

CHAPTER 17
HISTORIC PRESERVATION ELEMENT

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A. OVERVIEW

As a part of the planning process developed for the Comprehensive Plan, planners have asked the citizens of Volusia County: What do we have that we want to keep? Responses typically include places that are special in a person's memory. The location of a significant event, a place of natural beauty or a familiar landmark are the features most often cited. Volusia County is taking an approach in planning for the future that protects existing significant features of the natural and built environment, and areas that evoke a unique or special "sense of place". Significant historic resources and places fall into this category of "things we want to keep".

In an effort to enrich the quality of life for Volusia's citizens, the goals, objectives, and policies in this Element further preservation of the County's historic resources by redeveloping and enhancing the physical, social, aesthetic and economic aspects of the existing built environment; fostering a "public memory" and identity rooted in an accurate interpretation of past events, peoples and places; promoting a resource conservation ethic; and assisting in the collection, curation and dissemination of scientific and historical information. Volusia County government has elected to submit a Historical Preservation Element as a part of its Comprehensive Plan as allowed by Chapter 163.3177 paragraph (7)(i) of the Florida Statutes, as amended. This Element is consistent with all other elements of Volusia County's Comprehensive Plan and meets the requirements specified within Section 9J-5.005 of the Florida Administrative Code.

The adopted components of the Historical Preservation Element include an Overview and Goals, Objectives and Policies. Also within this Element are maps showing 1) the location of significant historic resources under County jurisdiction 2) archaeologically sensitive areas within the unincorporated areas of the County; and 3) significant historic resources under County ownership and/or management. These maps are contained in Appendix 1, Maps and Figures as follows:

- Figure 17-1 Archaeologically Sensitive Areas in Unincorporated Volusia County
- Figure 17-2 Historic Resources Map Series Unincorporated Volusia County
 - Figure 17-2A Seville Vicinity
 - Figure 17-2B Barberville/Emporia Vicinity
 - Figure 17-2C Deleon Springs Vicinity
 - Figure 17-2D Deland Vicinity
 - Figure 17-2E Cassadaga Vicinity
 - Figure 17-2F Enterprise Vicinity
 - Figure 17-2G Osteen Vicinity
 - Figure 17-2H Ormond Beach Vicinity
 - Figure 17-2I Wilber-By-The-Sea/Allandale Vicinity
 - Figure 17-2J Gamble Place/Samsula Vicinity
 - Figure 17-2K New Smyrna Beach Vicinity
 - Figure 17-2L Edgewater/Oak Hill Vicinity
- Figure 17-3 Significant Historic Resources Owned and Managed by Volusia County

Supporting documentation providing additional information in regards to the development and implementation of the Historical Preservation Element can be found in the following documents:

- Historic Properties Survey, Volusia County, Florida; prepared by: Historic Property Associates, 1989
- Historic Properties Survey of Unincorporated Volusia County, Florida: The Second of Two Surveys; prepared by History Property Associates, 1992
- An Archaeological Site Inventory and Management Plan for Volusia County, Florida; prepared by Piper Archaeological Research, Inc., 1989
- The Evaluation and Appraisal Report for the Historic Preservation Element of the Volusia County Comprehensive Plan - Chapter 17; prepared by the Volusia County Growth Management Services Group, 1996

B. GOALS, OBJECTIVES AND POLICIES

GOAL:

- 17.1 Manage and preserve, where possible, significant historic resources located in unincorporated areas of the County.

OBJECTIVE:

- 17.1.1 Continue to provide an accurate and comprehensive inventory of those historic resources located in unincorporated areas of the County.

POLICIES:

- 17.1.1.1 Continue to develop and maintain an inventory of all archaeological sites and all buildings and structures 50 years in age and older located in unincorporated Volusia County utilizing, as a minimum, the variables provided by the Florida Master Site File. Any new information shall be forwarded to the keeper of the Florida Master Site File, the Florida Department of State, Division of Historical Resources.
- 17.1.1.2 Continue to maintain, refine, and utilize the archaeological predictive model and archaeological sensitivity map (a facsimile of this map is shown as Figure 17-1, see Appendix 1, Maps and Figures) developed by professional archaeologists for Volusia County to identify areas that should be subjected to an archaeological survey when land development is proposed.
- 17.1.1.3 Volusia County shall refer inquiries regarding the documentation of known paleontological deposits and discovery of additional significant paleontological remains to the Florida Museum of Natural History affiliated with the University of Florida, Gainesville.

- 17.1.1.4 Continue to actively solicit the help of individuals and organizations who possess knowledge of local history to help with determining site locations, conducting historical research, cataloging private artifact collections and any other appropriate activities relating to the inventory of historic resources.

OBJECTIVE:

- 17.1.2 Evaluate the significance of each historic resource identified in the inventory of unincorporated Volusia County utilizing established criteria and nominate eligible historic resources for designation as provided by the National Register of Historic Places and the Volusia County Historic Preservation Ordinance (Chapter 62, Volusia County Code of Ordinances, April 20, 1995).

POLICIES:

- 17.1.2.1 Continue to utilize the Significant Historic Resources Map (Figure 17-3, See Appendix 1, Maps and Figures) located in this Element to identify significant historic resources located in the unincorporated portions of the County. Historic resources identified as significant shall include those: listed on the National Register of Historic Places; determined eligible for listing on the National Register by the Florida Department of State, Division of Historical Resources; issued a Certificate of Designation by the Volusia County Historic Preservation Board, as provided in the Volusia County Historic Preservation Ordinance (Chapter 62, Volusia County Code of Ordinances, April 20, 1995); or considered eligible for designation by the local ordinance as referenced above, as determined by the County Historic Preservation Officer. This map shall serve the purpose of fulfilling the requirements for identifying significant historic resources on the Future Land Use Map series as outlined in 9J-5.006(4), F.A.C.
- 17.1.2.2 Continue to submit National Register of Historic Places Nomination Forms for eligible districts, buildings, sites and objects as funding and/or staff time is available and with the concurrence of the property owner(s) as required by federal law.
- 17.1.2.3 Continue to consider issuance of Certificates of Designation for eligible historic resources at the request of the property owner, members of the Volusia County Historic Preservation Board or the County Historic Preservation Officer utilizing procedures outlined in the Volusia County Historic Preservation Ordinance and the Board's adopted rules and procedures.

OBJECTIVE:

- 17.1.3 Mitigate the negative and destructive effects of proposed development on significant historic resources in unincorporated areas of Volusia County.

POLICIES:

- 17.1.3.1 Continue reviewing proposed demolitions of any building or structure built 50 years in age and older.
- 17.1.3.2 Start providing guidelines for new construction in historic neighborhoods, commercial districts, designated historic districts, and other settings so that such construction will not

be obtrusive in historic landscapes and contexts. The Secretary of the Interior's Standards for the Treatment of Historic Properties will be used as a basis for these recommendations.

- 17.1.3.3 Continue Certificate of Appropriateness proceedings for any project that would involve demolition, relocation, and exterior alteration of, or new construction associated with, a historic resource designated under the authority of the Volusia County Historic Preservation Ordinance (Chapter 62, Volusia County Code of Ordinances, April 20, 1995).
- 17.1.3.4 Continue requiring the issuance of an Excavation Certificate for any earth disturbing activity within the boundary of a designated archaeological site as provided in the Volusia County Historic Preservation Ordinance (Article V, Chapter 62, Volusia County Code of Ordinances, April 20, 1995).
- 17.1.3.5 Continue to require an archaeological survey for appropriate land development proposals located or partially located in an area of high archaeological potential as identified by the archaeological sensitivity maps (a compilation of these maps is shown in Figure 17-1, See Appendix 1, Maps and Figures). If the project area has never been subjected to an archaeological survey using a subsurface sampling strategy, such a survey shall be conducted, prior to application approval, by a qualified survey team. As one of the requirements for plan approval, a mitigation plan must be provided and implemented for any significant historic resource adversely impacted by the project.
- 17.1.3.6 Any individual person, organization and/or corporation involved in earth disturbing activity shall be responsible for notifying the Volusia County Medical Examiner and the Florida Department of State, Bureau of Archaeological Research when human remains and/or related artifactual materials in an unmarked burial are discovered (Chapter 872, Florida Statutes). Volusia County shall continue to reserve the right to monitor any earth disturbing activity relating to a development project that requires the issuance of a permit by the County. The County Historic Preservation Officer shall halt such earth disturbing activity if an unmarked burial is encountered and said agent shall contact the proper authorities.
- 17.1.3.7 Continue to adopt procedures for the effective enforcement of any historic preservation regulations that are created.
- 17.1.3.8 Continue periodic review of the Volusia County Zoning Ordinance No.80-8 as amended, to ensure that requirements and policies promote the protection and viable economic use of designated historic resources.
- 17.1.3.9 Continue providing a full time historic preservation professional to implement regulations outlined in the Volusia County Historic Preservation Ordinance (Chapter 62, Volusia County Code of Ordinances, April 20, 1995) and to serve as staff for the Volusia County Historic Preservation Board.
- 17.1.3.10 Continue requiring a detailed photographic record and any other appropriate form of documentation prior to the scheduled destruction of any significant historic resource.

- 17.1.3.11 Continue promoting the salvage and reuse of non-toxic materials in buildings and structures approved for demolition to achieve sustainability objectives and reduce use of landfills.

OBJECTIVE:

- 17.1.4 Offer incentives to owners of significant historic resources as a means of encouraging preservation of historic resources.

POLICIES:

- 17.1.4.1 Continue to provide developers and property owners with the option of transferring the development rights of a land parcel containing a significant historic resource to another land parcel as a mitigation alternative. The significant historic resource shall be protected in perpetuity by legal instrument simultaneous with the execution of such a transfer.

- 17.1.4.2 Volusia County Land Development Regulations shall be monitored to identify historic preservation deterrents. The possibility of offering selected waivers to owners of designated historic properties will be considered as long as the violation does not endanger the health, safety and welfare of the public and the property's occupant(s). Volusia County Land Development Regulations will promote the preservation and protection of historic resources.

Volusia County shall provide the option for building permit applicants to utilize the provisions outlined in the model building and fire safety codes endorsed by the Florida Department of State, Division of Historical Resources to encourage the preservation and reuse of significant architectural features in designated historic buildings and structures.

- 17.1.4.3 providing property tax abatement as an incentive for owners to rehabilitate designated historic properties, as per Chapter 196.1997, Florida Statutes.

- 17.1.4.4 Start the implementation of a locally-funded facade grant program for designated historic resources that include historically or architecturally significant buildings and structures. Such a program shall require that at least 100% of the grant award amount is matched by the property owner and/or applicant in the form of cash or in-kind services.

- 17.1.4.5 Start a partnership with other organizations and agencies to establish a revolving fund for the acquisition, stabilization and restoration of significant historic resources.

- 17.1.4.6 Start a partnership with an eligible organization or agency to serve as the recipient of preservation easements so that owners of significant historic resources can benefit from certain tax advantages through donation.

- 17.1.4.7 Continue to distribute to the public, information on historic preservation incentives that are available from local, State, Federal and private sources.

GOAL:

17.2 Manage, preserve and protect significant historic resources owned and leased by the County of Volusia.

OBJECTIVE:

17.2.1 Inventory and assess historic resources located in County-owned lands and facilities.

POLICIES:

17.2.1.1 Continue to maintain the inventory of significant historic resources on properties owned and leased by Volusia County and update it as new properties are acquired.

17.2.1.2 Continue to nominate County-owned historic resources deemed eligible for listing on the National Register of Historic Places and eligible for designation by city and/or county ordinance.

17.2.1.3 Continue to prepare and monitor preservation management plans for historic resources owned, leased, and/or operated by the County. The County's preservation management plans shall, at a minimum, address the following:

- a summary of the history of the property;
- a description of significant historic resources on the property;
- recommended methods for stabilization and preservation of the identified significant resources;
- recommended on-site interpretive exhibits, markers and other infrastructure and informative literature for identified significant resources; and
- a bibliography of all previous research, historical documents and photographs relating to the identified significant resources.

OBJECTIVE:

17.2.2 Adopt policy and take action to ensure the stabilization, preservation and protection of County-owned significant historic resources.

POLICIES:

17.2.2.1 Continue to follow The Secretary of the Interior's Standards for the Treatment of Historic Properties when modifying any significant County-owned historic resource that is a building or structure.

17.2.2.2 The disturbance or removal of artifacts, human remains and/or paleontological remains from property owned by Volusia County or property held in trust for the County unless an excavation plan is filed and approved by the Volusia County Preservation Officer and the Florida Department of State, Division of Historical Resources shall be illegal.

17.2.2.3 Continue policy that all treasure troves, artifacts, paleontological remains and such objects having intrinsic, historical and/or archaeological value discovered on County-

owned lands shall belong to the citizens of Volusia County and curation and protection of such objects are considered the County's responsibility.

17.2.2.4 Continue to pursue grants, donations and other types of funding alternatives to acquire, stabilize, rehabilitate, restore, interpret or protect the following significant historic resources:

- DeBary Hall Estate
- Dunlawton Sugar Factory Ruins
- Green Spring
- The Historic Volusia County Courthouse
- Lake Ashby Indian Midden
- New Smyrna Sugar Factory Ruins
- Padgett House at Gemini Springs
- 252 South Beach St., Daytona Beach
- 440 South Beach St., Daytona Beach
- Cornelia Young Library
- Dickinson Memorial Library
- Bisset Indian Mound
- Beck Ranch Agricultural Structures
- Calle Grande Arch
- Spruce Creek Mound

17.2.2.5 Continue to require and fund mitigation alternatives for a project or activity proposed and/or funded by the County that will have a substantial adverse impact on significant historic resources. Mitigation shall be consistent with historic preservation practice and procedure as stated in The Secretary of the Interior's Standards for the Treatment of Historic Properties.

17.2.2.6 Continue to develop and maintain interpretive exhibits and information on historic resources in County-owned parks.

GOAL:

17.3 Provide a comprehensive perspective and approach to historic preservation planning in Volusia County.

OBJECTIVE:

17.3.1 Offer historic preservation services to municipalities in Volusia County.

POLICIES:

17.3.1.1 Start to enter contractual arrangements with those municipalities who request historic preservation planning services.

- 17.3.1.2 Start to provide historic preservation procedural review capabilities at the local level by applying for Certified Local Government Program status as provided for by the National Historic Preservation Act of 1966, as amended.

OBJECTIVE:

- 17.3.2 Serve as a local, comprehensive clearinghouse for technical information on historic preservation.

POLICIES:

- 17.3.2.1 The County will continue to update and maintain a database of all historical resources in the County. The database will contain, as a minimum, all archaeological sites, historic buildings and structures, and historic districts listed on the Florida Master Site File for Volusia County. Information on the location, ownership, type, condition, and significance of each site will be included in the database.
- 17.3.2.2 Continue to rely on the archival facilities provided by the West Volusia Historical Society, South East Volusia Historical Society and Halifax Historical Society to provide the curation necessary for preservation of documents, photographs, maps, and other primary-source information significant to the history of Volusia County.
- 17.3.2.3 Continue to make available to the citizens of Volusia County, information on historic preservation programs, activities, and opportunities.
- 17.3.2.4 Continue to assist non-profit organizations in applying for grants to stabilize rehabilitate, restore and promote significant historic resources located in Volusia County.

GOAL:

- 17.4 Develop, enhance and promote heritage tourism opportunities, experiences, and resources in Volusia County.

OBJECTIVE:

- 17.4.1 Acquire, develop, and operate significant historic resources and facilities for the education and enjoyment of Volusia's citizens and visitors.

POLICIES:

- 17.4.1.1 Continue to include historic resources and their associated landscapes and contexts as a part of the County's land acquisition programs when purchasing property for recreation, conservation, and open space uses.
- 17.4.1.2 The County shall consider leasing from the State of Florida, any property containing a significant historic resource owned by the State, that is neglected and under a substantial threat that may irreversibly affect the historical or archaeological integrity of

said resource. The County shall enter such lease agreements only if it appears that the integrity of said resource is more likely to be preserved and protected under County management, than under State management.

- 17.4.1.3 If Volusia County obtains ownership and/or management responsibilities for any museum, the County will provide professional staff trained in museum operations. A separate management plan, collections policy, interpretive program and budget will be established for each facility no later than one year after the purchase and/or receiving responsibility for the management of the facility.

OBJECTIVE:

- 17.4.2 Foster a sense of history, public memory and community identity by promoting and providing access to destinations and experiences associated with past events, peoples and places significant to Volusia's history.

POLICIES:

- 17.4.2.1 Continue to assist in the collection, curation and dissemination of scientific and historical information.
- 17.4.2.2 Continue efforts to secure a dedicated funding source for the restoration, management, and operation of significant historic properties owned by government and private, non-profit organizations.
- 17.4.2.3 Start creating an opportunity for the development and enhancement of an intra-County historic preservation network that would serve to build a coalition of regional history museums and other heritage tourism interests.