HISTORIC PRESERVATION GUIDELINES FOR THE RIVERSIDE AND AVONDALE HISTORIC DISTRICT

EXHIBIT C

HISTORIC PRESERVATION GUIDELINES

for the

RIVERSIDE - AVONDALE

HISTORIC DISTRICT

AUGUST, 1997

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ACKNOWLEDGEMENTS

The Historic Preservation Guidelines for the Riverside and Avondale Historic Districts are based on a report produced by Historic Property Associates, Inc. for the Jacksonville Planning and Development Department. This report was produced under the direction of Mr. Paul Weaver, Architectural Historian with Historic Property Associates and included specific recommendations regarding proper rehabilitation, restoration, relocation, demolition and new construction in the Riverside and Avondale Historic Districts. Their report also addressed specific architectural styles and streetscape features that characterize the two historic districts.

Many residents of Riverside and Avondale contributed to the development of the guidelines through their participation in a neighborhood design workshop which was organized and directed by Historic Property Associates. Riverside-Avondale Preservation Inc. was particularly helpful in organizing the workshop, as well as providing numerous illustrations used in the design guidelines. Additional illustrations and recommendations provided by Rob Overly, A.I.A., Stephen Cargile, R.A., Alan Wilson A.I.A., Kris Bolt, A.I.A., and Robert Woolverton, A.I.A. The Jacksonville Planning and Development Department produced the historic district base maps, as well as several of the illustrations.

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INTRODUCTION

"It shall be the goal of the City of Jacksonville to identify, document, protect, and preserve its archaeological, historic, architectural, and cultural resources. Instilling public awareness of those resources shall be a part of that effort."

With that goal, the City of Jacksonville in 1990 adopted a Historic Preservation Element as part of its comprehensive plan. The element defines the City's role in addressing historic preservation issues and concerns. The cornerstone of the preservation program is enabling legislation that empowers the City Council to designate individual landmarks and historic districts and to establish a commission to review proposed physical changes to designated landmarks and districts. Each locally designated landmark will be established by ordinance after a public hearing. The landmarks and the boundaries of historic districts will be designated on the official Zoning Atlas maintained by the City's Building and Zoning Inspection Division. The Atlas will then be used to flag those permitted activities requiring review from the Planning and Development Department or from the Jacksonville Historic Planning Commission.

Design guidelines, which form the basis for determining the appropriateness of changes to existing buildings and new construction, are required under the ordinance when the City Council designates a historic district.

The following guidelines explain the architectural character of the Riverside-Avondale Historic District and provide standards to ensure the protection of significant buildings and sites located there.

OVERVIEW OF THE RIVERSIDE AVONDALE HISTORIC DISTRICT

A. HISTORY - RIVERSIDE AND AVONDALE

This historical overview of Riverside and Avondale is from Jacksonville's Architectural Heritage: Landmarks for the Future, Revised Edition, Wayne W. Wood, 1996, Jacksonville, Florida.

After the American Revolution, Spain regained East Florida from England. Eager to attract new inhabitants, the Spanish Government in 1790 began granting tracts of land to prospective settlers. The area known today as Riverside and Avondale is based on two such grants, one to Philip Dell and the other to Robert Hutcheson.

Dell received his 800-acre grant in 1801. It included all of the land along the river between McCoys Creek and a point midway between Barrs and King streets. Known as "Dell Bluff," this property changed hands several times until 1847, when it was purchased by James Winter, who operated an extensive plantation there. In 1868 Edward M. Cheney, editor of the Jacksonville newspaper, The Florida Union, purchased the southern 500 acres of Dell's Bluff for $10,000 in gold. He bought the land as an agent for John Murray Forbes, a Boston millionaire, who had the land platted and named it "Riverside."

Southwest of Dell's Bluff was a 150-acre tract granted in 1815 to Robert Hutcheson, who established a successful plantation there. Three years later he obtained another 350 acres, extending his holdings to the south. This entire tract of land came into the ownership of William McKay in 1836, who named it "Magnolia Plantation." Producing sea island cotton, the plantation worked fifty slaves.

When Elias Jaudon bought Magnolia Plantation in 1850, it included 550 acres extending from what is now Powell Place all the way to Fishweir Creek. Expanding the plantation to over one thousand acres, Jaudon produced cotton, corn, sweet potatoes, sugar cane, cattle, and sheep. After his death in 1871, Magnolia Plantation was sold and divided into several truck farms. In fact, all of today's Riverside and Avondale remained rural in character until 1887 when the first surge of residential development occurred. After Jacksonville's city limits were extended to include Riverside (out to King Street), a street railway was built connecting the suburb with Downtown. In 1893, the name of the main road was changed from Commercial Street to Riverside Avenue. Two years later, Riverside was an established upper middle-class neighborhood of 2,500 residents.

Following the Great Fire of 1901, many prominent citizens built large mansions along Riverside Avenue. This gallery of elegant homes was nicknamed "The Row" and became the residential showplace of the city. Away from the river more modest bungalows and two-story houses spread southwest to King Street and beyond, following the extension of the streetcar line.

During the peak years of Riverside's development from 1901 to 1929, a profusion of residential building styles gained

popularity across the nation. With the influx of building tradesmen who came to the city after the Great Fire, Riverside became a laboratory for aspiring architects and competing residential fashions. Today the neighborhood has the largest variety of architectural styles in Florida.

While Riverside prospered, the western part of the old Magnolia Plantation remained thickly wooded with a few scattered farms. As early as 1884, a portion of the Jaudon estate was purchased for development as a residential community by a group of northerners, led by James Randall Challen, William Harksheimer, and John Talbott. Named "Edgewood," the development extended from present-day Park Street to Roosevelt Boulevard, along Challen, Edgewood, and Talbot avenues. The land was platted for homesites, but only a few residences, mostly farmhouses, were constructed there. During World War I, hunters were still shooting wild game in this vicinity .

By the summer of 1920, several wealthy investors led by Telfair Stockton had assembled a large tract of land including all of Edgewood and the adjoining riverfront property, at a cost of over $500,000. They developed an exclusive subdivision that would overshadow all of the smaller developments around it. Stockton chose the name "Avondale" after a subdivision near James R. Challen's former home in Cincinnati. Avondale was advertised as "Riverside's Residential Ideal," where only the "correct" and "well to do" people would live. Boasting that "Avondale is desirable because the right kind of people have recognized its worth and because the wrong kind of people can find property more to their liking elsewhere," the Avondale Company sold 402 of the total 720 lots and completed nearly two hundred homes in its first two years.

As the most elaborately planned development in Jacksonville at that time, Avondale lived up to its publicity. Sidewalks, sewerage, city water, gas, electricity, and telephone lines were installed before lots were offered for sale. Gently curving roadways and 16 parks were laid out by William Pitkin, a well-known landscape architect from Ohio. Restrictive covenants regulated types of construction in order to maintain the exclusive nature of the residential development. Most of the houses were two stories tall. Adopting the architectural style that would saturate Florida during the booming years of the 1920's, a large proportion of the early Avondale residences were built in the Mediterranean Revival style. The Better Homes Company, a subsidiary of the Avondale Company, did much of the actual construction, insuring a uniformity of building quality.

Initially considered part of Riverside, Avondale quickly developed its own identity. The original Avondale subdivision was long and narrow, only 4-1/2 blocks wide (Seminole Road to just beyond Talbot) and one mile long (from the river to Roosevelt Boulevard). Although contiguous developments such as Windsor Place, Ingleside Heights, St. Johns Heights, Shadowlawn, and Arden sprang up, the mystique of Avondale prevailed: the entire area from McDuff Avenue to Fishweir Creek is today generally known

as "Avondale." By the time the Florida building boom fizzled in 1928, virtually all of this area had been developed.

Although primarily residential in character, Riverside/Avondale has three small-scale retail districts, which generally blend harmoniously with the neighborhood. Commercial zoning on the northern portion of Riverside Avenue, along with the construction of the Fuller Warren Bridge and Interstate 95, have brought an end to the elegant homes along "The Row," replacing them with modern office buildings. Two sprawling hospital complexes farther down Riverside Avenue have also intruded into the ambiance and residential quality of the neighborhood.

Today Riverside and Avondale still form one of Florida's unique neighborhoods. The riverfront setting, the ample parks, and the tree-canopied streets blend with the varied architecture to produce a pleasing tapestry. In recognition of these qualities, the Riverside section was listed in the National Register of Historic Places in 1985 as Jacksonville's first Historic District.

B. DESCRIPTION OF THE RIVERSIDE HISTORIC DISTRICT

The Riverside Historic District is a large, mainly residential neighborhood whose architecture spans a period from approximately 1871 to 1935. The Riverside District is located southwest of downtown Jacksonville on the west side of the St. Johns River. The District contains over 30 subdivisions and three major parks. At its widest, it is bounded on the north and east by Roosevelt Boulevard and Seaboard Coastline Railroad, on the south by the St. Johns River, and on the west by Seminole and McDuff avenues. The majority of the buildings in Riverside reflect middle and upper income taste in residential architecture during the late nineteenth and early twentieth centuries. The significant styles represented include Bungalow, Prairie School, Colonial Revival and Mediterranean.

The neighborhood is composed of three major subdivisions and more than twenty smaller subdivisions and replats. The three major subdivisions are Riverside, Riverside Annex, and New Riverside. There are approximately 2,120 contributing buildings and 430 non-contributing buildings in the district. In addition to the residential buildings, there are three major parks, sixteen churches, four public schools, two parochial schools, two fire stations, two hospitals, and a library. Major streets in the district are Post Street (U.S. 17), Riverside Avenue (State Road 211), Park, Stockton, and King streets and McDuff Avenue. In addition to the Interstate and Expressway system, Riverside Avenue, Park and Post Streets provide access to the downtown.

Designed landscapes and green spaces are important features of Riverside. In the southwestern corner of the district is Willow Branch, a small creek which originally was spring fed and which now forms the core of Willow Branch Park. Memorial and Riverside parks, on the eastern fringes of the district, are other highly significant landscape features of Riverside.

Riverside Historic District is dominated by the Bungalow architectural style. Almost sixty percent of the buildings in the district display details and influences characteristic of that style. This high frequency of bungalows reflects the developmental period and income levels of the area.

Even though precast concrete posts in the shape of columns and tapered piers were common in other Jacksonville neighborhoods, wood posts are more common in Riverside bungalows. Another interesting feature was the relatively large use of brick veneer in Bungalows in Riverside. In the relatively large comparable concentrations of bungalows in Orlando and Tampa, the use of brick was rare.

An even more unusual material used in these bungalows was coquina block. Coquina, which is indigenous to the northeast coast of Florida, was widely used in foundations and fireplaces and, in at least 40 instances, was used to construct entire bungalows. Coquina block and rusticated concrete block had become a popular building material in south Florida

as early as the 1880s. Its wide use in residential construction began in the 1910s.

Although the Bungalow is the most common architectural style in Riverside, other styles contribute to the character of the district. Prairie School and Colonial Revival style buildings are present in significant concentrations. These buildings are concentrated along St. Johns and Riverside avenues and were generally built for wealthier clients. It is also more likely that these houses were individually designed by architects.

Mediterranean influenced architecture is represented to a lesser extent in Riverside, although there are some fairly significant individual examples. Mediterranean architecture was much more common in the major subdivision adjoining Riverside on the west. The Mediterranean influence may be represented to a lesser degree in Riverside because of the earlier period of development.

Many of the apartment buildings in Riverside utilize Mediterranean details and decoration. The use of unstuccoed brick is another variation on Mediterranean architecture in Riverside which is not common elsewhere in the State.

Other architectural styles represented in Riverside include Georgian Revival, which became popular in the 1920s, Tudor Revival style, and a few isolated examples of Queen Anne architecture. In addition, frame and brick vernacular houses may be found throughout the district.

In the 1910s and 1920s, many multi-family residential buildings began appearing in Riverside. In response to population increases, duplex and quadruplex units were designed and built. These buildings are especially prevalent in Riverside Annex. Most are either frame or masonry vernacular. The frame structures are generally two stories with drop siding. They have either one or two-story verandas and hip roofs. Gable roofs were used on some of the buildings built before 1915. The windows are generally one-over-one, double-hung sash.

Very functional, plain brick duplexes and quadruplexes became increasingly common in the late 1920s. These buildings tended to be two stories and were highlighted by a centrally placed two-story porch. The period of low-rise apartment construction initiated in the 1920s continued until the 1950s.

Commercial architecture in Riverside was, and is, modest. There are four concentrations of 1910s and later commercial storefront developments in the area. The most concentrated commercial development from the 1910s and 1920s is called Five Points and is located in the northeast corner of the district. This concentration is composed of one- and two-story stucco-clad buildings. All of the storefronts in the other commercial areas along King Street, Barrs Avenue, and McDuff Avenue are simple brick or stucco buildings set at the property lines with large plate-glass windows and transoms. Throughout the Riverside Historic District there are many historic churches, schools and other non-residential buildings.

These buildings generally date from between 1910 and 1930 and are of masonry construction. Riverside Baptist Church was designed in 1925 by Addison Mizner, one of Florida's most significant twentieth century architects. Other significant churches in the district include Riverside Presbyterian Church , the Church of the Good Shepherd, Riverside Avenue Christian Church, and St. Pauls' Roman Catholic Church.

Mediterranean architecture proved to be popular for the public schools in Riverside. West Riverside Elementary, John Gorrie Junior High and Robert E. Lee High School both reflect this influence.

Good Shepherd

Willowbranch Library

C. DESCRIPTION OF THE AVONDALE HISTORIC DISTRICT

The Avondale Historic District contains a high-quality concentration of residential design and construction dating from 1909 to 1936. It has remained primarily a single family residential neighborhood since its initial development.

The Avondale Historic District borders the St. Johns River, approximately three miles southwest of downtown Jacksonville. The district generally conforms to the boundaries of the Avondale Subdivision, a planned residential development recorded in 1921. The district boundaries are irregular and more or less rectangular in form. The district runs perpendicular to the St. Johns River, which forms its southern boundary. The remaining rough boundaries are the Avondale subdivision line on the west; along Talbot Street, Roosevelt Boulevard, a major traffic artery, on the north; and the Riverside Historic District, a slightly earlier residential neighborhood, on the east.

The plan of Avondale is the most distinctive part of the district and clearly distinguishes it from its surroundings. It consists of 35 blocks that extend north from the St. Johns River. The blocks and lots are frequently curvilinear and highly irregular in form, in contrast with the rectangular blocks and lots of nearby subdivisions, such as Riverside.

Landscape and streetscape design and green spaces contribute to the distinctive sense of place which the district conveys. These features include curvilinear streets, landscaped medians, and fifteen small, pocket parks. The parks and esplanades are concentrated along the major north-south streets of the district, specifically Avondale, Belvedere, and Edgewood Avenues. Natural features, mainly the river and an abundance of large trees that offer spacious canopies, distinguish the district. Trees and plants include live oaks, magnolias, palms, azaleas, and dogwoods. The parks, landscape features, and plantings visually link the modest with the more substantial residences in the district.

There are over 800 buildings in the district. Of these, 715 are historic or contributing buildings. Contributing buildings were constructed during or before 1936. There are an additional 92 buildings that are considered non-contributing. Non-contributing buildings fall into two categories: buildings constructed within the period of significance (1909-1936) which have lost the integrity of their original design or architectural detailing; and buildings that post-date the period of significance and have no significance under the National Register criteria. Very few buildings have, however, lost their integrity because of alterations. Most non-contributing buildings are defined as such because they fall outside the period of significance. Because of the subdivision regulations, even many of the non-contributing buildings embody the design, materials, and setting of earlier buildings despite their more recent date of construction.

Almost all historic buildings in Avondale are detached, one-

and two-story single-family residences embodying a variety of early twentieth-century architectural styles. The residences range from finely crafted, custom-built, upper class homes to speculative housing designed for the city's then burgeoning middle class.

Part of the significance of the Avondale Historic District is its association with prominent architects. Professionally trained or self-taught architects designed over one-hundred buildings, or roughly one-sixth of the total number of those contributing to the district.

Design control and land-use restrictions were a key part of the historic development of Avondale. The Avondale Company controlled land use, density of development, and setbacks through restrictive covenants. The covenants prohibited apartments, flats, hospitals, stores, and offices. They restricted density of development by limiting construction to one house per lot. They established set-back at 10' for lots over 65' and 7.5' for lots under 65'. Model homes established precedent for architectural designs that followed as the development grew. Spanish and Italian-styled residences with tile roofs were among the first models. Other styles included Colonial Revival, Tudor, and Bungalow.

Land-use controls, landscape features, and the design and construction standards employed by the developers produced a visual cohesiveness throughout the district. Few buildings exceed two stories in height and all buildings are detached and share common setbacks. They are located on generous lots and have regular ground plans, usually rectangular in form. With the exception of the Bungalow style, the broad side of most buildings faces the street. The Bungalow is usually oriented with the narrower, gable end facing the street.

The Avondale Historic District contains numerous examples of well-designed custom built and speculative housing. Avondale contains an overwhelming concentration of formal architectural styles. Only 28 contributing buildings are classified as frame vernacular and many of these exhibit stylistic influences. Common architectural styles are the Colonial Revival with over 200 examples and the Bungalow with 191. Other common styles are the Prairie, Tudor, and Mission, Italian Renaissance, Spanish Eclectic, and other Mediterranean influenced styles.

The architecture of Avondale is decidedly eclectic, and is reflective of popular architectural trends and local historical precedents. Many styles common to Avondale, such as the Colonial and Tudor Revivals, might be found in any contemporary suburban development of the day. The Prairie School is generally associated with the Midwest. Henry John Klutho, a native of Illinois, introduced the style to Jacksonville following the great fire of 1901. Finally, the large number of Spanish and Italian influenced designs in Avondale are reflective of Florida's Boom period architecture and could easily be found in any community in the southern part of the state. The unique mix of architectural influences is another aspect of the architectural significance of Avondale.

There are discernible patterns of development within the district. Historically, development of the district proceeded from south to north and from east to west, starting with areas near the St. Johns River and the eastern boundary of the Avondale Subdivision. The blocks nearest the river, south of St. Johns Avenue, are less densely developed. They contain large, deep lots with the most massive and finest designed and constructed residences in Avondale. Beyond St. Johns Avenue, the height and mass of buildings diminishes. High-styled buildings, particularly those drawn from the Colonial Revival, Mission, and Tudor styles, predominate south of St. Johns Avenue while the Bungalow is the most common style to the north. Edgewood and Avondale avenues, more than any other streets, maintain a two-story scale and a continuity of architectural styles from north to south.

Most of the buildings in the district front on the north-south streets, with each block containing approximately ten to twenty detached buildings. East-west streets are less densely developed, with usually less than ten buildings facing them.

The Avondale Historic District, through its high percentage of historic buildings and its unusual plan, conveys a strong sense of time and place. Because of the innovative planning concepts applied by its original developers, the architectural integrity and quality of life of the neighborhood have been maintained. The district is one of the most picturesque in Jacksonville and includes the most intense concentration of high-quality, historic residences in the city.

Avondale is one of Jacksonville's first residential areas where the automobile exerted a wholesale influence on building and landscape design. Driveways, garages, carports, and porte cocheres are common, original features of most buildings and lots in the district. Garages and carports were frequently integrated into the design of houses through stylistic features and materials. Most garages are, however, located at the back of lots and clearly subordinate to the house.

A final aspect of the architectural significance of the Avondale area is the prevalence of masonry building materials. Materials commonly found in buildings there include brick, tile, stucco, and coquina concrete block. As a result, Avondale contrasts greatly with many of the older sections of Riverside, where literally hundreds of frame buildings were constructed.

D. Description of the West Avondale Historic District

SUMMARY

The West Avondale Historic District is located three miles southwest of downtown Jacksonville as part of the larger Riverside and Avondale area that developed in the late nineteenth and early twentieth centuries as one of the city's premier residential suburbs. The district encompasses approximately 300 acres and is roughly bounded by the back property lines of Dancy Street and Hollingsworth Street, Yukon Street, and St. Johns Avenue on the northwest, the Avondale Historic District on the northeast, and the St. Johns River on the southeast. The boundaries encompass a total of 1648 properties, of which 1273 are contributing and 375 are non-contributing.

SETTING

The district is essentially an extension of the adjacent Avondale Historic District, which was listed in the National Register of Historic Places in 1989. Like that district, the West Avondale district is primarily residential, although a small collection of commercial buildings exists along the 3500 and 3600 blocks of St. Johns Avenue, as well as at the intersection of Dancy Street and Park street. The most distinctive natural features in the area are the ten-acre Boone Park and Little Fishweir Creek, which meanders through the park on its course to the St. Johns River.

Due to a haphazard pattern of subdivision development and the bodies of water that define its limits, the district contains a mixture of straight, diagonal, and curved streets. Houses in most areas of the district conform to a standard setback on lots that measure between 50 and 100 feet in width. Many of the lots are raised and slope toward the streets. A variety of evergreen and flowering bushes and trees, including live oaks, pines, crepe myrtles, magnolias, and palms, provide an attractive backdrop and enhance the historic appearance of the district. The high concentration of contributing resources along the streets of the district creates an impression of unbroken historic development that links the area with the neighboring Avondale Historic district.

PRESENT PHYSICAL APPEARANCE

Historic Site

Boone Park is a ten acre open space bounded by Herschel Street on the north, Van Wert Avenue on the east, St. Johns Avenue on the south, and Little Fishweir Creek on the west. The property for the park was donated to the City of Jacksonville by William E. Boone in 1926 and has changed little since that time. It is planted with randomly placed pine and oak trees and provides a pleasant break from the otherwise uninterrupted housing and commercial developments that surround it. The area of Boone Park north of Herschel Street is more developed with a Girl Scout clubhouse, tennis courts, pro shop, and playground.

Historic Buildings

The contributing buildings of the district possess characteristics that are associated with national and statewide trends in architecture during the first half of the twentieth century. The superior building materials employed in their construction and the high level of craftsmanship that is apparent in many of the designs readily distinguishes them from the modular prefabricated buildings that dominated home construction in the post World War II era. The majority of the contributing buildings in the district exhibit elements of one or more architectural styles that were popular at the time of their construction. Architectural styles represented in the proposed district include the Craftsman style, Colonial Revival, Prairie School, Tudor Revival, Mediterranean Revival, Mission, Italian Renaissance, Minimal Traditional, Classical Revival, and Art Deco. Other buildings in the district are classified as either frame or masonry vernacular.

The most distinctive architecture in the area is found south of St. Johns Avenue where prominent local businessmen built homes on large lots with proximity to the river front. For the most part, the homes along Richmond and Hendrick Streets, Montgomery Place, Arden Place, and Shadowlawn, Greenwood, and Morningside Avenues were designed by prominent local architects and reflect definitive architectural styles that were popular at the time of their construction. Most have hollow tile or brick structural systems and are sheathed with stucco or brick veneer. The area northwest of St. Johns Avenue contains a high concentration of residences that, while more modest in scale than those to the south, exhibit a wide range of historic architectural styles. Packed tightly on narrow lots, the homes there are between one and two and one-half stories. They usually have one or more associated outbuildings that also date from the historic period. The predominant structural system in the area is wood, balloon frame, but a number were constructed of hollow tile and brick.

The small commercial area along St. Johns Avenue and at the intersection of Dancy Street and Park Street are harmonious with the surrounding residential sections. The buildings are examples of one-part commercial blocks that reflect masonry vernacular, Mediterranean Revival, Mission, and Art Deco designs. Typical of other commercial sections in the city, the area has suffered from intrusion of modern commercial architecture and the alteration of some of the historic storefronts.

All of the contributing properties in the district were constructed between 1910 and 1947. While the majority of the subdivisions that make up the area were platted in the decade between 1906 and 1915, only a few existing buildings in the district were constructed before World War I. Most of the buildings date from the Florida Land Boom period of the 1920s. The wild success of Telfair Stockton's Avondale Subdivision, which was platted in 1920 and borders the area on the northeast, drew attention to the area and sparked the first significant development in the district. Building dropped

sharply during the first half of the decade as the city weathered the darkest days of the Great Depression. Beginning in 1935, however, construction resumed, and by the end of the historic period nearly all of the building lots within the district had been developed.

Tools for Local Preservation

A. THE JACKSONVILLE HISTORIC PRESERVATION ORDINANCE

"It shall be the goal of the City of Jacksonville to identify, document, protect, and preserve its archaeological, historic, architectural, and cultural resources. Instilling public awareness of those resources shall be a part of that effort."

With that goal, the City of Jacksonville in 1990 adopted a Historic Preservation Element as part of its Comprehensive Plan. The element defines the City's role in addressing historic preservation issues and concerns. In the fall of 1990, the City enacted the Jacksonville Historic Preservation Ordinance (#90-706-486). The Jacksonville Historic Preservation Ordinance, Chapter 307 Ordinance Code, gives the City the authority to regulate physical changes to individual landmarks and to buildings and sites within historic districts. The authority of the City is derived from the traditional power and responsibility of government to restrict individual conduct or use of property and to protect the public health, safety, and welfare. This power and responsibility are essentially left to local governments and can play a significant role in protecting or preserving historic resources. The 1980 amendments to the National Historic Preservation Act of 1966 encouraged local governments to strengthen municipal legislation for the designation and protection of historic properties. Through its home-rule law, the State of Florida permits local government to exercise the powers of self government, subject to the constitution and general laws of the state. In the exercise of government to protect historic resources, the authority is generally employed in the enactment and implementation of a historic preservation ordinance, as was done in Jacksonville.

Local preservation ordinances are the most effective method of regulating changes to historic resources. It is not an arbitrary and capricious exercise of municipal authority, but a necessary action to preserve the community's cultural, archaeological, and architectural heritage and thus to maintain economic and social value.

B. JACKSONVILLE HISTORIC PRESERVATION COMMISSION

The Jacksonville Historic Preservation Ordinance established the seven-member Jacksonville Historic Preservation Commission. The Jacksonville Historic Preservation Commission is appointed by the Mayor of the City of Jacksonville with City Council approval, and is provided administrative support by the Jacksonville Planning and Development Department.

The Certificate of Appropriateness Process

A. CONSTRUCTION ACTIVITIES REQUIRING A CERTIFICATE OF APPROPRIATENESS

A property owner who wishes to physically alter the exterior of a contributing structure, or construct a building within a designated historic district must obtain a Certificate of Appropriateness (COA) before beginning work. An application and instructions are available from the Jacksonville Planning and Development Department at 128 E. Forsyth Street, The Florida Theatre Building, Suite 700.

A Certificate of Appropriateness is required for many permitted activities which change the appearance of an existing building as viewed from a public right-of-way, for new construction and for demolition or relocation of historic buildings.

Certificates of Appropriateness may be issued at two levels depending on the complexity of the proposed change. For simple projects, such as the repair of deteriorated features, a Certificate of Appropriateness can generally be issued following an administrative review by the Jacksonville Planning and Development Department staff. Staff may also issue a Certificate of Appropriateness for plans that have been certified for purposes of obtaining federal tax credits or approved by the Bureau of Historic Preservation, Florida Department of State, for purposes of using state or federal loans or grants-in-aid. Denial by staff of a Certificate of Appropriateness may be appealed to the Jacksonville Historic Preservation Commission.

More complex changes will require review by the Jacksonville Historic Preservation Commission conducted as a public hearing.

A Certificate of Appropriateness will not be required for the demolition of non-historic buildings or for ordinary maintenance or painting of historic buildings (except for the painting of unpainted masonry). Ordinary maintenance is defined as work to repair or prevent deterioration of a building. A COA is also not required for interior changes to a structure that would not be visible from a public right-of-way. At the request of the owner or at their discretion, the Jacksonville Planning and Development Department and the Jacksonville Historic Preservation Commission may also issue non-binding recommendations for certain changes not requiring a Certificate of Appropriateness. Examples of such changes might include landscaping, paint colors, and alteration and additions not visible from the public right-of-way.

Activities requiring only Planning and Development Department staff review:

1. Awning and canopy installation.

2. Deck installation at ground level which is not visible from a public right-of-way and which does not alter a historic building.

3. Door installations when replacement is compatible in design, size, and material with the original.

4. Driveway placement.

5. Exterior fabric or feature (stucco, wood siding, shingle) repair and replacement with same material, including repair of cornices using the existing materials and duplicating the original design and placement of front columns with ones matching the original in style, size and material.

6. Fencing size and placement.

7. Foundation repairs and enclosures.

8. Heating, Ventilation and Air-Conditioning (exterior placement only).

9. Masonry cleaning.

10. Patio or other slab placement.

11. Porch repair.

12. Roof repair or replacement with existing material except if existing material is incompatible (Example: roll roofing).

13. Satellite dish, skylight, solar collector placement.

14. Window repair or limited replacement with matching unit (replacement of less than 25% of existing units).

Activities requiring Jacksonville Historic Preservation Commission review;

1. Additions to historic building visible from the public right of-way.

2. Masonry re-pointing.

3. Major changes to or addition of door and window openings.

4. Demolition of all or part of historic building.

5. New construction and additions visible from a public right- of-way.

6. Porch, porte-cochere, or garage enclosure (visible from the public- right-of-way)

7. Porch replacement.

8. Relocation of historic building.

9. Roof replacement with material different from existing or change in form.

10. Storefront restoration or replacement.

11. Window replacement (more than 25%).

Activities for which Planning and Development Department Staff or Jacksonville Historic Preservation Commission may issue an advisory opinion at the owner's request or their discretion:

1. Changes to historic features not visible from the public right-of-way.

2. Landscaping or other changes to historic setting.

3. Parking lot placement and resurfacing.

4. Paint colors.

5. Placement of window air-conditioners.

6. Placement of burglar bars.

B. THE APPLICATION FOR A CERTIFICATE OF APPROPRIATENESS

In order to obtain a Certificate of Appropriateness, a property owner or his or her authorized agent, must submit a City of Jacksonville Certificate of Appropriateness Application. The Application provides a written description of proposed changes to the building. Applications are available from the Building and Zoning Inspection Division, First Floor, City Hall or the Jacksonville Planning and Development Department, Suite 700, 128 E. Forsyth Street.

The deadline to submit an application for review by the Jacksonville Historic Preservation Commission, ("commission") is fourteen days before its next scheduled meeting. Each application submitted within the proper time frame will be reviewed at the public meeting of the commission. The applicant should present a brief overview of the proposed project and allow commission members an opportunity to ask questions. The commission will then vote on the application for a Certificate of Appropriateness. If the commission approves the application, the applicant may proceed with the permitting process on the effective date of the Certificate. If the request is not approved as submitted, revision of the plans may be made at the meeting or the applicant may revise the plans and resubmit them at a subsequent meeting. If the commission denies the application, the applicant may revise and resubmit the application or appeal the denial to the City Council.

For more complex projects, the applicant may wish to submit a preliminary application for an Opinion of Appropriateness before completing more detailed plans. An Opinion of Appropriateness is a non-binding recommendation from the commission designed to review the general concept of an application and determine if it is appropriate.

C. STEPS IN OBTAINING A CERTIFICATE OF APPROPRIATENESS

For projects requiring only administrative review.

1. Property owner applies for building permit for work on building located within historic district or contact the Jacksonville Planning and Development Department before seeking a permit.

2. Planning official provides an application for a Certificate of Appropriateness.

3. Planning official and property owner confer about the proposed changes to the building and procedures for completion of the application.

4. Planning official approves or denies application for changes requiring administrative review. Owner may appeal denial to the Jacksonville Historic Preservation Commission or re-submit application with recommended changes.

For projects requiring Jacksonville Historic Preservation Commission Review the following additional steps will be required:

5. Property owner submits completed application or request for opinion of appropriateness to planning official at least fifteen days prior to Jacksonville Historic Preservation Commission meeting.

6. Notice of time and place of meeting sent in writing to applicant and sign posted on property informing public of Jacksonville Historic Preservation Commission Meeting.

7. Certificate of Appropriateness granted, granted with modifications, deferred, or denied by Jacksonville Historic Preservation Commission.

8. Property owner withdraws and resubmits application or appeals decision of Jacksonville Historic Preservation Commission to City Council Commission. Property owner can also appeal decision to the JHPC based upon a demonstrated economic hardship.

D. DOCUMENTATION

Documentation supporting the application is also required and will vary depending on the complexity of a project. **For projects requiring only staff review, a complete application will generally be limited to the following documentation:**

1. A site plan, showing location of the building, its distance from property lines, its orientation, and the names of front and side streets. A survey of the property containing the aforementioned information may be substituted for a site plan. A description and the location of any changes should be marked clearly on the plan.

2. Photographs showing the following views: the building for which changes are proposed together with adjacent buildings; all sides of the subject building visible from the public right-of-way; representative close-up views of significant features or features which will be changed, such as windows, doors, trim, entrances, and balustrades. Photographs shall be color or black and white and at least 3" x 5" in size.

3. A sample or manufacturer's description of a replacement material or feature may also be requested by staff.

For more complex projects involving major alterations, additions, new construction, demolition, and relocation the following additional documentation may be required.

4. Schematic plans with drawings showing all street elevations.

5. For applications requesting demolition and relocation, the Jacksonville Historic Preservation Commission may request documentation establishing the reason for removing a building, its significance, and/or any economic hardship caused by retaining the building at its present site.

DESIGN GUIDELINES

IV. DESIGN GUIDELINES

Design guidelines are standards that help property owners, architectural review boards, and municipal authorities ensure that physical changes respect the character of historic landmarks and districts. The authority which promulgates guidelines and regulates construction activities under them is known variously as a historic district review board or commission, or an architectural or design review board. In Jacksonville this authority is designated under city ordinance as the Jacksonville Historic Preservation Commission ("Commission").

When a historic district is being considered for designation, the City Ordinance requires the Commission develop a set of design guidelines to be used in conjunction with the United States Secretary of Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. The Commission uses the design guidelines to review all exterior changes requiring a building permit that affect the appearance and integrity of a designated building. Routine maintenance of a building does not require review. Activities subject to review by the Commission are demolition, relocation, alterations and new construction. If the permitted change is consistent with the design guidelines, the applicant will receive a Certificate of Appropriateness from the Commission and may proceed with the permitting process. An applicant can appeal any decision of the Commission to the City Council.

Some alterations may receive immediate approval and a Certificate of Appropriateness from the Planning and Development Department without a public hearing before the Commission. A listing of these alterations is found in Section 307.107 of the Jacksonville Ordinance Code. Additionally, exterior construction, reconstruction, restoration, remodeling or demolition not visible from a public right-of-way may receive immediate staff approval. A Certificate of Appropriateness will not be required for any interior alterations.

The guidelines formulated in the following chapters provide a basis for evaluating the historical and architectural correctness of proposed physical changes within the Avondale and Riverside historic districts. They are intended to be practical and cost effective. They have been formulated through public input by meeting with residents of the districts, community leaders, the staff of the Jacksonville Planning and Development Department, and the Jacksonville Historic Preservation Commission. The input was obtained primarily through participatory design workshops in each of the three National Register district neighborhoods.

A. THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

The Secretary of the Interior has adopted a set of standards for rehabilitation of historic buildings under federal programs, including the tax incentive program for rehabilitation. Property owners should consider the following areas when formulating plans for rehabilitation. Those who are contemplating the rehabilitation of a historic structure under the federal tax incentive program should consult the State Historic Preservation Office for more details concerning eligibility and federal tax credits for rehabilitation. The following standards are general principles that the Department of the Interior recommends for consideration in the planning stage of rehabilitation.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

3. Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.

7. Chemical or physical treatments, such a sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be

differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Secretary of the Interior Standard #1

A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the architectural character of the original structure.

This restaurant structure was once a gas station. The Owners of the restaurant preserved the unique Art Deco design features in the gas station and incorporated them in the new one.

Secretary of the Interior Standard #2

The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

Secretary of the Interior Standard #3

Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

Secretary of the Interior Standard #4

Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

Secretary of the Interior Standard #5

Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

Secretary of the Interior Standard #6

Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.

Secretary of the Interior Standard #7

Chemical or physical treatments, such a sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

Secretary of the Interior Standard #8

Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

Secretary of the Interior Standard #9

New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.

Secretary of the Interior Standard #10

New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

B. MAINTENANCE AND REHABILITATION OF HISTORIC BUILDINGS

Rehabilitation is a practical approach to historic preservation. It is the process of repairing or altering a historic building while retaining its historic features. It represents a compromise between remodeling, which offers no sensitivity to the historic features of a building, and restoration, which is a more accurate but costly approach to repair, replacement, and maintenance.

Under the Jacksonville Historic Preservation Ordinance, (Chapter 307, Ordinance Code) the Secretary of the Interior's Standards for Rehabilitation have been adopted as the basis for rehabilitation guidelines. There are several reasons for using the Standards. One is consistency. Rehabilitation projects in Riverside or Avondale which receive federal tax credits or federal or state funding must conform with the Standards. Time and money can be saved as a result of having consistent design guidelines.

A second reason is precedent. The Standards have been successfully used for many years and have resulted in a number of case studies. The case studies can provide background and context for property owners, Jacksonville Planning and Development Department staff, and the Jacksonville Historic Preservation Commission.

Pursuant to Chapter 307, Ordinance Code, application of these rehabilitation guidelines will be limited to exterior alterations and additions to buildings in the Riverside and Avondale historic district. The priority of the guidelines is to ensure the preservation of a building's character-defining features while accommodating an efficient contemporary use.

The guidelines suggest prioritized approaches to rehabilitation beginning with the least intrusive treatments. The approaches are as follows.

1. *Identification, retention and preservation of the form and detailing of architectural materials and features that are important in defining the historic character of the building.*

2. *Protection and maintenance of architectural materials and features.*

3. *Repair of deteriorated architectural features.*

4. *Replacement of severely damaged or missing features.*

5. *New additions to historic buildings.*

Planning is essential to successful compliance with the guidelines. The first step for a property owner contemplating a rehabilitation project is to evaluate what is significant about his or her historic building. Analyze the components of the building beginning with the roof or foundation. Historic foundations, exterior finishes, windows and doors, and roof forms should be preserved as part of the rehabilitation plan.

Stylistic or decorative features and materials are particularly important. An applicant should consult the description of the particular historic district or individual stylistic descriptions for reference or if questions arise when preparing an application.

Once the significant features of a building have been identified, their condition should be evaluated. The guidelines prescribe repair rather than replacement as the first step in approaching a rehabilitation. If repair is impossible due to severe deterioration, then replacement of the feature is appropriate. The replacement feature should match as closely as possible the original. The basis for replacing a feature should be physical evidence or documentation rather than conjecture or the availability of contemporary or salvaged material. Additions and new construction are the most complex treatments to historic buildings. They should be undertaken only after less intrusive alternatives have been considered.

ADDITIONS

Applicable Standards: 9 and 10

9. New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Additions to historic buildings are often required to make projects economically feasible, to satisfy fire and building code requirements, to house mechanical systems, and for other personal or practical reasons. They are allowed under the Secretary of the Interior's Standards and specifically addressed in Standards 9 and 10.

Additions should not significantly alter original distinguishing qualities of buildings such as the basic form, materials, fenestration, and stylistic elements. They should be clearly distinguished from original portions of building and should result in minimal damage to it. Character defining features of the historic building should not be radically changed, obscured, damaged, or destroyed in the process of adding new construction. The size and scale of the new addition should be in proportion to the historic portion of the building and clearly subordinate to it. Additions should be attached to the rear or least conspicuous side of the building. They should be constructed so that if removed in the future, the essential form and integrity of the building will be unimpaired.

A variety of new construction is permissible, providing Standards 9 and 10 are met. Stair tower additions to meet egress requirements in commercial buildings, connector infill, and greenhouse additions have all been found to meet the Standards.

Recommendations:

1. Keep new additions and adjacent new construction to a minimum, making them compatible in scale, materials, and texture with the existing building and surrounding district.

2. Design new construction to be compatible in materials, size, color, and texture with the earlier building and neighborhood.

3. Use contemporary designs compatible with the character and feeling of the building and neighborhood.

4. Protect architectural details and features that contribute to

the character of the building during the course of constructing the addition.

5. Place television antenna, satellite dishes and mechanical equipment, such as air conditioners, in an inconspicuous location, preferably a side or rear elevation where they can not be seen from the street.

Avoid:

1. Imitating an earlier style or period of architecture in additions.

2. Adding height to a building that changes its scale and character. Changes in height should not be visible when viewing the principal facades.

DOORS AND ENTRANCES

Applicable Standards 2, 3, 6, 9

2. *The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.*

3. *Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.*

6. *Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.*

9. *New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.*

Under Standard 2, doors and entrances should be preserved wherever possible. Changes to door size and configuration should be avoided. Replacement doors should either match the original or substitute new materials and designs sympathetic to the original under Standards 6 and 9. Stock doors and screen doors are inappropriate replacements. Replacement screen doors should be simple. Any ornamentation should be based on historic precedent and in keeping with the character of the door and entrance design. Aluminum, metal and jalousie doors should be avoided.

Sometimes new entrances are required for practical reasons or to satisfy code requirements. Placement of new entrances on principal facades should be avoided under Standard 2. New entrances can result in loss of historic fabric and detailing and change the rhythm of bays. Under Standard 9, new entrances should be compatible with the building and be located on party walls or side or rear walls that are not readily visible from the public right-of-way. New entrances on the main elevation or ones that alter the character of a building should be avoided. If a historic entrance can not be incorporated into a contemporary use for the building, the opening and any significant detailing should, nevertheless, be retained.

Recommendations:

1. Retain and repair historic door openings, doors, screen doors, trim, and details such as transom, side lights, pediments, frontispieces, hoods, and hardware where they

contribute to the architectural character of the building.

2. Replace missing or deteriorated doors with doors that closely match the original, or, that are of compatible contemporary design.

3. Place new entrances on secondary elevations away from the main elevation. Preserve non-functional entrances that are architecturally significant.

4. Add simple or compatibly designed wooden screen doors where appropriate.

Avoid:

1. Introducing or changing the location of doors and entrances that alter the architectural character of the building.

2. Removing significant door features that can be repaired.

3. Replacing deteriorated or missing doors with stock doors or doors of inappropriate designs or constructed of inappropriate materials.

4. Removing historic doors, transom, and side lights and replacing them with blocking.

5. Adding aluminum or other inappropriate screen doors.

EXTERIOR FABRIC - WOOD

Wood: Weatherboard, novelty (drop), shingles and other wooden siding

Applicable Standards 2, 3, 7, 9

2. *The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.*

3. *Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.*

7. *Chemical or physical treatments, such a sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.*

9. *New additions, exterior alterations or related construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.*

Horizontal wood siding is the predominant exterior finish in Riverside and an important material in Avondale. Wood siding is a character defining feature of frame vernacular buildings and many of the late nineteenth and early twentieth century styles found in the districts, such as the Queen Anne, Colonial Revival, and Craftsman Bungalow. Important characteristics of wood siding which should be considered in its repair or replacement are board size, width of exposure, length, and trim detail such as cornerboards.

Probably the greatest threat to wood siding is the application of non-historic surface coverings such as aluminum and vinyl siding, stucco, and permastone. Application of these materials violates Standards 2 and 3. Standard 2 states that the removal or alteration of any historic material or distinctive architectural feature should be avoided when possible. Application of non-historic exterior finishes results in either the removal or covering of historical materials and details. Decorative trim around doors, windows, and under roof lines is frequently removed. Detailing of the wood itself, such as beveling or beading, is also lost. Board width, length, and exposure are generally changed, thus altering the scale and appearance of the building.

Standard 3 states that historic buildings shall be recognized as products of their time and that alterations that have no historical basis shall be discouraged. Aluminum, vinyl, and permastone are clearly non-historic materials and violate this standard as well. Artificial siding also frequently damages

the fabric underneath. It can trap moisture and encourage decay and insect infestation.

Furthermore, despite manufacturer's claims, artificial siding requires maintenance. All materials have a limited life span and vinyl and aluminum are no exceptions. Within twenty years the finish of these materials will begin to deteriorate and weather, requiring painting, repair, or replacement.

In cases where artificial siding is already in place, its removal is not necessary under the guidelines. An owner may retain the material or remove it. If, however, the material is removed, it must be replaced with historically appropriate materials in accordance with Standard 9.

Abrasive cleaning or paint removal is another threat to historic wooden siding and violates Standard 7. The proper method for paint removal is cleaning, light scraping, and sanding down to the next sound layer. If more intensive paint removal is required, the gentlest means possible should be used. Appropriate methods include a heat plate for flat surfaces such as siding, window sills and doors; an electric heat gun for solid decorative elements; or chemical dip stripping for detachable wooden elements such as shutters, balusters, columns, and doors when other methods are too laborious.

Harsh abrasive methods such as rotary sanding discs, rotary wire strippers, and sandblasting should never be used to remove paint from exterior wood. Such methods leave visible circular depressions in the wood; shred the wood, or erode the soft, porous fibers of the wood, leaving a permanently pitted surface. Harsh thermal methods such as hand-held propane or butane torches should never be used because they can scorch or ignite wood.

Recommendations:

1. Retain wooden materials and features such as siding, cornices, brackets, soffits, fascia, window architrave, and doorway pediments, wherever possible. These are essential components of a building's appearance and architectural style.

2. Repair or replace, where necessary, deteriorated material that duplicates in size, shape, and texture the original as closely as possible. Consider original characteristics such as board width, length, exposure and trim detailing when selecting a replacement material.

3. Clean wood using the gentlest means possible. Repair trim and siding before applying paint. Seal holes, caulk cracks, and treat for wood fungus. Remove lose paint using commercial strippers, electric heat guns or plates, wire brushes and scrapers. Hand sand to reduce paint layer differential.

Avoid:

1. Resurfacing frame buildings with new material that is

inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, rustic shakes, and vinyl or aluminum siding.

2. Abrasive cleaning methods, rotary sanding or wire brushing, sand blasting or extreme high pressure washing (PSI of more than 100) or harsh thermal methods such as propane or butane torches.

EXTERIOR FABRIC - MASONRY

Masonry: brick, terra cotta, concrete, stucco, and mortar.

Applicable Standards 2, 3, 7, and 9

2. *The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.*

3. *Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.*

7. *Chemical or physical treatments, such a sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.*

9. *New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.*

Masonry exterior finishes and detailing are important features of Riverside and Avondale. The Riverside Historic District does not have a high percentage of masonry buildings, particularly in areas which developed before 1930. Avondale contrasts greatly with many older sections of Riverside, where mostly frame buildings were constructed. In Avondale, masonry materials, such as brick, tile, stucco, and coquina concrete block, predominate.

Masonry features, such as brick cornices or terra cotta detailing, and surface treatments, modeling, tooling, bonding patterns, joint size and color, are important to the historic character of a building. These features should be retained under Standard 2.

The cleaning of historic masonry is a special consideration addressed by the Secretary of the Interior's Standards. While masonry is the most durable historic building material, it is also the most susceptible to damage by improper maintenance or repair techniques or abrasive cleaning methods. Particularly relevant is Standard 7 which states that the surface cleaning of structures shall be undertaken with the gentlest means possible.

Sandblasting and other abrasive cleaning methods are specifically prohibited. Sandblasting not only changes the visual qualities of brick, it damages or destroys the exterior glazing. As a result, it increasing the likelihood of rapid deterioration of the brick and water damage to the interior of

the building.

Painting historic masonry is another concern when planning a rehabilitation. Owners frequently see painting as an improvement and a means of making a building appear new. The color of masonry, particularly brick, is often an important part of the character of a building. In addition to color, the bonding pattern, treatment of mortar joints, and texture are significant parts of brick buildings. Where brick and other masonry finishes were unpainted, they should generally remain so. Painting obscures detailing and alters the distinguishing original qualities of a building in violation of Standard 2. It also violates Standard 3 because it is an alteration which has no historical basis. Under some circumstances, particularly where the brick quality is poor or abrasive cleaning methods have been used, painting brick may be appropriate as a protective measure.

Recommendations:

1. Identify, retain, and preserved masonry features that are important to defining the overall historical character of the building such as walls, brackets, railings, cornices, window architrave's, door pediments, steps, and columns; and joint and unit size, tooling, and bonding patterns, coatings and color.

2. Protect and maintain masonry by providing proper drainage so that water does not stand on flat, horizontal surfaces or accumulate in curved decorative features.

3. Evaluate and treat the various causes of mortar joint deterioration such as leaking roofs or gutters, differential settlement of the building, capillary action or extreme weather exposure.

4. Evaluate the overall condition of the masonry to determine whether repairs rather than protection and maintenance are required.

Avoid:

1. Removing or substantially altering masonry features which are important in defining the overall historical character of the building so that as a result the character is diminished.

2. Replacing or rebuilding major portions of exterior walls that could be repaired and that would make the building essentially new construction.

Cleaning of Masonry

Recommendations:

1. Clean masonry only when necessary to halt deterioration or remove heavy soiling.

2. After it has been determined that cleaning is necessary, carry out masonry surface testing to determine the gentlest method possible.

3. Clean masonry surfaces with the gentlest method possible, such as water and detergents and natural bristle brushes.

Avoid:

1. Cleaning masonry to create a new appearance, and thus needlessly introducing chemicals or moisture to historic materials.

2. Cleaning without first testing to determine the effects of the method.

3. Sandblasting brick or stone surfaces using dry or wet grit or other abrasives. Such methods of cleaning permanently erode the surface of the material and accelerate deterioration.

4. Cleaning with water or liquid chemical solutions when there is a possibility of freezing temperatures. Also avoid cleaning with chemical products that will damage masonry or leaving chemicals on masonry surfaces.

5. High-pressure water cleaning that will damage historic masonry and mortar joints.

Painting of Masonry

Recommendations:

1. Inspect painted masonry to determine whether repainting is necessary.

2. Remove damaged or deteriorated paint only to the next sound layer using hand scraping prior to repainting.

3. Apply compatible paint coating following proper surface preparation.

4. Follow manufacturers' product and application instructions when repainting masonry.

5. Repaint with colors that are historically appropriate to the building and district.

6. Paint historically unpainted masonry only if it has been previously painted or as a protective measure to prevent further deterioration caused by poor quality materials or

prior abrasive cleaning.

Avoid:

1. Removing paint that is firmly adhered to and thus protecting masonry surfaces.

2. Removing paint by destructive means such as sandblasting, application of caustic solutions or high pressure water blasting.

3. Creating a new appearance by applying paint or other coatings such as stucco to masonry that has been historically unpainted or uncoated.

4. Removing paint from historically painted masonry.

5. Radically changing the type of paint or coatings or its color.

Repointing of Masonry

Recommendations:

1. Repair masonry walls and other masonry features by repointing the mortar joints where there is evidence of deterioration such as disintegrating mortar, cracks in mortar joints, loose bricks, damp walls or damaged plasterwork.

2. Remove deteriorated mortar by carefully handraking the joints to avoid damaging the masonry.

3. Duplicate original mortar in strength, composition, color and texture.

4. Duplicate old mortar joints in width and in joint profile.

Avoid:

1. Removing non-deteriorated mortar from sound joints, then repointing the entire building to achieve a uniform appearance.

2. Using electric saws and hammers rather than hand tools to remove deteriorated mortar from joints prior to repointing.

3. Repointing with mortar of high portland cement content, unless it is the content of the historic mortar. Portland cement can often create a bond that is stronger than the historic material and can cause damage as a result of the differing coefficient of expansion and the differing porosity of material and mortar.

4. Repointing with a synthetic caulking compound.

5. Using a "scrub" coating technique to repoint instead of traditional repointing methods.

Repairing of Masonry

Recommendations:

1. Repair masonry features by patching, piercing in or consolidating the masonry using recognized preservation methods. Repair may include the limited replacement in kind or with compatible substitute materials of those extensively deteriorated or missing parts of masonry features when they there are surviving prototypes.

2. Apply new or non-historic surface treatments such as water-repellent coatings to masonry only after repointing and only if masonry repairs have failed to arrest water penetration problems.

Avoid:

1. Replacing an entire masonry feature such as a cornice or balustrade when repair of the masonry and limited replacement of deteriorated parts are appropriate.

2. Using a substitute material for the replacement part that does not convey the visual appearance of the remaining parts of the masonry feature or that is physically or chemically incompatible.

3. Applying waterproof, water repellent or non-historic treatments such as stucco to masonry as a substitute for re-pointing and masonry repairs. Coatings are frequently unnecessary, expensive, and may change the appearance of historic masonry as well as accelerate its deterioration.

Replacement of Masonry

Recommendations:

1. Replace in kind an entire masonry feature that is too deteriorated to repair, if the overall form and detailing are still evident, using the physical evidence to guide the new work. Examples can include large sections of a wall, a cornice, balustrade, column or stairway. If using the same kind of material is not feasible, then a compatible substitute material may be considered.

Avoid:

1. Removing a masonry feature that is unrepairable and not replacing it, or replacing it with a new feature that does not convey the same visual appearance.

Stucco:

Recommendations:

1. Repairing stucco by removing the damaged material and patching with new stucco that duplicates the old in strength, composition, color, and texture.

Avoid:

1. Removing sound stucco or repairing it with new stucco that is stronger than the original material or does not convey the same visual appearance.

EXTERIOR FABRIC: COLOR

Paint color is the most controversial treatment associated with design review in historic districts. Property owners are particularly resentful of being told what color they may or may not paint their house. Owners seldom, however, paint their buildings colors that would offend their neighbors.

The Jacksonville Historic Preservation Ordinance does not require review of paint colors. The following advisory guidelines are offered to property owners who are interested in painting their building historically appropriate colors. Because of frequent painting, few buildings in Riverside and Avondale exhibit original colors. The best way to verify original colors is through paint analysis. Many books and articles have been published about paint colors. One of the best sources of information for buildings such as those found in Riverside and Avondale is **A Century of Color** by Roger Moss.

Recommendations:

1. Choose color appropriate to the period and style of the building. The following colors are recommended for several of the major styles of architecture found in Riverside and Avondale.

Queen Anne/Late Victorian Period/Vernacular

Body-Medium gray, dark red, dark blue, dark green, brown.
Trim-Dark gray, dark brown, olive green, dark red.
Door-Unpainted, varnished or grained.

Colonial Revival

Body-White, light yellow, tan, medium gray.
Trim-Cream, warm white, dark green.
Door-Unpainted, varnished or grained

Bungalow

Body-Often unpainted with earth tones such as stained shingles, brown or dark red.
Trim-White, light yellow, gray, light green.
Door-Unpainted, varnished.

Avoid:

1. Bright, gaudy colors or colors without historic basis.

FOUNDATIONS AND INFILL

Standards 2, 6, 9

2. *The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.*

3. *Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.*

6. *Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.*

9. *New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.*

Most historic buildings in Riverside and Avondale have raised masonry foundations, either continuous or piers. Brick is the most common material. There are also numerous examples of concrete foundations, including beveled, rock-faced, and coquina. In some instances, particularly on Bungalows, foundation elements can be an important part of the overall design of the facade. Historically, lattice, pierced brick, and continuous brick or other masonry generally constituted infill between foundation piers. These infill materials protected the underside of the house, allowed ventilation, and, in some instances, provided additional decoration.

In undertaking foundation repairs, the historic materials should be retained, repaired as needed, or replaced in-kind under Standards 2 and 6. Non-historic materials such as unpainted concrete block, plywood, and stucco should not be used to fill raised foundations. Enclosures should be limited to historically appropriate materials under Standard 3 or a compatible new design under Standard 9.

Pierced brick and lattice are examples of compatible contemporary infill. Pierced continuous brick infill, a pattern of bricks laid with air space between the end surfaces, can easily be added to a foundation, providing ventilation, continuous support to the sill plates, and a historic appearance. Lattice infill can be purchased in prefabricated panels and installed between masonry piers. Square crisscross lattice infill is also an appropriate infill material.

Recommendations:

1. Retain, repair as needed or replace historic foundations with matching materials.

2. Maintain open spaces between piers.

3. Retain, repair as needed or replace historic foundation enclosures with matching materials.

4. If foundation enclosures are missing, enclose with an appropriate materials such as lattice or pierced brick.

Avoid:

1. Removing historic foundation enclosures unless they are deteriorated and irreparable.

2. Enclosing a pier foundation with continuous infill that prevents ventilation and destroys the openness of the feature.

3. Using an infill material which is inappropriate to the style of the building.

4. Using historically inappropriate material such as concrete block, stucco, or plywood as infill.

MECHANICAL SYSTEMS: Heating, Air Conditioning, Electrical, Plumbing, Fire Protection

Applicable Standards: 5, 9, and 10

5. *Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.*

9. *New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.*

10. *New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

Upgrading or additions of mechanical systems are frequently a necessary part of rehabilitating a historic building. Careful planning should precede installation of modern heating, ventilating, and air-conditioning (HVAC) and other mechanical systems. Insensitive installation of mechanical systems can cause significant damage to historic fabric and alter the visual qualities of a building in violation of Standard 5. Installation should be accomplished in the least obtrusive manner possible and in the most inconspicuous location. Protruding, through the wall or window air-conditioning units should be avoided.

Fortunately, the historic buildings in Riverside and Avondale lend themselves to upgrading. The raised foundations and generous attic spaces of most buildings provide plenty of space for duct work and new plumbing and electrical lines. Landscaping or fencing can screen exterior mechanical systems such as heat pumps from view.

Recommendations:

1. Install necessary mechanical systems in areas and spaces that will require the least possible alteration to the structural integrity and physical appearance of the building.

2. Utilize existing mechanical systems, including plumbing and early lighting fixtures, where possible.

Avoid:

1. Unnecessarily damaging the plan, materials, and appearance of the building when installing mechanical systems.

2. Attaching exterior electrical and telephone cables to the principal elevations of the building.

3. Installing vertical runs of ducts, pipes, and cables in places where they will be a visual intrusion.

PORCHES, PORTE COCHERE, AND GARAGES

Applicable Standards: 2, 4, 5, 6, 9, 10

2. *The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.*

4. *Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.*

5. *Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.*

6. *Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.*

9. *New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.*

10. *New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

Full-facade width entrance porches are numerous and important elements of historic residences in Riverside. In Avondale and the western part of Riverside they are far less common and greatly reduced in size. Porches serve as a covered entrance to buildings and a transitional space between the interior and exterior. Particularly on vernacular residences, they are the principal location for ornamentations and detailing, such as brackets and other jig-saw woodwork, posts and columns, and balustrades. Size, style, ornateness or simplicity, sense of openness, and detailing are all impotant attributes of porches. Such features should be preserved during the course of rehabilitating a building under Standard 2.

There are a number of common problems associated with porch treatments. Owners are often tempted to enclose porches for additional year round living space. Although porch enclosures are generally not recommended, they can meet Standards 5, 9, and 10 under limited circumstances. Transparent materials, such as clear glass enclosures or screens, that are set behind balustrade and structural systems and maintain the visual openness of a porch are permitted.

Removal or encasement of significant porch features or enclosure with non-transparent materials are not acceptable treatments.

Because they are open to the elements, porches also require frequent maintenance and repair. Under Standard 6, deteriorated porch features should be repaired rather than replaced. If replacement proves necessary, replacement features and materials should approximate the originals as closely as possible. If wholesale replacement is required, the new porch should be rebuilt based on historical research and physical evidence. If a porch or individual features of it are missing and no documentation or physical evidence is available, a new porch design which is compatible with the scale, design, and materials of the remainder of the building is appropriate under Standard 9.

Extant porches which have previously been enclosed or otherwise altered are permitted under the guidelines. There is no requirement to restore an altered or missing feature. However, if enclosures or other inappropriate alterations are removed during the course of rehabilitation, they can not be replaced. Moreover, the new construction must comply with Standard 9.

Changes to a porch which are over fifty years old may have achieved significance in their own right. They may reflect changes in ownership or use, style, or improvements in the owner's economic well-being. Under Standard 4, these changes should be recognized and respected.

Porte cocheres and detached garages are visible expressions of the impact of the automobile on historic buildings in Riverside and Avondale. Much of Riverside developed prior to mass production of the automobile. As a result, porte cocheres and garages are not an integral part of the original design of buildings located there. Garages were often added as an afterthought and are frequently of insignificant design and materials. Where they are less than fifty years old or insignificant, they can be selectively removed if necessary.

In Avondale, the automobile was a conspicuous part of site and building design. Curb cuts, driveways, and garages of quality materials and integrated design are commonplace. Such features are significant to the setting and overall feeling of the buildings and should be respected during the course of rehabilitation.

Recommendations:

1. Retain porches and steps that are appropriate to a building and its subsequent development. Porches and additions reflecting later architectural styles are often important to the building's historical development and should, wherever possible, be retained.

2. Repair and replace, where necessary, deteriorated architectural features of wood, terra cotta, tile, brick and other historic materials.

3. If enclosures are undertaken, maintain the openness of porches through the use of transparent materials such as glass or screens. Place enclosures behind significant detailing so that the detailing is not obscured.

4. Retain garages and porte cocheres. If enclosures of garages and porte cocheres are undertaken, preserve significant features. Use materials similar in size, proportion, and detail to the original.

5. If additional interior space is needed or desired, place the addition at the rear of the building rather than enclosing a porch or porte cochere.

Avoid:

1. Removing or altering porches and steps that are appropriate to the building's development and style.

2. Stripping porches and steps of original material and architectural materials such as hand rails, balusters, columns, brackets, and roof decorations.

3. Enclosing porches, porte cocheres, garages, and steps in a manner that destroys their historical appearance.

4. Adding a garage, particularly with the doors facing the right-of-way, in front of or even with the front plane of the principal structure.