

**CITY OF TITUSVILLE  
HISTORIC PRESERVATION PLAN**

**BY**

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**FOR**

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**AJ17288.00**



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## I. INTRODUCTION

As part of ESI's work with the City of Titusville, a preservation plan consisting of evaluation and recommendation of ways to better preserve Titusville's historic resources in the future has been included in the scope of work. The following is offered as a plan, suggested recommendations, and guidance for the City to consider as they grow their historic preservation programming.

### Why historic preservation?

- To protect our cultural identity
- To preserve heritage – architectural legacy and developmental history
- To support our neighborhoods
- To strengthen civic pride
- To capitalize on existing assets
- To avoid loss
- To strengthen the economy
- To be sustainable
- To be good stewards

What is historic preservation?

Protection of the built environment – buildings, objects, landscapes, sites

### What is a preservation plan?

- A process that organizes preservation activities (identification, evaluation, registration, and treatment of historic properties) in a logical sequence.
- Per the National Park Service, it is rational, systematic process by which a community develops a vision, goals, and priorities for the preservation of its historic and cultural resources.
- A proactive way to provide for the preservation and protection of a community's historic resources and character.
- Provides the basis for development of a preservation program where none exists, strengthens existing preservation programs, and helps to resolve existing and future conflicts between competing land-use goals.

In summary, the purpose of a Historic Preservation Plan is to identify strategies for protecting and preserving the historic, archaeological, and cultural resources within a community. Plans should help identify what is important, what any challenges might be, and how to meet those challenges. A plan should not be a static document, but something that is evaluated over time as community needs evolve and things change.

Plans represent official policies regarding preservation efforts and serve as a guidance document for decision-making. The plans can help solidify preservation practices already in place in a community or help lay the groundwork for additions or changes to a historic preservation program. Preservation plans can be separate documents, or part of other planning frameworks already in place. In Florida, historic preservation plans can be incorporated into a community's comprehensive plan per Florida Statute 163.3177 as an optional element. If incorporated into a comprehensive plan, an automatic review of the policies in the element would be triggered through the Evaluation and Appraisal Report (EAR) process outlined in Florida Statute 163.3191.

## **Why is a preservation plan important?**

- To communicate...
  - states clearly the community's preservation goals
  - invests and informs property owners, citizens, and residents
  - assists legal defense
  - strengthens political understanding of historic preservation
- To organize...
  - educates citizens about their heritage and its value
  - creates agenda for future activities
  - referencing in grant applications
- To plan and strengthen...
  - establishes preservation as an integral part of local planning
  - resolves policy conflicts and establishes a policy hierarchy
  - leads to a historic preservation ordinance or strengthens one

## **What should go in a plan?**

- Purpose and intent, which help establish a legal basis
- Relationship between preservation and other land use/growth policies
- Obstacles and incentives
- Goals, objectives, and benchmarks for progress
- Definition and explanation of resources
- Summary of efforts
- Survey work or need for specific projects

As community leaders know all too well, the best made plans can have a habit of being relegated to a shelf. Having the plan incorporated into the City's comprehensive plan with a built-in review cycle can help avoid that situation. However, it would also be disappointing to not see progress made on the plan in between the EAR cycle because the policies are not being worked with regularly. Some suggestions for preventing that include:

- Measure progress on a regular basis
- Create an action plan or annual work plan with assignments
- Utilize a matrix or spreadsheet – break down the policies into project management
- Find low-hanging fruit and implement
- Schedule reviews and put on the calendar
- Commit to regularly scheduled public update with elected officials (even if once a year)
- Rely on institutional knowledge
- Use during annual budgeting process
- Find volunteers to assist with implementation
- Apply for grants related to plan projects
- Have clear timeframe for review and updates

In addition to being shelved or forgotten, preservation plans can fail when goals included are not actionable, realistic, or measurable. Another failure can occur when the perfect becomes the enemy of the good. Plans are made for re-evaluating and updating, so it is important to not let waiting for a perfect solution to occur. If something does not work, it can be updated. Other plans may not work when there is failure to:

- Engage the community
- Resolve policy conflicts
- Dream big and work incrementally
- Assign responsibility for action
- Periodically reevaluate
- Work the plan
- Integrate strategies with other plans

## **II. HISTORIC ABSTRACT**

Brevard County historically encompassed a vast area with boundaries that have changed many times in the past. At one time, the county included the eastern half of Polk, Highlands, Glades, and Palm Beach Counties, as well as all of present-day Martin, St. Lucie, Okeechobee, and Indian River Counties. It also included the majority of Osceola County and parts of Orange County.

The development of Titusville did not begin until after the Civil War, in 1867, when its namesake, Colonel Henry T. Titus arrived at Sand Point, an area near the sandy point of land protruding into the Indian River, today, State Road 402, Garden Street, crosses the west bank of the Indian River (Knight 2013). In 1868, Mrs. Mary Hopkins Titus, wife of Colonel Titus, purchased the property at Sand Point. During the Civil War, Col. Titus served as a blockade runner on the Indian River. After failed business ventures, Titus settled in Sand Point on land owned by his wife. He conceived the idea of founding a town in the area and established a stage line and river port in the new town. In 1873, the name of the town was changed from Sand Point to Titusville (Historic Property Associates, Weaver 1987; Schene 1976; Centennial Committee n.d.).

The Original Town of Titusville was platted in 1880, by J. Francis LeBaron, with the original boundaries being Garden Street as the northern boundary, South Street as the southern boundary, the Indian River as the eastern boundary and Desoto Street (Brevard County 1880). In 1885, the Atlantic Coast, St. Johns and Indian River Railroad began a spur line from Enterprise to Titusville. Shortly thereafter, the line was leased to the Jacksonville, Tampa and Key West Railroad which extended the track to Titusville. The railroad had an immediate impact on the economy of Titusville. It allowed for population growth and rapid entry of tourists while facilitating the shipment of products from the region, particularly fish and fruit, to the northern markets (Sanborn Map Company 1893).

While Titusville had railways since 1876, it was not until 1893 when Henry M. Flagler extended his railway south to Titusville. By 1895, he renamed his rail to the Florida East Coast Railway and completed the line to Titusville. The FEC quickly supplanted the steamboat as the principal means of transportation along the Indian River. Until completion of the Dixie Highway and America's

adoption of the automobile for long distance trips, several decades in the future, Flagler's line remained the principal means of transporting freight and passengers to and from Titusville (Graham 1978, Pettengil 1952).

Titusville suffered two severe economic setbacks during the mid-1890s. The first was the "Great Freeze" of the winter of 1894-1895. The 1894-1895 freezes effectively brought an end to the citrus industry in North Florida. A fire in December 1895 destroyed a significant portion of Titusville's central business core. The business district was concentrated between Broad and Julia on Washington Avenue. While a great personal loss to the merchants of Titusville, the fire produced improved materials and construction as the new buildings were built in brick (Centennial Committee n.d., *Bradford County Telegraph* 1954, Divine 1952).

During the 1920s, Titusville, along with communities throughout the country, entered a period of rapid growth. Several new subdivisions were platted during the development of Titusville beyond the traditional town center due to the building boom of the 1920s (Tebeau 1971). The Florida Land Boom collapsed in 1926, bringing a close to a significant period of growth for communities throughout the state, including Titusville. The onset of the Great Depression further exacerbated the economic problems. The local economy declined, and for the first time since the 1870s, the population failed to increase at a noteworthy rate.

In 1939, construction of the Banana River Air Force Base began, located about 30 miles from Titusville. From 1940 to 1947, the Banana River station supported seaplane patrol operations during World War II, a blimp squadron, which conducted search and rescue along Florida's east coast, a PBM seaplane pilot training program, and an advanced navigation school (Air Force Space Museum 2017). In 1948, Banana River was transferred to the U.S. Air Force. The quest for space exploration began in 1949 when then-President Harry Truman signed Public Law 60, establishing the Long Range Proving Ground at Cape Canaveral. Banana River Air Force Base was renamed to Patrick Air Force Base in 1950.

In 1958, the National Aeronautics and Space Administration (NASA) began operations at the cape. NASA's primary function was to launch communication, meteorological, and scientific satellites. NASA vaulted to the forefront nationally in 1961 when then President John F. Kennedy announced plans to place a man on the moon before the end of the decade (Tebeau 1971).

The 1960s consolidation of Titusville provided an additional population increase. Senator John Parrish introduced legislation to incorporate the cities of North Brevard, Indian River City, Whispering Hills and Titusville all into one city, Titusville.

On July 20, 1969, man stepped on the face of the moon. The first Space Shuttle mission, STS-1 (Space Transportation System) was launched April 12, 1981. The *Columbia* shuttle orbited the Earth thirty-six times in the 54.5-hour mission.

By the end of the 1960s, Titusville was in a prime location for the space industry. The new NASA causeway built to the south of Titusville provided direct access to the Vehicle Assembly Building (VAB) and Kennedy Space Center (KSC). The explosion of Titusville's population required a massive growth of city infrastructure. On August 28, 1963, an agreement signed by the U.S. Fish

and Wildlife Service (USFWS) and NASA protected the natural habit of Merritt Island (Fish & Wildlife Service 2017).

While rockets no longer embark from Launch Complex 14, the site's historical significance cannot be denied. On April 16, 1984, the pad at LC 14 was designated a National Historic Landmark by the National Park Service (Walters 2003).

The significance of space exploration to Titusville's growth has had a statewide impact. It allowed Brevard County to transform itself from a primarily rural economy, based on citrus growing and fishing, to the nation's launch center for lunar voyages and space shuttle flights (Faherty 2002). From 1950 to 1960, Brevard County was the fastest growing county in the country with a 371% population increase. The City of Titusville experienced an even larger increase with a growth of 376% in the same decade (*Census* 1960). This growth allowed the state of Florida to rank tenth in the country in population. By 1970, Florida was the fastest growing state and moved up to the ninth largest in the United States. From 1960-1970, Titusville's population increased from 6,000 people to 30,615 people and was primarily due to aerospace and electronics industries (Stone 1988).

“Your State Historic Preservation Officer (SHPO) is the appointed official in each of 59 states, territories and the District of Columbia who is responsible for helping to save the places that matter. Whether it is guiding citizens through the process of listing important historic resources or neighborhoods on the National Register of Historic Places, or considering the impact of large renewable energy projects on historic landscapes or archeological sites, your SHPO is your partner in preservation.” – Florida Division of Historical Resources

### III. HISTORIC PRESERVATION OVERVIEW

The historic preservation movement as we know it in the United States began in the late 19<sup>th</sup> century, with women leading the way in preservation of sites associated with George Washington's headquarters in New York and his home at Mount Vernon in Virginia. In 1889, the first statewide preservation group, the Association for the Preservation of Virginia Antiquities was established. Other significant dates in preservation include:

- **1906:** Antiquities Act
- **1916:** National Park Service established
- **1931:** First local preservation ordinance + historic district – Charleston
- **1933:** Historic American Buildings Survey (HABS) organized
- **1949:** National Trust for Historic Preservation chartered by Congress
- **1966:** National Historic Preservation Act
- **1978:** Local preservation ordinances upheld as legal

Historic preservation regulation is a hierarchy of policies implemented at the federal, state and local levels.

## A. Federal

Historic preservation and cultural resource protection is addressed at the federal level through such legislation as the National Historic Preservation Act, the Antiquities Act of 1906, the National Environmental Policy Act, the Archaeological Resources Protection Act, and Native American Graves Protection and Repatriation Act, and the Abandoned Shipwreck Act.

### a. **The National Historic Preservation Act of 1966 (NHPA)**

is the foundation federal legislation

for the modern preservation framework we know today. The NHPA created the Advisory Council on Historic Preservation, the State Historic Preservation Officers (SHPOs), the Certified Local Government Program, the Section 106 review process for federal undertakings, and Section 110 for responsibilities of federal agencies related to historic preservation.

#### **Historic Preservation Regulatory Framework**

- **Federal**
  - National Historic Preservation Act
  - National Register of Historic Places
  - National Park Service, Department of the Interior
- **State**
  - State Historic Preservation Officers
  - State Agencies
- **Local**
  - Historic preservation ordinances
  - Local registers and districts

Through the NHPA-created National Register of Historic Places process, two important criteria for determining what resources to protect were established:

- i. **Significance** – Buildings, sites and districts can be significant at the national, regional or local level. Places are significant if they are associated with events that have made a significant contribution to the broad patterns of our history, are associated with the lives of persons significant in our past, that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction, or a place that has yielded or is likely to yield information important in prehistory or history.
  - ii. **Integrity** – Integrity is the ability of a property to convey its significance. There are seven aspects of integrity: location, design, setting, materials, workmanship, feeling and association. To assess integrity, a building must have visible essential physical features that represent its significance. These features are also often called “character-defining” features that make a building or site significant.
- b. The federal government through the National Park Service has also created the **Secretary of the Interior Standards (SOIS)**, which are a set of best practices for historic preservation. The Standards are utilized throughout the United States to establish a baseline of evaluation of historic preservation projects, and form the basis for review at the state and local levels. There are four sets of SOIS: Preserving, Rehabilitating, Restoring, and Reconstructing. The most commonly utilized are the Rehabilitation standards.

### **Secretary of the Interior Standards for Rehabilitation**

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will 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 elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in a 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. State**

The Florida State Historic Preservation Office, housed in the Florida Division of Historical Resources, administers the state-level historic preservation program. And cultural resources are protected through Ch.267, Florida Statutes.

The state legislature previously recognized the necessity of planning for historic resources through in Florida Statutes regarding comprehensive plans, which specifically allowed for an optional historic and scenic preservation element setting out plans and programs for those structures or lands in the area having historical, archaeological, architectural, scenic, or similar significance. Although this section of Florida statute was repealed in 2011, the City can still adopt a historic preservation element as an optional section of their comprehensive plan.

## C. Local

- a. The best illustration of where all three layers of government interact is through the **Certified Local Government** program, which is enacted through the federal National Historic Preservation Act, as amended in 1980, and administered at the state level. A local government designated under this program shows historic preservation is an important public policy through passage of a local historic preservation ordinance, which designates a local board to oversee preservation functions in the community.
- b. **Local Preservation Ordinances** are the backbone of the historic preservation framework, where preservation regulations have the most impact and effect. Listing on the National Register of Historic Places, while important and significant for a resource, has no legal protections associated with the listing. Local historic preservation ordinances are where historic resources are protected from alteration and demolition. Ordinances vary from place to place, largely depending on state law. In Florida, a home rule state, there is flexibility in what a community may choose to include in their preservation ordinance. The ordinance establishes the parameters of what a community will regulate, and is important to keep up to date. Preservation regulation has been upheld as a valid use of a community's police power, as established in Penn Central Transportation Company v. City of New York, 438 U.S. 104 (1978).

Ordinances may include, but aren't limited to:

- Establishing districts or local landmarks
- How to establish districts/landmarks
- Creating historic resource or design review Board
- Listing Board processes and procedures
- Enumerating criteria for Board decision-making
- Explaining Board application procedures/requirements
- Setting out guidelines for design review or incorporating by reference
- Regulating signage
- Regulating archaeological resources
- Determining demolition by neglect standards and penalties
- Requiring specific information for demolition or relocation applications
- Setting economic hardship provisions
- Creating process for emergency actions

### Certified Local Governments (CLG)

A CLG makes historic preservation a policy priority by:

- Creating a preservation ordinance and enforcing it
- Establishing a review Board
- Surveying and inventorying historic properties
- Providing input on National Register nominations
- Providing for public participation
- Complying with reporting requirements to the NPS and state

Benefits to participating as a CLG include:

- Dedicated funding for historic preservation, including surveys, National Register nominations, and outreach and education
- Technical assistance through the Florida DHR
- Access to the CLG network for resource sharing and guidance

- Laying out appeals process and enforcement/penalties/injunctive relief provisions
- Explaining any tax incentives or exemptions
- Severability clauses

Preservation ordinances are a form of government regulation. So how do we balance preservation interests, and the interests of property owners, in this process? In most communities with historic districts, this is accomplished using design guidelines.

**c. Local Design Guidelines**

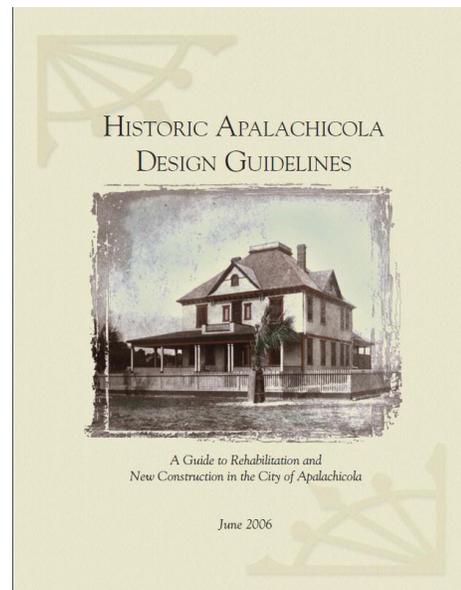
- Based on a district’s “Period of Significance” usually determined by a historic resources survey or National Register nomination
- Typically includes information on rehab and new construction
- Used in conjunction with SOIS and local Land Development Regulations
- Vary depending on what makes that district unique
- Combined with Secretary of the Interior Standards, form the basis for local review

It is important to remember that these are guidelines only and are intended to have flexibility, as no two projects are alike. What may work for one project may not work for another, based on the building, site, or project requirements. Boards and staff need to “know where the community is” on the preservation spectrum while still considering the integrity of a district.

As noted above, the preservation ordinance typically outlines a process in which a historic resource and/or design review board is delegated the authority to make decisions around projects reviewed under the SOIS, land development regulations and the design guidelines. In Florida, these boards are quasi-judicial in function, and it’s critical that Board members receive appropriate training around decision-making, Sunshine laws, ex parte communications, and ethics.

**Board Decision Making Overview:**

- Review is typically based on the SOIS, the applicable preservation ordinance sections, and design guidelines
- Legal basis for Board decision-making must be based on the above and/or whatever established decision-making criteria is enacted (substantial, competent evidence)
- Must NOT be “arbitrary or capricious”
- Applications should be approved, approved with conditions, tabled or denied
- Advisable to give written notice of Board’s decision



## D. Economic Impacts and Incentives

Historic preservation has been documented to have a significant effect not only locally, but on a regional and statewide level. In the *Economic Impacts of Historic Preservation in Florida* (2010), the University of Florida estimates that historic preservation activities in Florida have a \$6.3 billion impact annually related to job creation, income generation, increased gross state product, increased state and local tax collections, and increased in-state wealth. Preservation's impact is not limited to economics; it has also been documented that preservation has a significant impact on the quality of life, as demonstrated in another University of Florida study, *Contributions of Historic Preservation to the Quality of Life in Florida* (2006). Preservation is demonstrated to have a positive effect on community, education, economy, sustainability, and affordable housing, all indicators contributing to quality of life in Florida.

Heritage tourism can be another significant contributor to the economic base in a community. The National Trust for Historic Preservation has defined heritage tourism as traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past, and can include cultural, historic, and natural resources. Although the data is somewhat outdated at this point, in 2007, heritage tourists in Florida spent an estimated \$4.13 billion, and 46.7% of U.S. visitors to Florida reported visiting an historical site during their stay. The City of St. Petersburg's heritage tourism study, done in 2016, notes that cultural tourism travelers spend 60% more on average than those who do not participate in cultural or historical activities, and stay longer and visit more places during their trips. Four in ten travelers would add extra time to a trip to experience a historic or cultural attraction.

The Main Street program has been a tremendous economic success. Originally started in 1980 by the National Trust for Historic Preservation, a Main Street community focuses on economic development in the context of historic preservation. Specifically, Main Street works with historic downtowns because a healthy downtown builds a positive image for the community, creates job opportunities, saves tax dollars, preserves the community's historic resources, and helps to control sprawl. In Florida, the Main Street coordinating office is housed in the Division of Historical Resources, and as has had a tremendous economic impact since the program began in 1985, as outlined in the adjacent graphic.

Historic properties in historic districts routinely hold their property value better than similar properties in non-historic district locations. For a comprehensive look at historic preservation economics, Place Economics is a well-respected firm that works specifically on this issue and provides resources, and the National Trust's Preservation Green Lab has also been doing data and analytics around the economic value of buildings, particularly in their report *Older, Smaller, Better: Measuring How the Character of Buildings and Blocks Influences*



*Urban Vitality*. The Green Lab has been replicating this model of study across the country, and has included several cities in Florida in their work including Tampa, Orlando, Miami and Jacksonville. The Green Lab’s work is being consolidated at the Atlas of ReUrbanism, available at their website, and is showcased in their most recent report, *Untapped Potential: Strategies for Reuse and Revitalization*. The graphic at left incorporates findings and recommendations from the *Untapped Potential* report.

**UNTAPPED POTENTIAL**  
THE **WHY** AND **HOW** OF BUILDING REUSE

**Older buildings and neighborhoods are precious civic assets**—as essential to cities as parks, schools, or public transit. They provide architectural character, sustain diversity, contribute to dense and walkable communities, and fuel local economies. Reusing older buildings advances community resilience and curbs climate change by reducing carbon emissions and material waste. **Yet, millions of older buildings across the United States lie vacant and underused.** To fully realize their potential, cities need new tools that remove barriers to reusing older buildings and discourage demolition.

**TOP STRATEGIES TO PROMOTE BUILDING REUSE**

Cities across the country are using innovative approaches to make building reuse easier and more likely. Released in October 2017, the *Untapped Potential* report draws on a partnership between the Preservation Green Lab and Urban Land Institute designed to understand the barriers to building reuse nationally. The report outlines eight top-line approaches to make cities more reuse friendly, detailed below.

- Leverage data and mapping tools to understand reuse opportunities.** Knowing a city’s built assets is the first step to being able to target incentives, programs, and infill development.
- Eliminate, reduce, or recalibrate parking requirements.** Fewer parking requirements incentivizes investment in older buildings. Shared parking in nearby locations can also fill this need.
- Adopt a comprehensive adaptive reuse program.** Adaptive reuse ordinances bring together incentives along with flexibility in building and zoning codes, removing unnecessary barriers to reuse projects.
- Cultivate new sources of public and private capital for smaller projects or projects in weaker markets.** Leverage new and existing funds to cover gap financing, pre-development costs, and other expenses.
- Retain and strengthen existing incentives for building reuse.** Support ongoing advocacy for the federal historic tax credit and new and strengthened state historic tax credits.
- Update zoning codes to meet 21st-century needs.** Promote new uses, greater diversity of uses, accessory dwelling units, and other context-sensitive zoning changes to provide more opportunities for reuse and infill.
- Remove barriers that prevent change of use in existing buildings.** Establishing provisions within the zoning code for appropriate and compatible “sister uses” can ease the transition to new uses by reducing red tape.
- Develop a “solutions database” for overcoming building code challenges.** Daylighting creative solutions, successful projects, and paths to navigate complex redevelopment problems can be invaluable to small-scale infill and adaptive reuse projects.

Let’s work to foster more sustainable and inclusive cities by removing the barriers to building reuse. More information on the *Untapped Potential* report, as well as additional resources and studies on the contributions of existing buildings, can be found at [savingplaces.org/greenlab](http://savingplaces.org/greenlab).

Preservation Green Lab

Tax credits and exemptions for historic preservation are an economic incentive that can also have a tremendous economic impact for projects and communities. At the federal level, despite enormous pressure to eliminate it, the 20% historic preservation tax credit for historic buildings that are rehabilitated and income-producing survived the tax code revisions in 2017. The one change is that the credit must be phased over five years instead of being taken in one year, as had been allowed previously. Federal tax benefits are also associated with donation of historic preservation easements.

Because Florida does not have state income tax, there are not currently any state-level tax credits available for historic preservation. However, the state does authorize two types of local ad valorem tax exemptions for historic preservation, found in Section 196.1961 of the Florida Statutes. The first exemption allows for a 50% ad valorem reduction, updated annually, for businesses and nonprofits open to the public that are housed in historic buildings. The

second allows for a freezing of property values for up to ten years when improvements are made to rehabilitate commercial and residential properties. Both tools are important for local communities to have in their preservation toolbox, as well as promoting the federal tax credits available. There is an economy of scale to tax credits and the local rehabilitation tax exemption. The properties that will most benefit are those where the costs of rehabilitation are fairly substantial. However, that does not mean that smaller projects cannot also benefit.

#### IV. THE EVOLUTION OF HISTORIC PRESERVATION

Historic preservation is much more than saving old buildings. Modern preservation efforts are about saving the heart of communities, ensuring vibrant, special places full of character. This means looking beyond architecture to what makes historic towns and neighborhoods thrive – actively used historic buildings, healthy businesses, and community gathering spaces being paramount. As Stephanie Meeks, President of the National Trust for Historic Preservation states in her book, *The Past and Future City*, “We all have special places...places that define us and our community. Places that bring people together and relate our history. Sometimes they are grand and beautiful buildings...Just as often – maybe even more often – they are ordinary places that have become imbued with meaning by stories and memories.” This is historic preservation for today’s times: preservation beyond the building.

The challenge of balancing preservation with progress is continual. When historic buildings are allowed to deteriorate or are torn down, or when our historic street grid is eliminated, a part of our past disappears forever. When that happens, we lose history that helps us know who we are, and we lose opportunities to live and work in the kinds of interesting and attractive surroundings that older buildings provide.

There may have been a time when preservation was about saving an old building here or there, but those days are gone. Preservation is in the business of saving communities and the values they embody.

*Richard Moe, former President, National Trust for Historic Preservation*

Historic preservation is also viewed as a strategy to implement sustainability. Rehabilitating and adaptively reusing structures is seen as a way to recycle already existing infrastructure. Historic buildings were designed to adapt to their environment and because of this, are often energy efficient in their design. Tearing down existing buildings contributes to additional construction waste and energy production. Although newly constructed homes may have some increased energy efficiency, the process of demolition and new construction involves losing the embodied energy of the existing structure and utilizing new energy to demolish, haul debris, and construct anew.

Other evolutions in historic preservation include:

- A. **Mid-Century Resources** – Titusville has an opportunity as a community that expanded rapidly during the mid-20<sup>th</sup> century to survey and evaluate mid-century resources. Mid-century architecture is growing in appreciation and interest. Nearby communities like Gainesville and Jacksonville have capitalized on this interest by hosting mid-century modern home tours. The University of Florida’s Historic Preservation Program is taking leadership around documentation and survey of these resources with work in Gainesville, but also through development of a mid-century resource guide for the state.
- B. **Underrepresented Historic Sites** – Historic sites associated with African-American, Latino, LGBTQ, women, and other traditionally underrepresented groups are beginning to get the attention they have deserved. For most of the preservation movement in the United States, designations and focus have been on sites affiliated with white men. There is a growing recognition that this focus does not tell the entire story of our country or communities, and that the contribution of all individuals should be celebrated and recognized.

- C. **Underappreciated Historic Sites** – Sites that are often overlooked, such as formerly industrial sites, transportation-related sites, or other non-conventionally “pretty” sites are also beginning to gain attention as important sites in telling the story of our communities’ development and sites of important contributions by industry and innovators. These sites are also associated with the working life of many people in a community’s past. Niche tourism around these sites is also developing.
- D. **Housing Affordability** - Preservation is joining the conversation around housing affordability. Trends in re-urbanization, with more people returning to cities and urban areas, is having a disproportionate effect on housing prices in those areas. And in areas not experiencing a re-urbanization, but desirable because of other locations, such as being close to the coast in Florida, housing affordability is a real concern. Preservation advocates are working with housing advocates on ways to encourage affordable housing in historic areas.
- E. **Legacy Businesses** – Like affordability issues facing residential areas, commercial entities are also feeling financial pressures. Longtime family or community businesses are being forced to close or relocate to new areas because their lease rates, taxes, or upkeep are becoming too expensive. San Francisco is leading the way in addressing these challenges by introducing a Legacy Business program that helps to incentivize decades-old community businesses to stay open in their original locations.

Each city has its own history, its own points of reference, the places that belong to the city’s collective memory and that are vital to its identity – the intangible bond that forges a sense of belonging. It might be a particular factory, an old tram station, or one of those bygone general stores. There is nothing that flatters a neighborhood – indeed, an entire community – more than the revival of such “lost” spaces.

*Jaime Lerner,  
former mayor, Curitiba, Brazil*

F. **Disaster Preparedness/Resiliency** – Stronger hurricanes, increased extreme weather events, routine nuisance flooding, and predicted elevated sea levels are facing all coastal communities in Florida. The majority of Florida’s population lives along the coast, and communities need to be prepared. Local governments play a critical role in making sure citizens are ready, but also in making sure infrastructure is ready. Historic resources need to be a part of disaster preparation and mitigation, post-disaster planning, resiliency and floodplain management conversations.

Historic properties have different needs than newer buildings, but it is more than just making a building disaster-ready. Historic properties make up the identity and soul of a community, and are often significant contributors to the economy, whether home to businesses, part of a well-valued historic district, or drivers of heritage tourism. For some communities, historic resources are critical infrastructure that need to be addressed.

- G. **Neighborhood Conservation Districts** – These districts are areas located in neighborhoods with unique or distinct physical character. A neighborhood conservation district offers another option for districts that may not meet the threshold for a historic district, but still would benefit from a designation that helps protect their unique character.

Community input into what makes the neighborhood special is vital to developing strategies and tools to protect the neighborhood, and the efforts are most successful when initiated by the neighborhood. These conservation districts are a way to protect older neighborhoods that may not meet criteria for designation as a local historic district or are not yet eligible for districting. The Indian River City neighborhood plan and zoning in Titusville functions in some ways like a neighborhood conservation district.

## V. TITUSVILLE EXISTING CONDITIONS

The City should be commended for taking important steps to protect local historic resources. The City demonstrated their commitment to historic preservation by becoming one of Florida's most recent Certified Local Governments in 2015. The City has, in compliance with CLG requirements, adopted a historic preservation ordinance, created a Historic Preservation Board, and established a program for local historic designation of sites. Outreach programs, like the Many Faces of Preservation conference in 2017 in partnership with other organizations, are an excellent strategy for increasing awareness of historic preservation and garnering support for a preservation program.

Other important steps include having the Downtown included on the National Register, creation of a Community Redevelopment Area with an associated Master Plan, and specific planning and zoning for the Indian River City neighborhood. While these parts of Titusville are addressed through unique zoning or overlay designations requiring compliance with special regulations, other potentially historic and culturally distinctive neighborhoods built prior to the establishment of a Land Development Regulations (LDR) are not currently protected. The existing Comprehensive Plan (Plan) and LDR do not address the needs of these other non-designated, but unique neighborhoods. The survey work done as part of this scope with ESI will help the community prepare strategies for protection of these resources.

Without protection, historic resources in Titusville are at risk. Losing existing building stock can affect the social and economic sustainability of a community. Where teardowns occur, property values in a neighborhood may change to the point that the neighborhood is no longer affordable for its original residents, as the larger homes that replace the smaller structures have a higher property value, and consequently higher tax base, that may over time impact the affordability of the area. The community's character and appearance may be radically altered so that it is no longer recognizable, and non-designated but historic structures may be lost. Quality of life can be diminished when mature trees and landscaping are destroyed, larger homes affect smaller neighboring homes' access to light and sense of privacy, and neighborhood stability diminishes. Finding creative ways to rehabilitate, reuse, and adapt historic structures in Titusville, in or out of districts, designated or not, will contribute greatly to a successful preservation program. Of course, districting and designation afford a structure the most protection.

Growth is inevitable and desirable, but destruction of community character is not. The question is not whether your part of the world is going to change. The question is how.

*Ed McMahon, Urban Land Institute*

The following studies, surveys and guidelines related to historic and cultural resource protection within the Titusville have been completed or are scheduled to be completed:

- 1987 – Historic Properties Survey, Titusville, Florida by William R. Adams, Paul L. Weaver, Stephen Olausen, Marion M. Almy, Joan G. Deming, and Historic Property Associates, Inc.
- 1989 – Titusville Multiple Property Group by Vicki Welcher
- 1990 – Archaeological Assessment of Six Selected Areas in Brevard County by Judith A. Bense, John C. Phillips, and Historic Property Associates, Inc.
- 2002 – A Historical Reconnaissance Survey of the A. Max Brewer Bridge and Causeway by Susan Hochberg Daniel, Kathleen Hoffman, Amy Streelman and Janus Research
- 2009 – A Cultural Resource Assessment Survey of the Pritchard House by Thomas Penders
- 2012 – City of Titusville CRA Historic Property Survey, Brevard County, Florida by Janus Research
- 2017 – City of Titusville Survey of Historical Resources by Environmental Services, Inc.

**A. Inventory of existing National Register sites in the greater Titusville area:**

Pritchard House	The Spell House
St. Gabriel’s Episcopal Church	Judge George Robbins House
Titusville Downtown Historic District	Wager House
Windover Archaeological Site	La Grange Church and Cemetery

**B. Inventory of existing State Historic Markers in the greater Titusville area:**

Titusville Veteran’s Memorial Fishing Pier	The Pritchard House
St. Gabriel’s Episcopal Church	Oliver’s Camp
La Grange Community Church	La Grange Church – DAR Marker
La Grange Community Cemetery	Historic Brevard County Courthouse
La Grange/Mims Community Cemetery	Titusville Negro School
The Clifton Colored School	Douglas Dummett – Dummett Grove
Greater St. James Missionary Baptist Church of Mims	The Addison/Ellis Canal
Windover Archaeological Site	Haulover Canal
Hernandez Trail – DAR Marker	William Bartram Trail
Blue Star Memorial Highway	Titus House
Harry T. Moore & Harriette V. Moore Memorial Homesite	

**C. Inventory of existing locally designated sites within the City of Titusville:**

Dobson House	Brady House
Conklin House	St. Gabriel’s Episcopal Church
Judge Carlton House	The Carter House
Duren Building	The Norwood House
Hill Hotel Apartments	Hill Grocery
The Pritchard House	

#### **D. Potentially Eligible Resources within the City of Titusville:**

According to background research performed for the 2017 Survey of Historical Resources; ESI found that there are approximately 8067 parcels associated with historic resources located inside the city limits of Titusville, built between 1880 to 1968, 2293 resources were constructed from 1958 to 1962 alone. These numbers are no doubt attributed to the evolution of the Space Program in Titusville during the late 1950s though 1970s. The City of Titusville should consider applying all recommendations in the Preservation Plan to all resources within the municipal boundaries. Furthermore, the city should consider a survey project that captures information on all cultural resources to provide baseline data for future planning efforts; especially efforts pertaining to disaster preparedness, resiliency and undertakings requiring Section 106 Compliance.

### **VI. RECOMMENDATIONS AND STRATEGIES**

#### **A. Public Outreach**

Public input and awareness around the City’s preservation planning efforts is critical and is a first step in ensuring community and elected official support for preservation in Titusville. Recent engagement around the Titusville Tomorrow plan is a good step in asking the community to help determine the future of Titusville. Similar outreach efforts around historic preservation is a good step in identifying what is important and valued by the community, consistent with trends in historic preservation that are emphasizing people as the reason why we work to preserve in the first place. Regular, ongoing outreach around the City’s history and historic resources should be a part of the community’s historic preservation program.

*Who should be involved?*

- Anyone and everyone!
- There is not a monopoly on historic preservation.
- Think outside the box.
- Include business people, real estate, construction, educators, environmentalists, historic societies, archaeologists, etc.
- Engage elected officials early and often.
- And of course, your Historic Preservation Board.

#### **Ideas for public engagement:**

- Go where the people are
- Town halls or charrettes
- Email
- Social Media
- Flyers
- Surveys
- Newspaper op-eds + ads
- Presentations to civic groups, industry associations
- Focus groups
- Direct mail

The Indian River City Neighborhood Plan is a good example of a community-driven planning effort. This model could be used for other neighborhoods in the city. Efforts from those planning exercises could help the City decide what makes the most sense for those parts of the community, whether it is a historic district or conservation district designation, recommendation for specific sites for local designation, or creation of other zoning or overlay strategies.

## **B. Recommendations for the City’s Comprehensive Plan:**

- a. The Titusville Tomorrow Vision Plan being utilized for Comprehensive Plan updates is a useful tool for addressing updates to the Comprehensive Plan. The vision prioritizes the waterfront, downtown and gateways as community priorities. However, the vision does not specifically address historic preservation as a tool to help in achieving goals around those priorities. The vision also references placemaking opportunities, but does not identify opportunities to capitalize on Titusville’s history. Additionally, the vision does not discuss community resiliency. In adopting recommendations for Comprehensive Plan updates, the following recommendations can help close those gaps. The biggest strategy is to create and adopt a **Historic Preservation Element**. Sample policies are included at the end of this guidance document.
- b. Additionally, the City should consider utilizing existing policies within the **Future Land Use Element**, such as character districts and adaptive reuse policies, to further preservation goals. Specifically referencing historic or potentially historic resources in those sections will help strengthen those policies. Also amending the Future Land Use Element Historic and Recreation Resources (Objective 1.4) to separate historic and recreation resources would be of benefit. Certain policies in that section can be relocated to the Historic Preservation Element and cross-referenced, and others can be incorporated in other FLUE objectives. Recreation could be handled in a similar manner. The goal is to have preservation incorporated holistically throughout City planning, and not relegated to one section.

The City should ensure a map (database) of the designated historic sites, and any districts, are included in the Future Land Use Map series. Most importantly, the City should evaluate existing policies to determine what impacts, if any, these policies have on historic preservation goals. Examples include policies such as increased densities in the downtown mixed use-district; while increasing density is a viable solution for incentivizing revitalization, it should be balanced with preservation, particularly where a site may not be designated yet and a local historic district has not been created. Increased density may inadvertently incentivize demolition absent other protections for building reuse. The City’s Transfer of Development Rights program is a creative way to direct development and encourage redevelopment downtown, but again be mindful of how the Downtown’s status as a receiving area balances with historic preservation goals. Another example is around the use of Planned Unit Developments. Where PUD’s are utilized, criteria around including and incentivizing historic preservation should be addressed.

- c. Lastly, the City should amend **Housing Element** to include incentives for utilizing historic structures to meet housing goals and cross-reference the Historic Preservation Element.

## **C. Recommendations for the City’s Historic Preservation Ordinance:**

The City’s historic preservation ordinance is found in the City’s Land Development Regulations in Chapter 29: Special Districts and Overlays, Article VI, Section 29.

As outlined above, the local preservation ordinance is the backbone of preservation law, and where historic preservation has real teeth to protect historic structures and sites. Making sure the local preservation ordinance is strong can help provide the most protection for historic and cultural

resources. Suggestions for adding to and strengthening the Titusville Historic Preservation Ordinance:

- a. **Creation of local historic districts.** Currently the ordinance allows for designation of sites, but should allow for creation of districts. Local districting would allow for protection of more sites. Creating a local district is a form of zoning and allows local authorities the review process which may be delegated to a local planning commission, historic preservation commission, design review committee or other board or commission as appropriate. A historic district (or conservation overlay) seeks to preserve an area's character and cultural features by tailoring zoning and design restrictions based on specific concerns threatening an area.
- b. **Adopt local district Design Guidelines.** If local districts are created, local design guidelines will need to be drafted and incorporated by reference into the preservation ordinance. It is recommended to incorporate by reference, as amended from time to time, to allow for some flexibility in making changes to the guidelines if needed. A public process should still be utilized to make any changes.
- c. **Address signage requirements in historic districts.** These can be incorporated into design guidelines for a historic district, or signage criteria can be established in advance for any locally designated site. Signage requirements as outlined in the Downtown Mixed-Use district might also be appropriate. Any historic district signage guidelines should consider new limitations on local government regulations of signage after Reed v. Town of Gilbert.
- d. **City of Titusville Historic Preservation Board.** The board implements the Historic Preservation Ordinance and is supported by a full-time, staff member in the Planning Department. The Board's power, duties, appointment and terms, and organizational meetings are defined in Chapter 31 Article VI. Sec. 31-81-31-84. of the Titusville Land Development Regulations.
- e. **Allow staff approval.** The ordinance should allow for a process whereby staff can approve certain Certificates of Appropriateness. This would be especially important if districts are created. Communities utilizing a review matrix in their codes like Fort Pierce or Fernandina Beach to determine what projects can be reviewed by staff offer clarity for staff, the Board, and the public. Staff approvals encourage compliance with preservation regulations by offering an inexpensive and faster process than requiring all cases to go to the Historic Preservation Board.
- f. **Create demolition by neglect standards.** Ensuring the City has a tool for enforcing demolition by neglect is essential in protecting historic properties that are no longer being maintained. Clear criteria are required, as is a clear enforcement process. Willingness to enforce the code is paramount. According to the National Trust for Historic Preservation, Demolition by Neglect is defined as “the term used to describe a situation in which a property owner intentionally allows a historic property to suffer severe deterioration, potentially beyond the point of repair. Property owners may use this kind of long-term **neglect** to circumvent historic preservation regulations.” Unlike the current code outlining financial hardship, creating an ordinance that specifically addresses penalties for neglect will likely encourage routine maintenance for historic resources which in-turn preserves the resource versus allowing a property owner to neglect their property in order to be granted a demolition permit due to unsafe conditions. (See NTHP, Preservation Law Educational Materials for additional information)

- g. **Update or add to definitions.** Several recommendations are suggested for words in the definitions section:
- Evaluate demolition definition and standards for “any portion thereof.”
  - Redefine historic district to include National Register and local districts.
  - Evaluate definition of historic site to ensure it is comprehensive.
  - Add demolition by neglect.
- h. **Restructure variance process.** For locally designated properties or properties in a historic district, consider placing entire variance granting authority with the Historic Review Board, and eliminate the requirement to send to the Board of Adjustment and Appeals. Consolidating review authority is an easier process for staff and the Board as it allows for a holistic review of the case. For the applicant, it saves having to attend another public hearing and get an answer at one meeting. The variance can be heard first as an individual case, and if approved, followed by the Certificate of Appropriateness case. It is strongly recommended to establish specific criteria for variance review in the districts.
- i. **Establish corridor standards between potential districts and for gateways.** Because preservation is holistic, and focuses on an entire community, establishing transition areas between districts or neighborhoods can help contribute to placemaking and identity. While the corridors between neighborhoods or gateways to the City may not be historic areas themselves, design standards for wayfinding and streetscape can help contribute to the overall identity of the community. Creating such standards will improve visitor experience and form a cohesive well-presented community identity for residents. Examples of this type of initiative can be found in the San Marco Avenue Design Standards for Entry Corridors, St. Augustine, Florida and the Wayfinding Signage Plan for the Town of Hillsborough, North Carolina.
- [http://www.citystaug.com/document\\_center/Administration/17.25.0\\_San\\_MarcoAvenue\\_DrvtV5\\_MarkUp\\_ForPZB.pdf](http://www.citystaug.com/document_center/Administration/17.25.0_San_MarcoAvenue_DrvtV5_MarkUp_ForPZB.pdf)
  - <https://www.hillsboroughnc.gov/media/page-documents/churton-street-strategic-corridor-plan.pdf>
- j. **Consider creation of a Technical Manual for Historic Preservation.** Titusville could be a leader in preservation in Florida by creating a Technical Manual for Historic Preservation to match the other Technical Manuals already in existence. This would be a good outreach tool to help clarify and explain processes, include visuals, and make the overall procedures easier to understand. A good example of this type of document is the City of St. Petersburg, Florida Design Guidelines for Historic Properties or the City of Gainesville, Georgia, *Preservation Manual and Design Guidelines*. The manuals include the purpose for such a document; explains common misconceptions on historic preservation law and practices; outlines procedures; gives historical context and detailed information about individual districts (this could be for specific architectural styles); specifies design guidelines with visuals; and includes a glossary, references and resources for additional information. Titusville possesses a robust number of common Mid-Century/Ranch Style Homes that were constructed largely to support residents flocking to the area to support the Space Industry: a technical manual contextualizing these particular resources would be a great tool for not only Titusville but for other communities who need to address similarly large building stock and preservation or redevelopment initiatives.

- k. **Evaluate LDR's and relationship to historic preservation.** While not specific to the preservation ordinance, this recommendation is like the recommendation for evaluating policies in the Comprehensive Plan. How do other polices in the Land Development Regulations help or hurt historic preservation efforts?
- l. **Clarify Certificate to Dig.** Including an archaeological resource provision in a preservation ordinance is very proactive, and not common among Florida communities. Protection of archaeological resources sends a strong message of support for cultural resources. It is recommended to clarify how it is determined what the archaeological zones are, and updating the definitions section and the Certificate to Dig sections accordingly.

**D. Recommendations for the City's Historic Preservation Program:**

While the City's role is primarily regulatory, considering historic preservation as a program of the City, and not just a section of the Land Development Regulations or the Comprehensive Plan, can make a significant difference in how preservation is integrated into City operations. When preservation is considered a true program of the City, it becomes easier to evaluate all City activities with a preservation lens, whether it is a conversation about utilities, transportation, or a new commercial development.

To establish historic preservation as a program of the City of Titusville, the City may wish to consider the following ideas. Many of the suggestions below are incorporated into other Florida communities already, so Titusville would not need to reinvent the wheel. Tapping into existing resources to use as a model would help get efforts off the ground more quickly.

- a. **Continue participation as an active Certified Local Government.** Remaining a CLG is an important way to identify the City's support for historic preservation and a great network for sharing resources, answering preservation questions, and getting training.
- b. **Continue to identify grant and funding opportunities for historic preservation work.** This can include traditional historic preservation grants, but non-traditional preservation funding can also be considered, such as hazard mitigation funding available through Emergency Management that can be used to prepare historic resource mitigation surveys and guidelines.
- c. **Ensure your Historic Preservation Board is prepared.** Adopt a board policy and procedures manual to standardize the operations of your Board. Bring training opportunities to Board members, even if it is through short sessions at the beginning or end of a regularly scheduled Board meeting. Share articles and resources on historic preservation with your Board.
- d. **Incorporate preservation in all planning efforts.** Historic preservation should be integrated fully with other planning efforts, such as the Community Redevelopment Area. Any updates to the CRA Master Plan, or other specific area plans, should consider any historic resources and how they will be addressed in the plan.
- e. **Highlight outreach and education.** Again, public input and participation in historic preservation is essential in community support. This piece is often the most overlooked, and most difficult to accomplish when faced with daily workload in a government office. However, coordination with advocacy organizations like the Brevard County Historical Commission and the North Brevard Historical Society strengthens community

relationships, builds partnerships, and helps distribute work. The Many Faces of Preservation Conference hosted in 2017 is a wonderful example of a partnership outreach effort. Conferences, hands-on workshops, and lecture series are all important ways to reach people. Utilizing technology and interactive strategies, such as the Historical Sites Around Titusville story map, is another creative way to engage the public. Finding ways to engage people around land use and zoning issues is difficult, but especially important. St. Augustine's neighborhood zoning workbooks are a unique way to help engage people, and when utilized in partnership with neighborhood groups like Indian River City, could make identifying appropriate land use and zoning rules that much simpler for the City.

- f. **Reward preservation efforts.** The City could create a preservation awards program, or partner with another organization to host the awards. Postcards could be sent on an annual basis to owners of locally designated sites to thank them for their stewardship. Creativity goes a long way in this category, but the goal is to ensure that historic property owners know the City appreciates their efforts and hard work in maintaining historic resources.
- g. **Evaluate the City's role as a preservation steward.** The City should identify any historic city facilities that are in the City's care, create procedures for proper maintenance of these structures, and lead by example. Are those structures locally designated? If not, they should be. Does the City own historic facilities that could be sensitively redeveloped through a "Request for Proposal" process with preservation included in the project? Does the City have the opportunity to acquire any historic properties for city operations or to look at for revitalization opportunities?
- h. **Incorporate preservation into economic development efforts.** An initial effort for the City to take is to follow on the success of adopting the ad valorem tax exemption for rehabilitation activities, and adopt the other state-authorized preservation tax exemption found in Section 196.1961 of the Florida Statutes, for commercial and nonprofit entities. The City could also explore a partnership with the Chamber of Commerce and other potential partners and explore the Florida Main Street program designation. This program, which emphasizes economic vitality in the context of historic preservation, could be of assistance in downtown redevelopment efforts.
- i. **Capitalize on Titusville's history.** Placemaking and heritage tourism are major drivers of economic activity. Titusville has a unique opportunity to highlight its history around the railroad, citrus, and space. These unique attributes can be incorporated in community branding and vision. Winter Garden is a good example of a community that has capitalized on its citrus history, branding themselves a "A Charming Little City with a Juicy Past." History and preservation should be incorporated into community discussions around place-based strategies and placemaking.
- j. **Inquire within community of specific preservation themes.** To stay current with preservation trends, but also learn more from the community, the City could establish programs and outreach around mid-century resources, space history, underrepresented history and disaster preparation and mitigation. The City could partner with Brevard County and their oral history program to ask participants from Titusville to talk about these themes. Lessons learned can be incorporated into future planning efforts, and shared with the larger community to highlight community history.
- k. **Consider a Preservation Trust Fund.** The City could adopt an ordinance allowing for creation of a Historic Preservation Trust Fund. This Fund would authorize money (at a rate or percentage determined by the City) collected from Certificate of Appropriateness

applications and Code Enforcement citations in the historic districts to be diverted into the fund for purposes of providing preservation education and outreach, and the opportunity to provide small grant programs to historic property owners.

1. **Community Preparedness.** The City should evaluate all planning activities related to disaster preparation, mitigation, and post-disaster strategies. Historic preservation should be a part of that discussion. The City can help owners of historic properties with resource sharing around disaster mitigation and post-disaster strategies. Historic properties have special considerations to be mindful of in the event of flooding, hurricanes, and sea-level rise. The City should further help the community be prepared by participating in the County's Local Mitigation Strategy updates, being familiar with any Post-Disaster Redevelopment Plan policies, and finding a way to work with Emergency Management on incorporating historic resources into those programs.

## **VII. SAMPLE HISTORIC PRESERVATION ELEMENT COMPREHENSIVE PLAN LANGUAGE**

**GOAL:** THE CITY SHALL ENSURE PRESERVATION AND PROTECTION OF HISTORIC AND CULTURAL RESOURCES WITHIN TITUSVILLE AND INCREASE THE PUBLIC'S AWARENESS OF THESE RESOURCES.

### **OBJECTIVE 1.01**

#### **Historic Resources**

The City shall continue to promote the preservation of resources through commitment to conduct historic, cultural and archaeological resource surveys and the continued development of ordinances, guidelines, and databases.

#### Policy 1.01.01

The City shall encourage the protection, preservation and conservation of districts, sites, landmarks and/or structures within the City that are included on the National Register of Historic Places, are a locally designated historic resource or site, or are in a locally designated historic district, to ensure their protection from demolition, deterioration, reconstruction or alteration.

#### Policy 1.01.02

The City shall maintain an inventory of structures, sites and districts eligible or potentially eligible for listing on the National Register of Historic Places. Where identified, the City shall contact owners of historic resources and properties eligible or potentially eligible for listing on the National Register to encourage nomination of such properties to the National Register and to the City's local designation process.

#### Policy 1.01.03

The City shall implement a process for local historic district and/or conservation district designation and evaluate areas potentially eligible for future local historic or conservation district designation.

Policy 1.01.04

The City will continue to evaluate the need for updated historic, cultural and archaeological resource surveys identifying these resources within Titusville.

Policy 1.01.05

The City shall conduct a survey of all City-owned and managed historic properties including lands, buildings, and features to compile an inventory of historic resources under City supervision.

Policy 1.01.06

The City shall continue implementation of the historic preservation ordinance and continually monitor the ordinance for needed modifications to best protect historic, cultural and archaeological resources within the City. The City will continue through its historic preservation ordinance to ensure projects affecting historic properties, districts or sites within the City follow the Secretary of the Interior's Standards.

Policy 1.01.07

The City shall initiate amendments to the Land Development Regulations to remove any provisions that discourage the reuse and rehabilitation of historic properties.

Policy 1.01.08

The City shall continue delegating authority to the Historic Preservation Board for decisions affecting the historic, cultural and archaeological resources of the City. The historic preservation ordinance shall continue to grant powers to the appropriate review board which may include, but are not limited to:

- a. Promulgating rules governing its operation in carrying out its responsibilities;
- b. Making recommendations to the City Council for historic property designation, historic district designation or conservation district designation;
- c. Working on design guidelines specific to designated historic or neighborhood conservation districts;
- d. Making recommendations to the Planning and Zoning Commission and City Council regarding updates or changes to those guidelines;
- e. Working on the historic preservation ordinance and making recommendations to the Planning and Zoning Commission and City Council regarding the ordinance;
- f. Reviewing proposed physical alterations of designated properties or districts;
- g. Issuing certificates of appropriateness for proposed physical alterations deemed by the appropriate review board to comply with the Secretary of the Interior's Standards for Rehabilitation or any adopted design standards that are based on the Secretary's Standards;
- h. Notifying the board of variances for locally designated properties, properties within historic districts, neighborhood conservation districts, or the Community Redevelopment Area; and
- i. Conducting public outreach and educational opportunities regarding historic preservation and cultural resource protection.

Policy 1.01.09

The City will establish local Design Guidelines for any local historic districts, and monitor the necessity of updates and revisions to the Design Guidelines, or the creation of new Guidelines as needed.

Policy 1.01.10

The City shall maintain updated information on historic properties, cultural resources and archaeological sites in the City's GIS mapping system.

Policy 1.01.11

The City shall ensure administrative processes and fees encourage and incentivize the reuse and rehabilitation of historic resources.

**OBJECTIVE 1.02**

**Archaeological Resources**

The City shall consider efforts to identify, preserve, and protect archaeological resources within Titusville.

Policy 1.02.01

The City shall consider initiating a survey project to identify and model areas of potential archaeological and paleontological significance within Titusville and update the preservation ordinance accordingly.

Policy 1.02.02

The City shall continue to implement land development regulations addressing archaeological protection.

Policy 1.02.03

The City shall be responsible for ensuring that any proposed development projects will not adversely impact a significant archaeological site, and shall seek assistance from a professional archaeologist or consulting firm in assessing the potential impacts of development projects.

Policy 1.02.04

The City shall provide training for City employees regarding archaeological resources, areas of archaeological significance with the City, and procedures for addressing identified resources.

**OBJECTIVE 1.03**

**Programs and Policies**

The City shall continue to develop programs and policies to protect and preserve the City's historic, cultural and archaeological resources.

Policy 1.03.01

The City shall explore strategies for preservation of historic resources and properties, including, but not limited to:

- a. Incentives for maintenance, restoration and rehabilitation, and stabilization of historic, cultural or archaeological resources;
- b. Incentives for productive and adaptive reuse of historic structures;
- c. Incentives for private ownership and responsible stewardship of these resources;
- d. Opportunities for acquisition and/or conservation by governmental entities, private interests, or non-profit organizations; and
- e. Establishment of historic, archaeological, or neighborhood conservation districts.
- f. Consider participation in the Florida Main Street program when viable.

#### Policy 1.03.02

The City will foster inter-departmental cooperation regarding historic preservation and ensure coordination and training among City employees regarding preservation efforts.

#### Policy 1.03.03

The Building Official shall coordinate with appropriate review boards on updates to the Florida Building Code, or other applicable building codes, that may impact historic structures.

#### Policy 1.03.04

City Code Enforcement staff shall be trained on an as needed basis to identify and cite historic properties that are subject to demolition by neglect. Code Enforcement will continue to work with the Planning Department on inspections involving designated historic sites or sites within the historic districts. The applicable review boards shall work together regarding Code cases of demolition by neglect for locally designated properties or properties within the historic districts.

#### Policy 1.03.05

Planning studies conducted by the City, including but not limited to studies on neighborhoods, housing, transportation, drainage, storm-water, utilities or disaster planning shall identify the presence of historic resources and the impact of any proposals on these resources.

#### Policy 1.03.06

Any project sponsored by or under the authority of the City, either financially or administratively, which involves a site modification, rehabilitation of historic buildings, or construction of new buildings within a designated historic district or changes to a locally designated historic structure shall adhere to appropriate historic preservation standards for such activity, shall be subject to review by the Historic Preservation Board, and shall seek the assistance of design and build professionals specializing in historic preservation in the completion of the work.

#### Policy 1.03.07

The City shall continue the use of historic buildings for governmental purposes and shall consider the acquisition of historic buildings for adaptive reuse for municipal purpose when additional space is required. Any building fifty (50) or more years old considered for surplus by the City shall be submitted prior to sale for review by the Historic Preservation

Board. Any such building determined to have historic or architectural significance, if considered surplus, shall be sold or otherwise conveyed by the City with protective covenants to ensure its preservation and proper rehabilitation.

Policy 1.03.08

The City shall consider the adoption of a Historic Preservation Trust Fund to help facilitate education, outreach, and incentive programs.

Policy 1.03.09

The City shall pursue strategies and incentives for property owners that will lead to the preservation, as opposed to the demolition, of locally designated buildings or buildings located in local historic districts, including but not limited to, utilizing the Historic Preservation Trust Fund to provide financial and educational opportunities for historic property owners.

Policy 1.03.10

The City recognizes the importance of structures constructed in the last fifty years, and encourages efforts to survey and protect significant examples of these structures as illustrative of the community's recent heritage.

Policy 1.03.11

The City shall continue to implement ad valorem tax exemptions for historic properties as authorized by Florida Statutes, shall consider including adoption of the second exemption available in Florida Statute 196.1961.

Policy 1.03.12

The City shall continue to monitor and seek support from state and federal programs related to historic preservation, and shall pursue grant funding where feasible to complete projects in the City related to historic, cultural and archaeological resource protection.

Policy 1.03.13

The City shall promote historic, cultural and archaeological resource protection as an economic tool in the revitalization of the City and its neighborhoods, and support heritage tourism opportunities as a form of economic development. The City shall support the efforts of other local organizations to further heritage tourism opportunities.

Policy 1.03.14

The City shall maintain active Certified Local Government status and ensure all Certified Local Government requirements are met as defined by the State Historic Preservation Officer.

Policy 1.03.15

The City shall encourage public-private partnerships in restoring and revitalizing the City's historic districts and historic non-designated neighborhoods.

Policy 1.03.16

The City shall encourage retention and relocation of essential public services, such as a post office, library and other government functions, in the historic downtown district, and encourage reuse of historic buildings for these functions where feasible.

**OBJECTIVE 1.04**

**Historic Structures**

The City shall actively encourage maintenance and preservation of historic structures.

Policy 1.04.01

The City's historic preservation ordinance shall include a demolition by neglect provision, and the City shall regularly evaluate such provision to ensure that it is effectively preventing or reducing demolition by neglect of locally designated properties or properties in a historic district.

Policy 1.04.02

The City shall conduct, at a minimum, annual windshield surveys of locally designated historic sites and National Register and local historic district properties in conjunction with Code Enforcement staff to monitor and maintain properties for any risk due to demolition by neglect.

Policy 1.04.03

The City shall evaluate incentives and identify partners that may allow the City and its partners to assist historic property owners with maintenance and preservation of their properties.

Policy 1.04.04

The City shall utilize a portion of the dedicated funds from a Historic Preservation Trust Fund to provide for small grants to locally designated historic structure or historic district property owners to assist in maintenance and preservation efforts.

**OBJECTIVE 1.05**

**Mitigation and Post-Disaster Strategies**

The City shall establish programs and policies regarding pre-disaster mitigation and post-disaster strategies for historic and cultural resources within Titusville.

Policy 1.05.01

The City shall ensure that historic, cultural and archeological resource protection is addressed in any mitigation and post-disaster redevelopment planning efforts within the City.

Policy 1.05.02

The City shall ensure that procedures for emergency actions regarding historic, cultural or archaeological resources following a disaster are included in any post-disaster redevelopment planning efforts within the City.

Policy 1.05.03

The City shall create procedures for obtaining a Certificate of Appropriateness related to work around a post-disaster event and include in the preservation ordinance.

Policy 1.05.04

The City shall consider coordination with Brevard County regarding Local Mitigation Strategy planning and post-disaster redevelopment planning and ensure the Brevard County Post-Disaster Redevelopment Plan incorporates historic, cultural and archaeological resource protection within the City.

Policy 1.05.05

The City shall provide information to property owners regarding disaster and resiliency planning and protection of historic resources.

Policy 1.05.06

The City shall promote mitigation strategies for historic resources to increase safety and reduce property owner risk, and support incentive-based mitigation measures for historic structures or sites to improve community resilience.

**OBJECTIVE 1.06**

**Design and Planning**

The City shall encourage compatible design and planning within and surrounding existing historic districts.

Policy 1.06.01

The City shall ensure that new and infill development adjacent to the Downtown historic district respects and complements the patterns, character, and scale of the historic district. In the event future districts are created, the City shall also ensure the same for those districts.

Policy 1.06.02

The City shall evaluate the neighborhoods adjacent to the Downtown historic district, and evaluate strategies for revitalization of existing structures in these neighborhoods in a manner that is consistent with their original development and compatible with the adjacent historic district.

Policy 1.06.03

The City shall utilize urban design and streetscape plans when seeking to revitalize neighborhoods, particularly for historic districts, to accomplish the goals of preservation and sustainable development and to maintain the character of the neighborhood and quality of life.

Policy 1.06.04

Street, sidewalk, utility and other improvements undertaken by the City in designated historic districts shall be consistent, where practical, with the historic character of those districts.

Policy 1.06.05

The City shall encourage placement of underground utilities in historic areas to protect the aesthetic character of the historic resources. If significant archaeological resources are present, the resources should be documented by an archaeologist and the impact of the utilities shall be mitigated per archaeological standards.

Policy 1.06.06

The City shall strive to improve and develop parks and create pedestrian and bicycle pathways in designated historic districts.

**OBJECTIVE 1.07**

**Community Awareness**

The City shall seek to increase community awareness of historic, cultural and archaeological resource preservation.

Policy 1.07.01

The City shall promote historic preservation throughout the community by providing educational opportunities regarding historic, cultural and archaeological resources, including but not limited to, workshops, publications and media outreach.

Policy 1.07.02

The City shall provide for the interpretation of City-owned historic resources, including but not limited to, media outreach, interpretive kiosks or plaques, and staff outreach.

Policy 1.07.03

The City shall support and encourage local projects involving education of children regarding historic, cultural and archaeological resources.

Policy 1.07.04

The City shall support local projects involving walking or bicycling through historic areas.

Policy 1.07.05

The City shall implement a local preservation awards program to officially recognize excellence in local historic preservation activities, or partner with a local preservation or cultural organization to host an awards program.

Policy 1.07.06

The City shall, with the cooperation of property owners, encourage community and cultural events to take place in the historic districts, historic neighborhoods and other areas to enhance awareness and appreciation of the cultural heritage in the City.

Policy 1.07.07

The City shall cooperate with local preservation organizations in identifying existing and potential local historic preservation issues and in addressing solutions to those issues. The City shall also cooperate with local preservation organizations in identifying opportunities for partnering to advance community awareness of historic, cultural, and archaeological resource preservation in the community.

Policy 1.07.08

The City shall when feasible bring training opportunities to Titusville regarding historic preservation for interested City employees, Board members, historic property owners, and members of the public.

**OBJECTIVE 1.08**

**Non-Designated Resources**

The City shall encourage protection and revitalization of non-designated historic structures and neighborhoods within Titusville.

Policy 1.08.01

The City shall encourage protection, preservation, and revitalization of historic non-designated structures and neighborhoods.

Policy 1.08.02

The City shall utilize historic resource surveys to identify non-designated historic structures and neighborhoods within the City, and shall evaluate strategies for encouraging revitalization of these structures and neighborhoods in a manner that is consistent with their original development, including but not limited to local designation of sites or creation of historic or neighborhood conservation districts.

Policy 1.08.03

The City shall review the existing Land Development Regulations for requirements that would prevent a potentially historic but non-designated structure or neighborhood from retaining the overall scale, massing, height, area, setbacks, and other elements that contribute to that neighborhood's character.

Policy 1.08.04

The City shall review and make specific recommendations to the City Council regarding changes or modifications to the Land Development Regulations that will assist in protecting the character of these historic non-designated structures and neighborhoods.

Policy 1.08.05

The City shall involve residents of neighborhoods in any planning processes related to potential Land Development Regulations changes affecting their neighborhoods.

Policy 1.08.06

The City will identify areas of concentration of resources which appear to qualify as historic districts or neighborhoods worthy of protection due to historic or cultural development characteristics and evaluate designation of such neighborhoods as historic districts or neighborhood conservation districts. If areas are identified, land development regulations shall be established to preserve and protect these areas from the encroachment of incompatible land uses.

Policy 1.08.07

The City shall involve the community and residents of the identified neighborhoods in planning processes related to identification of their neighborhoods as eligible to be a historic or neighborhood conservation district. The City Council shall use a public hearing process to establish any proposed historic district or neighborhood conservation district.

Policy 1.08.08

The City shall consider implementing incentives, including but not limited to, tax exemptions, grants, expedited permitting, or reduced fees, for property owners to rehabilitate existing structures within these non-designated historic neighborhoods.

Policy 1.08.09

The City shall consider the use of City [funded] tax increment financing or other taxing mechanisms as a method to promote the revitalization of non-designated historic neighborhoods.

**OBJECTIVE 1.09**

**Sustainable Development**

The City shall encourage historic preservation as a form of sustainable development, and recognize the interconnection between historic preservation and sustainable construction strategies.

Policy 1.09.01

The City shall encourage historic preservation as a sustainable building practice that encourages reuse of existing resources and helps reduce energy consumed and waste created as part of the demolition and building process.

Policy 1.09.02

The City shall review the Land Development Regulations for policies that encourage teardowns of existing structures and make recommendations to the City Council regarding changes or alterations to the Land Development Regulations that will assist in prevention of teardowns and retention of existing structures, including identifying incentives such as tax exemptions, expedited permitting, or reduced fees, to promote reuse of existing structures.

Policy 1.09.03

The City shall remain apprised of emerging technologies regarding sustainability, particularly regarding energy efficiency, and evaluate the need for changes or alterations to local design guidelines to accommodate use of these technologies on historic structures in a manner still in keeping with the Secretary of the Interior Standards for Rehabilitation.

**OBJECTIVE 1.10**

**Intergovernmental Coordination**

The City shall seek to increase intergovernmental coordination regarding historic, cultural and archaeological resource preservation.

Policy 1.10.01

The City shall coordinate with Brevard County regarding historic, cultural and archaeological resources within City limits, and shall coordinate with Brevard County should the potential arise for County activities to impact these resources.

Policy 1.10.02

The City shall continue to coordinate with the Brevard County Property Appraiser regarding notification that certain properties within the City are locally designated or within the boundaries of a historic district and regarding implementation of ad valorem tax exemptions for historic properties.

Policy 1.10.03

The City shall coordinate with the Brevard County School Board to designate eligible school buildings under the local ordinance or the National Register. The City shall assist the school board in identifying the buildings appearing to qualify as historic landmarks.

Policy 1.10.04

The City shall coordinate with the State Historic Preservation Officer, the State Division of Historic Resources, and the Florida State Parks System regarding historic, cultural and archaeological resources in the City.

Policy 1.10.05

Where possible, the City shall coordinate with state agencies whose activities may impact historic, cultural and archaeological resources in the area, including but not limited to the Department of Transportation, the Department of Environmental Protection, the Department of Emergency Management, and the St. Johns River Water Management District.

Policy 1.10.06

Where possible, the City shall coordinate with federal agencies whose activities may impact historic, cultural and archaeological resources in the area, including but not limited to the National Park Service, the United States Army Corps of Engineers, the General Services Administration, and the Federal Emergency Management Agency.

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