

**CITY OF MARATHON  
MASTER PLAN**

**BY**

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**FOR**

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# Marathon Historic Preservation Plan Guidance

## INTRODUCTION

As part of ESI's work with the City of Marathon, a preservation plan consisting of evaluation and recommendation of ways to better preserve Marathon'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. Historic photos courtesy of the State Library and Archives of Florida.



### 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, potential challenges or threats, 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

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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



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- 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

## HISTORY

Marathon was first mentioned on Spanish navigation charts in the 1500s, as *Cayo de Bacas*, thought to be named for the plentiful manatees or sea cows in the area. Today, *Cayo de Bacas* is known as Key Vaca. Fontanenda's seventeenth-century account of South Florida, mention at least three sixteenth-century native towns in the Keys, including Matacombe in the Upper Keys, and Cuchiyaga and Guarungumbe in the Lower Keys (Goggin and Sommer 1949:24; Wheeler 2000:8). Native groups in the Keys, during the Contact period, were generally organized into groups and each group occupied a different island (Milanich 1995:61). During different portions of the Contact period, the inhabitants seem to have been alternately allied with the Calusa of southwestern Florida and the Tequesta of southeastern Florida (Milanich 1994:227). They eventually became loyal to the Spanish and sometimes worked with and befriended Cuban fishermen who were active throughout the Keys during the Contact period (Hammond 1973).

After Florida became a territory in 1821, several American settlers came to the Key West area to salvage shipwrecks. Initially, the main commerce of Key Vaca was salvaging. In 1822, two of Florida's Keys' first developers moved into the area, Joshua Appleby, a wrecking captain, and Captain John Fiveash. These two men established a settlement on the western end of Key Vaca, called Port Monroe, and advertised the great harbor and tremendous farming capacity of the area. Four families settled there, growing fruits and vegetables. Salvage remained the dominant economy of Key Vaca until the 1830s when Appleby had been convicted of wrongdoing. In 1837, Appleby became lighthouse keeper at Sand Key, where he was killed in the 1846 hurricane (Viele 1996).

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In the mid-nineteenth century, there was a Bahamian community in Key Vaca, under Jacob Houseman of Indian Key. They grew vegetables, but horticulturist Henry Perrine tried to get them to grow sea island cotton and mulberries for silk production (Ambrosino 2002).

Monroe County was established in 1823, soon after Florida was acquired from Spain and became a US Territory, and included the entire Florida peninsula south of Lake Okeechobee (Logan 2012). Over time, other counties were formed within the original Monroe County boundary including Dade, Broward, Collier, Lee, Hendry, and parts of Charlotte, Glades and Palm Beach (Monroe County 1999). Five years after Monroe County was established, Key West was incorporated and became the county seat (History nd).

The period between the end of the Civil War in 1865 and the start of the survey work for the Overseas Railroad in 1904, saw a steady influx of immigrants from the Bahamas and the rapid rise of pineapple cultivation in the Upper Keys. By 1870, the population of the Keys outside of Key West stood at 300, which can be primarily attributed to the Bahamian immigration and every major Key in the lower Keys was occupied (Viele 1996:81).

On December 8, 1903, George Adderly, a Bahamian, bought 32.35 acres of land on Key Vaca in the area now known as Crane Hammock. George was born in New Providence, Bahama, in 1870 and arrived in the Keys in 1890. After becoming a citizen and marrying his wife Olivia, they constructed a “tabby” house sometime during 1904 to 1906, 30’ x 21’ wide with a thatch roof. The house was divided into four rooms, two bedrooms and two common rooms for eating and holding church services, as George was an Episcopal lay preacher until a church was constructed. George’s primary occupation was as a boatman engaged in sponging (“The Adderley Town Black Historical Site”).

In 1904, Henry Morrison Flagler, president and founder of the Florida East Coast (FEC) Railway and former Standard Oil Company executive, gave his go-ahead for construction of his last major business venture: the construction of the Key West Extension of the FEC.

In January 1906, the first of the laborers started to pour into Key Vaca. These men were the forefront of the FEC. Flagler had constructed the railway down much of the east coast of Florida. The Extension would connect Homestead with Key West, 156 miles away, and ultimately, connect with freight and passenger ferries to and from Cuba. Critics would call the extension “Flagler’s Folly,” but after its completion in 1912, it was hailed as the “Eight Wonder of the World.”

Key Vaca was a logical choice for the railway and the placement of the town of construction workers. Key Vaca, at the time, was a large land mass with more than five miles of elevated ground and only a few areas that needed fill. The western end of the island was large enough to build a town that could house the men, a station, and service area with a dock accessing Florida Bay to the north. Most of the housing on the Keys was restricted to temporary tents, but in Camp No. 10, in the center of Key Vaca, the construction dormitories, a mess hall, and other more permanent building was started in November of 1907. From the inception of the railway, there had been a plan to develop camp No. 10 into a major station and rail yard. Camp No. 10 soon grew from a camp into a small town (Gallagher 1999:29).

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To achieve his vision, Flagler hired 10,000 laborers to build the 120-mile extension from Homestead to Key West. The project was initiated in 1905 and ended in 1912. Although trains would be running by 1912, construction would continue after that time as Flagler's engineers continued to complete and improve bridges and roadbeds (Gallagher 1999: 1-2).

In October 1906, a hurricane killed over 130 railroad workers, severely damaging the new railroad beds and construction equipment, and ruined the pineapple plantations of the Upper Keys. The pineapple growers never recovered from this storm, and by 1915, pineapples were no longer being produced in the Keys. This demise also caused a decline in the population from about 600 in 1900 to about 450 in 1910 (Viele 1996:100).

In October of 1908, the name "Marathon" first appears on an FEC railroad timetable. By December of 1908, the word Marathon appears regularly in company literature. There are at least three speculations as to where the name "Marathon" originated. The most popular version of the story is that the railroad workers named the town after the long push to complete the track in record time (Gallagher 1999:30, Viele 1991:73). Another story indicates that some railroad surveyors who had been students from Cornell University named the area in fond memory of a favorite recreation spot – Marathon, New York (Viele, 1991:73). The last story is that one of the railway executives invited the popular American playwright, Witter Bynner, on a trip to the Keys to help plot stations for the railroad. When in Key Vaca, Bynner proposed the name Marathon from a passage by Byron: "The mountains look on Marathon – and Marathon looks on the sea" (Gallagher 1999:31).

Around 1908, Adderley negotiated with the FEC Railroad to keep a stop on Vaca Key if Adderley would give part of his land for the station stop and railroad bed, thus keeping the town along the path of civilization. The station was a small wooden platform, and once a week, the Adderley Town residents could hang a flag signaling the train to stop for passengers ("The Adderly Town Black Historical Site" n.d.).

In 1917, the idea for a roadway across the Florida Keys slowly evolved when Monroe County initiated a \$100,000 bond issue to construct roads and trails on Key Largo and Big Pine Key. During this time, a bridge between Key West and Stock Island was also proposed (Wilkinson n.d.). Interest in Keys real estate increased, and the citizens of Monroe County voted in favor of a \$400,000 bond to construct seventeen miles of roadway and bridges from Stock Island northward in 1920. This bond was followed two years later by a \$300,000 bond to connect Key Largo to the mainland (Snead 1929:3). By this time, the Florida Land Boom reached the Keys and construction of a vehicular highway paralleled the rail line. In 1924, a \$2.65 million bond was passed to construct a six-mile bridge. In 1928, the first Overseas Highway, which included a combination of roadways and ferries, opened to automobile traffic. This highway was a total of 128.5 miles, known today as Old US 1, and was constructed from Miami in Dade County to Key West in Monroe County (Snead 1929:3).

The end of the railway came in 1935 when a hurricane hit the Keys. The devastating storm hit the Florida Keys on Labor Day killing over 400 people; many were the World War I veterans housed in tents and temporary barracks working on extending a highway to Key West and 160 were permanent residents of the Keys (Hopkins 1986:51, Viele 1996:134). A special relief train traveled from Homestead to rescue the workers, but it was tragically thrown from its tracks near Islamorada.

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Businesses and homes were destroyed, as well as Flagler's railroad. Tracks and cars were ruined, wiping out forty miles of track, but the bridges remained (Viele 1991:73).

Fortunately, Marathon fared well during the hurricane, with only two fatalities and moderate property damage (FERA Conditions Report 1935). Following the storm, the FEC declared bankruptcy in 1932, and the railroad extension was abandoned (Wilkinson n.d.:23). Eventually, the tracks laid by Flagler would be retrofitted in the new construction of a highway for automobiles during the 1930s (Hopkins 1986: 51). The population of the Keys outside of Key West had reached almost 900 before the Labor Day Hurricane, but the population dropped sharply as hundreds abandoned their homes after the storm. The population of the outer Keys would not return to pre-hurricane levels until the 1940s (Viele 1996:134). In 1936, the Monroe County Toll Bridge Commission purchased the FEC right-of-way for \$640,000.

After the war, Marathon was developed into several subdivisions in the 1950s. Development began with the state government encouraging landowners to subdivide property in the Lower Keys with no rigid controls on growth. The State of Florida sold "bay bottom" land that could be dredged or filled as the owner pleased. Canals were dredged to provide property owners with access to open water. Among the firms involved in these development projects was the Atlantic Dredging Company, a partnership of several Marathon residents (Janus June 2002:25). Shelter Key was developed from a 90-acre mangrove swamp into the 285-acre Key Colony Beach community, incorporated in 1957. Duck Key was developed as a luxury subdivision in the early 1950s (Henry 2003).

The area now known as Sombrero was initially called Boot Key. Chet Tingler, one of the partners in Atlantic Dredging, bought the eastern end of Boot Key around 1948 and began to develop the property he called Tingler Island, by clearing and filling the mangrove wetlands. An aerial photo of Boot Key published in a Miami newspaper on June 17, 1952, shows what is now Sombrero Beach Road under construction. After the road was completed in 1953, Tingler built the first house in the area. Also, in 1953, developer Stanley Switlik purchased Atlantic Dredging and most of its real estate holdings, including Sombrero Beach, later named Wanda Switlik Beach. Switlik planned the Waloriss subdivision, named for members of his family (Wanda, Lottie, Richard, Irene and Stanley Switlik). Marathon High School was built on Sombrero Beach Road in 1957, and the first five houses in the Waloriss subdivision were in place by 1958 (Gallagher 2002).

In 1960, Hurricane Donna destroyed homes and businesses, but the inhabitants were quick to rebuild (Viele 1991:73). Today, Marathon is densely populated and a well-known tourist destination, The Overseas Lounge and Liquor Store, formerly the Overseas Lodge, and the Stuffed Pig Restaurant, once known as the "North Pole," continue to serve tourists and the community in a commercial capacity (Janus 2002:28).

According to the 2000 US Census, Marathon's population is 10,255 (US Department of Commerce, 2002). The 2010 US Census did see a population decrease, to 8,297, but Marathon still maintains its status as a well-known tourist destination (US Department of Commerce 2010).

## 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.

### 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.

The **National Historic Preservation Act of 1966** (NHPA) is the most foundational 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:

- **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,



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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.

- **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.

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.

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## 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.

“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

## Local

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, and administered at the state level. A local government designated under this program illustrates 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.



**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

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- 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
- 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.

### 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.

### 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

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### 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

### Economic Impacts and Incentives

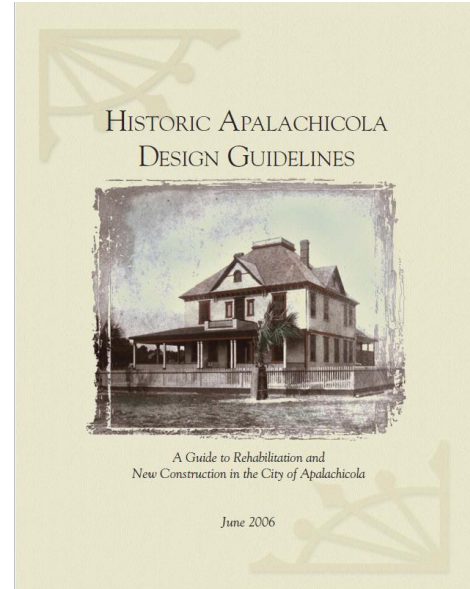
Historic preservation has been documented to have a significant effect not only locally, but on a regional and statewide level. In the *Economic Impacts of Historic Preservation in Florida* (2010), the University of Florida estimates that historic preservation activities in Florida have a \$6.3 billion 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 build 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 has had a tremendous economic impact since the program began in 1985, as outlined in the adjacent graphic. Identifying Marathon as a candidate for the Main Street program may appear problematic due to the community’s ‘Main Street’ (U.S. HWY 1/Overseas Hwy.) being the primary arterial road through the Florida Keys. However, the Main Street four-point approach may still be utilized as a tool in comprehensive revitalization efforts of the city’s historic commercial core.

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.

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.

**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).



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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 Florida Statutes 196.1961 and 196.1997-1998. 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.

### The Evolution of Historic Preservation

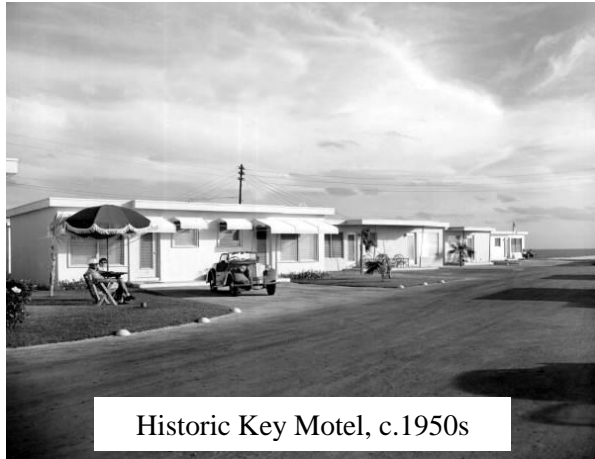
Historic preservation is much more than saving old buildings. Modern preservation efforts are about saving the heart of communities, ensuring vibrant, special places full of character. This means looking beyond architecture to what makes historic towns and neighborhoods thrive – actively used historic 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.

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*

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.

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 but are not limited to Mid-Century Resources, Underrepresented Historic Sites, Underappreciated Historic Sites, Disaster Preparedness/Resiliency, Neighborhood Conservation Districts, Housing Affordability, and Legacy Businesses.

## Marathon Historic Preservation Plan Guidance



Historic Key Motel, c.1950s

Mid-Century Resources – Marathon has an opportunity as a community that expanded rapidly during the mid-20th century to survey and evaluate mid-century resources. Mid-century architecture is growing in appreciation and interest. Communities in Florida 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. Communities like Miami's Biscayne Boulevard MiMo Historic District highlight and protect the Boulevard's mid-century tourist culture, and Miracle

Mile in Tuscon, AZ is another example of a National Register of Historic Places mid-century commercial strip recognized by their community. Even where historic buildings do not remain, this history of Marathon's as a mid-century tourist getaway should be incorporated into planning efforts.



Mrs. Clark, c. 1952



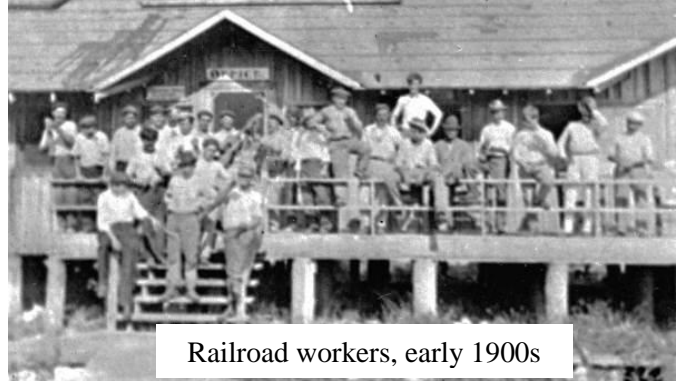
Fishing, c.1953



## Marathon Historic Preservation Plan Guidance

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. In Marathon, workers lives associated with the railroad would be a good example of stories to tell that have been historically lost to time, as would that of Bahamian immigrants. 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.

Underappreciated Historic Sites – Sites that are often overlooked, such as formerly industrial sites, transportation-related sites, trailer and mobile home parks, 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.



Railroad workers, early 1900s

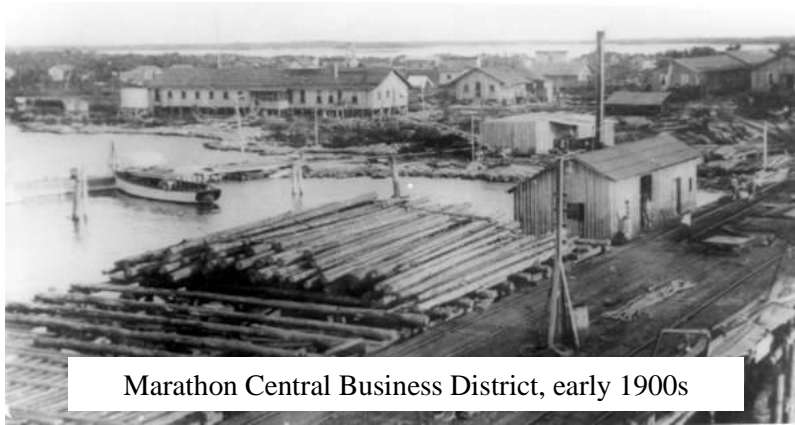


Construction worker's home, early 1900s

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, like 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.



## Marathon Historic Preservation Plan Guidance



Marathon Central Business District, early 1900s

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.

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.



Marathon hurricane damage, c.1909

Neighborhood Conservation Districts – These districts are areas located in neighborhoods with unique or distinct physical character and traditionally function as a zoning overlay, similar to a historic district. 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 that contributes to the overall community’s 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. Districts may have a review body, or they may not. Separate design guidelines may be created, or standards can be adopted right into a zoning code. Community input and participation will drive what format works best for a conservation district. Nashville, Annapolis, and other cities are good models for neighborhood conservation districts, and the National Trust for Historic Preservation has many

## Marathon Historic Preservation Plan Guidance

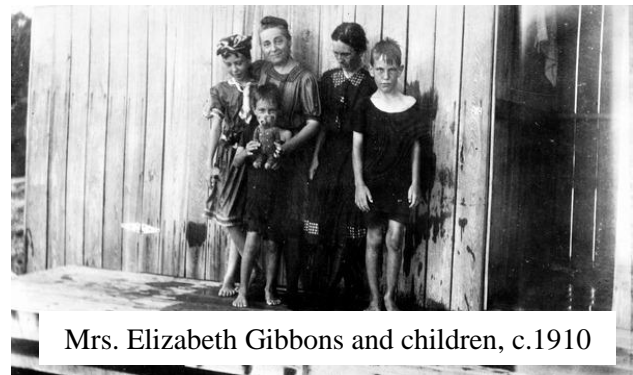
resources on this method as well. These neighborhood conservation districts are a way to protect older neighborhoods that may not meet criteria for designation as a local historic district or are not yet eligible for districting.

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*

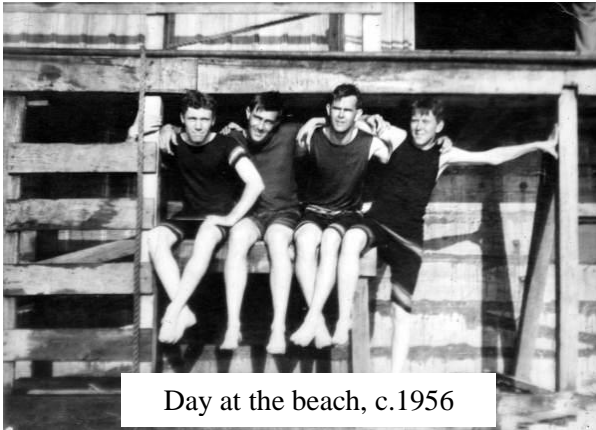
### Marathon Existing Conditions

The City has undertaken or been a part of multiple planning efforts that address, at least in part, Marathon's community character and history. The 2004 City of Marathon Master Plan has a helpful overview of Marathon's history since the arrival of the Florida East Coast Railway in the early 1900s. Discussion in the Plan also relates to the community's history of recreation and sports fishing, emphasizing that tourism and travel has generally relied upon families and older visitors (in comparison to other destinations in the Keys). Heritage tourism is well-suited to family-friendly and older visitor tourism destinations, so Marathon has a significant opportunity to emphasize history in future planning and tourism efforts.



Mrs. Elizabeth Gibbons and children, c.1910

The Master Plan also makes recommendations for distinct sub-districts, which could easily be re-addressed and updated in conjunction with this preservation master plan. The sub-districts are an excellent starting point for how to enhance the community's character and uniqueness, and contribute to a larger sense of place. Where historic resources are surveyed and identified relative to those sub-districts, the districts could then incorporate guidelines, wayfinding, and other overall design plans focusing on elements of those historic resources. Depending on the concentration of historic resources, the sub-districts could also be evaluated for historic districts, or alternatively, as neighborhood conservation districts.



Day at the beach, c.1956

Marathon is also included in the Florida Keys Scenic Highway Interpretive Plan, another option to capitalize on Marathon's position in the "heart" of the Keys. By choosing to emphasize its' history, Marathon can stand out as a destination along the Scenic Highway. Scenic highways are an excellent tool to emphasize sense of place, and continuing to actively participate in this program is beneficial. As Marathon expands their historic preservation program, information can be updated accordingly with the Scenic Highway program.

The City's 2012 Sustainability and Climate Plan raises critical issues of concern facing Marathon and the Florida Keys. Historic preservation and cultural resources planning should be a part of that discussion moving forward. The Sustainability Plan recommends updating Comprehensive Plan Objective 4-1.10 to include identification and prioritization of historic, cultural, or archaeological features that are vulnerable to sea level rise, but not much else in the plan touches upon how cultural and historic resources should be considered in planning for climate change and sea level rise. Opportunities in this area are addressed later in this report.

Without protection, historic resources in Marathon 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

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*



Swimmers, c.1910

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 Marathon, 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.

## Marathon Historic Preservation Plan Guidance

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

- 1980 – An Archaeological Survey of the MKJ Development, 319, T65S, R34E, Grassy Key, Monroe County, Florida by Marsha A. Chance
- 1987 – Archaeological, Historical and Architectural Survey of the Middle Keys by David Allerton, Robert S Carr, Ivan Rodriguez and Archaeological & Historical Conservancy, Inc.
- 1991 – Archaeological and Historical Survey of Crane Hammock, Marathon, Monroe County by Robert S. Carr, Jane S. Day, Patricia Fay and Florida Keys Land and Sea Trust
- 1994 – A Preliminary Resource Inventory of Curry Hammock, Monroe County Florida by Christine L. Newman and Brent R. Weisman
- 2000 – Project “San Fernando 1733” February 2000 Survey by Robert Weller and Crossed Anchors Salvage
- 2001 – Frogsott’s Salvage Team. Survey #3 May 15-31, 2001 by Robert Weller and Crossed Anchors Salvage
- 2001 – An Archaeological and Historical Survey of the Proposed Marathon Key Tower Location in Monroe County, Florida by Cynthia L. Sims and EPAC Environmental Services
- 2001 – Marathon Site Telecommunications Facility 13860 Overseas Highway, Marathon, Monroe County, FL by Erika Babineaux and Sounds of Service Radio
- 2001 – Addendum to the Section 106 Review of the Proposed Construction of the Sounds of Service Radio Inc. Grassy Key Site Telecommunications Facility: 59001 Overseas Highway, Marathon, Monroe County, Florida by Erika Babineaux and Sounds of Service Radio, Inc.
- 2001 – An Archaeological Survey of the 1100 Kennedy Drive Parcel, Crawl Key, Monroe County, Florida by John G. Beriault and Achaaeological and Historical Conservancy
- 2002 – An Archaeological and Historical Survey of the Proposed Marathon Airport Tower Location in Monroe County, Florida by Meghan Ambrosino, Paul L. Jones and EPAC Environmental Services, Inc.
- 2002 – An Archaeological and Historical Assessment of the Venice Waterway Parcel, Monroe County, Florida by John G. Beriault, Robert S. Carr, and Alison Elgart-Berry and the Florida Keys Aqueduct Authority
- 2002 – A Cultural Resource Assessment Survey of US1/SR5 Corridor Turn Lanes and Intersection Improvements on Grassy Key, County: Monroe by Janus Research
- 2002 – A Cultural Resource Assessment Survey of US1/SR5 Corridor Turn Lanes and Intersection Improvements on Little Duck Key, Knight Key/Marathon, Long Key, and the City of Layton, County: Monroe by Janus Research
- 2002 – A Cultural Resource Assessment Survey of Sombrero Beach Road from Avenida Primiceria to Sombrero Boulevard, Monroe County, Florida by Janus Research
- 2003 – Historic Architectural Survey of Unincorporated Areas of Monroe County, Florida by Geoffrey B. Henry and GAI Consultants
- 2012 – Desktop Analysis and Reconnaissance Survey of the SR5/US1/Overseas Highway from Mile Marker 59.90 to Mile Marker 72.35, Monroe County, Florida by Kathleen Hoffman, Amy Strellman and Janus Research

## **Marathon Historic Preservation Plan Guidance**

- 2014 – Cultural Resources Desktop Analysis and Field Review of the Knight’s Key Underpass Improvements, Local Agency Program Project in Monroe County, Florida (428061-1) by Barbara Culhane and Janus Research
- 2015 – A Cultural Resource Assessment of the Grassy Key Parcel, Marathon, Monroe County, Florida by Robert S. Carr and JJ Goldasich and Associates, Inc.
- 2016 – Monroe County Cultural Resource Assessment Update, Certified Local Government Grant #F1503 by John G. Beriault, Robert S. Carr, Jane S. Day, Timothy A. Harrington and AHC Technical Report #11114
- 2018 – City of Marathon Historic Resources Survey by Environmental Services, Inc.

### **Existing National Register sites:**

George Adderley House

### **Existing State Historic Markers:**

Stained Glass Windows of St. Columbia Episcopal Church

### **Existing locally designated sites:**

No known locally designated sites at the time of this report.

### **Potential National Register or Local Districts or Multiple Property Listing**

According to data gathered from the Monroe County Property Appraiser and the City of Marathon Planning Staff, ESI confirmed 2,283 parcels associated with a resource at least 40 years old. Working within the 50-year eligibility criteria, approximately 1,250 properties were identified as potentially eligible and the bulk of these resources are associated with five geographical areas on the Island of which four are residential areas and one commercial. Respectively, the residential areas comprise about 560 resources and are known as Little Venice, Harbor Isle, Key Colony and North Marathon Shores. The commercial area being parcels concentrated on either side of Overseas Highway (US 1). Based on a windshield survey performed by ESI Historic Resources Staff, it appears that all four areas have retained density, integrity of resources and is historically significant in the area of community planning and development, and could be considered potentially eligible for listing as districts. Furthermore, an assessment and evaluation of Little Venice supports this theory and subsequently recommended for designation as a Local and National Register District.

Although the current survey efforts produced only one recommendation, all 1,250 resources should be carefully considered with respect to rehabilitation and redevelopment undertakings, either by public or private entities. Furthermore, a phased survey of all resources is also recommended in order to capture data on cultural resources for future undertakings.

## RECOMMENDATIONS AND STRATEGIES

### 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 Marathon. Efforts around historic preservation are 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.

Sharing information from this historic resource survey and master plan with the community is a good opportunity to engage citizens, businesses, property owners, and community leaders around historic preservation in Marathon. Initial outreach could help the City decide what makes the most sense for parts of the community, whether it makes sense to pursue historic district or neighborhood conservation district designation, recommendation for specific sites for local designation, or creation of other zoning or overlay strategies.

#### **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

### Recommendations for the City's Comprehensive Plan

The Marathon Master Plan could be utilized in relation to Comprehensive Plan updates for historic and cultural preservation. The vision prioritizes districts to help enhance community character and sense of place, and does suggest specific work around historic properties and resources in certain districts. However, the vision does not specifically address historic preservation as an overall tool to help in achieving community character goals in Marathon. In adopting recommendations for Comprehensive Plan updates, the following recommendations can help close that gap. The goal is to have preservation incorporated holistically throughout City planning documents, and not relegated to one section or plan.

The biggest strategy is to create and adopt a **Historic Preservation Element**. Sample policies are included at the end of this guidance document. As another option, the City could consider creating a Community Character Element that focuses more on the general character and quality of life in Marathon and *includes* protection of historic and cultural resources. Policies from the suggested text included in this study could also be incorporated into such an element. Hillsborough County has a Livable Communities Comprehensive Plan Element, as an example. While such elements

## Marathon Historic Preservation Plan Guidance

are not yet common in Florida, statutory flexibility in Chapter 163 would allow for adoption of a creative element outside of a traditional historic preservation element.

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. Objective 1-1.1 regarding Community Character is a natural location in which to add language addressing historic resources, as is Objective 1-1.2 related to US 1. The City could consider amending the Code with specific future land uses that connect to the Maritime and Industrial Maritime zoning districts as another way protect community character long-term without specifically creating historic or neighborhood conservation districts.

The City should ensure a map of designated historic sites, and any historic or neighborhood conservation districts, are included in the Future Land Use Map series. Most importantly, the City should evaluate existing policies to determine what impacts, if any, policies have on historic preservation goals. Examples include policies such as increased densities or incentives for revitalization; while increasing density is a viable tool for revitalization, especially in a city like Marathon with limited land options, 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



Fishing, c.1960

Transfer of Development Rights and Transfer of Building Rights programs are a creative way to direct development and encourage redevelopment, but again the City should be mindful of how receiving areas are balanced with historic preservation goals.

Lastly, the City should amend the **Housing Element** to include incentives for utilizing historic structures to meet housing goals and cross-reference a Historic Preservation Element. Since affordable housing is a major consideration in Marathon, finding ways to connect the goals of affordable housing with incentives for historic preservation might be an

opportunity to accomplish a win-win for both programs.

### 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 106, Article 5, and archaeological resources are addressed in Chapter 106, Article 7.

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. Marathon staff's memo recommending updates to the historic preservation ordinance consists of valid recommendations to take into account in updating the City's process and

## Marathon Historic Preservation Plan Guidance

procedures relative to historic preservation, some of which are addressed below. Suggestions for adding to and strengthening the Marathon Historic Preservation Ordinance and/or Land Development Regulations include:

- **Update the entire ordinance.** Currently the ordinance has an unclear process for handling historic resources, depending on whether a resource is mapped or not mapped. There is not a clear provision for triggering review of non-mapped sites and how that is determined. Reliance on the Florida Administrative Code for review is an option, but uncommon. As noted above, the majority of communities rely on a review under the Secretary of the Interior Standards, local design guidelines established by the community, and Land Development Regulations. The standards for protection as outlined in Section 106.42 do not include any review criteria, explain who is responsible for review, or provide an appeal process. The language “encouraged” and “where possible” do not provide teeth for the City to protect historic and cultural resources. Many communities in Florida have excellent preservation ordinances to serve as models for Marathon. The SHPO’s Certified Local Government program is a good resource for inquiring about other successful community ordinances, as is the Florida Trust for Historic Preservation. The following suggestions would follow as items to include in an updated ordinance.
- **Create a program for individual landmarks, historic districts and/or neighborhood conservation districts.** Creation of a program for individually landmarking properties, and allowing for creation of historic and/or neighborhood conservation districts would allow for protection of more sites and community character. It may be an incremental change to the ordinance over time that would help introduce preservation to the community, such as beginning with the individual landmarking of sites and moving towards creation of districts as determined by a historic resource survey. Neighborhood conservation districts also allow for a method of preserving community character and sense of place without the same parameters as historic districts. Neighborhood conservation district creation does not necessarily have to be included in the historic preservation ordinance, but that would depend on the style and method of conservation district. The ordinance would need to clearly spell out how structures are landmarked, and how historic districts are created. Ensuring a fair process is critical to perception of a historic preservation program. During a recent windshield survey performed by Environmental Services Inc. (ESI), historic preservation experts identified the potential for three historic residential districts and one commercial corridor as well as other themed MPS.
- **Create a Historic Preservation Board.** If Marathon moves in the direction of individually landmarking sites or creating historic districts, the City will need to ensure a reviewing body is created to address applications, and Certificates of Approval. There are different options for how to structure the Board, but most communities build into the Board requirements that at a minimum, individuals sit on the board who have experience in architecture, history, preservation, design, construction, or engineering. Conservation districts do not necessarily need a reviewing body, if the language is adopted directly into Land Development Regulations as zoning requirements, or certain conservation districts may have a reviewing body, which could be the Historic Preservation Board.



## Marathon Historic Preservation Plan Guidance

- **Adopt local Design Guidelines.** If buildings are landmarked or 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.
- **Allow staff approval.** The ordinance should allow for a process whereby staff can approve certain Certificates of Approval for landmarked buildings and buildings in districts. 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.
- **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.
- **Update or add to definitions.** Several recommendations are suggested for words in the definitions section. Include the following words and definitions: contributing historic resource, demolition, demolition by neglect, non-contributing historic resource, and partial demolition. It is also recommended to consolidate historic resource and historic structure. The current historic structure definition would suffice.
- **Restructure variance process.** For locally designated properties or properties in a historic district, consider placing entire variance granting authority with the Historic Preservation Board, and eliminate the requirement to send to the Planning Commission. 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 Approval case. It is strongly recommended to establish specific criteria for variance review in the districts.
- **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. Marathon has a unique challenge in that the main spine of the community is US 1 and shared by all parts of the city. Suggestions as outlined in the Master Plan to help create unique districts along the corridor should be followed.
- **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. Pedestrian oriented signage and characteristically defined features such as vernacular materials and themed fonts should be encouraged in place of generic plastic box signage. Any historic district signage guidelines should consider new limitations on local government regulations of signage after Reed v. Town of Gilbert.
- **Evaluate all 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 policies in the Land Development

## Marathon Historic Preservation Plan Guidance

Regulations help or hurt historic preservation efforts? As one example, policies related to water-dependent and water-related uses could be included outside just the wetlands section of code, and included in the Maritime and Industrial Maritime zoning district sections. Such strategies can be integrated as a method to further contribute to preservation of the historic and cultural way of life in Marathon without relying on traditional preservation tools like historic districts. Designated Waterfronts Florida programs are good resources for evaluating communities that have prioritized their working waterfront nature, including commercial and recreational fishing. Other code sections to monitor for how they interact with preservation would be any sections that incentivize redevelopment, Transfer of Development or Building Rights, etc.

- **Clarify archaeological ordinance.** 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 areas of significance are, what exactly triggers review, and establishing a Certificate to Dig process with clear criteria to fully implement the ordinance. The Florida Public Archaeology Network is a great resource to partner with to access information on other communities in Florida that have programs in place. Consider including the archaeological provisions within a section of the overall historic preservation ordinance so historic and cultural resources are addressed in one location in the Land Development Regulations.
- **Pursue Certified Local Government Status.** The City already has a historic preservation ordinance, and through work on the ordinance to create landmarks, districts, and a review board, the City could pursue Certified Local Government Status with the SHPO. Benefits would include access to an established preservation network in Florida and access to grant programs.

### 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 Marathon, the City may wish to consider the following ideas. Many of the suggestions below are incorporated into other Florida communities already, so Marathon 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.

- **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. The Federal Historic Tax Credit (HTC) encourages private investment in the rehabilitation of historic buildings (\$131.8 billion since its inception). According to current data the 2017 Tax Reform – Legislation preserved the 20% historic Tax Credit, but

changed it so that it is spread over five years at 4 percent per year. The tax credit applies only to certified historic structures listed individually on the National Register of Historic Places (NRHP) or as contributing to a NR district. The tax credit is available for any income producing property, including residential rental projects.

- **Upon creation of a Historic Preservation Board, 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.
- **Incorporate preservation in all planning efforts.** Historic preservation should be integrated fully with other planning efforts. Any updates to the Master Plan, or other specific area plans, should consider any historic resources and how they will be addressed in the plan.
- **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 organizations like the Historic Florida Keys Foundation, Crane Point Museum, and the Middle Keys Community Land Trust strengthens community relationships, builds partnerships, garners support for preservation, and helps distribute work. Conferences, hands-on workshops, and lecture series are all important ways to reach people. Utilizing technology and interactive strategies 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 an example of a way to help engage people, and when utilized in partnership with existing neighborhood groups or organizations, could make identifying appropriate land use and zoning rules that much simpler for the City.
- **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 historic 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.
- **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 RFP 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?
- **Incorporate preservation into economic development efforts.** As historic structures are identified and meet the parameters outlined in the Florida Statutes, the City can explore adoption of the two allowable ad valorem exemptions for historic properties. 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 Marathon redevelopment efforts.

## Marathon Historic Preservation Plan Guidance

- **Capitalize on Marathon’s history.** Placemaking and heritage tourism are major drivers of economic activity. Marathon has a unique opportunity to highlight its history around the railroad, mid-century tourism, and sport fishing. 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 in particular, branding themselves a “A Charming Little City with a Juicy Past.” Numerous other Flagler communities have incorporated their railroad history into their community stories. History and preservation should be incorporated into community discussions around place-based strategies and placemaking.
- **Ask the community about 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, fishing history, underrepresented history, and disaster preparation and mitigation. The City could partner with other local organizations like the Crane Point Museum or the Historic Florida Keys Foundation to ask participants from Marathon to talk about these themes. Lessons learned can be incorporated into future planning efforts, and shared with the larger community to highlight community history.
- **Consider a 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 applications related to landmarks or districts or archaeology approvals and Code Enforcement citations in any designated 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.

## Addressing Resiliency: Climate Change, Sea Level Rise, Floodplain Management and Disaster Preparedness



Marathon and the Keys are ground zero for impacts relative to climate change, sea level rise, floodplain management, and hurricanes. Historic preservation cannot be left out of the conversation in these community and planning discussions. A community could prepare a separate cultural resource mitigation plan, suggested by FEMA Manual 386-6: *Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning*. To date, only Annapolis, Maryland has tackled the methodology outlined in FEMA 386-6, and it has been a multi-year effort, though successful. For small communities, however, it is more likely that working within an existing framework is more practical. Utilizing the University of Florida's *Protecting Florida's History from Hazards: A Guide to Integrating Cultural Resources into Disaster Planning* manual can serve as a reference in including preservation in disaster management and preservation

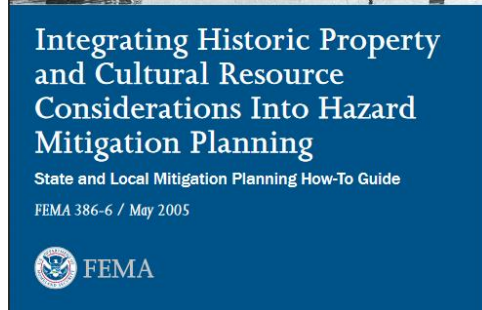
planning processes. And as with general community planning, historic preservation should be incorporated into all existing planning processes wherever possible.

Two critical first steps in sea level rise planning are:

- Establishing a planning threshold for an estimated level of rise in an estimated time frame. Having community and leadership consensus around what level of rise to expect by a certain year helps make decisions around specific mitigation projects for historic and cultural properties.
- Identifying vulnerabilities + priority properties. Florida Public Archaeology Network can help identify Florida Master Site Files at risk of sea level rise at varied rates of sea level. This information can help the City prioritize resources for mitigation and/or adaptation.

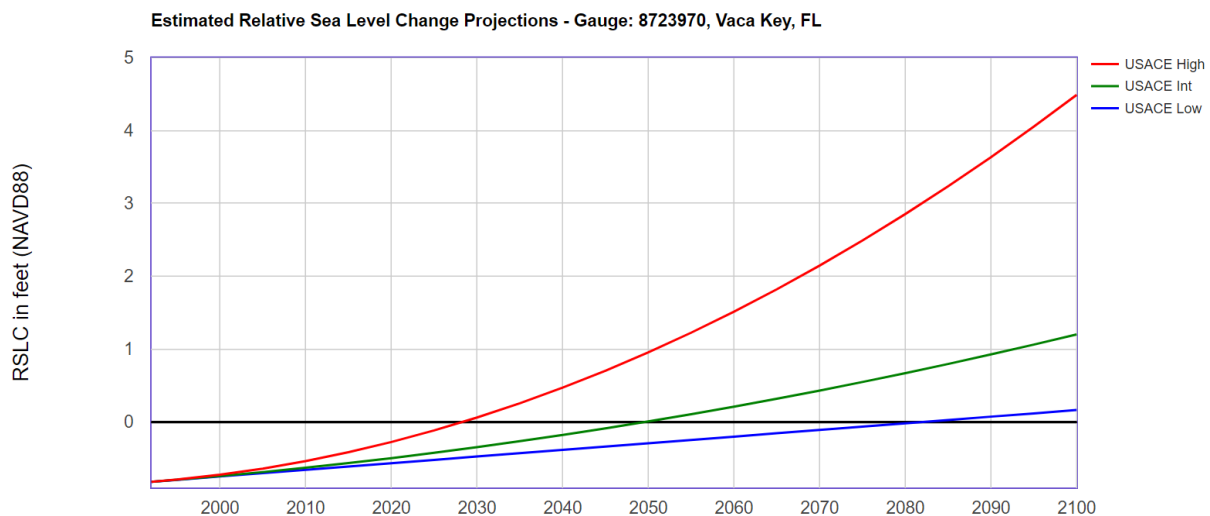
Small communities in particular, have challenges relative to incorporating historic resources and preservation into discussions around sea level rise and resiliency.

- Funding and staff resources are always an issue. Identifying ways to partner on studies, assessments, and planning activities with nearby universities, Florida Sea Grant, Army Corps, etc. are more viable alternatives to having work completed.



## Marathon Historic Preservation Plan Guidance

- Prioritizing critical infrastructure vs. cultural resources. In a small town with limited funding, it will be hard for elected officials, leaders and the community to prioritize between saving roads for hurricane evacuation and saving a significant historic resource. Arguably, when heritage tourism is a large component of a visitor base, then cultural resources are important infrastructure. It can also be hard for communities to determine what historic resources are priorities; this is where the community itself will have to come together and decide. For example, a site might be a National Register-listed site meeting preservation criteria and standards, but the community emphasizes a cultural site that does not meet traditional preservation criteria. It will be up to planners and leaders to help facilitate these conversations and decision-making.
- Identifying mitigation options and strategies for public and private properties. It can be difficult to get local governments to prioritize and plan for needed mitigation. Finding time to work with individual property owners on mitigation options and strategies is time-consuming and labor-intensive. Funding may not be available or possible for property owners.
- Protecting large-scale resources like working waterfronts or cultural landscapes. In a community like Marathon, how do you think about protecting an entire commercial fishing waterfront that was significant to the community's history?
- Ensuring community engagement and finding volunteers. Making sure the community is engaged in long-range planning efforts is challenging enough, without adding very personal and sensitive discussions such as those involved in resiliency and climate planning. Having volunteers and partners to help do outreach and communication can be of benefit, especially where they have close ties to particular neighborhoods.



## Resiliency Recommendations

**Help the community be prepared.** Cities should be evaluating all planning activities related to disaster preparation, mitigation, and post-disaster strategies with a preservation lens. Historic preservation should be a part of any discussion relative to climate change, disaster and floodplain planning, particularly in a community with goals to retain and enhance community character. 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.



Hurricane Donna damage, c.1960

Information on flooding prevention and post-flooding for historic properties can be found through the National Trust for Historic Preservation, and through manuals such as the 1000 Friends of Florida's *Disaster Mitigation for Historic Resources: Protection Strategies*. 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. Fernandina Beach is an example; City planning staff participating on the LMS Task Force integrated a Cultural Resource Mitigation Study and (historic) Downtown Shoreline Flooding Study into their Local Mitigation Strategy Project List. Efforts could include a vulnerability assessment specific to historic and cultural resources, that identifies priorities and areas most at risk, and potential mitigation strategies for those areas.

### **Include mitigation, adaptation, and post-disaster plans in Historic Preservation Element.**

Currently, the Marathon Comprehensive Plan includes a post-disaster policy in 4-1.22.6 that references repair to any public historic properties. It is recommended to have post-disaster procedures for public and private historic properties, commercial or residential, and address mitigation strategies pre-disaster. Thorough documentation of historic resources including photos and drawings, historic narratives, and recordation with FMSF will assist mitigation and post-disaster efforts.

**Consider how redevelopment in certain areas may impact historic resources.** Areas of higher elevation like "the Rock," linked to the community's African American heritage, are likely considered as opportunities for redevelopment, but also for opportunities to engage the neighbors and community in that area around the history, incorporating the heritage into planning efforts for that area. Local establishment along the commercial corridor (Overseas Highway) has played a large role in tourism and has great potential for rehabilitation and economic opportunity utilizing the HTC (creation of NRHD) and appropriate historic rehabilitation guidelines.

## Marathon Historic Preservation Plan Guidance

**Establish consistent design guidelines for elevation and mitigation projects.** Other states and communities are tackling this very real issue which has the potential to dramatically change historic districts. To date, the National Park Service has not issued technical guidance on this issue, although the most recent update to the Secretary of the Interior Standards does address hazard mitigation. The 2004 Marathon Master Plan offers guidance around FEMA requirements and floodplain management. One salient point in particular addresses how neighborhoods consisting primarily of raised structures contribute to a pedestrian and community dead zone, where there is no street-level activity. Elevations of structures should incorporate planning for how to address and alleviate that potential. Examples to research include: Mississippi Development Authority's *Elevating Historic Properties: Historic Preservation Commission Guide* and *Elevation Design Guidelines for Historic Homes in the Mississippi Gulf Coast Region* and Louisiana's *Elevation Design Guidelines for Historic Buildings in the Louisiana GO Zone*. Other historic communities actively having discussions around this topic are Charleston, St. Augustine, and Miami Beach, who could serve as further resources. It is important to keep in mind that Marathon will have to establish guidance that best serves the local community and take into account Marathon's historic architecture and resources. Mitigation strategies are not one size fits all, even down to the parcel level. Commercial properties have flood mitigation options under FEMA that residential properties do not, and depending on the nature of the property, solutions and feasible options may vary.

**Evaluate floodplain management ordinance.** As a Community Rating System Class 6, updates to the floodplain management ordinance could possibly help the City in their goal of moving to a Class 5 status. The current floodplain management ordinance includes a variance process for historic structures. In particular, the City should evaluate how any updates to historic preservation ordinance interact with floodplain management ordinance, and make sure that the process for receiving a variance is clear and included at a minimum in the preservation ordinance. The University of Florida College of Law has also been doing research around the variance and exemption processes for historic structures and can serve as another resource in this discussion.



**Explore Adaptation Action Areas.** Florida Statute 163 allows for creation of Adaptation Action Areas, which are an optional comprehensive plan designation for areas that experience coastal flooding and are vulnerable to sea level rise. AAA can help prioritize funding for infrastructure needs and adaptation planning. Should Marathon explore this option, an AAA could also address any included historic and cultural resources.

**Take advantage of existing research and networks.** The historic preservation community has become active in discussions around sea level rise and floodplain management in the last five years. Marathon can connect with this discussion through outlets like the US ICOMOS Climate Heritage email list serve, engaging with other historic communities facing the same issues, and identify opportunities for further learning. Keeping History Above Water, a conference started by



## **Marathon Historic Preservation Plan Guidance**

the Newport Restoration Foundation, has many resources on their website from the first two conferences, and the third Keeping History Above Water conference will be in St Augustine in 2019.

### **Sample Historic Preservation Element Comprehensive Plan Language**

**GOAL 10-1: THE CITY SHALL ENSURE PRESERVATION AND PROTECTION OF HISTORIC AND CULTURAL RESOURCES WITHIN MARATHON AND INCREASE THE PUBLIC'S AWARENESS OF THESE RESOURCES.**

#### **OBJECTIVE 10-1.1**

##### **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 10-1.1.1

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 10-1.1.2

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 10-1.1.3

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

##### Policy 10-1.1.4

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

##### Policy 10-1.1.5

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.

## Marathon Historic Preservation Plan Guidance

### Policy 10-1.1.6

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 10-1.1.7

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

### Policy 10-1.1.8

The City shall create a 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 Historic Preservation 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 Commission and City Council regarding the ordinance;
- f. Reviewing proposed physical alterations of designated properties or districts;
- g. Issuing certificates of approval 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. Hearing variances for locally designated properties, properties within historic districts or neighborhood conservation districts; and
- i. Conducting public outreach and educational opportunities regarding historic preservation and cultural resource protection.

### Policy 10-1.1.9

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 10-1.1.10

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

## **Marathon Historic Preservation Plan Guidance**

### Policy 10-1.1.11

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

## **OBJECTIVE 10-1.2**

### **Archaeological Resources**

The City shall make efforts to identify, preserve, and protect archaeological resources within Marathon.

### Policy 10-1.2.1

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

### Policy 10-1.2.2

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

### Policy 10-1.2.3

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 10-1.2.4

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 10-1.3**

### **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 10-1.3.1

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. Participation in the Florida Main Street program.

## **Marathon Historic Preservation Plan Guidance**

### **Policy 10-1.3.2**

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

### **Policy 10-1.3.3**

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

### **Policy 10-1.3.4**

City Code Compliance staff shall be trained on an as needed basis to identify and cite historic properties that are subject to demolition by neglect. Code Compliance 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 10-1.3.5**

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

### **Policy 10-1.3.6**

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 10-1.3.7**

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 10-1.3.8**

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

## **Marathon Historic Preservation Plan Guidance**

### **Policy 10-1.3.9**

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 10-1.3.10**

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 10-1.3.11**

The City shall explore implementation of ad valorem tax exemptions for historic properties as authorized by Florida Statutes.

### **Policy 10-1.3.12**

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 10-1.3.13**

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 10-1.3.14**

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

### **Policy 10-1.3.15**

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

### **Policy 10-1.3.16**

The City shall encourage reuse of historic buildings for public and civic functions where feasible.

**OBJECTIVE 10-1.4**

**Historic Structures**

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

Policy 10-1.4.1

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 10-1.4.2

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 Compliance staff to monitor and maintain properties for any risk due to demolition by neglect.

Policy 10-1.4.3

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 10-1.4.4

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 10-1.5**

**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 Marathon.

Policy 10-1.5.1

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 10-1.5.2

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 10-1.5.3

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

Policy 10-1.5.4

The City shall coordinate with Monroe County regarding Local Mitigation Strategy

## **Marathon Historic Preservation Plan Guidance**

planning and post-disaster redevelopment planning and ensure the Monroe County Post-Disaster Redevelopment Plan incorporates historic, cultural and archaeological resource protection within the City.

### **Policy 10-1.5.5**

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

### **Policy 10-1.5.6**

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 10-1.6**

### **Design and Planning**

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

### **Policy 10-1.6.1**

The City shall ensure that new and infill development adjacent to historic districts 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 10-1.6.2**

The City shall evaluate the neighborhoods adjacent to any 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 10-1.6.3**

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

### **Policy 10-1.6.4**

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

### **Policy 10-1.6.5**

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.

## **Marathon Historic Preservation Plan Guidance**

### Policy 10-1.6.6

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

### **OBJECTIVE 10-1.7**

#### **Community Awareness**

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

### Policy 10-1.7.1

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 10-1.7.2

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

### Policy 10-1.7.3

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

### Policy 10-1.7.4

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

### Policy 10-1.7.5

The City shall implement or partner to 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 10-1.7.6

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 10-1.7.7

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 10-1.7.8

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



### **OBJECTIVE 10-1.8**

#### **Non-Designated Resources**

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

##### **Policy 10-1.8.1**

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

##### **Policy 10-1.8.2**

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 10-1.8.3**

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 10-1.8.4**

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 10-1.8.5**

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

##### **Policy 10-1.8.6**

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 10-1.8.7**

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 10-1.8.8

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 10-1.8.9

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

## **OBJECTIVE 10-1.9**

### **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 10-1.9.1

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 10-1.9.2

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 10-1.9.3

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 10-1.10**

### **Intergovernmental Coordination**

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

### Policy 10-1.10.1

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

## **Marathon Historic Preservation Plan Guidance**

### **Policy 10-1.10.2**

The City shall continue to coordinate with the Monroe 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 10-1.10.3**

The City shall coordinate with the Monroe 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 10-1.10.3**

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 10-1.10.4**

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 South Florida Water Management District.

### **Policy 10-1.10.5**

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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## Marathon Historic Preservation Plan Guidance

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