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City of St. Augustine

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National Park Service

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Chairman: Ed Poppell, Vice President for Business Affairs, University of Florida

Project Manager: Linda Dixon, Assistant Director, Facilities, Planning and Construction, University of Florida

Committee Members:

Kathy Deagan, Distinguished Research Curator of Archaeology, Florida Museum of Natural History

Michael Gannon, Distinguished Service Professor Emeritus, Department of History, College of Liberal Arts and Sciences, University of Florida

Roy Graham, Distinguished Professor and Director, Historic Preservation Programs, College of Design, Construction and Planning, University of Florida

Glenn Hastings, Executive Director, St. Johns County Tourist Development Council

Roy Hunt, Professor Emeritus, Levin College of Law, University of Florida

John Regan, Chief Operations Officer, City of St. Augustine

Chris Silver, Dean, College of Design, Construction and Planning, University of Florida

Tracy Upchurch, Assistant Professor of Law and Government, Flagler College

Gordon Wilson, Superintendent, Castillo de san Marcos National Monument

CONSULTANT TEAM



RS&H



Pressley Associates



Economics Research Associates



Gallagher & Associates



Halback Design Group, Inc.



Kenneth Smith Architects, Inc.



Archaeological Consultants, Inc.

CONTACT INFORMATION

For more information contact:

Ed Poppell, University of Florida, 352/392-1336, poppell@ufl.edu

Linda Dixon, University of Florida, 352/273-4000, ldixon@ufl.edu

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

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# St. Augustine

## Historic Area Strategic Plan



EXECUTIVE SUMMARY | JANUARY 2009

MESSAGE FROM  
THE PRESIDENT



J. Bernard Machen  
President

226 Tigert Hall  
PO Box 113150  
Gainesville, FL 32611-3150  
(352) 392-1311  
Fax (352) 392-5275  
www.ufl.edu

February 1, 2009

Fellow Floridians;

At the request of the Florida Legislature, I am proud to submit this St. Augustine Historic Area Strategic Plan. This plan serves as a guide for the University to assume management and operation of certain state-owned assets in historic St. Augustine as authorized by Chapter 267.1735, Florida Statutes. The Strategic Plan includes a Mission, Vision and Guiding Principles as well as specific strategic actions developed by the University in concert with the St. Augustine community. While the Strategic Plan is focused on the state-owned historic assets in St. Augustine, it also addresses the community context in which the assets are situated. The recommendations contained herein will enhance the University's educational mission and stimulate economic activity in the North Florida region.

The University engaged local leaders and stakeholders including the City of St. Augustine, St. Johns County, the National Park Service and Flagler College in developing this visionary Strategic Plan. In addition, University faculty, students, and administrators were integral to this effort. As a result, UF has achieved a high level of community support for this plan.

In 2013, the State of Florida will observe the 500th anniversary of its discovery by Europeans in 1513. In 2015, the City of St. Augustine will celebrate the 450th anniversary of its settlement in 1565. Furthermore, the National Park Service will observe its 100th anniversary in 2016. The development and implementation of the St. Augustine Historic Area Strategic Plan will enhance the observance of these milestones, and garner worldwide acclaim for St. Augustine's history as a valuable national treasure.

On behalf of the University and our partnership with the St. Augustine community, I ask your support as we move forward to implement this strategic vision. Thank you very much for your considerations.

Respectfully submitted,

J. Bernard Machen

The Foundation for The Gator Nation  
An Equal Opportunity Institution

**HISTORIC  
ST. AUGUSTINE:  
A NATIONAL  
TREASURE**

*In 2015, the United States will celebrate the 450th birthday of our first successful colonial settlement – St. Augustine, Florida. St. Augustine was established in 1565, 42 years before the first successful English colony of Jamestown. These first European settlers in America were Spanish. Hispanic colonists lived and worked in St. Augustine for two centuries, and shaped the course of American history. They also created a vibrant, multicultural society that is little known to most Americans today.*

*Many buildings, artifacts and sites exist today in St. Augustine as a testament to the long and storied history of this oldest continuously occupied American city. In celebration of the 400th anniversary of St. Augustine in 1965, reconstructed buildings were added to the St. Augustine landscape to depict life in the early settlement, many of which were constructed on original building foundations. The state-owned historic properties in St. Augustine embody the story of this first colony in a collection of original and reconstructed buildings located on several key properties within the National Landmark Historic District.*

**ECONOMIC  
OPPORTUNITY**

*Creating world class heritage tourism experiences has reaped significant economic return for communities, such as Jamestown and Gettysburg, that are willing to make a focused, coordinated effort. An economic impact study of Jamestown's 400th anniversary in 2007 showed that the commemoration generated nearly 21,000 jobs, \$1.2 billion in sales for state businesses and \$28 million in state and local tax revenues. Similarly, Pennsylvania's \$20 million investment in Gettysburg historic resources resulted in visitor spending averaging \$293.40 per day. The appropriate marketing and investment in St. Augustine's significant historic resources can reap similar benefits for the local community and the State.*

**EDUCATIONAL  
OPPORTUNITY**

*These state-owned resources could, with well-crafted, state-of-the-art exhibit and education programs, showcase this first permanent European settlement in America and its contributions to our nation in an exciting and highly visible way for students, researchers and tourists. Expanded partnerships between UF and the St. Augustine community, facilitated by these state-owned assets, present significant opportunities for teaching, research and service in multiple disciplines.*

**LEGISLATIVE  
HISTORY**

*The state-owned historic properties are currently subleased to the City of St. Augustine. Florida Statute 267.1735 authorizes the transfer of these state-owned parcels and buildings to the University of Florida (UF) for management and maintenance. This statute also provides for transfer of all artifacts, documents, equipment and other tangible property to UF.*

*In advance of UF assuming management responsibility for these properties, the legislature appropriated funds to develop a strategic management plan. This plan is to ensure long-term preservation and interpretation of the state-owned historic properties while facilitating the education program at UF.*

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

*- Dr. Michael Gannon, Distinguished Service Professor Emeritus, UF*



## Mission and Vision



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

The Historic Area Strategic Plan was completed in January 2009, and aims to fulfill the following Mission, Vision and Guiding Principles set forth by UF in collaboration with local constituencies.

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

**VISION** The historic resources in St. Augustine shall provide a visitor and educational experience that enhances the St. Augustine community, meets the needs of the State of Florida, and garners worldwide acclaim by preserving St. Augustine’s history as a valuable national treasure.

- GUIDING PRINCIPLES**
- Educational Collaboration
  - Physical Cohesiveness
  - Economic Development
  - Partnership Finance
  - Effective Administration



## PRIMARY RECOMMENDATIONS

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

## FUNDING NEEDS

The St. Augustine Historic Area Strategic Plan includes a cost estimate with which to approach funding sources for implementation of the recommendations related specifically to the needed restoration and rehabilitation of state-owned buildings, construction of a new Interpretive Center and the development and installation of interpretive content.

Funding requests for the implementation of these recommendations are summarized as follows:

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

Rehabilitation and restoration costs may be partially offset by Plant Operations and Maintenance (PO&M) funds for state-owned assets having eligibility based on their educational use. (\$8.4376 per gross square footage for air conditioned space and \$6.2447 per gross square footage for non-air conditioned space)

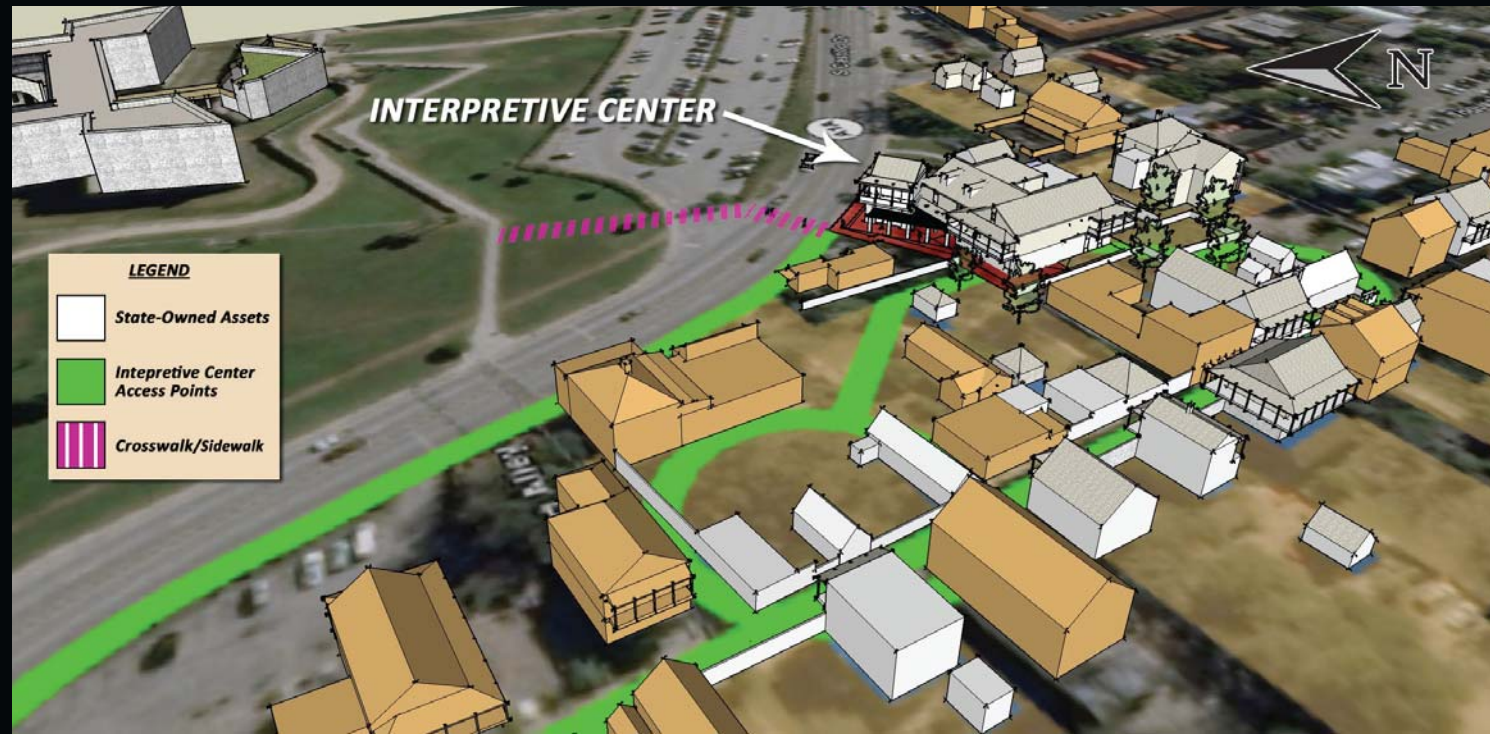
Recurring PO&M for Existing State-Owned Assets (FY 2009-10) ...	\$479,000
Recurring PO&M for Interpretive Center (FY 2009-10).....	\$143,000
	<hr/>
TOTAL.....	\$622,000

The City of St. Augustine, the National Park Service and the University of Florida have mutually stated their desire to collaborate on the design and construction of a new Interpretive Center. The nearly \$10 Million construction cost is expected to be met by equal contributions of the State of Florida and the NPS.

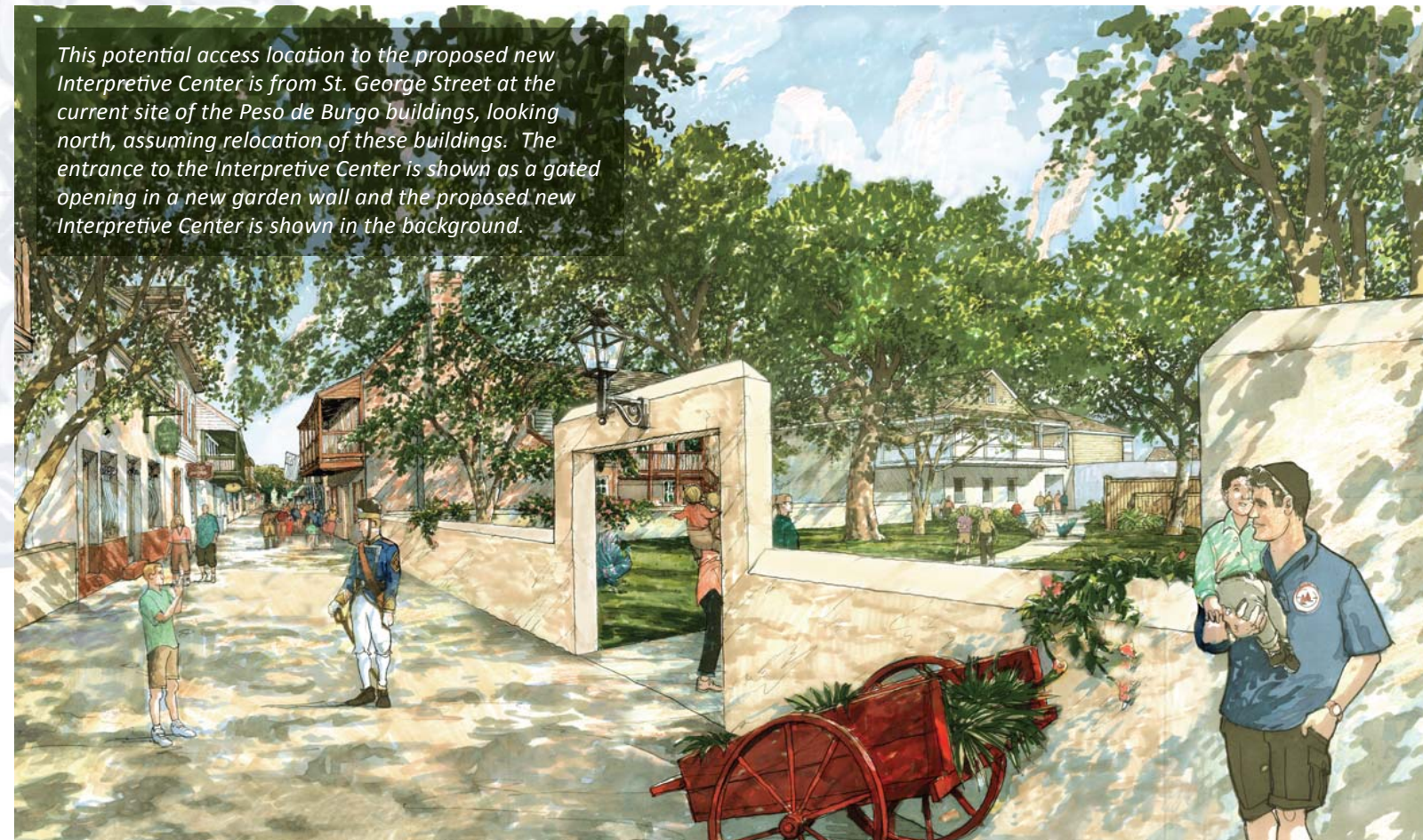


**PHYSICAL PLAN STRATEGIES** *Interpretive Center*

A new Interpretive Center will serve as a focal point and entry portal for historic area visitors. The priority location identified for this facility is informally known as the Mary Peck Property, directly across from the Castillo de San Marcos National Monument. This location for the Interpretive Center would link the historic military life of the fort and the civilian life associated with the state-owned assets in the Spanish Quarter. Under the preferred alternative, the new Interpretive Center would be developed jointly with the NPS and the City of St. Augustine with financial support from the State of Florida and the Federal government.



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



This potential access location to the proposed new Interpretive Center is from St. George Street at the current site of the Peso de Burgo buildings, looking north, assuming relocation of these buildings. The entrance to the Interpretive Center is shown as a gated opening in a new garden wall and the proposed new Interpretive Center is shown in the background.

View of the proposed Interpretive Center from A1A north



View of the proposed Interpretive Center from north St. George Street through Triay and Gomez House backyards

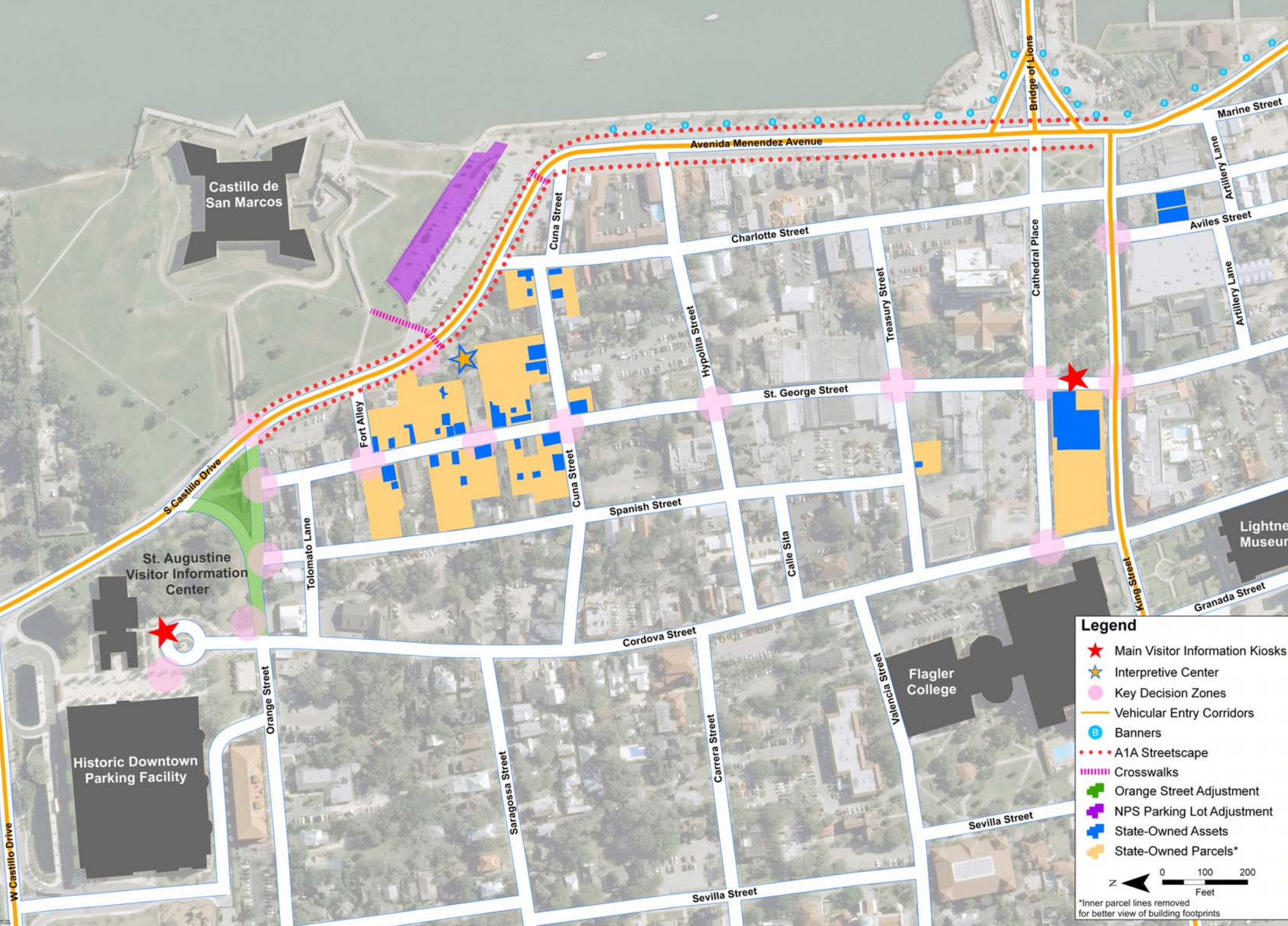


These Interpretive Center images were created to provide a vision of the potential impacts associated with the introduction of a new signature facility at this location and in no way represent a final design or building appearance.

Three renderings above provided by: RS&H

Two sketches above provided by: Pressley Associates





### Public Infrastructure Improvement

Infrastructure and landscape improvements are focused on six critical areas:

#### Area 1: Between Existing Visitor Information Center (VIC) and Old City Gate

Improvements in this area will include adjustments to Orange Street and the off ramp from A1A to Orange Street. There is also a good opportunity to reconnect the Cubo Line, extending to the Castillo and directing visitors to St. George Street and Avenida Menendez.

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

Current plans for the fort include reducing the parking area. This will help to visually reconnect the fort to the new Visitor Interpretive Center and the rest of the historic area.

#### Area 3: Plaza de la Constitución and Adjacent Streets

The city should consider improving the Plaza de la Constitución in an effort to improve the pedestrian connections between St. George Street and Aviles Street, which lead to historic destinations south of King Street.

#### Area 4: Historic Area Street Scaping

The goal is to seamlessly blend public space design, lighting, planting greenery, paving, signs, amenities and other elements to achieve a sense of identity and unity along the entire stretch of the Castillo Street Scap. For example, new pedestrian spaces at Orange Street can benefit from a brick or coquina cement surface to provide a visual cue for vehicular traffic.

#### Area 5: AIA Pedestrian Crosswalks

It is recommended that pedestrian access to the Interpretive Center across A1A be handled by an existing crosswalk plus a relocated crosswalk at the Interpretive Center.

Within the existing right of way, it may be feasible to provide additional space for pedestrian enhancements through a reduction in the number of the existing through travel lanes on this segment of A1A. Pedestrian enhancements may also include the provision of a grass median, wider sidewalks and crosswalks, pedestrian

### PHYSICAL PLAN STRATEGIES

The Physical Plan Strategies emphasize cohesiveness, convenience and visitor comfort. An Interpretive Center was recommended to integrate the state-owned assets into their surroundings, facilitate partnerships with the NPS and City of St. Augustine, and provide a focal point for educational programming.

Linkages and access provided by public infrastructure were evaluated to identify opportunities for improvement. Wayfinding and signage elements will identify options offered by historic St. Augustine that will enhance the visitor experience, while appropriately identifying the UF presence.

countdown signals and street scape enhancements identified in Area 4.

Federal funds may be available for the provision of improvements that would enhance pedestrian movements and safety across A1A in this area. Further study of the feasibility of this option in conjunction with the FDOT and adjacent landowners, specifically the NPS, is required.

#### Area 6: Trolley Routes

Currently, there are two existing privately owned and operated trolley routes that tour St. Augustine's downtown historic district, the Old Town Trolley Tours and the Ripley's Sightseeing Train. The free city shuttle service should be reinstated with a new shelter at the Plaza de la Constitución. Those who choose to walk from the VIC and adjacent parking facility could be transported back to the garage quickly and comfortably. It may also encourage tourists to take the shuttle directly to the plaza in order to visit the attractions south of King Street.



**PHYSICAL PLAN STRATEGIES**

**Wayfinding and Signage Elements**

- **Main Visitor Information Kiosks** – These elements will give the visitor a comprehensive understanding of all the options so that they can plan their day. This kiosk may include a map of the area, print materials and/or interactive screens and media. These main kiosks would be located at the Visitor Information Center and the Plaza de la Constitución.
- **Key Decision-Making Points** – Placed throughout the city, these signage elements would be located at key junctures. Some may be two- or four-sided; others, depending on the available area, will be smaller in scale, with directions only.
- **Interpretive Signs** – These can be placed so that the visitor on a self-guided tour can gain more insight as to the historic significance of the property.
- **Banners** – Acting as an arrival statement, this feature will highlight the main path of travel to the St. Augustine Historic Area along A1A.
- **UF Branding** – As part of determining appropriate UF Branding of state-owned assets, it is necessary to evaluate the existing signage that is related to a state seal or a historic designation. The intent is not to add to the signage clutter, but to create a “marker” or brand to link the UF interpretive sites together.



Four photos above provided by: Gallagher and Associates

**EXHIBIT AND EDUCATIONAL STRATEGIES**

The Exhibit and Educational Strategies propose a visitor experience strategy, which defines a format for conveying the history that is the story of St. Augustine. The “Layers of History” strategy was developed to support the creation of an authentic heritage tourism experience utilizing state-owned assets to complement surrounding historic sites and community context.

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



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

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

Cutting across and bridging these periods were numerous thematic subjects:

- Prehistory
- Religion
- Maritime History
- Military Life
- Indian Relations
- Warfare and Sieges
- Trade and Commerce
- Lifestyles
- First Schools and Hospitals
- Architectural Styles
- Agriculture, Fishing and Ornamental Horticulture
- Tourism
- Minority Residents





## Layers of History Examples



Photo by James Quine



Three images above provided by: Florida Museum of Natural History

### SPANISH SETTLEMENT ORIGINS AND THE EARLY COLONY

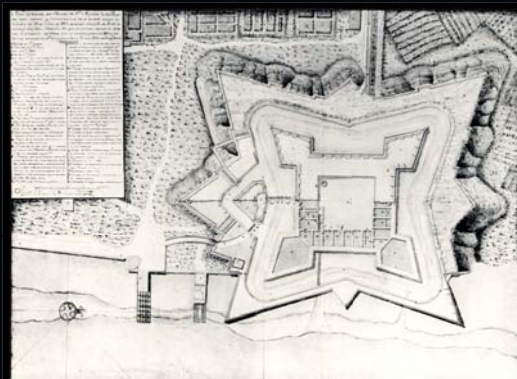
- This experience can encourage visitors to vividly imagine the first colonial settlement as interpreted through living history, architectural venues, archeological and historical sites. People of Spanish, Caribbean, Native American and African heritage co-existed in Spanish St. Augustine. Visitors can experience how families and individuals interact when multiple cultures are living with competing visions.



Photo by Maureen Ortagus, Public Image Consulting Group

### THE DEVELOPING CITY

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



Plano del Castillo del Presidio de Sn. Agustín de la Florida. Pablo Castello, ca. 1764. Courtesy of the P.K. Yonge Library of Florida History



Photo by Maureen Ortagus, Public Image Consulting Group

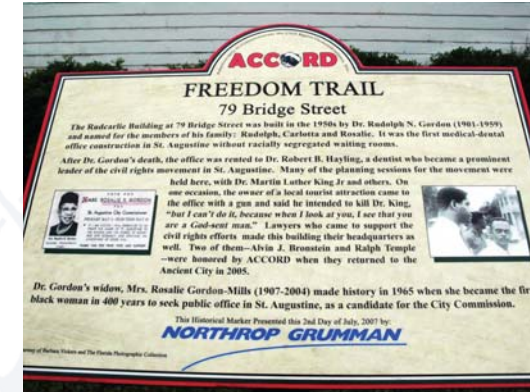


### FLAGLER ERA BOOM



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

40th Anniversary to Commemorate the Civil Rights Demonstrations, Inc. (ACCORD)



Shirley Williams-Galvin, ACCORD Photographer

### AFRICAN AMERICAN EXPERIENCE AND CIVIL RIGHTS

- Visitors can learn about the history of the struggle for equality during the Civil Rights era and earlier by seeing key sites such as the St. Mary's Missionary Baptist Church where Dr. Martin Luther King, Jr. spoke. Early African American history can be interpreted at nearby Ft. Mose, and the broader struggle for human rights can be presented through St. Augustine history involving Spanish women's rights, slave life, free blacks, and Native Americans.

### PRESERVATION

- The experience of visiting St. Augustine can become relevant to today by interacting in real time with archeologists, historians, architects, interpreters and preservationists.





## MARKETING STRATEGIES

The Marketing Strategies provide recommendations for economically viable operation of the state-owned assets in St. Augustine, while supporting UF's educational mission. It includes the development of an **economic model as a decision tool and a ticketing strategy**.

### Economic Model as a Decision Tool

The model measures incremental budget impacts as the portfolio of property use or related cost assumptions change. It addresses three dimensions of financial performance: operating revenue, operating expense and capital investment.

### Changeable Model Inputs

- Property use: interpretive, educational or commercial
- Lease rates: current rates are reflected in model assumptions

When assigned a property use, the model automatically adjusts revenues and expenses based on model assumptions associated with each potential use (interpretive vs. educational vs. commercial). For example, assets used for an educational or interpretive purpose are eligible for state funds, per square footage of space, to offset portions of operating expenses such as utilities.

### Ticketing Strategy

A centralized ticketing strategy should be developed to allocate admissions revenues between UF and other partners, such as the NPS. A computerized ticketing database could measure visitation data, including details regarding locations visited with site specific readers.

## IMPLEMENTATION STRATEGIES

The Implementation Strategies incorporate preliminary recommendations for the business plan, management strategy, funding strategy and a suggested system of performance monitors and measures. As these responsibilities are carried out by the direct support organization (DSO), the performance measures will help to steady the course.

### Direct Support Organization

According to Florida Statute 267.1736, the DSO for St. Augustine Historic Area will be:

*“Organized and operated to receive, hold, invest and administer property and to make expenditures to, or for, the benefit of the university, in a manner consistent with the goals of the university and in the best interest of the state.”*

### Major Responsibilities of the DSO:

- Support historic preservation efforts and educational programs
- Make financial decisions (revenues and expenditures)

## ST. AUGUSTINE HISTORIC AREA STATE-OWNED BUILDINGS



3900 Government House



3901 De Mesa Sanchez House



3902 Arrivas House



3903 Paredes Dodge House



3904 Dodge Outbuilding



3905 Gallegos House



3906 Ribera House



3907 Ribera Kitchen



3908 Triay House



3909 Gomez House



3910 Cerveau House



3911 Haas House



3912 Peso De Burgo-Pellicer House



3913 Peso De Burgo N Outbuilding



3914 Peso De Burgo S Outbuilding



3915 Joaneda House



3916 Rodriguez House



3917 Benet House



3918 Coquina House



3919 Sanchez De Ortigosa House



3920 De Hita House



3921 Gonzalez House



3922 New Blacksmith Shop



3923 Florencia House



3924 Spanish Military Hospital



3925 Watson House



3926 Salcedo Kitchen



3927 Salcedo House



3928 Gonzalez Restrooms



3929 Sims House



3930 Sims Outbuilding



3931 Old Blacksmith Shop



3932 Harness Shop



3933 Public Restrooms