLAN

JANUARY 2009

ST. AUGUSTINE



HISTORIC AREA STRATEGIC PLAN JANUARY 2009

PREPARED FOR:



IN PARTNERSHIP WITH:



City of St. Augustine

AND
THE

NATIONAL PARK SERVICE

PREPARED BY:

RS&H

Pressley Associates

Economics Research Associates

Gallagher & Associates

Halback Design Group, Inc.

Kenneth Smith Architects, Inc.

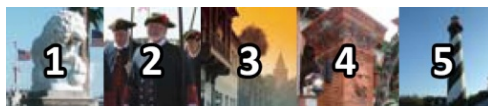
Archaeological Consultants, Inc.

FOR MORE INFORMATION CONTACT:

Ed Poppell, UF, 352/392-1336, poppell@ufl.edu

Linda Dixon, UF, 352/273-4000, ldixon@ufl.edu

Strategic Plan Website: <http://www.facilities.ufl.edu/staugustine/index.htm>



1. RS&H
2. Maureen Ortagus, Public Image Consulting Group
3. St. Johns County Tourist Development Council
4. Halback Design Group
5. St. Johns County Tourist Development

TABLE OF CONTENTS

1. PROJECT BACKGROUND: THE DAWNING OF A NEW VISION FOR THE ST. AUGUSTINE HISTORIC AREA 1

HISTORIC ST. AUGUSTINE: A NATIONAL TREASURE1

LEGISLATIVE HISTORY2

STRATEGIC PLAN DEVELOPMENT2

2. FINDINGS AND RECOMMENDATIONS: A STRATEGIC VISION11

FINDINGS11

RECOMMENDATIONS12

 A. *Interpretive Center*12

 B. *Existing State-Owned Buildings*.....13

 C. *Public Infrastructure*.....13

 D. *“Layers of History”: A Visitor Experience Strategy*14

 E. *Direct Support Organization*.....14

3. INVESTING IN THE FUTURE: REALIZING THE VISION16

INITIAL CAPITAL INVESTMENT16

RECURRING PLANT OPERATIONS AND MAINTENANCE (PO&M) FUNDING17

ESTIMATED COSTS17

MANAGEMENT AND OPERATIONS18

RETURN ON INVESTMENT.....19

4. COMPREHENSIVE STRATEGIES TO ACHIEVE THE VISION.....20

MISSION:20

VISION:20

GUIDING PRINCIPLES:.....21

PHYSICAL PLAN STRATEGIES22

Interpretive Center.....22

Existing State-owned Buildings.....33

Vehicle and Pedestrian Access, Circulation and Wayfinding.....33

Infrastructure, Transit, Hardscape and Landscape Improvements47

REVIEW OF DESIGN REQUIREMENTS.....49

EDUCATION AND EXHIBIT STRATEGIES51

Visitor Experience.....51

Layers of History52

Layer of History: Spanish Settlement Origins and the Early Colony.....54

Layer of History: The Developing City55

Layer of History: Flagler Era Boom.....56

Layer of History: African American Experience and Civil Rights.....57

Preservation58

Proposed New Interpretive Center and Other Interpretive Opportunities59

MARKETING STRATEGIES61

National Benchmarks – Lessons Learned61

Market Analysis62

Interpretive, Commercial and Educational Uses63

Economic Model and the Prioritization Process.....64

Lease Revenue and Funding Opportunity64

Capital Investment66

Economic Model Results67

Ticketing Strategy67

5. IMPLEMENTATION STRATEGIES	68
DIRECT SUPPORT ORGANIZATION	68
ACADEMIC / RESEARCH COMPONENTS	69
PERFORMANCE MEASURES	70
FRAMEWORK FOR PRIORITIZATION OF EXISTING ASSETS AND RECOMMENDED NEW PROJECTS	72
SUMMARY OF STRATEGY RECOMMENDATIONS.....	73

FIGURES

FIGURE 1-1: ST. AUGUSTINE, FLORIDA	7
FIGURE 1-2: EXPANDED STUDY AREA	8
FIGURE 1-3: STUDY AREA - NORTH.....	9
FIGURE 1-4: STUDY AREA - SOUTH	10
FIGURE 4-1: PRIMARY PEDESTRIAN INTERPRETIVE CENTER ACCESS.....	24
FIGURE 4-2: INTERPRETIVE CENTER ACCESS POINT 1: FROM ST. GEORGE STREET AT THE CURRENT SITE OF THE PESO DE BURGO BUILDINGS – <i>VIEWSHED</i>	26
FIGURE 4-3: INTERPRETIVE CENTER ACCESS POINT 1: FROM ST. GEORGE STREET AT THE CURRENT SITE OF THE PESO DE BURGO BUILDINGS – <i>EXISTING CONDITIONS</i>	26
FIGURE 4-4: INTERPRETIVE CENTER ACCESS POINT 1-A: FROM ST. GEORGE STREET AT THE CURRENT SITE OF THE PESO DE BURGO BUILDINGS - <i>RENDERINGS</i>	27
FIGURE 4-5: INTERPRETIVE CENTER ACCESS POINT 1-B: FROM ST. GEORGE STREET AT THE CURRENT SITE OF THE PESO DE BURGO BUILDINGS RENDERINGS WITH NEW PROPOSED INTERPRETIVE CENTER.....	28
FIGURE 4-6: INTERPRETIVE CENTER ACCESS POINT 2: FROM ROUTE AIA – <i>VIEWSHED</i>	29
FIGURE 4-7: INTERPRETIVE CENTER ACCESS POINT 2: FROM ROUTE AIA - <i>EXISTING CONDITIONS</i>	30
FIGURE 4-8: INTERPRETIVE CENTER ACCESS POINT 2: FROM ROUTE AIA – <i>RENDERINGS</i>	30
FIGURE 4-9: INTERPRETIVE CENTER ACCESS POINT 2: FROM ROUTE AIA – <i>RENDERINGS</i>	30
FIGURE 4-10: INTERPRETIVE CENTER ACCESS POINT 3: FROM NORTH ST. GEORGE STREET – <i>VIEWSHED</i>	31
FIGURE 4-11: FROM NORTH ST. GEORGE STREET – <i>EXISTING CONDITIONS</i>	31
FIGURE 4-12: INTERPRETIVE CENTER ACCESS POINT 3: FROM NORTH ST. GEORGE STREET – <i>RENDERINGS</i>	32
FIGURE 4-13: PRIMARY VEHICULAR PATHS	36
FIGURE 4-14: MAIN VISITOR KIOSK EXAMPLE.....	39
FIGURE 4-15: KEY DECISION-MAKING POINT EXAMPLE	39
FIGURE 4-16: INTERPRETIVE SIGN EXAMPLE	40
FIGURE 4-17: TROLLEY / TRAIN ROUTES.....	45
FIGURE 4-18: PHYSICAL PLAN OPTIONS.....	46
FIGURE 4-19: SETTLEMENT ORIGINS AND THE EARLY COLONY	54
FIGURE 4-20: THE DEVELOPING CITY	55
FIGURE 4-21: FLAGLER ERA BOOM.....	56
FIGURE 4-22: AFRICAN AMERICAN EXPERIENCE AND CIVIL RIGHTS	57
FIGURE 4-23: PRESERVATION	58
FIGURE 4-24: CAPITAL INVESTMENT	66

TABLES

TABLE 1-1: STATE-OWNED ASSETS.....	6
TABLE 4-1: RELEVANT PLANS AND STUDIES	41
TABLE 4-2: ECONOMIC MODEL EXAMPLE COST IMPLICATIONS.....	65
TABLE 4-3: ECONOMIC MODEL ASSUMPTIONS	66
TABLE 5-1: PERFORMANCE MEASURES.....	71

APPENDICES

APPENDIX A: LIST OF REFERENCES A-1
APPENDIX B: FLORIDA STATUTES AND APPROPRIATIONS B-1
APPENDIX C: VISION PLAN..... C-1
APPENDIX D: ESTIMATES OF COST – EXAMPLE D-1



Image Provided by: St. Johns County Tourist Development Council

1. PROJECT BACKGROUND: THE DAWNING OF A NEW VISION FOR THE ST. AUGUSTINE HISTORIC AREA

HISTORIC ST. AUGUSTINE: A NATIONAL TREASURE

In 2013, Florida will celebrate the 500th anniversary of the state's discovery in 1513. The first successful colonial settlement, St. Augustine, Florida was established in 1565, forty-two years before the first permanent English colony of Jamestown. The United States will celebrate the 450th birthday of St. Augustine in 2015. These first European settlers in America were Spanish. With one 21-year interruption, they and their Hispanic successors would live and work in St. Augustine for 235 years helping to shape the course of American history. Theirs was a vibrant, multicultural society that is little known to most Americans today.

Many buildings, artifacts, and sites existing today in St. Augustine are a testament to the long and storied history of this oldest continuously occupied American city. In celebration of the 400th anniversary of St. Augustine in 1965, reconstructed buildings were added to the St. Augustine landscape to depict life in the early settlement, many of which were constructed on original building foundations. The State-owned historic properties in St. Augustine embody the story of this first colony in a collection of original and reconstructed buildings located on several key properties within the National Register Landmark District. These buildings could, with well-crafted, state-of-the-art exhibit and education programs, showcase this first permanent

European settlement in America and its contributions to our nation in an exciting and highly visible way. This *St. Augustine Historic Area Strategic Plan* is the first step toward creating, here in Florida, an enriching and unforgettable 450th American birthday celebration and a lasting historic treasure for the State of Florida. When implemented, this Strategic Plan also has far-reaching implications for education and economic stimulus in the State of Florida and Northeast Florida region.

LEGISLATIVE HISTORY

In 2007, the State of Florida Legislature enacted Chapter 267.1735 Florida Statute (F.S.) which authorizes the transfer of management responsibilities to the University of Florida (UF) for certain state-owned parcels and buildings located within the Historic District of St. Augustine, Florida (see Appendix B for Chapter 267.1735 F.S. text). These 33 state-owned parcels with 34 separate buildings are currently sub-leased to the City of St. Augustine. This statute also authorizes transfer of all artifacts, documents, equipment, and other tangible property to UF. Upon transfer to UF, all existing management contracts will be rescinded. This Florida Statute also states that UF is permitted to enter into agreements facilitating acceptance of payment for goods, collection of admissions from visitors, and negotiation of rent or lease agreements for the state-owned parcels and buildings. A listing of the state-owned parcels and buildings is contained in Table 1-1, and maps of the area are provided in Figures 1-2 through 1-4.

In response to this act, the University of Florida conducted a physical assessment of the facilities potentially to be transferred to UF. This assessment resulted in a report in July 2007 and a legislative budget request for restoration and rehabilitation to address deferred maintenance and Americans with Disabilities Act (ADA) accessibility issues on the properties. The request also included the recurring Plant Operations and Maintenance funding needs, along with a request for funding to develop an historic preservation management strategy.

In 2008, the Legislature responded by providing funds for UF to produce this *St. Augustine Historic Area Strategic Plan* (see Appendix B for appropriations bill text). This plan serves as future guidance for the most effective and efficient use of the state-owned parcels and buildings. The recommendations contained herein were developed, along with a *Mission, Vision and Guiding Principles*, through dialog with community and university stakeholders (see Appendix C for details on the Vision Plan component).

STRATEGIC PLAN DEVELOPMENT

The University of Florida commissioned this *Historic Area Strategic Plan* with the purpose of developing recommendations for the use, management and maintenance of 33 state-owned historic parcels, with 34 separate buildings, located in the City of St. Augustine, Florida. Although the primary purpose of the *Historic Area Strategic Plan* is to serve as guidance for the development, management and operation of these state-owned historic parcels and buildings, the Strategic Plan also addresses the community context in which these properties are situated including social, cultural, economic and physical aspects. With input from university faculty and community stakeholders including the City of St. Augustine, St. Johns County, the National Park Service, and Flagler College, the Plan speaks to partnerships and

strategies that benefit the State of Florida, and particularly the North Florida region, through education, economic stimulus, and preservation of historic and cultural public assets.

To guide the strategic planning effort, UF formed advisory groups that include leading UF administrators and faculty; local leaders from St. Augustine and St. Johns County; and representatives of key stakeholders such as the National Park Service and Flagler College. UF students have also been involved in the overall effort, led by Architecture, Landscape Architecture and historic preservation faculty. Through an ongoing series of public stakeholder meetings in St. Augustine, UF has achieved a high level of community and stakeholder support for the strategic planning effort and its recommendations.

Public meetings were held from May through August 2008 to formulate the vision plan that is the prelude to the strategic plan. Additional public meetings were held in October and December 2008 to review and discuss strategic plan recommendations as they were being developed. Throughout this process, the public remained very engaged and many stakeholders actively participated. A website and email list was used to facilitate communication between the stakeholders and project management. A Steering Committee remained empanelled to host public meetings and provided targeted feedback. Committee members represented the University of Florida, City of St. Augustine, National Park Service, Flagler College, and Visitor & Convention Bureau. The members of the Strategic Plan Steering Committee include:

- Chairman: Ed Poppell, Vice President for Business Affairs, University of Florida
- Project Manager: Linda Dixon, Assistant Director, Facilities, Planning and Construction, University of Florida
- Kathy Deagan, Distinguished Research Curator of Archaeology, Florida Museum of Natural History
- Michael Gannon, Distinguished Service Professor Emeritus, Department of History, College of Liberal Arts and Sciences, University of Florida
- Roy Graham, Distinguished Professor and Director, Historic Preservation Programs, College of Design, Construction and Planning, University of Florida
- Glenn Hastings, Executive Director, St. Johns County Tourist Development Council
- Roy Hunt, Professor Emeritus, Levin College of Law, University of Florida
- John Regan, Chief Operations Officer, City of St. Augustine
- Chris Silver, Dean, College of Design, Construction and Planning, University of Florida
- Tracy Upchurch, Assistant Professor of Law and Government, Flagler College
- Gordon Wilson, Superintendent, Castillo de san Marcos National Monument

To assist in the development of the *Historic Area Strategic Plan*, UF retained a team of consultants led by RS&H, Inc., an architectural, engineering and planning firm with its headquarters in Jacksonville Florida. The consultant team also consists of subject matter experts in specific areas related to the planning and development of historic areas and heritage

tourism destinations. These additional consultant team members, with their specific expertise noted, include:

- Economics Research Associates (Washington, D.C.)
 - *Market Analysis and Management Planning*

- Gallagher & Associates (Bethesda, MD)
 - *Exhibit and Educational Plan, Visitor Experience Strategy*

- Pressley Associates (Boston, MA)
 - *Urban Design*

- Halback Design Group (St. Augustine, FL)
 - *Landscape Architecture*

- Kenneth Smith Architects (Jacksonville, FL)
 - *Historic Architecture*

This *Historic Area Strategic Plan* and the implementation of its major recommendations will greatly enhance the observance of several upcoming anniversaries. These anniversaries include:

- 500th anniversary, in 2013, of the initial discovery of Florida by Europeans in 1513
- 450th anniversary in 2015 of the European settlement of St. Augustine in 1565, the oldest continuously settled city in the United States
- 100th anniversary, in 2016, of the founding of the National Park Service in 1916

The *Historic Area Strategic Plan* is a compilation of the Mission Statement, the Vision Statement, the Guiding Principles and four specific component strategies. The *Historic Area Strategic Plan* has five key components.

- Mission, Vision, and Guiding Principles
- Exhibit and Educational Strategies
- Physical Plan Strategies
- Marketing Strategies
- Implementation Strategies

In developing the Strategic Plan, the RS&H team consulted numerous existing studies including several transportation, signage/wayfinding and heritage tourism plans of the City of St. Augustine. They also coordinated their efforts with ongoing plan development of the St. Augustine, Ponte Vedra & The Beaches Visitors and Convention Bureau. Most notably, the recommendations contained in this Plan are consistent with and advance the recommendations of the National Park Service's General Management Plan and Environmental Impact Statement for the Castillo de San Marcos National Monument located in St. Augustine, Florida.

As stated, the following two pages include a table listing the state-owned assets (Table 1 -1). Figure 1-1 shows the location of St. Augustine, Florida. Figure 1-2 shows St. Augustine’s Historic Area, generally highlighting the focus areas for this study. Figures 1-3 and 1-4 illustrate the study area for the state-owned assets. These maps identify the state-owned assets along with other signature landmarks. The first map includes the Castillo de San Marcos National Monument and St. George Street, north of Treasury Street (Figure 1-3). The second map shows areas south of Treasury Street (Figure 1-4).

**Table 1-1:
State-Owned Assets**

BUILDING NUMBER	NAME	ADDRESS
3900	GOVERNMENT HOUSE	48 King Street
3901	DE MESA SANCHEZ HOUSE	49 St. George Street
3902	ARRIVAS HOUSE	46 St. George Street
3903	PARADES DODGE HOUSE	54 St. George Street
3904	PARADES DODGE OUT	54.5 St. George Street
3905	GALLEGOS HOUSE	21 St. George Street
3906	RIBERA HOUSE	22 St. George Street
3907	RIBERA KITCHEN	22 St. George Street
3908	TRIAY HOUSE	29 St. George Street
3909	GOMEZ HOUSE	27 St. George Street
3910	CERVEAU HOUSE	26 Cuna Street
3911	HAAS HOUSE	28 Cuna Street
3912	PESO DE BURGO / PELLICER HOUSE	53 St. George Street
3913	PESO DE BURGO NORTH OUT	53 St. George Street
3914	PESO DE BURGO SOUTH OUT	53 St. George Street
3915	JOANEDA HOUSE	57 Treasury Street
3916	RODRIGUEZ HOUSE	46.5 Cuna Street
3917	BENET HOUSE	65 St. George Street
3918	COQUINA HOUSE	46 Cuna Street
3919	SANCHEZ DE ORTIGOSA HSE	60 St. George Street
3920	DE HITA HOUSE	37 St. George Street
3921	GONZALEZ HOUSE	39 St. George Street
3922	NEW BLACKSMITH SHOP	37.5 St. George Street
3923	FLORENCIA HOUSE	33 St. George Street
3924	SPANISH MILITARY HOSPITAL	2 Aviles Street
3925	WATSON HOUSE	206 Charlotte Street
3926	SALCEDO KITCHEN	42.5 St. George Street
3927	SALCEDO HOUSE	42 St. George Street
3928	GONZALEZ RESTROOMS	35.5 St. George Street
3929	SIMS HOUSE	12 Cuna Street
3930	SIMS OUTBUILDING	12 Cuna Street
3931	OLD BLACKSMITH SHOP	26 Charlotte Street
3932	HARNESS SHOP	17 Cuna Street
3933	PUBLIC RESTROOMS	40 St. George Street
N/A	Vacant Lot	Charlotte Street
N/A	Vacant Lot	Spanish Street
N/A	Vacant Lot	Cuna Street

**Figure 1-1:
St. Augustine, Florida**

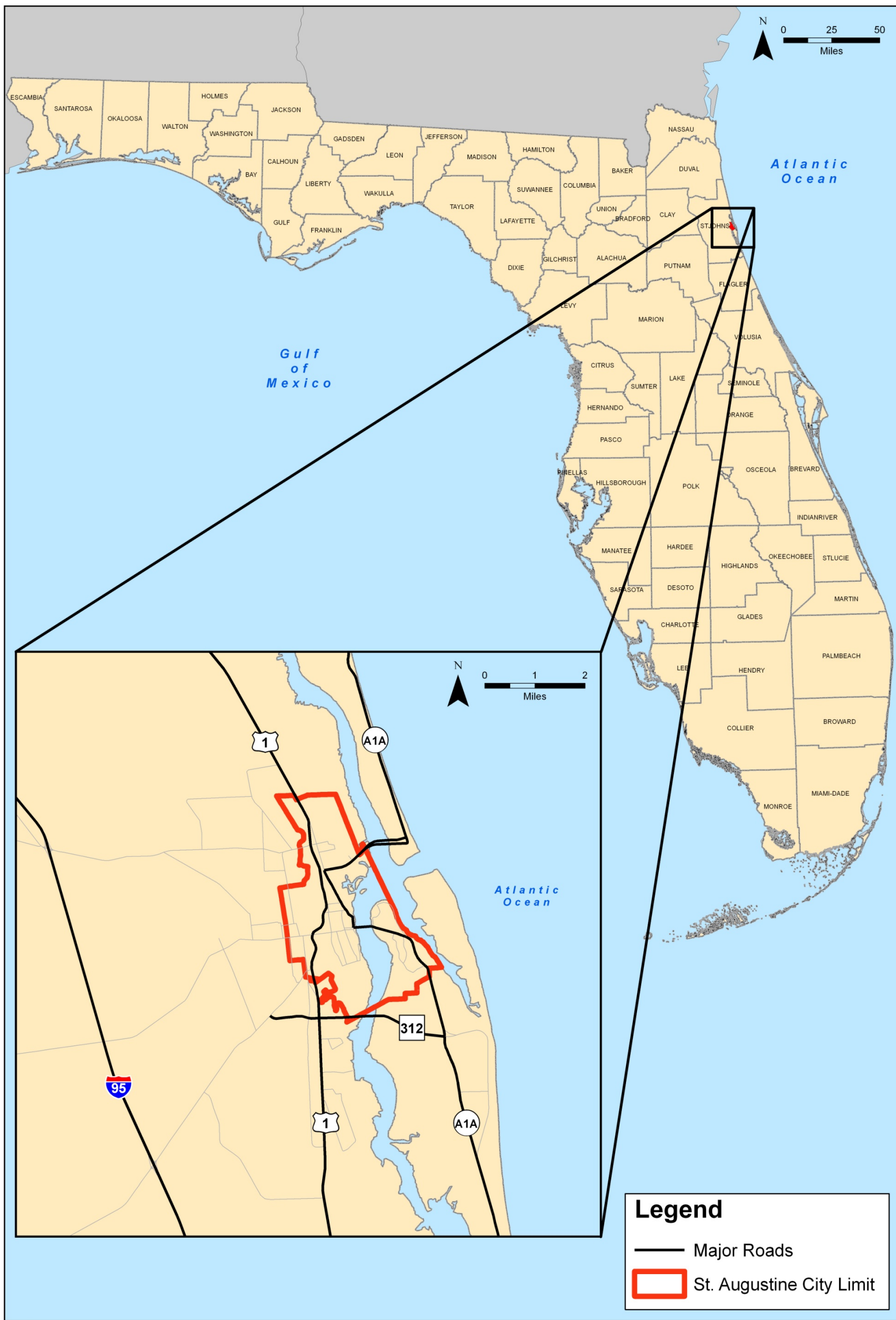


Figure 1-2:
Expanded Study Area



Figure 1-3:
Study Area - North



Figure 1-4:
Study Area - South





Images Provided by: Maureen Ortagus, Public Image Consulting Group

2. FINDINGS AND RECOMMENDATIONS: A STRATEGIC VISION

FINDINGS

Through the development of this visionary Strategic Plan, the potential for educational partnerships and economic stimulus were clear.

Educational programming links the past to the present, and demonstrates the relevancy of historic events. The extensiveness of historical and cultural resources in St. Augustine (including structures, sites and artifacts) requires careful stewardship and interpretation. The University of Florida enjoys many existing educational partnerships in St. Augustine covering many disciplines, including the Historic St. Augustine Research Institute, a collaboration with Flagler College. The breadth of UF educational initiatives in St. Augustine draw on traditional fields of historic preservation expertise such as history, archaeology, anthropology, architecture, urban planning, landscape architecture, interior design, museum studies, librarianship, and similar disciplines. However, other disciplines also expand the audience for higher education programming and collaboration in St. Augustine, including fine arts, law, business, journalism, marketing, graphic/visual arts, tourism, and others. These established ties between the University and St. Augustine community can be enhanced by the opportunities presented through the state-owned properties.

With high caliber educational and interpretive programming, the St. Augustine community can expect increased economic yields from tourism. The quality of the heritage tourism experience will dictate the frequency of visits, length of visits and spending habits of visitors. As St. Augustine approaches its 450th Anniversary celebration, the time is right for investments in historic assets to produce high economic returns such as those seen in Jamestown, Virginia and other successful heritage tourism sites.

RECOMMENDATIONS

The primary recommendations detailed in the *Historic Area Strategic Plan* relate to the following:

- A. *Construction of a new Interpretive Center as the focal point for visitor access to state-owned parcels and buildings*
- B. *Restoration and rehabilitation of the existing state-owned buildings to protect these important public assets*
- C. *Implementation of public infrastructure improvements to support the visitor experience including a wayfinding / signage strategy and transportation system modifications*
- D. *Application of the “Layers of History”, embodying various periods and themes, as the framework for organizing the visitor experience for both the state-owned parcels and buildings and other community assets*
- E. *Operation of a direct support organization with established priority criteria and an economic model adaptive tool to aid future decision making as it relates to the state-owned parcels and buildings*

A. Interpretive Center

Visitors to St. Augustine are presented with an array of attractions, both historic and non-historic. These venues are located throughout the community and there are multiple points of entry providing voluminous choices for visitors to decide what they want to do and see. In the downtown historic area, the City’s existing Visitor Information Center (VIC) provides a comprehensive overview of attractions, and is conveniently located adjacent to the Historic Downtown Parking Facility. This location is also convenient to the Castillo de San Marcos National Monument, St. George Street promenade, the state-owned historic properties and numerous other historic interpretive venues.

The *Historic Area Strategic Plan* envisions a new Interpretive Center that will serve as the focal point for visitors to access the key historic assets in St. Augustine. It can display collections of the NPS and State of Florida/UF with facilities that support the educational mission of the university. The proposed location, partially on land owned by the City of St. Augustine and the State of Florida, is ideally located near the VIC, adjacent to the state-owned historic assets and across the street from the Castillo. The concept of a new interpretive center was first conceived by the Historic St. Augustine Board in 1988. In 2007, this concept became a key element of the National Park Service (NPS) General Management Plan and Environmental

Impact Statement for the Castillo de San Marcos National Monument. Through the collaborative stakeholder process that accompanied the development of this Strategic Plan, the City of St. Augustine, the National Park Service, and the University of Florida have mutually stated their desire to collaborate on the design and construction of a new Interpretive Center.

The proposed Interpretive Center location is also a mid-point between the VIC and the Government House, a significant state-owned historic property whose location serves as a terminus of the St. George Street promenade and a gateway to the historic assets south of King Street. Early in the development of this Strategic Plan, advisory groups and stakeholders concluded that a strategic plan focused solely on the management and maintenance of the existing state-owned resources would likely miss the stated vision of linking all state-owned and community assets into a cohesive visitor experience that is also economically viable. The project team realized that the key to creating a cohesive educational experience and an economically viable enterprise hinged on creating a new and exciting focal point for the visitor experience in St. Augustine. This focal point was identified as a new interpretive center developed in partnership with the National Park Service that serves to:

- Anchor the visitor experience;
- Support the educational mission of the University;
- Implement the General Management Plan/Environmental Impact Statement of the NPS;
- Physically link the City's Visitor Information Center with the Castillo de San Marcos and the state-owned historic properties;
- Increase tourism revenues by extending visitors' length of stay, attracting new visitor markets, and celebrating several significant upcoming anniversary observances of the community, state, and nation.

B. Existing State-Owned Buildings








Included in Legislative History discussion was mention of the physical assessment conducted by UF, in which a report documenting needed restoration and rehabilitation was completed in July 2007. The state-owned assets include 34 individual buildings, each with varying degrees of restoration and rehabilitation need. These properties have deteriorated over the years and must be rehabilitated and preserved as a national treasure.

The structure with most expensive repairs is the Government House, primarily due to its age and size. Other buildings, although varying in condition and estimated repair costs, suffer from a variety of corrective needs. More detail regarding needed repairs can be found in the Physical Strategies.

C. Public Infrastructure

A number of critical public infrastructure improvements have been identified to facilitate visitor access to the historic assets in downtown St. Augustine. The infrastructure recommendations made in this Strategic Plan are focused primarily on access from the Historic Downtown Parking Facility and VIC to the proposed new Interpretive Center, the Castillo, and the state-owned

assets. They include recommendations for way-finding/signage strategies as well as modifications to public roads and open spaces, and are supported by existing studies prepared for the City of St. Augustine and NPS. Federal, state and local funding should be identified to implement these recommendations, particularly in advance of the 450th Anniversary of the founding of St. Augustine. These recommended infrastructure projects are detailed in Section 4 of this Plan and include:

-  Area-wide: Wayfinding Signage Strategies including main visitor kiosks, signage elements for key decision-making points, interpretive signs, banners, and UF branding signage
-  Area 1: Orange Street between the existing VIC and the Old City Gate
-  Area 2: Grounds and Parking Area of the Castillo de San Marcos
-  Area 3: Plaza de la Constitución and Adjacent Streets
-  Area 4: Historic Area Streetscaping
-  Area 5: AIA Pedestrian Crosswalks
-  Area 6: Trolley Routes and Services

D. “Layers of History”: A Visitor Experience Strategy

A key educational and interpretive strategy is the creation of a visitor experience framework that can communicate and interpret the many chronological periods and thematic areas that are threads in the historic fabric of the St. Augustine community. Through collaborative effort with university and local scholars, a framework named “Layers of History” is presented as a unifying approach to interpreting not only the state-owned historic resources but all other historic resources and community assets. This strategy defines a flexible format for conveying the history that is the story of St. Augustine. The “Layers of History” can serve as an organizational framework for interpretation, marketing, and cohesiveness for the visitor. It can be applied to the evolution of individual historic sites and the community at large as well as the social and cultural shifts that have occurred over 450 years of continuous settlement.

E. Direct Support Organization

Chapter 267.1736, F.S. authorized creation of a university direct-support organization (DSO) to assist in asset management and historic preservation education purposes and responsibilities (see Appendix B for statute text). The DSO is organized and operated exclusively to receive, hold, invest and administer property as well as make expenditures to or for the benefit of a state university. This DSO mechanism allows the State of Florida educational funding for the facilities dedicated to an educational purpose while at the same time allowing for collection of revenue from commercial tenants. Both of these funding sources are retained for use in the effective management and maintenance of the state-owned properties.

The *Historic Area Strategic Plan* provides useful information for the development of a required DSO Business Plan. These recommendations and resources include marketing analysis, criteria to establish priorities for project and strategy implementation, and an economic model that is

an adaptive tool for decision-making regarding the use and operation of the state-owned assets.

The DSO mechanism has successfully been implemented by the University of West Florida in regard to the management of twenty historic properties. This precedent provides confidence in the future success of utilizing the DSO mechanism for the St. Augustine state-owned resources.



Image Provided by: Pressley Associates

3. INVESTING IN THE FUTURE: REALIZING THE VISION

To realize the aspirations of this *Historic Area Strategic Plan*, the timing of funding is critical. Several upcoming anniversaries will greatly enhance the positioning of St. Augustine internationally as a world class heritage tourism destination. The 500th anniversary of the first recorded discovery of Florida by Europeans occurs in 2013. The 450th anniversary of the European settlement of St. Augustine, the oldest continuously settled city in the United States, occurs in 2015. The 100th anniversary of the founding of the National Park Service occurs in 2016. The eyes of the world will be on St. Augustine within the next five years and funding the elements of this *Historic Area Strategic Plan* is essential to realizing the historic area's true potential.

INITIAL CAPITAL INVESTMENT

The cornerstone to the successful implementation of this *Historic Area Strategic Plan* is the construction of a new Interpretive Center that links the military assets associated primarily with the Castillo de San Marcos and the colonial civilian assets associated with the state-owned historic resources.

To that end, estimated costs for a 17,000 square foot Interpretive Center will be approximately \$10 Million, including interpretive and educational content. As mentioned earlier, the City of St. Augustine, the National Park Service, and the University of Florida have mutually stated their desire to collaborate on the design and construction of a new Interpretive Center. The \$10

Million construction is anticipated to be met by equal contribution of the State of Florida and the NPS. The City of St. Augustine will make available the property informally known as the “Mary Peck Property” that when combined with adjacent state-owned parcels will provide an excellent site for this new facility.

In July 2007, the University’s Facilities Planning and Construction Division completed the “St. Augustine Facility Assessment Report. This report provided cost estimates for the restoration and rehabilitation of each of the existing state-owned buildings. These rehabilitation costs total \$26.7 million assuming full remediation of the report’s identified building deficiencies within the five-year time frame from 2009 to 2013. This timeline is based on completing necessary building remediation in advance of the first significant anniversary celebration in 2013.

RECURRING PLANT OPERATIONS AND MAINTENANCE (PO&M) FUNDING





The State University System of Florida requests and is provided PO&M funding for existing and new educational facilities as part of each fiscal year’s legislative budget request (LBR). With the planned transfer of these state-owned historic resources to the stewardship of the University of Florida, PO&M funding will be one available funding mechanism for long term management and maintenance of any of the state-owned buildings that are used for an educational purpose. Current PO&M funding averages \$8.44 per square foot of facilities with air conditioning and \$6.25 per square foot of facilities without air conditioning. Gross square footage of the proposed Interpretive Center is approximately 17,000 square feet. Gross square footage of the existing state-owned buildings is approximately 71,400 square feet.

ESTIMATED COSTS

For purposes of arriving at a cost estimate with which to approach funding sources for implementation of the recommendations related specifically to the construction of a new Interpretive Center, the needed restoration and rehabilitation of state-owned buildings, and the development and installation of interpretive content, the following assumptions were used.



- Rehabilitation Costs for existing state-owned assets are as summarized in the July 2007 St. Augustine Assessment Report prepared jointly by UF Facilities Planning & Construction, Physical Plant Division and Environmental Health & Safety.
- New Construction Costs for the proposed Interpretive Center are based on square foot costs for a recommended off-site Visitor Center presented in the NPS’s General Management Plan / Environmental Impact Statement for the Castillo de San Marcos - Alternative C.
- Interpretive Content Costs are assumed to be \$3.75 per square foot
- Annual Inflation Rate = 4%
- Assume Costs are incurred from 2009 through 2013 in order to construct new Interpretive Center and complete building rehabilitation in advance of scheduled St. Augustine and NPS anniversary celebrations.

Funding requests based on these assumptions are summarized as follows:

 Interpretive Center (state portion including interpretive content)...	\$4,981,500
 Interpretive Content for Existing State-Owned Assets.....	\$215,000
 Building Rehabilitation / Restoration.....	\$26,671,000
SUBTOTAL	\$31,867,500
 Interpretive Center (NPS portion including interpretive content).....	\$4,981,500
TOTAL	\$36,849,000

Rehabilitation and Restoration costs may be partially offset by Plant Operations and Maintenance (PO&M) funds for state-owned assets having eligibility based on their educational use. These funds are dispersed at the rate of \$8.4376 per gross square footage for air conditioned space and \$6.2447 per gross square footage for non-air conditioned space, which are applicable for FY 2009-2010 (See Appendix D).

Recurring Plant Operations and Maintenance (PO&M):

 Existing state-owned assets.....	\$479,000
 Interpretive Center.....	\$143,000
TOTAL	\$622,000

MANAGEMENT AND OPERATIONS

The project team and advisory groups have focused their efforts on developing strategies that increase the economic impact of visitors. This was an easy goal for all community stakeholders to rally around as it is clear that improving the revenue stream for the state-owned historic resources benefits all other community venues and assets as well. “A rising tide floats all boats” became the theme for the further enthusiastic collaboration of all stakeholders.

Currently, the state-owned resources include a range of historical/interpretive venues, revenue producing retail space, residential rental space and undeveloped open spaces. One product of this strategic plan is the development of an economic modeling software tool, specific to this historic area that will be used to aid future decision making as it relates to use of state-owned parcels and buildings. The state-owned resources are intended to serve primarily as civic and educational assets, supported in part by select commercial activities. This economic modeling tool will facilitate the future balancing of building and parcel uses to meet the stated educational and interpretive goals. As a use for a property is selected, whether interpretive, educational, or commercial, the model provides immediate feedback on projected operating income or loss.

A key recommendation of this strategic plan is the implementation of a centralized ticketing program that capitalizes on a robust, computer based approach not only to strategically improve potential ticket revenue opportunities but also to capture visitor population data in a manner that can inform future marketing decisions. Documenting site-specific visitation allows for a targeted marketing program that can increase the economic impact of visitors.

These management and operations strategies can be implemented by the direct support organization (DSO) that will be charged with managing the state-owned properties

RETURN ON INVESTMENT

Heritage tourism is best supported by collaborative and coordinated efforts between community stakeholders, governmental agencies, and historical subject matter experts. Creating world class heritage tourism experiences has reaped significant economic return for communities willing to make this focused, coordinated effort. Examples of recent national success in this arena include recent improvements to the overall visitor experience at Jamestown and Gettysburg.

An economic impact study of Jamestown's 400th anniversary shows the commemoration not only made history, it made dollars and cents. The study showed that the anniversary of America's first permanent English settlement created nearly 21,000 jobs in Virginia, generated \$1.2 billion in sales for state businesses, produced more than \$28 million in state and local tax revenues, and increased awareness of Jamestown through more than 12 billion U.S. media impressions.

Pennsylvania Governor Edward G. Rendell, during an opening ceremony at the Gettysburg visitor center, described the state's \$20 million contribution as an "investment". The average daily visitor to Gettysburg spends \$293.45 per day, according to a 2007 study conducted by the California University of Pennsylvania. "Do the math", said Governor Rendell, who elaborated by saying "It's a pretty good return on the Commonwealth's investment."

The appropriate marketing of St. Augustine's significant historic resources can reap a similar benefit for the local community and the State of Florida. The same heritage tourism visitor population that generated the Jamestown and Gettysburg anniversary's significant economic impacts can also be brought to St. Augustine provided that the visitor experience is of a caliber equal to or greater than other national examples.

The main elements of this strategic plan provide the catalyst for expanding the market reach of these St. Augustine historic resources. The new landmark Interpretive Center coupled with the "Layers of History" unifying approach to interpretation combine to reinforce the world class heritage tourism destination to which St. Augustine rightfully lays claim. It is through this cohesive, overarching interpretive strategy that the visitor will be afforded a world class heritage tourism destination. These elements along with the existing national and state-owned historic resources provide the catalyst for tapping into the significant heritage tourism market.



4. COMPREHENSIVE STRATEGIES TO ACHIEVE THE VISION

In the summer of 2008, the University and its advisory groups completed an initial study of the transfer of the state-owned historic resources. This highly productive initial effort culminated in the publication of a Vision Plan that provided guidance in the form of a Vision Statement, a Mission Statement and Guiding Principles.

MISSION:

To ensure long-term preservation and interpretation of state-owned historic assets in St. Augustine while facilitating an educational program at the University of Florida that will be responsive to the state's needs for professionals in history, historic preservation, archaeology, cultural resource management, cultural tourism, and museum administration and will help meet needs of St. Augustine and the state through educational internships and practicums. (Adapted from Chapter 267.1735 Florida Statutes)

VISION:

The historic resources in St. Augustine shall provide a visitor and educational experience that enhances the St. Augustine community, meets the needs of the State of Florida, and garners worldwide acclaim by preserving St. Augustine's history as a valuable National Treasure. To this end, the state-owned historic assets in St. Augustine shall:

- 1. house appropriate educational, research and service programs;*
- 2. accommodate effective administration;*
- 3. and generate revenue necessary to become an economically viable operation;*
- 4. with management under the auspices of the University of Florida working in partnership with other community stakeholders.*

GUIDING PRINCIPLES:

1. Educational Collaboration: The University of Florida should continue and expand collaboration with Flagler College, the City of St. Augustine, St. Johns County, the National Park Service, and other partners to deliver multidisciplinary education for varied audiences and to conduct research that supports authentic interpretation of historic resources.
2. Physical Cohesiveness: The St. Augustine historic area, including the state-owned historic assets, should be cohesive and easily navigated providing heritage tourists with a holistic experience that flows from an orientation point (such as a Visitor Center), with adequate parking and is anchored by signature facilities along St. George Street with comfortable pedestrian access.
3. Economic Development: The St. Augustine historic area, including the state-owned historic assets, should increasingly support local economic development by becoming a premier national and international heritage tourism destination.
4. Partnership Finance: The University of Florida can become a key financial partner through facilitating a combined lobbying effort; leveraging state, local and federal resources; and assisting in grant writing and donor support.
5. Effective Administration: The University of Florida, through a Direct Support Organization (DSO), has the ability to manage the state-owned historic assets to be physically sound, historically authentic and economically viable while furthering the goals articulated in the Mission Statement and Vision.

Using the Vision Plan as its compass, the University, with the support of the consultant team and advisory groups, engaged in development of comprehensive strategies that provide an implementation framework for this *Historic Area Strategic Plan*. These comprehensive strategies provide recommendations in the areas of education, urban design, physical facilities, marketing and operations. Using the Vision Plan as its compass, the project team and stakeholders identified the following comprehensive strategies. The Vision Plan is included in its entirety in Appendix C.

PHYSICAL PLAN STRATEGIES

The *Vision Plan* identified the following four objectives for the development of the physical plan strategies of the *Historic Area Strategic Plan*.

1. Integrate the state-owned assets into their surroundings in a way that orients the visitor with a clear path to experience the historic resources of downtown St. Augustine.
2. Employ existing and potential new signature facilities to house critical programs and serve as navigational landmarks for the visitor experience.
3. Develop the necessary improvements to public infrastructure that provide comfort and access for visitors and residents in the historic downtown area of St. Augustine.
4. Employ the state-owned assets to the use that best supports the Strategic Plan Vision, Mission, and Guiding Principles.

The physical plan strategy includes emphasis on a new landmark Interpretive Center along with renovation of existing state-owned buildings, the promotion of desired vehicle and pedestrian circulation, branding of the state-owned resources with appropriate recognition of UF's role, and urban design recommendations for unifying and enhancing the historic area.

Interpretive Center

Comprehensive Overview | Interpretive Center

The objective for the new Interpretive Center is to introduce visitors to the rich layered history of St. Augustine utilizing the scholarship of UF to tell the civilian story and the military story of the National Park Service/Castillo de San Marcos. The Center is intended to be a collaboration between the University of Florida, the National Park Service (NPS), and the City of St. Augustine.

Through the use of media, interactives (computer and low tech), authentic objects, immersive environments, and rich interpretation, the history of St. Augustine through time will be brought to life. This center will aid in piquing visitor interests so that when they journey to multiple venues beyond the Interpretive Center, they will be ready to explore and learn more. Exceeding expectations with a "world class" interpretive experience will create a "buzz" and extend visitors' stay in the area.

The priority location identified for this new facility is on the parcel informally known as the Mary Peck Property in combination with adjacent state-owned parcels. The Mary Peck Property is currently owned by the City of St. Augustine, and will be made available by the time of construction of the new facility.

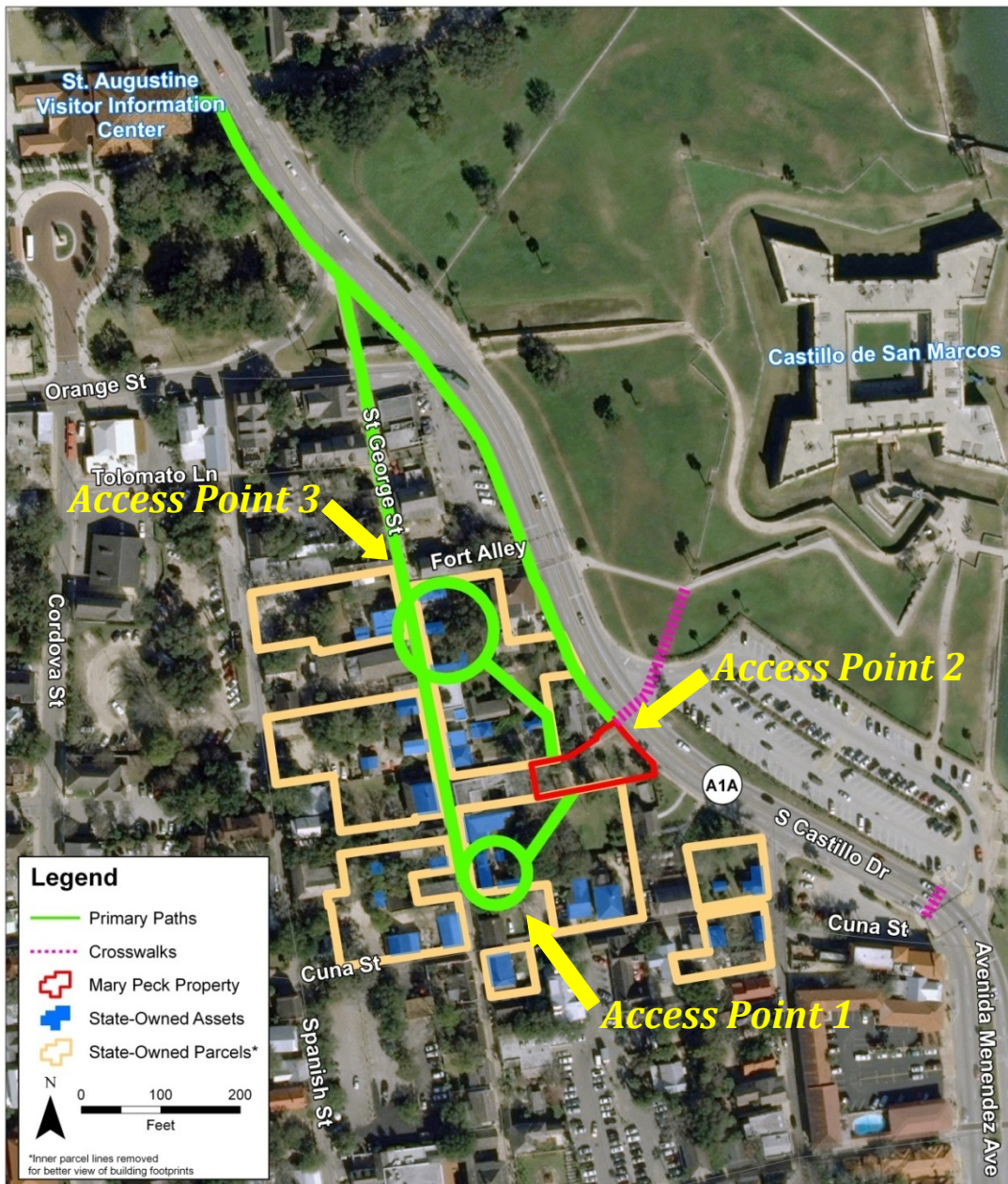
The site proposed for the Interpretive Center includes city and state-owned parcels of land that front both St. George Street and A1A, affording desirable views of Castillo de San Marcos. This location provides the potential for ideal relationships between the historic interpretation of both military and civilian life. The site benefits from the presence of mature shade trees and its

proximity to existing historic interpretive exhibits in adjoining back yards. The Intracoastal Waterway will also be visible from the Interpretive Center.

It is anticipated that the new facility will encompass 15,000 to 20,000 gross square feet (GSF) on two floors. Approximately 10,000 GSF have been identified to meet the needs of the NPS with the remainder to be used for UF interpretive and teaching facilities. The Interpretive Center is envisioned as a carefully scaled assemblage of enclosed volumes that are visually compatible with the adjacent buildings in the Historic Area. Several renderings and 3-D images were created to provide a vision of the potential impacts associated with the introduction of a new signature facility at this location. These images are included at the end of this section of the strategic plan, but in no way represent a final design or building appearance.

The proposed location on the “Mary Peck Property” will allow pedestrians to access the Interpretive Center from three points each offering unique experiences as depicted in the following images. Figure 4-1 illustrates primary pedestrian paths and access points to the Interpretive Center, as recommended in this Strategic Plan. These paths will be supported by vehicle and pedestrian access, circulation and wayfinding recommendations.

**Figure 4-1:
Primary Pedestrian Interpretive Center Access**





On subsequent pages, each Interpretive Center Access Point, as listed below, is described in detail followed by graphics to illustrate the area and the proposed new Interpretive Center.

1. *Interpretive Center Access Point 1: From St. George Street at the Current Site of the Peso de Burgo Buildings*
2. *Interpretive Center Access Point 2: From Route A1A*
3. *Interpretive Center Access Point 3: From North St. George Street*

Interpretive Center Access Point 1: From St. George Street at the Current Site of the Peso de Burgo Buildings

Pedestrians could conveniently access the Interpretive Center from the Historic Downtown Parking Facility (north of the historic area) or from the Plaza de la Constitución (south of the historic area) via St. George Street. This access allows the visitor to experience the civilian life of Old St. Augustine prior to entering the Interpretive Center. Options for accessing the Interpretive Center at this location include:

-  Peso de Burgo (reconstructed in 1977), on the east side of St. George Street between Fort Alley and Cuna Street, which could serve as the gateway to the Interpretive Center with visitors passing completely through Peso de Burgo and into the shaded landscape beyond (1A).
-  Alternatively, the Peso de Burgo buildings could be relocated and the entrance to the Interpretive Center could be via a gate in a new garden wall (1B).

Buildings from the First Spanish Period, the British Period, and the Second Spanish Period were typically built directly on the street edge, and the Spanish typically used an enclosed entry courtyard rather than having the front door directly on the street. Since the proposed Interpretive Center is set back from St. George Street, instead opting for a more direct relationship with the Castillo by fronting Castillo Drive, a potential courtyard option at the current site of the Peso de Burgo buildings maintains the important connection to the street. The five and one-half foot (5'-6") high wall that surrounds the courtyard also helps to articulate the "urban wall" created along St. George Street by the period buildings that are directly on the street.

The gateway through the wall would become the main western entrance to the Interpretive Center. It is important to create the maximum visibility of the Interpretive Center through this portal while maintaining an appropriate size for the gateway. According to the City of St. Augustine Historic Architecture Review Board (HARB) guidelines, the most appropriate width is about four feet (4'), but the guidelines allow an opening to be as large as twenty (20'). An entry between eight and twelve feet (8'-12') should be appropriate as it balances both needs. It is also large enough to serve as a visual cue to visitors that the courtyard is the main western entrance to the Center.

Figures 4-2 through 4-5 are a series of images illustrating the two concepts described for this access point to the Interpretive Center. For orientation, Figure 4-2 highlights the view of the images shown in Figures 4-3 through 4-5, which begins at the point shown in red and spans the yellow triangular area. These images were derived from the Existing Conditions image shown in Figure 4-3. Figure 4-4 illustrates this view with colored sketches, according to the two alternatives previously described. Figure 4-5 illustrates the proposed Interpretive Center in both a three dimensional and a colored sketch rendering.

Figure 4-2:
Interpretive Center Access Point 1:
From St. George Street at the Current Site of the Peso de Burgo Buildings – *Viewshed*

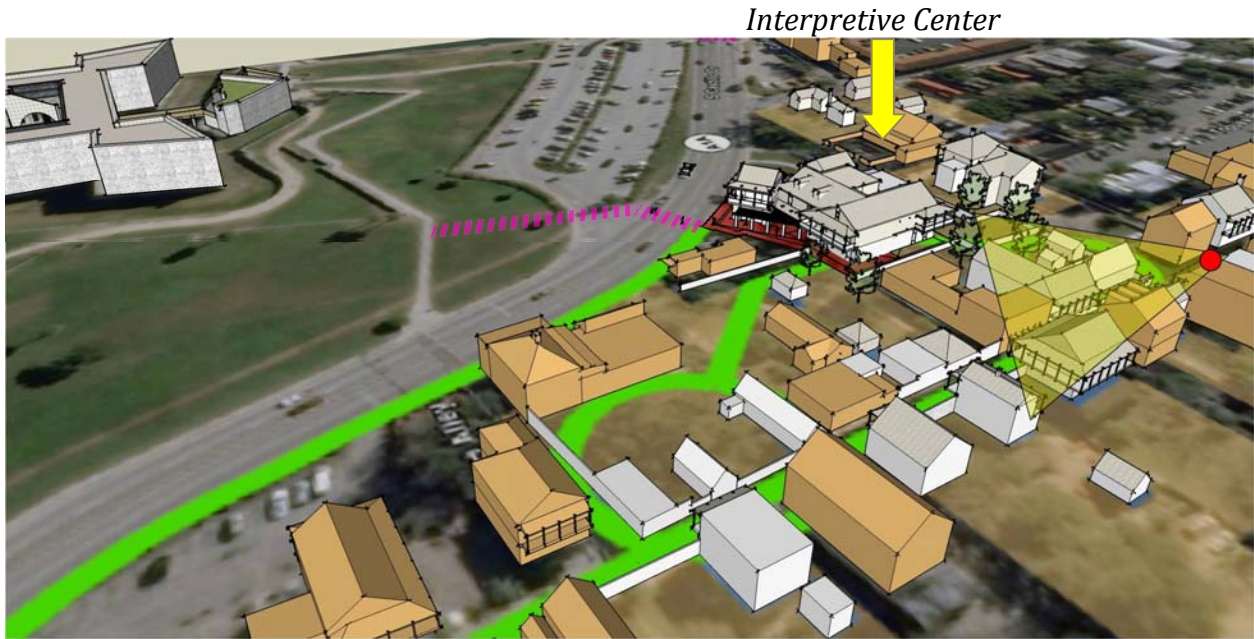


Figure 4-3:
Interpretive Center Access Point 1:
From St. George Street at the Current Site of the
Peso de Burgo Buildings – *Existing Conditions*



Peso de Burgo (reconstructed in 1977) located on the east side of St. George Street between Fort Alley and Cuna Street, is shown to the right of this image.

Figure 4-4:
Interpretive Center Access Point 1-A:
From St. George Street at the Current Site of the Peso de Burgo Buildings - *Renderings*

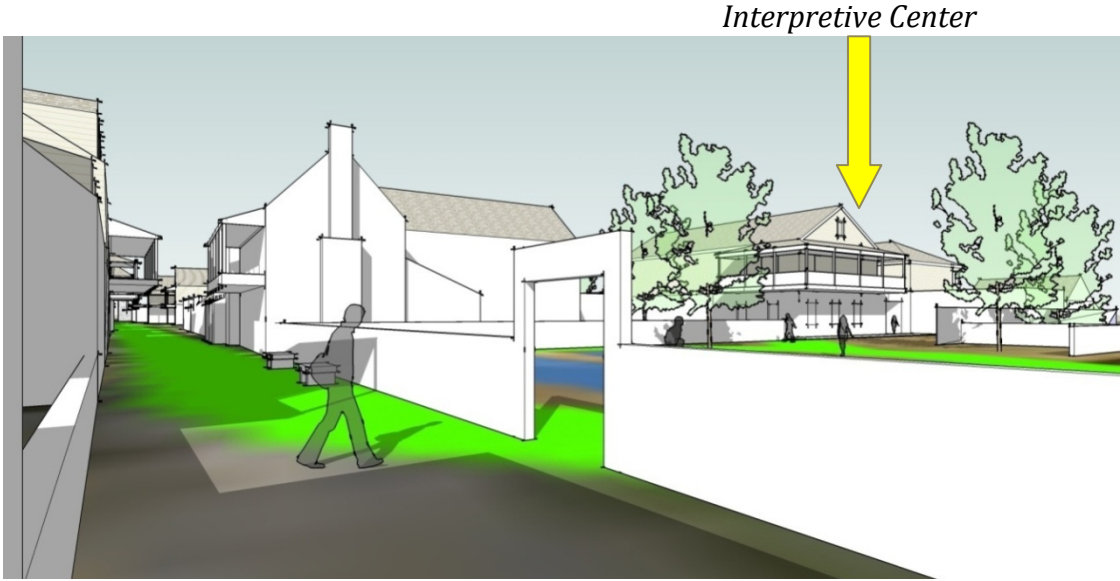


Peso de Burgo House could serve as the gateway to the Interpretive Center with visitors passing completely through the house and into the shaded landscape beyond.



Peso de Burgo buildings could be relocated and the entrance to the Interpretive Center could be via a gate in a new garden wall (shown in Figure 4-5)

**Figure 4-5:
Interpretive Center Access Point 1-B:
From St. George Street at the Current Site of the Peso de Burgo Buildings
Renderings with new Proposed Interpretive Center**



This image assumes relocation of the Peso de Burgo buildings. The entrance to the Interpretive Center is shown as a gate opening in a new garden wall at the current site of the Peso de Burgo buildings. In the background is a three dimensional sketch of the proposed new Interpretive Center



This image is a shaded rendering of area shown in the above image.

Interpretive Center Access Point 2: From Route A1A

Improved pedestrian accommodation along A1A (San Marcos Avenue) will be important to reduce the impact of this four lane major thoroughfare and assure that the experience for pedestrians accessing the Castillo de San Marcos and the Interpretive Center are as historically authentic as possible. Sidewalk improvements, the addition of street trees and crosswalk upgrades are infrastructure improvements that would improve the visitor experience. The NPS’s General Management Plan and Environmental Impact Statement anticipate that the existing parking area on the Castillo de San Marcos grounds will be significantly reduced in the future to improve view sheds.

Figures 4-6 through 4-9 are a series of images illustrating this access point to the Interpretive Center, as described. For orientation, Figure 4-6 highlights the view of the images shown in Figures 4-7 through 4-9, which begins at the point shown in red and spans the yellow triangular area. These images were derived from the Existing Conditions shown in Figure 4-7 below. Figures 4-8 and 4-9 illustrate the proposed Interpretive Center in both a three dimensional and a colored sketch rendering.

**Figure 4-6:
Interpretive Center Access Point 2: From Route A1A – Viewshed**

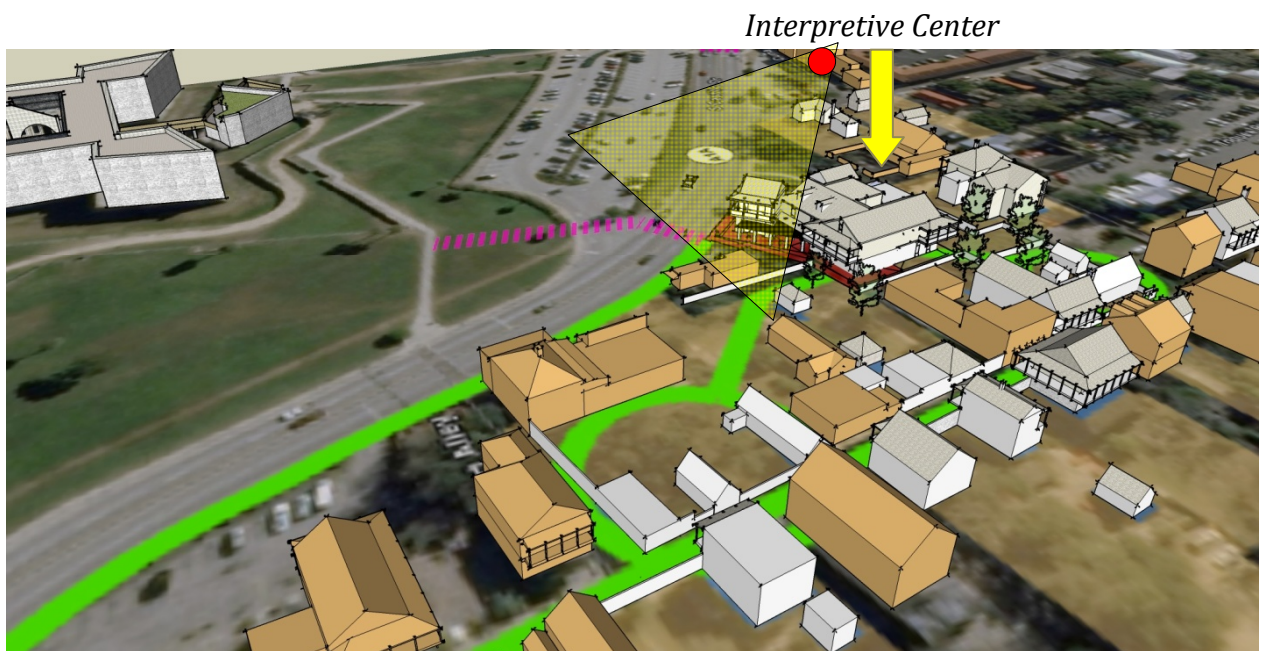


Figure 4-7:
Interpretive Center Access Point 2: From Route A1A - Existing Conditions

Castillo de San Marcos



This view is Route A1A looking north, with The Castillo de San Marcos National Monument to the right.

Figure 4-8:
Interpretive Center Access Point 2: From Route A1A – Renderings

Interpretive Center



This three dimensional image of the proposed new Interpretive Center is situated on Route A1A looking north. The Castillo de San Marcos National Monument is to the right in this view.

Figure 4-9:
Interpretive Center Access Point 2: From Route A1A – Renderings



This rendering the new proposed Interpretive Center is the same view point as the image above

Interpretive Center Access Point 3: From North St. George Street

Pedestrians might choose to access the Interpretive Center by strolling through connected spaces that exist to the rear of the buildings that front St. George Street. Currently the spaces between Fort Alley and the proposed Interpretive Center site are host to numerous tasteful interpretive living displays and demonstrations of early life in St. Augustine including a blacksmith, domestic animals, craft demonstrations, gardens, and other educational exhibits presented by period costumed interpreters.

For orientation, Figure 4-10 highlights the view of the images shown in Figures 4-11 through 4-12, which begins at the point shown in red and spans the yellow triangular area. These images were derived from the Existing Conditions shown in Figure 4-11 below. Figure 4-12 illustrates the proposed Interpretive Center in both a three dimensional and a colored sketch rendering.

Figure 4-10:
Interpretive Center Access Point 3:
From North St. George Street – *Viewshed*

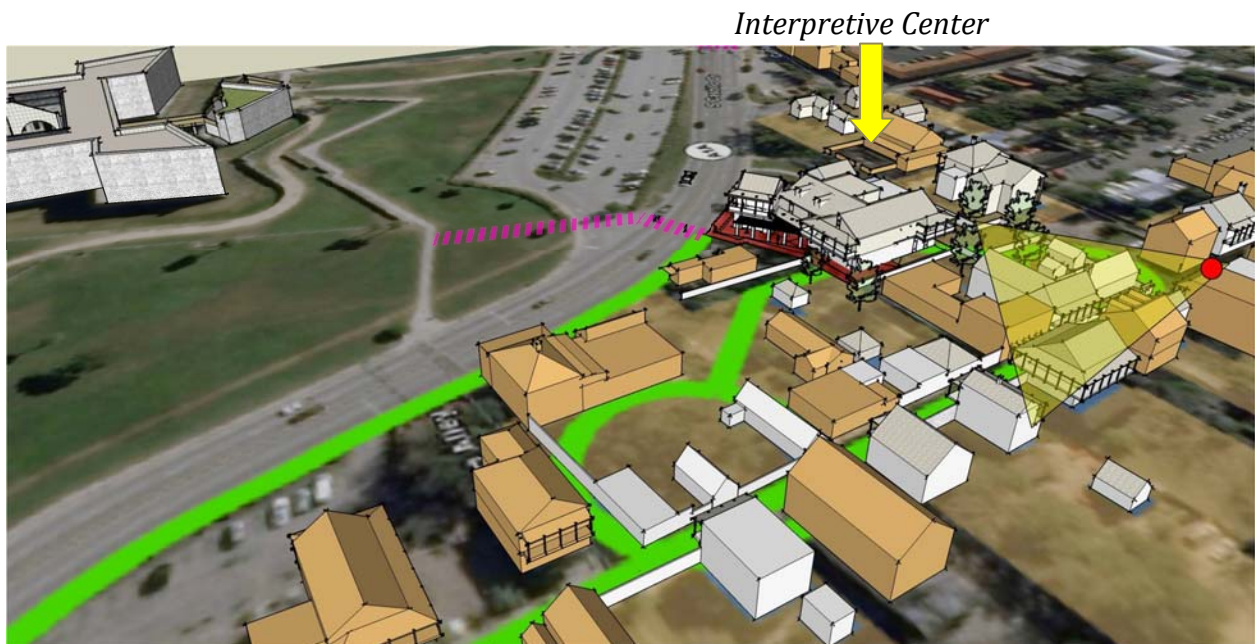
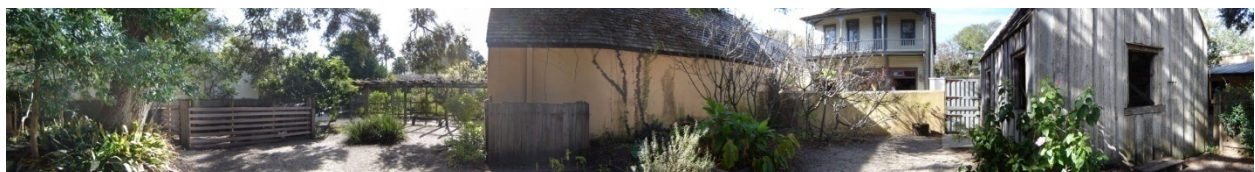


Figure 4-11:
From North St. George Street – *Existing Conditions*



This view starts in the backyards of the Triay and Gomez Houses and looks both across St. George Street and in the direction of the proposed new Interpretive Center

Figure 4-12:
Interpretive Center Access Point 3:
From North St. George Street – *Renderings*



This view is a closer look at the elevation of the building on approach from the backyards of the Triay and Gomez House.



Interpretive Center

This view starts in the backyards of the Triay and Gomez Houses and looks both across St. George Street and in the direction of the proposed new Interpretive Center

Existing State-owned Buildings

Previously mentioned the outcome of the physical assessment conducted by UF for the 34 state-owned buildings (Table 1-1) revealed varying degrees of restoration and rehabilitation need. These properties have deteriorated over the years and must be preserved and rehabilitated as a national treasure.

The most repair cost-intensive structure is the Government House, primarily due to its age and size. The original exterior construction is of coquina block, a rather porous material that has, over time, allowed salt-laden moisture to penetrate into the reinforcing steel in the structural beams. Some areas show major spalling of concrete over windows, doors, and porches that will require complete demolition and reconstruction. Building conservation will require complete scaffolding of the building in phases as well as acquisition of new coquina blocks that are only manufactured in two quarries in the United States. There are multiple precast concrete decorative window dressings that have cracked with age and need to be replaced, requiring custom casting of these 280-year-old pieces. To be ADA-compliant, an original elevator must be modified to allow access to the upper floors.

The Government House is partially sprinkled, but areas of assembly and crucial storage are not currently sprinkled. Fire Codes require adding automatic fire sprinklers to the remainder of the building, necessitating design and installation of a system that will remain mostly hidden to not spoil the original appearances of the structure. This will also require design and upgrading of the water infrastructure serving the building to properly pressurize the sprinkler system. All of these corrections and more will need to be designed and constructed by architects and construction managers who are well-versed in historic building preservation.

Other buildings, although varying in condition and estimated repair costs, suffer from a variety of corrective needs. All need minor ADA upgrades to become accessible. Many of the buildings that house extensive inventory need automatic fire sprinklers, requiring water infrastructure upgrades to lines serving the buildings and designs that will keep the historic appearance of the buildings. Many buildings are termite-infested and need structural replacement of wood columns, beams and siding. These components are almost entirely hand-hewn cypress planks, hand-split red-cedar shakes, and hand-shaped beams and columns, all requiring a significant amount of work to accomplish accurate construction techniques. Additionally, all metal connectors should be hand-cast in the local blacksmith shop, also requiring extensive work to remain historically correct. Buildings requiring concrete repair must utilize a period technique of casting in place called tabby-concrete requiring a rare craftsmanship virtually unavailable in today's market.

Vehicle and Pedestrian Access, Circulation and Wayfinding

Since the arrival of Spanish explorers in 1513 and the establishment of St. Augustine and the Castillo de San Marcos, modern interventions have both enhanced and detracted from the experience of visitors. The invention of the automobile has provided Americans with the means to access the unique City of St. Augustine and the Castillo de San Marcos and their history. Over the most recent century, the increasing demands of the automobile have caused the visitor's experience of St. Augustine's unique history to be increasingly compromised. In recent

years the City of St. Augustine has made significant strides to improve the visitor experience through incorporation of vehicle circulation, signage and parking strategies that reinforce pedestrian movements in the historic area.

Primary to this remedial action has been the development of St. Augustine's Visitor Information Center (VIC) and the adjacent Historic Downtown Parking Facility. These facilities are located immediately north of the historic area that is the subject of this strategic plan. The intent of these facilities is to provide a destination for all travelers reaching St. Augustine from north or south via Rt. A1A or US1. Thanks to the Historic Downtown Parking Facility, visitors are afforded a place to alight and immediately experience the adjacent VIC where they receive orientation to the many attractions of St. Augustine.

The existing VIC serves an important role as the visitor's first orientation to all that St. Augustine has to offer. The proposed Interpretive Center should be the visitor's next stop for more in-depth examination of St. Augustine history before entering the Castillo de San Marcos and other historic venues. For this reason, convenient and comfortable visitor access is crucial to success.

Vehicular circulation should be managed within and around the historic area to encourage of pedestrian movement. For vehicular travel, the signage strategy should be further implemented so that it guides visitors to the Historic Downtown Parking Facility and the adjacent VIC. West Castillo Drive should be reinforced as the primary entry into the City and Historic Area with all vehicular signage pointing the driver to the VIC and parking facilities regardless of City entry point. Additionally, with the NPS's Castillo de San Marcos as a signature landmark within the City's historic area, it would be beneficial for UF to explore the option of linking UF to the National Park Service branding along A1A, so as to leverage the NPS brand for the purposes of both the NPS and the state-owned assets.

The existing VIC serves as a focal point for visitors and residents creating an organized arrival area, near to the Castillo de San Marcos, the Spanish Quarter, the future Interpretive Center and the remainder of the historic area. The Historic Downtown Parking Facility is a multi-modal facility providing access to a number of transportation options: loading/unloading slips for tour buses and school buses; pickup/drop-off stations for private tour train vendors; horse carriage staging area; future city transit bus area; extensive pedestrian plazas and loggias; and 1,164 parking garage spaces.

A recommended corollary action to these vehicular circulation and signage strategies involves discouraging parking in residential areas, on street parking and/or all-day parking in the business districts. Increasing meter fees, parking fines and enforcement of parking violations will act as strong encouragement to use the Historic Downtown Parking Facility, in which primary vehicular paths to access this facility are shown in Figure 4-13 on the following page.

Once the visitor either parks in the Historic Downtown Parking Facility or enters the historic area from other entry points, it is imperative that wayfinding and signage elements blend with the existing signage program such that a cohesive, clear and user-friendly system is in place. This "network" of elements will create a unified and distinct image to reinforce the overall

character of the St. Augustine area and to lead the first-time visitor to its various amenities, historic sites and venues.

As previously described, one cornerstone of the overall wayfinding / signage system is to lead the visitor to the Historic Downtown Parking Facility adjacent to the VIC. Once at the VIC, the visitor is introduced to materials and information that convey the choices for venues and activities within the entire St. Augustine area. This approach is based upon the premise that the more the visitor knows about what is available, the more likely it is that their stay will be extended and that the revenues realized by the entire St. Augustine area will increase.

In addition to the vehicular signage that accomplishes the directing of visitors to the VIC, the signage elements will further include the following elements related to pedestrian circulation.



-  Pedestrian signage leading to specific areas or signature landmarks throughout St. Augustine, such as the Castillo de San Marcos, the Spanish Quarter, Government House, Flagler College, etc.
-  Identity signage at the specific amenities (both UF and other)

Figure 4-13:
Primary Vehicular Paths



The signage elements identified below will include messages and information for venues that are owned by UF, as well as amenities throughout the City of St. Augustine. The venues and messages should be confined to key visitor-oriented destinations within the city. It is advisable to incorporate print materials for the visitor to take away, to provide additional information. A committee, including UF, the NPS, the Tourism Bureau, and the City of St. Augustine and other appropriate community stakeholders should be utilized to determine the messages that are appropriate for both signage and print.

Main Visitor Kiosks

These elements will give the visitor a comprehensive understanding of all of the options available within the area, so that they can plan their day. These larger elements typically incorporate a map of the area and print materials. Further development of these elements will also explore the integration of interactive screens and media. It is assumed that one Main Kiosk would be located as the visitor exits the VIC parking garage and one Main Kiosk would be located at the south entrance to the Spanish Quarter. Additionally, an area near the Main Visitor Kiosks could be designated as a location to meet a guide for a guided tour and/or directions. Figure 4-14 is an example of a Main Visitor Kiosk from the *Gettysburg National Military Park*, which is an NPS site, in Pennsylvania.

Key Decision-Making Points

These signage elements would be placed throughout the city and would be located at key decision-making junctures. Some may be two or four-sided; others, depending on the available area, would be smaller in scale, with directional text and arrows only. These signs will also provide an opportunity for changeable information that can be updated and kept current for festivals, events, 450th Anniversary announcements, etc. Figure 4-15 is another example from the *Gettysburg National Military Park* of the type of signage that might be used at a Key Decision-Making Point.

Interpretive Signs

Interpretive panels can be placed adjacent to such properties as the living history museums, archaeological sites and historic homes so that the visitor on a self-guided tour, can gain more insight as to the historic significance of the property, whether or not they choose to enter the building at that time. Interpretive Signs from the *Prairie Avenue Historic District* in Chicago are shown in Figure 4-16 as an example.

Banners

The main path of travel for the first time visitor has been identified along A1A. It would be advisable to develop a series of graphics and banners that could activate the corridor. They will act as an arrival statement and help to detract from any unsightly elements leading to the VIC parking garage.

UF Branding

The state-owned parcels and buildings have a variety of existing signage elements. As part of determining appropriate UF Branding of state-owned assets it is necessary to evaluate the existing signage that is related to a state seal or a historic designation. The intent is not to add

to the signage clutter, but to create a “marker” or brand to link the UF interpretive sites together and to clearly identify them as interpretive sites managed by UF. As mentioned previously, the existing signage will be fully considered prior to designing the branding signage for UF properties.

It is critical to point out the UF assets are only a part of the overall St. Augustine experience. The City of St. Augustine is comprised of a wealth of activities, restaurants, beaches, and retail opportunities that all combine to make it the unique destination that it has become. The UF assets are intended to enhance this overall experience and to add the historical and educational components to the visitor’s options. The depth of experience that is a part of the UF academic contribution and the wonderful assets that the University and the National Park Service bring to the mix, are what will make collaborative actions a success for all.

**Figure 4-14:
Main Visitor Kiosk Example**



Image Provided by: Gallagher & Associates

**Figure 4-15:
Key Decision-Making Point Example**



Image Provided by: Gallagher & Associates

**Figure 4-16:
Interpretive Sign Example**




LOST HOUSES OF PRAIRIE AVENUE 1600 – 1700 BLOCKS

“The value of land along streets made exclusive through their occupancy by the leaders of society is a direct reflection of the rise of a newly rich class during and after the Civil War ... who had an ambition to live in mansions amid fashionable surroundings.” — Honier Hoyt, 1933

1612 S. PRAIRIE AVENUE


Joseph C. Gaudreau, Frederick, built 1888 (architect unknown)



From 1880 to 1900, this was the residence of a member of the Studelsaker family, whose company was the only one in the United States to successfully make the transformation from carriage makers to automakers. In 1905, it became the official residence of Charles P. Anderson, Episcopal of Chicago. Razed circa 1960.

1721 S. PRAIRIE AVENUE

Walter Dieder, Frederick, built 1882 (architect unknown)



This large frame home with cupolas was among the earliest on the street, and received a Federal style addition to the front in 1889, designed by Boston architect Arthur Little. Razed 1927.

1638 S. PRAIRIE AVENUE

John G. Shortall, Robert B. Gregory, Frederick, built 1888 (John G. Shortall, architect)



Original built for abstract firm owner John G. Shortall, whose family lived on the street for four generations. For over 60 years, this was the residence of Addie (Hibbard) Gregory, who chronicled her life on the street in *A Great-Grandmother Remembers* in 1940. Her husband served as President of Lyon & Healy. Razed 1944.

1729 S. PRAIRIE AVENUE

George H. Pullman, Frederick, built 1876-1878, Henry S. Joffe, architect



One of the grandest homes on the street, the residence featured a 200-seat theatre, pipe organ, and bowling alley. Later additions by architect Sokon S. Deman (who designed the town of Pullman) included a palm room and a large conservatory and park across 18th Street along Calumet. Razed 1922.

1701 S. PRAIRIE AVENUE

William G. Hibbard, Frederick, built 1888 (William G. Hibbard, architect)



Hibbard was President of a large wholesale hardware firm, Hibbard, Spencer, Bartlett & Co. In 1921, the house was purchased by the American Terra Cotta & Ceramic Co., which provided free office space to architect Louis Sullivan until his death in 1924. Razed 1932.



BEGINNINGS

The Prairie Avenue area has witnessed every significant period in the growth of Chicago from the establishment of Fort Dearborn through the residential rebirth of the central area in the 1970s. The years following the close of the Civil War were marked by a significant increase in building activity, resulting in a well-established neighborhood by the time of the Chicago Fire in 1871.



- 1812 Ft. Dearborn massacre occurs near present intersection of Prairie Avenue and 18th St.; a large commonsense tract the spot survives into the 1850s.
- 1834 Elijah D. Thomson purchases 178-acre tract bounded by present day 16th Street, Calumet Road, State Street and Lake Michigan.
- 1835 Henry B. Clark builds house near what is now 1425 S. Michigan on 20-acre parcel purchased from Thomson.
- 1837 City of Chicago incorporates southern secondary established as what is now Calumet Road.
- 1857 First house on Prairie Avenue completed for brick manufacturer John Studesaker in 1701 frame.
- 1865 End of Civil War building activity in area increases dramatically.
- 1870 David Thompson builds the first \$100,000 house on the South Side at 1936 Prairie.
- 1870 Details of residence for George H. Pullman at 1729 frame is announced, designed by Henry S. Joffe and completed in 1878.
- 1871 Construction begins on residence for Marshall Field, Richard Morris Hunt architect.
- 1871 Prairie Avenue is spared in the Chicago Fire and many residences are converted to temporary headquarters for owner's business operations.

*Note: This is an example. Text on this image is not meant to be legible
Images Provided by: Gallagher & Associates*

To a large extent, the development of access and circulation facilities will be the responsibility of local governments and the Florida Department of Transportation. UF plans to partner with these entities to identify needs and secure funding through State or Federal agencies, grants and other mechanisms. The 450th Anniversary celebration presents an opportunity to secure such needed funds, and an Anniversary commission is being mobilized to work on recommendations including infrastructure improvements, which must be coordinated and consistent with this strategic plan. Existing infrastructure plans and facility recommendations are also keys to identifying public infrastructure needs.

Table 4-1 below lists the primary resources that have been utilized in the development of access and circulation plans for this *Historic Area Strategic Plan*.

**Table 4-1:
Relevant Plans and Studies**

Name	Year	Prepared By	Client
Conceptual Traffic and Parking Plan	1995	Prosser, Hallock & Kristoff, Inc.	City of St. Augustine
Conceptual Master Plan for a Transit Greenway System	2000	Reynolds, Smith and Hills, Inc.	City of St. Augustine
Master Plan Update	2004	Halback and Associates, Inc.	Flagler College
PD&E/Feasibility Study-Pedestrian Underpass and or Safety Improvements	2008	England-Thims & Miller, Inc.	City of St. Augustine

Through review of these previous plans and development of this strategic plan, it is recommended that the overall visitor experience can be further enhanced through infrastructure and landscape improvements focused on six critical areas.

Area 1: Between Existing VIC and Old City Gate

Recommended pedestrian improvements are experienced first as one departs the existing VIC and Historic Downtown Parking Facility. Today visitors navigate narrow sidewalks along Orange Street between the Historic Downtown Parking Facility and the Old City Gate which was originally the only entrance to St. Augustine. The pedestrian experience here can be significantly enhanced by adjusting vehicular traffic patterns on Orange Street between South Castillo Drive and Cordova Street. In addition, the ramp from South Castillo Drive (A1A) southbound to Orange Street can also be removed in order to expand the pedestrian precinct adjacent to the historic and picturesque City Gate at the head of St. George Street.

The removal of the ramp from A1A southbound will also enhance the historic Huguenot Cemetery at the corner of A1A and Orange Street. This closure would allow visitors, walking from the VIC through the City Gates to St. George Street, to avoid crossing traffic and move more freely around the gates to better appreciate the landmark and space.

Along Orange Street near the City Gate and the VIC, there is a good opportunity to both visually and physically reconnect the Cubo Line with the redoubt south of the VIC, the City Gate, and the Cubo line extending to the Castillo. The Cubo line, made of palm log and earth, was constructed in 1702 following a British siege and provided protection for St. Augustine citizens on approach to the reconstructed redoubt, part of the Castillo defense system. Visitors would be aided as the Cubo Line would act as an arrow, pointing directly to St. George Street and Avenida Menendez, both of which then lead to the UF/NPS Interpretation Center. The resulting area south of the VIC would thereby become an entry park for the historic district.

Area 2: Grounds and Parking Area of Castillo de San Marcos

The National Park Service can play an important role in the enhancement of the glaxis, which is the sloped lawn that surrounds the Castillo. Current plans for the fort include reducing the parking area to handicapped and bus parking only. In addition to simplifying the parking options for the visitor by reinforcing the Historic Downtown Parking Facility's role at the main public parking facility, this will help to visually reconnect the fort to the new Visitor Interpretive Center, the Spanish Quarter, and the rest of the historic area. Possible reductions to the width of Castillo Drive or removal of on-street parking would further enhance this connection.

Area 3: Plaza de la Constitución and Adjacent Streets

The City should consider improving the Plaza de la Constitución in an effort to improve the pedestrian connections between St. George Street and Aviles Street, which leads to historic destinations south of King Street. An improvement that should be considered is the closing of St. George Street between Cathedral Place and King Street. Traffic will still be able to circle the Plaza and Government House by using the Ponce de Leon Circle to the east of the Plaza, and this closed roadway will help improve pedestrian connections to both Government House and facilities south of King Street.

Area 4: Historic Area Street Scaping

Street scaping can also improve pedestrian circulation, access and safety in and around the historic area. The goal is to seamlessly blend public space design, lighting, planting greenery, paving, signs, amenities and other elements to achieve a sense of identity and unity along the entire stretch of the Castillo Streetscape (South Castillo Drive), City Gate Streetscape (Orange Street), Bay Front Streetscape (Avenida Menendez Avenue) and Historic City streets (Cordova, Spanish, Cuna, Charlotte, Hypolita, Tolomato, and Treasury Streets). For instance, the new pedestrian space created by closing Orange Street can benefit from a brick or coquina cement surface to better mesh with St. George Street and provide a visual cue to vehicular traffic. Paving wider sidewalks, along A1A, can facilitate an improved experience for visitors walking towards the Interpretive Center. These streetscape enhancements can also improve the vista from the Castillo de San Marcos.

Area 5: AIA Pedestrian Crosswalks

It is recommended that pedestrian access from the Interpretive Center across A1A to the grounds of the Castillo de San Marcos and the waterfront be handled by an existing crosswalk plus a relocated crosswalk (from Fort Alley) at the northern most point of the Interpretive

Center's property. The following improved safety features will help ensure collision frequencies do not increase.

- Improved roadway lighting on both sides of A1A/South Castillo Drive (from Avenida Menendez to West Castillo Drive)
- Widen each crosswalk on A1A/South Castillo Drive
- "Countdown" pedestrian signals at each cross walk on South Castillo Drive
- Landscaping elements bordering A1A sidewalks so as to eliminate mid-roadway pedestrian crossings

Opportunities for further pedestrian enhancements to A1A are constrained by the relatively narrow width of the existing A1A right of way within this area. Within the existing right of way it may be feasible to provide additional space for pedestrian enhancements through a reduction in the number of the existing through travel lanes on this segment of A1A. In addition to wider sidewalks and crosswalks, these enhancements may also include the provision of a grass median in the center of A1A that would function as a refuge area for pedestrians crossing between the proposed Interpretive Center and the Castillo de San Marcos National Monument. Federal funds may be available for the provision of improvements that would enhance pedestrian movements across A1A in this area. Further study of the feasibility of this option in conjunction with the FDOT and adjacent landowners, specifically the NPS, is required.

Area 6: Trolley Routes

Currently there are two existing trolley routes that tour St. Augustine's downtown historic district, the Old Town Trolley Tours "Green Trolleys" and the Ripley's Sightseeing Trains "Red Trains". Both are privately owned and operated. The Old Town Trolley Tours operates daily from 9:00am to 4:30pm, with full tour duration of 1 hour and 15 minutes. The Tour has a total of 22 stops with trolleys arriving at each stop every 20 minutes. The Ripley's Sightseeing Trains operates daily from 8:30am to 3:30pm, with full tour duration of 1 hour and 20 minutes. The Tour has a total of 22 stops with trolleys arriving at each stop every 15-20 minutes.

In the past a free city shuttle operated in the historic area. Following the opening of the VIC, a shuttle ran along Cordova Street to Hypolita Street and the Plaza de la Constitución. Eventually the shuttle was discontinued, due in part to a lack of proper signage and the preference of tourists to walk. Currently the shuttle only operates during the holiday weekends.

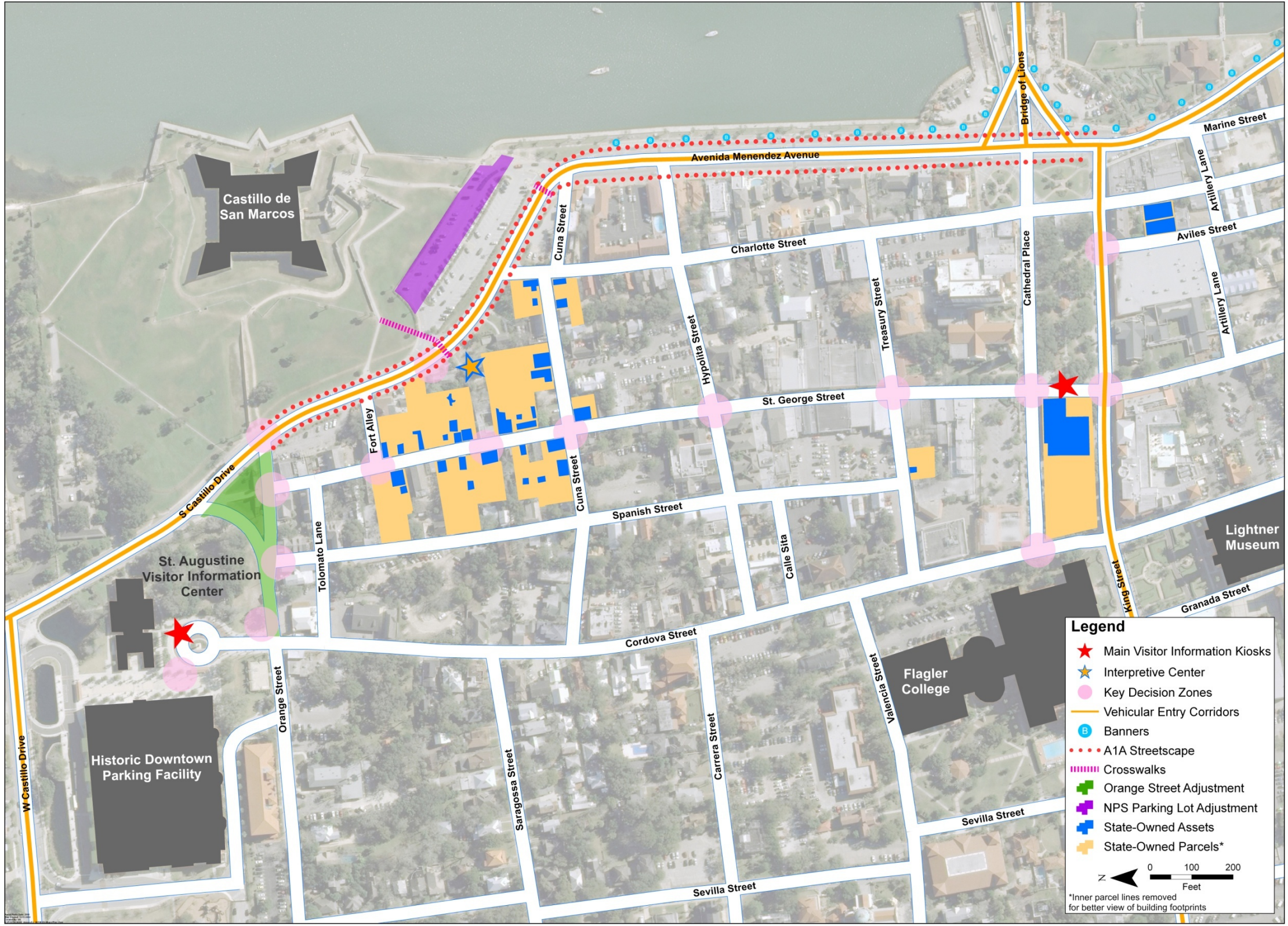
The free city shuttle service should be reinstated with a new shelter at the Plaza de la Constitución. Those who choose to walk from the VIC and adjacent parking facility could be transported back to the garage quickly and comfortably after a day of sightseeing and shopping. It may also encourage tourists to take the shuttle directly to the plaza in order to visit the attractions south of King Street. Figure 4-17 shows existing trolley routes in the historic area of St. Augustine.

Options described under the Pedestrian Circulation and Associated Wayfinding / Signage Strategies and the Infrastructure, Landscape and Transit Improvements to Enhance Pedestrian Circulation (Areas 1-5) sections are illustrated in Figure 4-18.

Figure 4-17:
Trolley / Train Routes



Figure 4-18:
Physical Plan Options



Infrastructure, Transit, Hardscape and Landscape Improvements

A variety of native and indigenous period plants should be used to accurately reflect the plant material available to St. Augustine residents before 1821, which marks the end of the Second Spanish Period. A full list of appropriate trees, shrubs, and edible plants is provided in the City of St. Augustine Historic Architecture Review Board (HARB) guidelines, and the most appropriate selections from these guidelines are listed below. These are selected due to their hardy nature and ability to thrive in a coastal environment (i.e. salt tolerant):

Trees

Live Oak (*Quercus virginiana*) – not listed with HARB, but a Florida native; high salt tolerance

Sycamore (*Platanus occidentalis*) – Florida native; moderate salt tolerance

Slash Pine (*Pinus elliottii*) – Florida native; moderate salt tolerance

Dahoon Holly (*Ilex cassine*) – Florida native; limited salt tolerance

Yaupon Holly (*Ilex vomitoria*) – Florida native; high salt tolerance

Dogwood (*Cornus florida*) – Florida native; limited salt tolerance

Palms

Cabbage Palm (*Sabal palmetto*) – Florida native; high salt tolerance

Fruit Trees (some are not native, but are appropriate to the time period)

Damson Plum (*Chrysophyllum oliviforme*) – Florida native; limited salt tolerance

Sour Orange (*Citrus aurantium*) – not native, but there were once citrus groves on Anastasia Island; limited salt tolerance

Pear (*Pyrus communis*) – not native, but there are pear trees in Watson House yard; limited salt tolerance

Pomegranate (*Punica granatum*) – limited salt tolerance

Shrubs

Yaupon Holly (*Ilex vomitoria* spp.) – Florida native; high salt tolerance

Glossy Privet (*Ligustrum lucidum*) – naturalized to Florida; moderate salt tolerance

Spanish Bayonet (*Yucca aloifolia*) – Florida native; moderate salt tolerance

Saw Palmetto (*Serenoa repens*) – Florida native; high salt tolerance

Waxmyrtle (*Myrica cerifera*) – Florida native; high salt tolerance

Flowering Shrubs (some are not native, but are appropriate to the time period)

Oleander (*Nerium oleander*) – high salt tolerance

Swamp Rose (*Rosa palustris*) – Florida native; high salt tolerance

Rose of Sharon (*Hibiscus syriacus*) – moderate salt tolerance

Vines

Trumpet Honeysuckle (*Lonicera sempervirens*) – Florida native; moderate salt tolerance

Japanese Honeysuckle (*Lonicera japonica*) – naturalized to Florida; moderate salt tolerance

English Ivy (*Hedera hedix*) – naturalized to Florida; limited salt tolerance

Flowers (some are not native, but are appropriate to the time period)

Daffodil (*Narcissus spp.*) – high salt tolerance

Phlox, Annual (*Phlox drummondii*) – Florida native; limited salt tolerance

Coreopsis (*Coreopsis lanceolata*) – Florida native; moderate salt tolerance

Black-eyed Susan (*Rudbeckia hirta*) – Florida native; moderate salt tolerance

Beach Sunflower (*Helianthus debilis*) – not listed with HARB, but a Florida native; high salt tolerance

Herbs (some are not native, but are appropriate to the time period)

Basil (*Ocimum basilicum*)

Chives (*Allium schoenoprasium*)

Dill (*Anethum graveolens*)

Sage (*Salvia officinalis*)

Vegetables (some are not native, but are appropriate to the time period)

Carrot (*Daucus carota*)

Cauliflower (*Brassica oleracea* var. *botrytis*)

Potato (*Solanum tuberosum*) – still a major agricultural product in St. Johns County

Squash (*Cucurbita* spp.)

Tomato (*Pycopersicon asculentum*)

Most landscaping in this period consisted of vegetable gardens, flower gardens, and fruit trees. Edible plants requiring constant maintenance, such as the herbs and vegetables, should be considered for use in teaching gardens within the grounds of the Spanish Quarter. The entry

courtyard, on the other hand, should include a variety of trees (including fruit trees), shrubs, and flowering plants. This will help to ensure that this area remains an aesthetically pleasing entrance year-round. Garden layouts for should also reflect a design appropriate to the late 1700s / early 1800s.

Street furniture, ranging from benches and trash receptacles to wayfinding signage, should fit into the Second Spanish Period in both the materials and the overall look of the item. The scale of the item is also an important attribute to ensure that it complements the surrounding historic area. Generally, these items are made of metal, such as wrought iron, or masonry, such as coquina concrete. Wood is also appropriate for trellises and bench slats. Overhead canopies, including umbrellas, should be white, natural canvas, or sailcloth.

A variety of site furniture components were designed as part of the City of St. Augustine's new transportation facility at the Visitor Information Center (VIC). Wrought iron benches and trash receptacles used for this project are also appropriate for streetscape and courtyard purposes. Consistent furniture styling can also help to integrate the Spanish Quarter, Interpretive Center and the VIC, thereby extending, unifying and ultimately enhancing the visitor experience.

Appropriate paving materials should also be considered. Asphalt and plain concrete are prohibited by Historic Architecture Review Board (HARB) as they are not in keeping with the historic district, but a variety of hard pavements are permitted, including coquina concrete, tabby, brick, and stone on sand. Loose coquina, crushed shell and river rock are also appropriate, but should only be considered as decorative pathways that are not designed for ADA accessibility.

Masonry walls, such as the one surrounding the proposed entry courtyard that fronts St. George Street, should be covered with smooth stucco or plaster with a rounded, steeply angled, or flat cap. These walls should also be between five and five and one-half feet (5' to 5'-6") in height. The gateway should be topped with a two to three foot (2'-3') lentil, and the gates should be made of an appropriate material, such as wood, with black metal hardware.

REVIEW OF DESIGN REQUIREMENTS

The Florida Bureau of Historic Preservation, State Historic Preservation Office (SHPO) has review and approval control over any proposed changes to the existing or proposed state-owned facilities located within Historic St. Augustine. The SHPO review and approval process is likely to address the following issues. Additionally, the City's Historic Architectural Review Board (HARB) will have a review role in physical plan changes within the historic district.

1960's Reconstructed Buildings: Any proposed physical changes at these buildings would most likely have to be individually reviewed. Their context within the historic district will be a consideration. If the reconstruction was conducted on the basis of archeological documentation, that documentation will also be a consideration. Secretary of Interior Standards will be applied to changes.

Vacant Property: Proposed new construction will need to be reviewed for compatibility with the character of adjacent properties. Archeological issues and investigation of the site will need

to be reviewed and resolved prior to any new construction. Secretary of Interior Standards will apply.

Mothballing out-of-use buildings: There are National Park Service Technical Briefs for mothballing historic buildings to use as a guide for this work. The impact of taking the buildings out of service in the historic district will need to be reviewed.

Government House: Renovations, restorations, and rehabilitations will need to comply with Secretary of Interior Standards. Character defining building features will need to be preserved.

Historic Structures: Secretary of Interior Standards will be applicable for any proposed modifications.

Signs and Markers: The Florida Bureau of Historic Preservation will expect to review locations, designs, text, and similar features.

ADA Issues: ADA accessibility issues at qualified historic buildings will need to be evaluated. If requirements threaten or will destroy the historic building integrity, then full compliance will not be required but minimum requirements will be required. If minimum requirements will threaten or destroy the historic integrity then alternative requirements can be implemented. ADA modifications will need to be reviewed on a case-by-case basis. Section 11-4.1.17 of the Florida Building Code ADA Accessibility Requirements details a consultation process for qualified historic properties when deviations from accessibility requirements are proposed.

New Construction: Relevant guidelines for new construction are documented in National Park Service Preservation Briefs 14 - New Exterior Additions to Historic Buildings; and 17 - Architectural Character, Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character. SHPO concerns are to verify that the design of new structures in the St. Augustine National Register Historic District is compatible with the National Park Service's standards and surrounding structures. New buildings will be required to be compatible with surrounding St. Augustine historic structures in size, scale, shape, roof type, openings, projections, setting, and exterior materials. National Park Service requirements do not permit new construction to exactly match historic construction. These standards require that there be a visual distinction between new construction and historic construction; however, new construction is required to be compatible with the historic construction. This may conflict with city goals to make new construction more closely match historic construction.

General: Requirements and obligations under Chapter 267 Florida Statutes will apply for the state-owned/managed assets.

EDUCATION AND EXHIBIT STRATEGIES

The *Vision Plan* identified the following five objectives for the development of an education and exhibit strategies of the *Historic Area Strategic Plan*.

1. Organize educational and visitor experience around a unifying theme.
2. Develop educational and exhibit programs targeted at various audiences including the general public, students of higher education, K-12 students and professionals.
3. Deliver educational programs that are interactive, immersive and engaging.
4. Develop educational and exhibit programs that are authentic, multidisciplinary, and demonstrate high standards in stewardship of historic and cultural resources.
5. Recognize that St. Augustine is a living city, and work in partnership to maintain the community character while enhancing the educational and visitor experience.







The education and exhibit strategy identifies a framework upon which further development of specific exhibit and educational details can be organized and developed. It is important that the educational and visitor experience is organized around a unifying theme that targets various audiences including the general public, students of higher education, K-12 students and professionals.

Visitor Experience

A successful visitor experience relies heavily on a format for conveying the history that is the story of St. Augustine. The method, content and context are major elements of the delivery of the visitor experience. The overarching goal of this project is to create an authentic heritage tourism experience utilizing the University's expertise. This experience will not only create a unique destination within St. Augustine, it will also increase overall visitation, extend the average stay and capture more of the visitor revenue.

Outlining key ideas is an essential initial step in the development of an effective visitor experience strategy. A review of the history of St. Augustine as well as the context for this project, resulted in the following list of key ideas to incorporate into the developed strategy.

Key Ideas:

-  First European Settlement in 1565
-  Multi-Cultural/Multi-Layered
-  Discovering History – Always something new to discover
-  Authentic – it happened here!
-  Lens to View American History
-  Relevant Today – Archaeology, Architecture, Preservation

Layers of History








The visitor experience for the UF state-owned assets in historic St. Augustine, Florida should begin with the early colonial periods and European settlements of the area and continue through the 21st century and modern era. The most compelling way to bring these stories to life will be through the individuals who lived in those periods, the touchstone collections and the physical environments. The comprehensive strategy should highlight how we have come to know this history and what we take from that knowledge to help interpret the past and preserve for future generations.

As with many heritage tourism destinations, St. Augustine's history consists of several chronological periods as well as several thematic areas that bridge these chronological periods. For this reason, it is recommended that the framework for developing the visitor experience strategy be adaptive to the many layers, both chronological and thematic, associated with the St. Augustine area and its compelling historical narrative. Through collaborative effort, this framework was christened the "Layers of History". It is through this multi-layered framework, incorporating various periods and themes, that the visitor interpretive experience can be coordinated and guided.





"The story of St. Augustine is more complex, more variegated, more interesting, and more rich than a few headlines might indicate. Here is no short-lived Plimoth Plantation, no brief candle like Williamsburg, and no several days-long smoking meadow at Gettysburg. Here is a dynamic, international, constantly changing, endlessly fascinating, compact city existing nearly 450 years in time."

Michael Gannon, Distinguished Service Professor Emeritus, University of Florida, Department of History

Scholars typically describe the story of St. Augustine through the following chronologic periods:

-  Settlement Origins and the Early Colony (1565-1600)
-  The Developing City (1600-1763)
-  The British Interregnum and the Arrival of the Minorcans (1763-1784)
-  Spanish Restoration (1784-1821)
-  U.S. Territory and Statehood (1822-1861)
-  Civil War, Reconstruction and Gilded Age (1861-1917)
-  World War I to the Present (1918-2009)

Cutting across and bridging these periods were numerous thematic subjects:

-  Prehistory
-  Religion
-  Maritime History
-  Military Life
-  Indian Relations

- Warfare and Sieges
- Trade and Commerce
- Lifestyles
- First Schools and Hospitals
- Architectural Styles
- Agriculture, Fishing and Ornamental Horticulture
- Tourism
- Minority Residents

The “Layers of History” framework is a more generalized approach that attempts to organize this complex history into “layers” that can be presented to the uninitiated visitor. In this way, the “layers” serve to whet the appetite of the visitor to seek a more in-depth understanding by visiting the various interpretive sites in St. Augustine.

Through the course of consensus-building workshops, support was expressed for this concept as well as for recognition that additional layers could be added to reflect other community assets and venues that may not be fully interpreted through the initially defined layers. One distinct benefit of the “Layers of History” interpretive framework is that it is adaptable for use by the community and does not impose rigid boundaries to interpretation of other St. Augustine venues and attractions. The following summary gives a general description of five example layers as well as a description of interpretive opportunities and a target visitor audience for each.

Examples of groups or individuals that might visit St. Augustine include: general tourists, heritage tourists, Hispanic tourists, families with children, School groups studying Florida history, College students, military history buffs, Minorcan descendants, religious tourists, and cultural tourists with particular interests in art and architecture/historic homes. Each component of the multi-layered experience identifies a target audience from this list (these are intended as examples of the target audience and are not exhaustive lists).

Layer of History: Spanish Settlement Origins and the Early Colony

This experience can provoke visitors to experience a bit of early Europe in America by vividly imagining the first colonial settlement as interpreted through living history. People of Spanish, Caribbean, Native American and African heritage co-existed in Spanish St. Augustine. Visitors can experience how families and individuals interact when multiple cultures are living with competing visions. Opportunities to see, touch, smell the food of America's earliest European settlers brings this experience to life.

Target Audience: casual tourists, heritage tourists, Hispanic tourists, families with children, school groups studying Florida history, college students

**Figure 4-19:
Settlement Origins and the Early Colony**



Images provided by: Florida Museum of Natural History

Layer of History: The Developing City

These later colonial and American periods highlight the second Spanish, British and Territorial eras communicating the drama associated with St. Augustine’s military history. This can also highlight the long-standing heritage of Minorcans in Florida and St. Augustine.

Target Audience: casual tourists, military history buffs, heritage tourists, Minorcan descendants, religious tourists, college students, families with children, school groups studying state/military history/statehood

**Figure 4-20:
The Developing City**



Photos by Maureen Ortagus, Public Image Consulting Group

Layer of History: Flagler Era Boom

Experience the Gilded Age of Railroads and Flagler’s vision to bring tourism to Florida as a winter retreat for the wealthy, with luxury hotels and some quirky ones as well. Celebrate the art and architecture that distinguish St. Augustine from any other city in the country.

Target Audience: casual tourists, adult couples, heritage tourists, cultural tourists - particular interests in art and architecture/historic homes, families with children, college students

**Figure 4-21:
Flagler Era Boom**



Layer of History: African American Experience and Civil Rights

Visitors can learn about the history of the African American struggle for freedom during the Civil Rights era and earlier by seeing key sites such as the St. Mary’s Missionary Baptist Church where Dr. Martin Luther King spoke. Heritage programming can link sites and current educational curricula to connect local history. Early African American history can be interpreted at nearby Ft. Mose, and the broader struggle for human rights can be presented through St. Augustine history involving Spanish women’s rights, slave life, free blacks and Native Americans.

Target Audience: casual tourists, adult couples, African American heritage tourists, Freedom Trail tourists, families with children, middle school, high school and college students

**Figure 4-22:
African American Experience and Civil Rights**



Dr. Martin Luther King, Jr. delivered some of his most powerful sermons here in 1964 after which demonstrators took to the streets in nonviolent protests against segregation. Image provided by: Shirley Williams-Galvin, ACCORD Photographer



Image provided by: 40th Anniversary to Commemorate the Civil Rights Demonstrations, Inc. (ACCORD)

Preservation

This can make the experience of visiting St. Augustine relevant to today by interacting in real time with archeologists, historians, architects, interpreters and preservationists. See how we discover, learn and record history. Development of new visualization technologies, such as virtual walkthroughs and mappings of different periods of St. Augustine’s history, can also highlight research from UF and other resources and bring them to life.

Target Audiences: casual tourists, adult couples, heritage tourists, cultural tourists, middle school, high school and college students

**Figure 4-23:
Preservation**



Proposed New Interpretive Center and Other Interpretive Opportunities

Historic destinations have a wide array of interpretive opportunities for orienting and communicating with tourists, educators, and students. A key component of the recommended visitor experience strategy for the St. Augustine Historic Area is to provide an initial focal point for the visitor that coordinates and communicates all of the available interpretive opportunities. The “Layers of History” framework, as previously described, provides the broad framework in which each of the historic assets can be positioned and related to each other.

Providing visitors with a focal location to begin their interpretive experience is essential as it will allow them to understand the overall context of the area and its history. Based on that introduction, visitors will be better able to select individual aspects and venues for further investigation based on their individual interests and needs. Providing visitors with an initial “portal” to the historic area will ensure that their individual interpretive experience realizes its maximum potential and is tailored to their personal goals.

Further reinforcement for the concept of a focal point at which to begin each visitor’s personal experience was identified in the National Park Service’s March 2007 *Final General Management Plan and Environmental Impact Statement (GMP/EIS)* for the Castillo de San Marcos National Monument. In this document, the National Park Service identified *Alternative C – Emphasis on Rehabilitation of Casemates and Landscape – New Visitor Center Off-Site* as the preferred alternative for the management of resource conditions and visitor experiences for the next 15 to 20 years.

Through the collaborative stakeholder process that accompanied the development of this strategic plan, the City of St. Augustine, the National Park Service and the University of Florida have mutually stated their desire to collaborate on the design and construction of a new Interpretive Center. This Interpretive Center will serve as the focal point for initiating the visitor experience for both the federal and state-owned historic assets.

While the new Interpretive Center will provide the entry portal for the visitor experience, it is just one of the many interpretive opportunities available to the University of Florida to interpret the state-owned parcels and buildings. The following summarizes the potential exhibit, educational and interpretive strategies that could be used singularly or in combination for each state-owned historic asset as well as the proposed Interpretive Center.

Heritage Experience and Interpretive Venues | Living History Exhibits and Spanish Quarter

The goal within the Spanish Quarter Exhibits is to introduce interpretive threads that can guide visitors to their areas of interest throughout the city and facilities of UF, NPS and other institutions. These different interpretive threads can be made available electronically for access both pre and post-visit for teachers and tourists alike. This added level of engagement allows visitors to meet real individuals – connect to UF – be it researchers, students, educators, interpreters or performers.

Walking Tours

Walking tours are an essential part to the overall visitor interpretive experience. They will illuminate, along with the signage program, the depth of history and individuals who connect St. Augustine through key events that had impact on the state, the nation and how we know history today. Walking tours can be organized around a variety of interpretive themes including historic homes, architecture, gardens, the Freedom Trail, archaeological sites and the 1572 Town Plan. Such tours can focus on the state-owned assets, or include properties of multiple owners.

Related Venues*

Beyond the assets directly connected to UF, the opportunity for visitors to gain a broader understanding of the importance of the area and the different levels of exploration and discovery are key to engaging audiences of different backgrounds, cultures and interests. Venues such as Castillo de San Marcos, Flagler College, Lightner Museum, Excelsior African American Cultural Museum, The Oldest House (González-Alvarez), Nombre de Dios Mission, Fort Mose, Historic Homes and Churches and the Historic Lighthouse all provide different lens to both interpret and engage.

** Note: These are examples of connected venues. The full listing of related venues would be further investigated and defined in the next phase of interpretive development.*

Educational Programming and Lecture Series | Government House

Government House, due to its prominent location, as well as it's architectural significance, will provide a great location for educational programming and outreach interpretation. With adjacency to both Flagler College and the Lightner Museum, it can become a connection point for UF to highlight its diversity of programs related to archeology, education, historic preservation, architecture, etc. The exhibition spaces can illuminate the progress and show on-going projects in conjunction with its partners in St. Augustine and beyond.

Web | Podcast | Audio Tours | Multiple Languages and Themes

Beyond the physical exhibitions and interpretive signage, there are opportunities to reach a broader audience. Technology via webcasts, audio guides or internet downloads allow visitors to customize their experience, gain access to more information or seek particular guides that are in different languages or target specific age groups. This medium would also allow for UF to have a strong web presence and key all of its assets and programs in a primary distribution point. Direct ties to programs at UF, scholarship and continued research are best suited to this means of communication.

Special Events | Festivals | Cultural Events

Special events, cultural fairs and festivals bring life to the existing venues and draw new and different audiences. UF programs in music, culture and history can connect seasonally and programmatically to the history and rich culture of St. Augustine. This would be a great draw connecting local audiences, UF and the regional tourists. Topics might include; Cultural – Spanish Days, Archeological Tours, Golden Era Music or after hour events targeted for visiting families.

MARKETING STRATEGIES



The *Vision Plan* identified the following three objectives for the development of the marketing strategies of the *Historic Area Strategic Plan*.

1. Integrate the programs of the state-owned historic properties into regional tourism and economic development plans.
2. Manage commerce in a way that is welcoming, convenient and authentic for the heritage tourist.
3. Manage the state-owned assets to be economically viable where operational expenses and new initiatives are fully funded by program revenues, grants, and partnerships with state, local, federal and private entities.

The marketing strategies focus on tactics that will improve the economic impact of visitors through effective use analysis and management of the state-owned resources. Strategy elements include the creation of an economic modeling software tool, specific to this historic area, which will assist in future decision making regarding the use of the state-owned historic resources. Additional recommendations are presented regarding ticketing strategies and performance measures.

National Benchmarks – Lessons Learned

On behalf of the RS&H Consulting Team, Economics Research Associates (ERA) reviewed a number of leading national examples of living history museums and suggests that the following ‘lessons learned’ should be considered by UF for this *Historic Area Strategic Plan*:

-  While early examples like Colonial Williamsburg (VA), Old Sturbridge Village (MA) and Historic New Harmony (IN) were established through significant gifts from wealthy founding families, the current models combine endowment and commercial revenue programs (commercial rentals, joint ticket admissions programs, product lines, residential rental revenues, fund raising) with educational funding for interpretive programs, research and operating costs for staff. A membership program might also be explored, should an entity be considered that could manage and support this type of activity. This model can be adapted for St. Augustine as the interpretive program and management approaches are better defined over time.
-  Partnership with the National Park Service for a new Interpretive Center will more closely link the Castillo de San Marcos and other historic sites in central St. Augustine, and will provide new opportunities to tell and interpret the St. Augustine story in its many dimensions as well as to cross market multiple visitor experiences through a carefully structured marketing program with the St. Johns Tourist Development Council, the City of St. Augustine and others. The Castillo de San Marcos will remain a major destination operated by the NPS, which has also expressed willingness to explore a joint ticketing program that would allow visitors to purchase admissions to the Castillo and other historic sites in St. Augustine. Joint

ticketing that allows admission to multiple historic sites (whether purchasers actually visit all the sites is neither relevant nor required) is a proven approach to managing multiple interpretive properties while generating operation and restoration revenues.

- There are precedents for multi-venue interpretive programs and joint ticketing, multi-site operations, different approaches to revenue generation and joint marketing strategies in the national benchmark examples analyzed. In all cases, a combination of public and private funding sources has been utilized, but with particular sources and uses of funds varying according to the programmatic and interpretive objectives of the sponsoring organizations. Other sites successfully include both interpretive historic sites as well as central interpretive centers, commercial uses such as hotels, retail stores, restaurants and offices (sometimes operated by the sponsoring organizations to generate operating revenues) and new construction/infill locations. The precedents suggest that a balance between educational and selective commercial activities to support the educational and interpretive purpose of the program provide both flexibility and opportunities to seek a range of ways to fund and operate multiple properties, though all of those reviewed have endowment funds to produce an annual revenue source for operations, management and program support.

Market Analysis

To estimate the depth of market support for specific sectors in the historic area of St. Augustine, ERA examined demographic and economic conditions across a range of indices, focusing on those factors that fuel demand for real estate.

ERA utilized a number of public and private data sources in its research, including the U.S. Census Bureau; ESRI Business Analyst; St. Augustine, Ponte Vedra & The Beaches Visitors & Convention Bureau; CoStar; and Claritas.

The Demographic and Economic Profile features four study areas:

- 0.25-mile radius from Cuna St. and St. George St.;
- The **“Historic Area”** as defined by the area west of Avenida Menendez/San Marco Ave., south of Castillo Dr., east of N. Ponce de Leon Blvd/San Sebastian River, and north of Bridge St.;
- 0.50-mile radius from Cuna St. and St. George St. (inclusive of the area within a 0.25-mile radius);
- St. Johns County

As a means of understanding growth and development trends, ERA studied population growth for selected study areas between 2000 and 2013. Based on trends and forecasts prepared by ESRI Business Analyst and the US Census, the population of St. Augustine is approximately 12,300, with 2,500 households within ½ mile of the historic area and 630 households within the historic area.

The number of households within the historic area is projected to increase 9.5 percent by 2013. The number of households county-wide is projected to increase by 27.5 percent by 2013. As is true of most jurisdictions across the United States, median household incomes in the study areas have increased since 2000. In 2008 however, over half of the Historic Area median household annual incomes are less than the U.S. average household income of \$54,000. Incomes county-wide are higher, with only 37 percent of households less than the U.S. average household income.

St. Augustine, Ponte Vedra & The Beaches Visitors & Convention Bureau estimates that the 2006-2007 St. Johns County visitation was 4.1 million visitors. Based on historical rates of visitation changes, ERA estimates an annual compounded visitation increase of 3.6 percent. This suggests that visitation may reach 4.9 million per year by 2013.

To estimate projected Historic Area visitor spending, ERA utilized the St. Augustine, Ponte Vedra & The Beaches Visitors & Convention Bureau Survey, which indicated that 42 percent of total visitors are interested in history and culture. Therefore 1.7 million visitors in 2007 and an estimated two million visitors in 2013 are interested in history and culture. ERA assumes that the Historic Area can capture 75 percent of these visitors, with a ten percent increase in capture by 2013 as facilities are improved and tourism is strengthened. In addition, ERA assumes that the Historic Area may capture up to one-third of visitors who are primarily in the area for the beaches.

The St. Augustine, Ponte Vedra & The Beaches Visitors & Convention Bureau Survey estimates that for Historic Area visitors, the average party size is 2.52 and the average length of stay is 3.71 days. Based on expenditure data, party size, and length of stay data, ERA estimates that current Historic Area visitor spending is estimated at \$132 million (not including lodging), with \$50.2 million on Food and Beverage (38 percent), \$48.9 million on Leisure and Entertainment (37 percent), and \$33.2 million on Retail Goods and Services (25 percent). Assuming visitor spending will increase at the same level as inflation, ERA estimates that visitor spending in the Historic Area in 2013 will be approximately \$201 million.

Based on upgraded sales productivity levels, ERA estimates that total supportable space within the Historic Area is currently approximately 471,800 sq. ft. and projected to be 634,600 sq. ft. by 2013.

Interpretive, Commercial and Educational Uses

The St. Augustine properties under consideration by UF include a range of historical/interpretive venues, commercial uses and present/future educational uses. The review of existing conditions indicated that some historical sites are in use as revenue-producing retail spaces, others include rental residential uses, or mixtures of the two, and other properties include undeveloped open spaces that could be used in the future as infill construction locations, assuming careful design of any possible infill buildings to assure compatibility with St. Augustine's pedestrian-oriented scale and historic/architectural character.

The use of these buildings and sites today can be considered a baseline that may evolve over time, but future uses are undetermined and subject to further study before a final use program can be identified. It is important to recognize that the state-owned historic St. Augustine properties are not a commercial investment, but are intended to serve as a civic and educational asset, supported in part by selected commercial activities. This suggests that current tenants and operators will not change in the near term, and may evolve over many years, but only in selected locations that may transition to interpretive or educational facilities. No current uses should be changed immediately, as UF is interested in determining the most appropriate mix of uses in the historic property portfolio that will best meet community needs and expectations in St. Augustine. There is much additional work to be done in analyzing the individual properties before a future program of uses across all the sites can be determined. Consideration will also need to be given to commercial enterprises that sell “authentic goods” and may qualify for certain tax advantages.

Economic Model and the Prioritization Process

The University of Florida will need to develop a strategy that supports the interpretive vision and its educational mission, while bringing in adequate income to provide long-term viability. A land use plan for all 33 properties will have seemingly limitless options. Therefore, ERA developed an economic model to assist UF with its decision process.

The economic model can inform financial decisions as UF’s strategic plan is refined or assumptions change. As a use for a property is selected, whether interpretive, educational, or commercial, the model provides immediate feedback on projected operating income or loss. The model is a decision making tool that measures incremental budget impacts as the portfolio of property use or cost assumptions change.

The tool displays three dimensions of financial performance: operating revenue, operating expense, and capital investment. Operating revenue and expenses, and subsequently operating income, provide a picture of land use performance in perpetuity. Capital investment is the estimated facility upgrades that are required to restore each property for planned interpretive or commercial use. The pieces together provide a picture of required initial investment and ongoing financial performance, and ultimately return.

Lease Revenue and Funding Opportunity

The model projects expected revenue when an individual property is identified for commercial use (i.e., retail store, commercial office space, residential rental). For the sake of providing an accurate baseline financial picture, current lease rates are reflected within the model assumptions. As opportunities exist to adjust lease rates to better match market values, new assumptions can be changed in the model for each property.

When a property is designated for interpretive, educational, or public use, then the economic model illustrates the lost opportunity to generate commercial lease income. However, the model assumes that interpretive or educational facility uses qualify for state Recurring Plant Operations and Maintenance (PO&M) funding. Therefore, PO&M figures have been provided

by the University of Florida and included in the model. Should the probability of receiving the funding change, then the model’s assumptions would be adjusted to reflect the probability.

**Table 4-2:
Economic Model Example Cost Implications***

5	Name	Address	Size	Current Use	Proposed Use
8					
32	New Blacksmith Shop	37.5 St. George Street	242	Museum	Retail (market rental)
33	Old Blacksmith Shop	26 Charlotte Street	469	Crucial Coffee	Museum/education
34	Paredes Dodge House	54 St. George Street	1,074	St. Augustine Art Glass	Retail (market rental)
35	Peso De Burgo N Outbuilding	53 St. George Street	337	Museum	Residential (market)
36	Peso De Burgo S Outbuilding	53 St. George Street	206	Museum	Residential (university)
37	Peso De Burgo/Pellicer House	53 St. George Street	682	Museum	Museum Store
38	Public Restrooms	40 St. George Street	563	Public Restrooms	Administration
					Other Public Use
					Museum/education

**For illustrative purposes only*

Each property requires ongoing operating expenses to cover general maintenance, management, utilities, insurance, and payments-in-lieu-of-taxes (PILOT). Although these expenses vary by size and condition of the individual properties, UF can assume that these expenses do not vary according to land use. Therefore, ongoing operating and management expenses are included in the model on a fixed “per square foot” basis.

Should a property be designated for interpretive use, then UF must plan for a substantive increase in operating expenses to cover costs associated with more detailed maintenance, collections care, fundraising, marketing, and other program-related expenses. Although these program-related expenses can vary widely, depending on the scale of interpretive programs, ERA has included a model input for a target budget “per square foot”. The targets serve as guidance as UF measures the financial implications of its future decisions.

The categories of expense are management and maintenance for general property and interpretive program-related activities. These categories reflect interviews with Bill Adams, the Director of Heritage Tourism for the City of St. Augustine, and Richard Brosnham, the Executive Director of West Florida Historic Preservation, Inc., as well as research available through the American Association of Museums, the Urban Land Institute, and ERA’s comparable project experience. The estimates, to reiterate, provide a starting point for measuring financial feasibility of land use strategies. As interpretive programs and commercial leasing strategies become more evident, the University will need to refine the cost assumptions to reflect more detailed operating plans.

**Table 4-3:
Economic Model Assumptions**

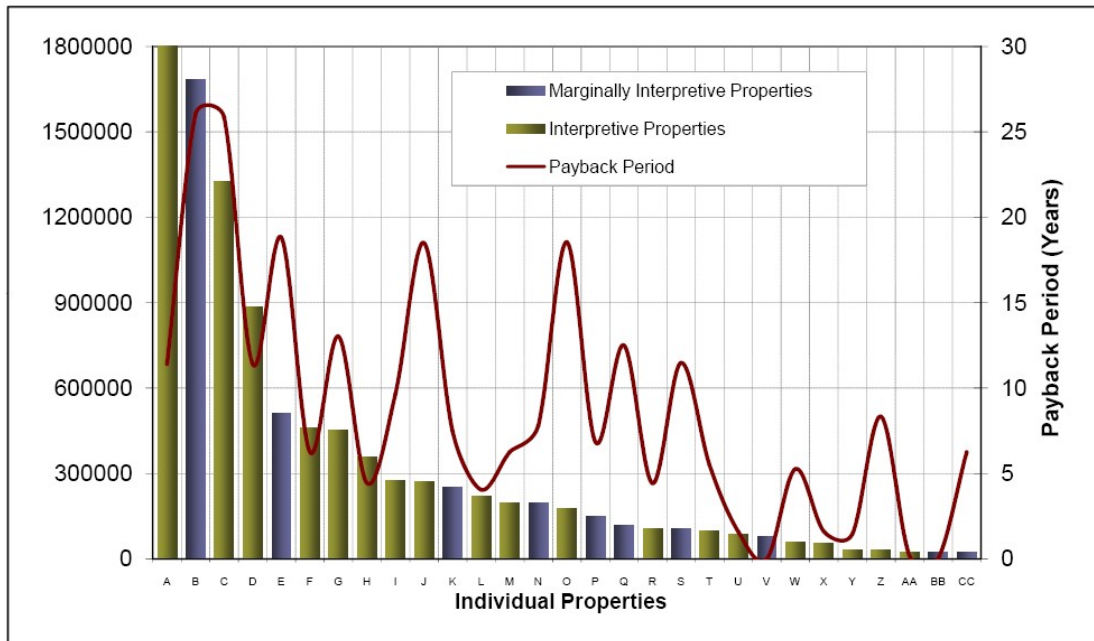
Property Management and Maintenance		Museum Operations, Management and Marketing	
\$4.00 /SF	Building Operations and Maintenance	\$4.50 /SF	Additional general expenses
\$0.15 /SF	Advertising and Promotion (commercial leasing)	\$0.35 /SF	Fundraising
\$1.50 /SF	Placeholder for PILOT	\$4.50 /SF	Educational programming, exhibits, research
\$0.75 /SF	Insurance	\$2.25 /SF	Collections Care
\$2.25 /SF	General and Administrative	\$2.00 /SF	Marketing

Capital Investment

The last economic factor within the model is the required capital investments to address deferred maintenance and costs to upgrade properties for intended uses. From an economic standpoint, UF would like to see adequate return on this investment for properties commercially leased. Likewise, properties with interpretive significance should provide return measured in terms of interpretive, historic, or educational value, but still provide feasible methods to fund the investment in the properties.

The University of Florida estimates that six properties (Government House, Cerveau House, Parades Dodge House, Arrivas House, Haas House, Harness Shop) account for over 80 percent of required capital investment. These properties will likely require the most intense scrutiny to ensure capital is rationally appropriated. The economic model will help identify any marginal impacts of these properties and can provide a clearer picture of the relationship between capital investment and return (payback period) as illustrated in Figure 4-24.

**Figure 4-24:
Capital Investment***



**For illustrative purposes only*

Economic Model Results

The economic model provides guidance for rationalizing land use strategies of the property portfolio. When the three main financial factors within the model are rolled up for the entire property portfolio, the funding gap, if any, will be evident. Ticketing revenue and fundraising will be important means to resolve funding gaps; otherwise, alternative strategies must be explored.

Ticketing Strategy

A centralized ticketing program should be considered as part of the operating program. Implementing this program would require development of a computer-based approach with some type of linked, mechanized 'readers' in all of the participating sites. All of the site-based terminals could be linked into a centralized database.

As one example, a bar-coded ticket reader could be used to determine how many of the historic interpretive sites and properties are visited, the daily attendance volumes per site and over different seasonal patterns, and (assuming that credit card purchases are also integrated into the system, a capital investment but also a needed improvement over the ticketing program today), could also provide "point of origin" information from the addresses of the credit card purchasers. A database could also be structured to measure repeat visitation from year to year.

A centralized, site-based ticketing system would also be needed to allocate admissions revenues between UF and other partners including the NPS, as some guests might only see the Castillo while others would see the NPS site as well as one or more of the state-owned historic or interpretive sites. Documenting site-specific visitation through a central ticketing program would also allow documented allocation of admissions revenues.



5. IMPLEMENTATION STRATEGIES

As UF looks toward assuming authority and responsibility for the management and maintenance of the state-owned assets there remains a mindful focus on the excitement and visitation that will be generated in St. Augustine by the upcoming anniversaries in 2013, 2015 and 2016. Priorities and strategies presented in this plan, such as the implementation of a new proposed Interpretive Center, should be built around a timeline that will advance the success of these upcoming anniversaries.

Strategies to support the management and maintenance of the state-owned assets are the formation of a direct support organization, prioritization of existing assets and development of performance measures. Academic and research opportunities in St. Augustine are identified in this section, including discussion of the Preservation Institute: Nantucket as an example that can be used as a model.

DIRECT SUPPORT ORGANIZATION

Florida Statutes Section 1004.28 provides for the creation of a direct support organization (DSO) where an entity is to be organized and operated exclusively to receive, hold, invest and administer property and to make expenditures to or for the benefit of a state university. The DSO mechanism allows the State of Florida educational funding for academic facilities, and more specifically, will allow for revenues from commercial tenants to be retained for use in

historic sites (programs, operations and maintenance). Ideally, State formula funding would be distributed directly to the DSO and provide eligibility for matching funds from other sources.

Precedent has been set by the University of West Florida (UWF), in which a DSO has been established to manage twenty historic properties, ten of which function as interpretive properties that are open to the public. The West Florida Historic Preservation, Inc. is run by full-time staff, students, and volunteers. UWF's Board of Trustees has direct oversight for the DSO, which operates independently, sells memberships, writes grants, fundraises, and buys and sells properties.

In essence, there are two sides of the UWF DSO. One side is the private not-for-profit that sells memberships, charges admission, leases the buildings, and matches grants. The other side of the operation is the public, which is dependent on the University. This side receives salary dollars for staff, Public Education Capital Outlay (PECO) for capital renewal, and Plant Operations and Maintenance money for general operations from the University. Two separate budgets are kept for auditing.

ACADEMIC / RESEARCH COMPONENTS

Rich opportunities exist for academic and research activities in St. Augustine involving a variety of disciplines across multiple colleges. For example, the College of Design, Construction and Planning has a 40-year history running the Preservation Institute: Nantucket (PI: N) as an off-campus field school where graduate students learn documentation, research and hands-on conservation and restoration techniques on the historic island of Massachusetts. Projects for the students are identified by various historic organizations and the town government of Nantucket, and there are joint lectures, exhibitions and other citizens activities co-sponsored in the facilities that the UF owns on the island.

This program, which includes students from around the nation and international scholars, could be used as a model for creating a similar program in St. Augustine. The PI: N is a stand-alone self-funded program that is not dependent on the university's budget. Such a field school in St. Augustine would utilize UF faculty along with visiting lectures. There are additional opportunities for the Preservation Institute: St. Augustine (PI: SA) to operate offering year-round programs to more students and adding additional coursework in traditional crafts, preservation techniques, museum conservation, public archaeology, as well as historic preservation.

Space needs for expanded academic programs, including laboratories, housing accommodations, libraries, studios and classrooms with state-of-the art wireless and instructional technology could be accommodated in some of the state-owned historic buildings or the new proposed interpretive center. Separate storage space for research, materials and artifacts would also be required, but such space may provide an opportunity for a public library or exhibit hall. Currently, the UF main campus provides storage and curatorial care space for more than two million St. Augustine artifacts. The facilities and expenses associated with this artifact curation are borne by UF's Florida Museum of Natural History.

The strategies outlined in this Plan will enable expansion of these and other UF research, teaching and service activities. Such partnerships would greatly enhance the historic preservation of the state-owned buildings in St. Augustine and benefit the citizens as well.

PERFORMANCE MEASURES

Performance measures provide a tangible and accountable method to score progress towards a vision. Key to an effective scoring system are metrics that are measurable over time and accurately track progress towards objectives that, in turn, support a five or ten year vision. The vision currently states:

“The Historic resources of St. Augustine shall provide a visitor and educational experience that enhances the St. Augustine community, meets the needs of the State of Florida, and garners worldwide acclaim by preserving St. Augustine’s history as a valuable National treasure.”

The challenge posed by this vision statement is that the “needs of the State of Florida” require more clarification. The mission statement provides more insight, as it states that UF shall develop educational programs that are “responsive to the State’s needs for professionals in history, historic preservation, archaeology, cultural resources management, cultural tourism, and museum administration.”

The Vision Plan has outlined objectives and performance measures that could create the path and accountability towards the vision. The key to refining these metrics is to first ensure that they are measurable and object-oriented. But second, the measures should provide a balanced perspective of organizational performance. A balanced system will represent stakeholders, processes, and financial requirements. They include: (1) the mission, (2) economic, (3) the visitor, (4) the community and tenants, and (5) internal operational needs.

ERA evaluated and categorized the proposed performance measures to provide insight into their balance, which are listed in Table 4-4.

**Table 5-1:
Performance Measures**

Proposed Metric	Perspective	Comment
Increased opportunities for students to participate in coursework or research conducted in St. Augustine.	Mission	Opportunities need to be defined. For example, no. of classes offered, no. of degree programs, etc.
Increased enrollment in programs related to St Augustine, such as UF’s Historic Preservation Studies Program and Departments of History, Anthropology, Museum Studies and Tourism	Mission	Concise and measurable – good
Creation of joint programs or joint degrees between the University of Florida and Flagler College	Mission and Internal	Oriented to one-time achievement/objective. May wish to re-orient as no. of students enrolled in joint programs and measure over time.
Number of UF-sponsored conferences held in St. Augustine	Mission and Visitor	Concise and measurable – good
Number of K-12 students participating in tour programs in St. Augustine.	Mission	Concise and measurable – good
Number of visitors touring the state-owned assets.	Visitor	Concise and measurable – good; need to discuss best way to measure
Increases in authenticity ratings of tourist experiences.	Visitor and Community	Concise and measurable – good
Increased participation in historical site and museum visitation, and historical architecture and character sightseeing.	Visitor and Mission	May be redundant with other measure, “No. of visitors touring the state-owned assets”
Increased revenue from donations and grants.	Economic	Concise and measurable – good
Increased revenue from retail activities and commercial leases.	Economic	Further discussion required on how to measure retail activity. Tenants may not report retail sales to City today (as part of their lease).
Increased revenue from donations and grants.	Economic	Concise and measurable – good
Annual financial reports showing a balanced budget for the DSO.	Economic	Concise and measurable – good

**Table 5-1:
Performance Measures (continued)**





Proposed Metric	Perspective	Comment
Condition assessment of the state-owned buildings.	Internal	Good; discuss ways to refine th condition assessment. For example, identify four points of measure that qualifies the condition of a structure/building.
Funding level for property maintenance and rehabilitation/reuse.	Economic	Concise and measurable – good; the risk is that funding level may actually go down as property condition improves or other income grows. An alternative may be to define maintenance requirements each year and measure percent of required maintenance deferred.

The measures represent a good cross-section of perspectives; however, internal measures should be bolstered to provide operational effectiveness and efficiency. Some examples of daily processes that UF may wish to measure include: exhibits and programs, marketing activities, maintenance procedures, customer service and response, and tenant management. However, more intimate knowledge of these processes will not be evident until a final business plan for the properties is defined.

Lastly, UF must also ensure that the needs of the St. Augustine community are aligned with the objectives and measures targeting UF’s educational mission and visitor needs. If not, an additional set of measures may be required.

FRAMEWORK FOR PRIORITIZATION OF EXISTING ASSETS AND RECOMMENDED NEW PROJECTS

In partnership with stakeholders, UF has determined that the following criteria will be used to set priorities for the preservation, rehabilitation and renovation of state-owned historic parcels and buildings in St. Augustine. These criteria are incorporated into the model described in the previous section.

-  Historical and / or Program Significance
-  Square Foot Cost of Repair / Preservation
-  Building Stabilization
-  Economic Factors Identified in Marketing Plan

SUMMARY OF STRATEGY RECOMMENDATIONS

Recommendations set forth in this *Historic Area Strategic Plan* are the culmination of social, cultural, economic and physical evaluation, including assessment of the community context in which these state-owned assets are situated. The outcome is this strategic plan that serves as guidance for the development, management and operation of these state-owned historic parcels and buildings.

The consultant team made up of subject matter experts in specific areas related to the planning and development of historic areas and heritage tourism destinations has developed this plan which garners a high level of community and stakeholder support for the strategic planning effort and its recommendations.

UF formed advisory groups and community stakeholders including the City of St. Augustine, St. Johns County, the National Park Service, and Flagler College have all weighed in on the direction of the Historic Area Strategic Plan, which, in summary, recommends the following:

1. Construct a new Interpretive Center; as a partnership between UF, the NPS and the City of St. Augustine; on the property informally known as the Mary Peck Property in combination with adjacent state-owned parcels.
2. Preserve, renovate and rehabilitate existing state-owned building to protect the structures, correct code and life-safety deficiencies and implement priorities consistent with the Strategic Plan.
3. Provide multiple access points to the new Interpretive Center to reinforce this new structure as a key focal point to experience the interpretive opportunities offered by the NPS and UF through their individual properties and venues.
4. Reinforce wayfinding and signage strategies that initially direct the visitor to the City's VIC and adjacent Historic Downtown Parking Facility. Introduce wayfinding and signage elements that blend with the existing signage plan such that a cohesive, clear and user-friendly system is in place as detailed in the Physical Plan.
5. Educate local, state and federal agencies about the six areas of infrastructure, landscape and transit improvements noted in the Physical Plan that will enhance the visitor experience through improved vehicle and pedestrian circulation. Encourage local, state and federal agencies to fund these improvements as a cooperative action that balances UF's investment in the St. Augustine community.
6. Incorporate period and area-appropriate hardscape and landscape features to provide a unifying theme for the historic area.

7. Adopt “Layers of History” as a flexible visitor experience strategy framework. The implementation of the visitor experience strategy will require a high level of coordination among governmental and nongovernmental stakeholders, including commercial facility operators and tour services providers and nongovernmental organizations with custodial responsibility for existing historic assets in St. Augustine.
8. Incorporate varied use of media, interactives (computer and low tech), authentic objects, immersive environments, rich interpretation and educational programming to maximize interpretive value of state-owned parcels and buildings.
9. Employ the Economic Model developed as part of this *Historic Area Strategic Plan* to be used in the future decision making as it relates to state-owned parcels and buildings.
10. Employ a modern, centralized ticketing strategy that has the ability to collect point of origin information and daily attendance volumes, to allocate admission revenues, and to provide ticketing alternatives that combine visitation to several venues under one admission price.
11. Create a Direct Support Organization to manage and maintain the state-owned parcels and buildings.
12. Further refine and develop performance measures in order to provide a tangible and accountable method to score progress towards a vision.
13. Implement educational programming utilizing the expertise of the University of Florida in teaching, research and service.

APPENDIX A: LIST OF REFERENCES

Appearance Guidelines for Entrance Corridors, City of St. Augustine, Executive Summary Report Herbert-Halback, Inc. September 1999

Architectural Guidelines for Historic Preservation City of St. Augustine, Florida, 1997-present

Bridge of Lions Landscape and Urban Design Plans Florida Dept. of Transportation, June 2003

City of St. Augustine, Conceptual Master Plan for a Transit Greenway System: Technical Report #2 Draft Reynolds, Smith, and Hills, Inc; Herbert-Halback, Inc; McGuire Communications; and Howard Davis & Associates, July 2000

Description and Photographs of the State-Owned Buildings in St. Augustine Managed by the City of St. Augustine William R. Adams, Department of Heritage Tourism, City of St. Augustine, February 2007

Economic Impacts of Historic Preservation in Florida, Executive Summary Center for Governmental Responsibility, Levin College of Law, University of Florida and Rutgers University, September 2002

Feasibility Study – Pedestrian Underpass and/or Safety Improvements England-Thims & Miller, Inc, June 2008

Final General Management Plan and Environmental Impact Statement, Castillo de San Marcos National Monument, St. Augustine, Florida National Park Service, U. S. Department of the Interior, March 2007

Flagler College Master Plan Update Frederick Halback and Associates, Inc, February 2004

Flagler College Master Plan Update Halback Design Group, October 2008

Government House Feasibility Study Kenneth Smith Architects, Inc., June 1997

Heritage Tourism Assessment and Recommendations for St. Augustine, Florida The National Trust for Historic Preservation, June 2003

Heritage Tourism Study, St. Johns County, Florida Center for Tourism Research and Development, Department of Recreation, Parks and Tourism, University of Florida, October 2002

Historic Buildings Survey Up-Date, St. Augustine, Florida Historic Property Associates, Inc, September 1999

Historic St. Augustine The Colonial City – Architectural Aspects of an Interpretive Plan University of Florida Department of Architecture, April 2000

Master Site File Forms, Site SJ00010, St. Augustine Town Plan Historic District Florida Department of State, Division of Historical Resources, 1968-present

Recommendations: State-Owned Historic Properties and Programs in St. Augustine, Florida
Special Task Force on St. Augustine State-Owned Historic Properties, City of St. Augustine,
December 2006

St. Augustine Conceptual Traffic and Parking Plan (Part I) and Parking Utilization Study (Part II)
Prosser, Hallock & Kristoff, Inc, 1995

St. Augustine Facility Assessment Report University of Florida, July 2007

St. Augustine Heritage Tourism Signage Program, Final Master Plan Herbert-Halback, Inc,
December 1999

APPENDIX B: FLORIDA STATUTES AND APPROPRIATIONS

The 2008 Florida Statutes

Title XVIII

PUBLIC LANDS AND PROPERTY

Chapter 267

267.1735 Historic preservation in St. Augustine; goals; contracts for historic preservation; powers and duties.—

(1) The goal for contracting with the University of Florida is to ensure long-term preservation and interpretation of state-owned historic properties in St. Augustine while facilitating an educational program at the University of Florida that will be responsive to the state's needs for professionals in historic preservation, archaeology, cultural resource management, cultural tourism, and museum administration and will help meet needs of St. Augustine and the state through educational internships and practicums.

(2)(a) Upon agreement by all parties to the contracts for the management of the various state-owned properties presently subleased to and managed by the City of St. Augustine and by the University of Florida to assume the management of those properties, all existing management contracts shall be rescinded upon execution of a contract between the Board of Trustees of the Internal Improvement Trust Fund and the University of Florida for the management of those properties.

(b) The contract shall provide that the University of Florida shall use all proceeds derived from the management of these state-owned properties for the purpose of advancing historic preservation.

(3) The Board of Trustees of the Internal Improvement Trust Fund may transfer ownership and responsibility of any artifacts, documents, equipment, and other forms of tangible personal property to the University of Florida to assist the university in the transition of the management of the state-owned properties. All records, property, and unexpended balances of appropriations, allocations, or other funds associated with the state-owned properties shall be transferred to the University of Florida to be used for its historic preservation activities and responsibilities as provided in the contract with the Board of Trustees of the Internal Improvement Trust Fund. The transfer of segregated funds must be made in such a manner that the relation between program and revenue source as provided by law is retained.

(4)(a) The University of Florida is the governing body for the management and maintenance of state-owned properties contracted by this section and shall exercise those powers delegated to it by contract as well as perform all lawful acts necessary, convenient, and incident to the effectuating of its function and purpose under this section and s. 267.1736. The University of Florida may contract with its direct-support organization described in s. 267.1736 to perform all acts that are lawful and permitted for not-for-profit corporations under chapter 617 in assisting the university in carrying out its historic preservation and historic preservation education responsibilities.

(b) The university or its direct-support organization, if permitted in its contract with the university, shall have the power to engage in any lawful business or activity to establish, maintain, and operate the state-owned facilities and properties under contract with the Board of Trustees of the Internal Improvement Trust Fund, including, but not limited to:

1. The renting or leasing for revenue of any land, improved or restored real estate, or personal property directly related to carrying out the purposes for historic preservation under terms and conditions of the contract with the Board of Trustees of the Internal Improvement Trust Fund and deemed by the university to be in the best interest of the state.

2. The selling of craft products created through the operation and demonstration of historical museums, craft shops, and other facilities.

3. The limited selling of merchandise relating to the historical and antiquarian period of St. Augustine and its surrounding territory and the historical period of East Florida from the Apalachicola River to the eastern boundaries of the state.

(c) The university or its direct-support organization, if permitted in its contract with the university, shall have the authority to:

1. Enter into agreements to accept credit card payments as compensation and establish accounts in credit card banks for the deposit of credit card sales invoices.

2. Fix and collect charges for admission to any of the state-owned facilities under contract with the Board of Trustees of the Internal Improvement Trust Fund.

3. Permit the acceptance of tour vouchers issued by tour organizations or travel agents for payment of admissions.

4. Adopt and enforce reasonable rules to govern the conduct of the visiting public.

(5) Notwithstanding the provisions of s. 287.057, the University of Florida or its direct-support organization may enter into contracts or agreements with or without competitive bidding, in its discretion, for the protection or preservation of historic properties.

(6) Notwithstanding s. 273.055, the University of Florida may exchange, sell, or otherwise transfer any artifact, document, equipment, and other form of tangible personal property if its direct-support organization recommends such exchange, sale, or transfer to the president of the university and if it is determined that the object is no longer appropriate for the purpose of advancing historic preservation. However, any artifacts, documents, or other forms of tangible personal property that have intrinsic historical or archaeological value relating to the history, government, or culture of the state may not be exchanged, sold, or otherwise transferred without prior authorization from the Department of State.

(7) Notwithstanding any other provision of law, the University of Florida and its direct-support organization are eligible to match state funds in the University Major Gifts Program established in s. 1011.94.

The 2008 Florida Statutes

Title XVIII

PUBLIC LANDS AND PROPERTY

Chapter 267

267.1736 Direct-support organization.—

(1) The University of Florida shall authorize a direct-support organization to assist the university in carrying out its dual historic preservation and historic preservation education purposes and responsibilities for the City of St. Augustine, St. Johns County, and the state under s. 267.1735 by raising money; submitting requests for and receiving grants from the Federal Government, the state or its political subdivisions, private foundations, and individuals; receiving, holding, investing, and administering property; and making expenditures to or for the benefit of the university. The sole purpose for the direct-support organization is to support the historic preservation efforts and historic preservation education programs and initiatives of the university. Such a direct-support organization is an organization that is:

- (a) Incorporated under the provisions of chapter 617 and approved by the Department of State as a Florida corporation not for profit;
- (b) Organized and operated to receive, hold, invest, and administer property and to make expenditures to or for the benefit of the university; and
- (c) Approved by the university to be operating for the benefit of and in a manner consistent with the goals of the university and in the best interest of the state.

(2) The number of the board of directors of the direct-support organization shall be determined by the president of the university. Membership on the board of directors of the direct-support organization shall include the professional expertise needed to ensure that the university is meeting its dual purposes of historic preservation and historic preservation education. Such membership shall include, but not be limited to, a licensed architect who has expertise in historic preservation and architectural history, a professional historian in the field of American history, and a professional archaeologist. All board members must have demonstrated interest in the preservation of Florida's historical and archaeological heritage. Membership on the board of directors must be representative of the areas of the state served by the direct-support organization and the university in its preservation efforts. The president of the university, or the president's designee, shall serve as a member of the board of directors.

(3) The direct-support organization shall operate under written contract with the university. The contract must provide for:

- (a) Approval of the articles of incorporation and bylaws of the direct-support organization by the university.
- (b) Submission of an annual budget for the approval of the university. The budget must comply with rules adopted by the university.
- (c) Certification by the university that the direct-support organization is complying with the terms of the contract and in a manner consistent with the historic preservation goals and purposes of the university and in the best interest of the state. Such certification must be made annually by the university and reported in the official minutes of a meeting of the university.

(d) The reversion to the university, or the state if the university ceases to exist, of moneys and property

held in trust by the direct-support organization for the benefit of the university if the direct-support organization is no longer approved to operate for the university or if the university ceases to exist.

(e) The fiscal year of the direct-support organization, which must begin July 1 of each year and end June 30 of the following year.

(f) The disclosure of material provisions of the contract and the distinction between the University of Florida and the direct-support organization to donors of gifts, contributions, or bequests, as well as on all promotional and fundraising publications.

(4) The university may authorize a direct-support organization to use its property (except money), facilities, and personal services, subject to the provisions of this section and s. 1004.28. A direct-support organization that does not provide equal employment opportunities to all persons regardless of race, color, religion, sex, age, or national origin may not use the property, facilities, or personal services of the university. For the purposes of this subsection, the term "personal services" includes fulltime personnel and part-time personnel as well as payroll processing.

(5) The university shall establish policies and may adopt rules pursuant to s. 1004.28 prescribing the procedures by which the direct-support organization is governed and any conditions with which a direct-support organization must comply to use property, facilities, or personal services of the university.

(6) Any moneys may be held in a separate depository account in the name of the direct-support organization and subject to the provisions of the contract with the university. Such moneys may include lease income, admissions income, membership fees, private donations, income derived from fundraising activities, and grants applied for and received by the direct-support organization.

(7) The direct-support organization shall provide for an annual financial audit in accordance with s. 1004.28.

(8) Provisions governing direct-support organizations in s. 1004.28 and not provided in this section shall apply to the direct-support organization.

(9)(a) The identity of a donor or prospective donor to the direct-support organization who desires to remain anonymous, and all information identifying such donor or prospective donor, is confidential and exempt from the provisions of s. 119.07(1) and s. 24(a), Art. I of the State Constitution; and that anonymity must be maintained in the auditor's report. The university and the Auditor General shall have access to all records of the direct-support organization upon request.

(b) This subsection is subject to the Open Government Sunset Review Act in accordance with s. 119.15 and shall stand repealed on October 2, 2012, unless reviewed and saved from repeal through reenactment by the Legislature.

Extract from the 2008 Conference Report on House Bill 5001 – General Appropriations Act for Fiscal Year 2008-2009:

From the general revenue funds provided in Specific Appropriation 151 to the University of Florida, \$300,000 is provided for the purpose of developing a long-range master plan to ensure long-term preservation and interpretation of state-owned historic properties in St. Augustine while facilitating an educational program at the University of Florida as specified in section 267.1735, Florida Statutes. This plan shall be submitted to the Governor, the Speaker of the House Representatives, the President of the Senate, and the Board of Governors prior to February 1, 2009.

APPENDIX C: VISION PLAN

STRATEGIC PLAN FOR THE STATE OWNED HISTORIC PROPERTIES AND ENVIRONS
ST. AUGUSTINE, FLORIDA

VISION

APPROVED

BY THE

ST. AUGUSTINE HISTORIC DISTRICT STRATEGIC PLAN STEERING COMMITTEE

OCTOBER 6, 2008

FACILITIES PLANNING &
CONSTRUCTION DIVISION

UF | UNIVERSITY *of*
FLORIDA

Introduction

In 2007 the State of Florida Legislature enacted Chapter 267.1735 F.S. to provide for contracting with the University of Florida to assume management responsibilities for certain historic properties located in St. Augustine, Florida. In 2008, the Legislature provided funds to the University to produce a Strategic Plan that will serve as the roadmap for preservation management of these state owned historic properties. Subsequently, the University developed a Work Program and formed stakeholder committees to guide the Strategic Plan development.

A Strategic Plan Steering Committee was formed with the following members:

1. Glenn Hastings, Executive Director, St. Johns County Tourist Development Council
2. John Regan, Chief Operations Officer, City of St. Augustine
3. Tracy Upchurch, Business Administration Department, Flagler College
4. Gordon Wilson, Superintendent, Castillo de san Marcos National Monument
5. Kathy Deagan, Distinguished Research Curator of Archaeology, Florida Museum of Natural History
6. Michael Gannon, Distinguished Service Professor Emeritus, Department of History, College of Liberal Arts and Sciences
7. Roy Graham, Professor and Director, Historic Preservation Programs, College of Design, Construction & Planning
8. Roy Hunt, Professor Emeritus, Levin College of Law
9. Ed Poppell, Vice President for Business Affairs
10. Chris Silver, Dean, College of Design, Construction & Planning

A University Technical Work Group was formed, originally consisting of eighteen members, to represent the University's diverse academic and administrative involvement in St. Augustine and these state owned properties. Three months into the Strategic Planning process, that list had grown to twenty-seven members and continues to grow. Similarly, a local stakeholders group was identified initially with twenty-nine interested individuals, but increased to over eighty individuals by three months into the planning process and continues to grow. The Appendix to this Vision plan documents meeting dates and participation of these stakeholders. Although the surveys and meeting attendance represent a small, self-selected sample of stakeholders, the opinions expressed therein provide some reasonable insight into the attitudes of the community members most involved in historic preservation issues.

One conclusion of this planning process is that the ***Strategic Plan for the State-Owned Historic Properties and Environs in St. Augustine, Florida*** should be first and foremost focused on the state-owned historic properties and artifacts as valuable heritage resources of the State and Nation. Notwithstanding, the Strategic Plan should also address the community context in which the properties are situated, including the social, cultural, economic and physical aspects of St. Augustine, St. Johns County, and the Northeast Florida Region. This Vision Plan articulates a mission, vision, and guiding principles that shape the Strategic Plan. Furthermore, it suggests

implementation strategies and performance measures that will be reconfirmed and elucidated in the Strategic Plan.

Implementation strategies involving partnerships with various public and private entities are vitally important to the successful stewardship of the state-owned historic properties. These properties can only flourish and serve their rightful purpose when complemented by the surrounding historic and cultural resources such as the Castillo de San Marcos National Monument.

Strategies also reflect the proper role for the University of Florida as unveiled through the community conversations of this visioning process. The University's greatest assets are its reputation, credibility and relevant expertise. Existing educational partnerships in St. Augustine cover many disciplines and include the Historic St. Augustine Research Institute, a collaboration between Flagler College and the University of Florida. These established ties between the University and St. Augustine community can be enhanced by the opportunities presented through the state owned properties. In order to be successful in these collaborations, the University must remain objective and lead by example. Its greatest contributions can be made through its physical presence in St. Augustine and its ability to bring educational content to the visitor experience, serving as a catalyst for change and a key financial partner.

Mission Statement

To ensure long-term preservation and interpretation of state-owned historic properties in St. Augustine while facilitating an educational program at the University of Florida that will be responsive to the state's needs for professionals in history, historic preservation, archaeology, cultural resource management, cultural tourism, and museum administration and will help meet needs of St. Augustine and the state through educational internships and practicums. (Adapted from Chapter 267.1735 Florida Statutes)

Vision

The historic resources in St. Augustine shall provide a visitor and educational experience that enhances the St. Augustine community, meets the needs of the State of Florida, and garners worldwide acclaim by preserving St. Augustine's history as a valuable National Treasure. To this end, the state-owned historic properties in St. Augustine shall:

- 1. house appropriate educational, research and service programs;*
 - 2. accommodate effective administration;*
 - 3. and generate revenue necessary to become an economically viable operation;*
- with management under the auspices of the University of Florida working in partnership with other community stakeholders.*

Guiding Principles

- 1. Educational Collaboration:** The University of Florida should continue and expand collaboration with Flagler College, the City of St. Augustine, National Park Service, and other partners to deliver multidisciplinary education for varied audiences and to conduct research that supports authentic interpretation of historic resources.
- 2. Physical Cohesiveness:** The St. Augustine historic area, including the state-owned historic properties, should be cohesive and easily navigated providing heritage tourists with a holistic experience that flows from an orientation point (such as a Visitor Center), and is anchored by signature facilities along St. George Street with adequate parking and comfortable pedestrian access.
- 3. Economic Development:** The St. Augustine historic area, including the state-owned historic properties, should increasingly support local economic development by becoming a premier National and International heritage tourism destination.
- 4. Partnership Finance:** The University of Florida can be a key financial partner by facilitating a combined lobbying effort; leveraging state, local and federal resources; and assisting in grant writing and donor support.
- 5. Effective Administration:** The University of Florida, through a Direct Support Organization (DSO), should manage the state-owned historic properties to be physically sound, historically authentic and economically viable while furthering the goals articulated in the Mission Statement and Vision.

Strategic Plan Components

1. The Exhibit and Educational Plan: *Educational Collaboration*

Objective 1.a. Visitor Theme:

Organize educational and visitor experience around a unifying theme.

The Visitor Theme will be developed in the Educational and Exhibit component of the Strategic Plan. This is perhaps the most difficult and most important task of the Strategic Plan. The breadth and depth of history in St. Augustine is both a strength and a complicating factor to concisely identifying the “Story of St. Augustine”. When asked about the historical education experience, attendees at the St. Augustine public meetings and UF Technical Work Group meetings could not identify a strong focus area preference. Important periods were cited as the First Spanish Period, the British Colonial Period, the Flagler Era and the Civil Rights Era. In fact, the “layers of history” was a common response when asked about St. Augustine’s story. Surveys

conducted at the June Public Workshop and UF Technical Work Group meeting revealed that 89% of the general public and 69% of the UF stakeholders agreed or strongly agreed that the “historic educational experience should balance the various periods of history.” This statement elicited more support than statements suggesting an emphasis on specific periods. Still, some participants observed that the 16th and 17th century periods are the components of St. Augustine that are most unique and cannot be reproduced elsewhere. These are also the periods to which the state-owned properties and collections most relate.

Other specific theme concepts that were mentioned during the Visioning discussions included St. Augustine’s Town Plan, the Military and Civilian Experience, Multiculturalism, and the First Permanent European Settlement in North America. Ultimately, the Visitor Theme will be the cornerstone of branding and marketing to make St. Augustine a National and International history destination with a consistent message and story.

Objective 1.b. Audience:

Develop educational and exhibit programs targeted at various audiences including the general public, students of higher education, K-12 students and professionals.

In addition to out-of-town visitors, participants in the Visioning discussions also noted the importance of targeting programs to residents of St. Augustine and St. Johns County, including both adults and children. Programs targeted for the general public were discussed largely in terms of partnerships with formats such as self-guided tours, audio-tours, living history museum, interpretive centers, museums and re-enactments. Examples of higher education programming included archaeological field schools and historic preservation studios, which may also be open to the public. Such programs draw on traditional fields of historic preservation expertise such as history, archeology, anthropology, architecture, urban planning, landscape architecture, interior design, museum studies, librarianship and similar disciplines. However, other disciplines were cited as opportunities to expand the audience for higher education programming and collaboration including fine arts, law, business, journalism, marketing, graphic/visual arts, tourism, etc. Higher education programs were also discussed in terms of partnership opportunities, particularly through the Historic St. Augustine Research Institute. Educational programs for K-12 students focused on expansion of existing programs and opportunities to increase the support of public school teachers through grants and curriculum development. These programs were seen as vital to gaining support from area residents, and nurturing youth that will appreciate historical and cultural resources as adults. Professional development opportunities included ideas for conferences, trades and apprenticeships in historic restoration, and tour guide training.

Objective 1.c. Delivery Methods:

Deliver educational programs that are interactive, immersive and engaging.

A strong consensus was expressed around the idea that the educational program for historic St. Augustine must be hands-on and immersive, not static pictures or even standard technology such as audio tapes and movies. Rather, the experience should be state-of-the-art, adaptable to different visitor interests and to new research foci. Living history and re-enactments were often cited as important components of the educational program. An immersive experience may be created by restoring a contiguous area, such as a street, block or cluster of buildings, into an authentic recreation of living history. Engaging the public in archaeological explorations was also seen as an important way that people can be immersed in St. Augustine's history. The Colonial Spanish Quarter already provides the foundation of a living history experience based on findings of archaeological excavations. This area could be enhanced, and possibly expanded, with new interpretive components.

Integrity is extremely important to the educational program; however, the educational message must also be fun and engaging for families to reach beyond the audience of "history buffs". One suggestion to engage people in historic St. Augustine is to identify a daily signature event, such as a changing-of-the-guards or ceremonial cannon firing, that becomes a "must see" in the eyes of locals and tourists alike. Furthermore, if this signature event took place in the late afternoon or early evening, it could bring visitors to the historic area in time to have dinner at local restaurants. Similarly, annual events can celebrate specific milestones or aspects of St. Augustine history that become a draw for visitors worldwide. Other suggestions for delivering the "Story of St. Augustine" included printed tour guides, consistent interpretive signage, and the Internet.

Objective 1.d. Content:

Develop educational and exhibit programs that are authentic, multidisciplinary, and demonstrate high standards in stewardship of historic and cultural resources.

Above all, educational programming should link the past to the present, and demonstrate the relevancy of historic events. The extensiveness of historical and cultural resources in St. Augustine (including structures, sites and artifacts) requires careful stewardship and interpretation. To this end, suggestions have been made that a consolidated database management effort should strive to catalogue information from various resources of public and private entities including the National Park Service, Florida Museum of Natural History, City of St. Augustine, Historical Society, Archaeological Association, University and local libraries, etc. Educational information and building inventories should identify all historically contributing structures regardless of ownership, and integrate them into the "Story of St. Augustine." Such a comprehensive educational and exhibit program can keep visitors returning to the area because it will be impossible to see every site in one day.

APPENDIX D: ESTIMATES OF COST – EXAMPLE

**Table: Appendix D
Estimates of Cost – Example**

	Building General Info (2007)			Total Rehab/Reconstruction Cost		Interpretive Content	PO&M
	Gross Square Footage	Total Rehab/Reconst. Cost	Cost/Square Foot	Baseline 2007	Total (adjusted for inflation)	Total Content Cost**	
						\$3.75	
State-Owned Assets							
3900 Government House	25,947	\$14,271,000	\$550	\$14,271,000	\$16,720,744	\$97,301	\$218,930
3901 De Mesa Sanchez House	4,068	\$25,000	\$6	\$25,000	\$29,291	\$15,255	\$34,324
3902 Arrivas House	4,041	\$885,000	\$219	\$885,000	\$1,036,918	\$15,154	\$34,096
3903 Parades Dodge House	1,392	\$1,325,000	\$952	\$1,325,000	\$1,552,448	\$5,220	\$11,745
3904 Parades Dodge Outbuilding	231	\$0	\$0	\$0	\$0		
3905 Gallegos House	905	\$198,000	\$219	\$198,000	\$231,988	\$3,394	\$5,651
3906 Ribera House	2,168	\$271,000	\$125	\$271,000	\$317,520	\$8,130	\$18,293
3907 Ribera Kitchen	480	\$85,500	\$178	\$85,500	\$100,177	\$1,800	\$4,050
3908 Triay House	690	\$106,875	\$155	\$106,875	\$125,221	\$2,588	\$5,822
3909 Gomez House	314	\$57,750	\$184	\$57,750	\$67,663	\$1,178	\$1,961
3910 Cerveau House	3,059	\$1,682,000	\$550	\$1,682,000	\$1,970,730		
3911 Haas House	2,337	\$511,000	\$219	\$511,000	\$598,718		
3912 Peso de Burgo/Pellicer House	682	\$340,750	\$499	\$340,750	\$399,243	\$2,558	\$5,754
3913 Peso de Burgo N Outbuilding	337	\$54,750	\$163	\$54,750	\$64,148	\$1,264	\$2,104
3914 Peso de Burgo S Outbuilding	260	\$56,875	\$218	\$56,875	\$66,638	\$975	\$2,194
3915 Joaneda House	1,424	\$178,000	\$125	\$178,000	\$208,555	\$5,340	\$12,015
3916 Rodriguez House	714	\$22,300	\$31	\$22,300	\$26,128		
3917 Benet House	2,706	\$84,500	\$31	\$84,500	\$99,005	\$10,148	\$22,832
3918 Coquina House	2,270	\$196,875	\$87	\$196,875	\$230,670		
3919 Sanchez De Ortigosa House	1,172	\$250,000	\$213	\$250,000	\$292,915		
3920 De Hita House	638	\$99,750	\$156	\$99,750	\$116,873	\$2,393	\$5,383
3921 Gonzales House	519	\$32,500	\$63	\$32,500	\$38,079	\$1,946	\$4,379
3922 New Blacksmith Shop	242	\$30,250	\$125	\$30,250	\$35,443	\$908	\$1,511
3923 Florencia House	2,105	\$460,500	\$219	\$460,500	\$539,549	\$7,894	\$17,761
3924 Spanish Military Hospital	3,522	\$220,000	\$62	\$220,000	\$257,765	\$13,208	\$29,717
3925 Watson House	2,161	\$270,000	\$125	\$270,000	\$316,348	\$8,104	\$18,234
3926 Salcedo Kitchen	563	\$52,750	\$94	\$52,750	\$61,805	\$2,111	\$3,516
3927 Salcedo House	2,191	\$274,000	\$125	\$274,000	\$321,035	\$8,216	\$18,487
3928 Gonzales Restrooms	182	\$24,000	\$132	\$24,000	\$28,120		
3929 Sims House	802	\$125,500	\$156	\$125,500	\$147,043		
3930 Sims Outbuilding	173	\$22,000	\$127	\$22,000	\$25,776		
3931 Old Blacksmith Shop	363	\$11,750	\$323	\$11,750	\$13,767		
3932 Harness Shop	2,105	\$460,500	\$219	\$460,500	\$539,549		
3933 Public Restrooms	624	\$78,000	\$125	\$78,000	\$91,389		
Total State-Owned Assets					\$26,671,262	\$215,081	\$478,761
Interpretive Center							
	17,000		\$497	\$8,449,000	\$9,899,346	\$63,750	\$143,439
Grand Total					\$36,570,608	\$278,831	\$622,200

*Interpretive and Museum use eligible for PO&M Funding from the State of Florida
\$8.4376 per GSF for air conditioned \$6.2447 per GSF not air conditioned (FY2009-10)

**Content is \$3.75 per GSF