



HISTORIC PRESERVATION COMMISSION MINUTES

Date: Wednesday, April 13, 2022
Time: 5:30 PM
Location: Old City Hall, Tampa City Council Chambers, 3rd Floor,
315 E. Kennedy Boulevard, Tampa, FL 33602

Call to Order: Chair Vivian Salaga called meeting to order at 5:31 p.m.

Silent Roll Call and Introductions: Elaine Lund

Commissioners Present: Dominique Cobb, Dr. Thomas Pluckhahn, Vivian Salaga, Mary Schukraft and Susan Swift.

Commissioners Arriving After Roll Call:

Commissioners Absent: KerryAnn Kanch and Patricia Ortiz

Staff Present: Dennis Fernandez, Elaine Lund, Ron Vila, Beverly Jewesak

Legal Staff: Camaria Pettis-Mackle

Commissioners introduced themselves and their position on the Board.

Reading of Minutes of April 4, 2022: Chair Salaga stated that the minutes stand as written.

Conflict of Interests/ Ex Parte Communication: Camaria Pettis-Mackle, Assistant City Attorney Camaria Pettis-Mackle asked the Commissioners if there were any conflicts of interest for the record based on the items that are on the agenda. Hearing none, for the record. Ms. Pettis-Mackle asked the Commissioners if there were any ex parte communications regarding the items that are on the agenda today. Hearing none, for the record.

Announcements: Dennis Fernandez, Architectural Review & Historic Preservation Manager

- Welcome Commissioners.
- Next HPC Public Hearing is Tuesday, May 17, 2022, at 9:00 a.m.

Swear-In: Beverly Jewesak swore in all owners, applicants, interested parties, and witnesses within City Council Chambers.

Request to Expand the Hyde Park Local Historic District Boundaries

Address: Multiple

Applicant(s): Historic Hyde Park Neighborhood Association
Hyde Park Spanishtown Creek Civic Association

Dennis Fernandez – Architectural Review & Historic Preservation Manager

Mr. Fernandez thanked the Commission for accommodating the evening meeting to allow more of the public to attend and appreciate the public for taking their time to attend this evening's hearing. Mr. Fernandez stated that a request to expand the Hyde Park Local Historic District was submitted by the Historic Hyde Park Neighborhood Association and the Hyde Park Spanishtown Creek Civic Association and that a representative would address the board momentarily. This item has been before the HPC a few times for updates and this evening I will present a PowerPoint presentation on where we are in the process for the request to expand the Hyde Park Local Historic District Boundaries along with the staff recommendation.

The Hyde Park Historic District map is a tool for staff in determining both contributing and non-contributing status as well as the boundaries of the historic district. The historic district has two principle components. The National Register District established in 1985, which is indicated by the blue line on the map. That is when the inventory would have been completed through the State Historic Preservation office. The red line is indicating the current Hyde Park Local Historic District boundaries. The green line is indicating the expansion portion under consideration this evening. The Local Historic District has been in existence since 1988, under local ordinance and development in that area is reviewed by the Architectural Review Commission.

For the benefit of discussion, the National Register Designations bring recognition to an area, it is a designation that is applied by the Department of the Interior working through the Division of Historical Resources and the State Historic Preservation office. It is a designation of distinction that an area, site, object meets certain criteria to be considered historic. It brings a modest layer of protection from federally funded projects and, one you may be familiar with, is Interstate Expansion. When that is introduced in a local historic district there is a mitigation process that has to be completed. Local Historic designation is done through local ordinance, it brings in an Architectural Review process and brings a protective ordinance from demolition, that brings a heightened review process when structures that are considered contributing or that have an historic level of integrity are proposed for demolition.

Specifically, a Local Historic District results in an ordinance that is passed for a significant concentration, linkage, continuity of sites, buildings, structures or objects united historically or esthetically by plan or physical development. That becomes part of the criteria for designation. It does bring protection to those buildings considered contributing, those that have historic character; it brings protection to those and encourages sensitive development through the Architectural Review process.

The Hyde Park neighborhood was facilitated in the late 1880's by the construction of the La Fayette Street Bridge, which we refer to today as the Kennedy Boulevard Bridge. It made the areas west of the river accessible to Tampa and promoted the development of Hyde Park. The area was named by O.H. Platt of Hyde Park, Illinois, who purchased 20 acres for development in 1886. Citrus groves covered much of the area west of the river until building in Tampa's first suburb prevailed. By 1910, many large citrus groves owned by William A. Morrison and James A. Watrous had been subdivided, encompassing nearly 100 acres of buildable parcels. This area was recognized through both national and local historic designation as possessing a period of significance from its inception in 1886 up to its primary period of development, which is recognized as 1933.

Within the district boundaries for the Local District there are 834 contributing structures, those structures that were built within the period of significance and still possess their historic character. There are 433 non-contributing structures, which are structures built outside of the period of significance or that have been significantly altered and have lost their architectural relevance.

Two applications were received in May 2021 by the Hyde Park Spanishtown Creek Civic Association and the Historic Hyde Park Neighborhood Association requesting that the boundaries of the Local Historic District be considered for expansion from the area of the Selmon Expressway on the north, south to the existing boundary along De Leon, west to the Crosstown Expressway, and east to the extent of Bayshore Boulevard. There have been a number of meetings both facilitated through the neighborhood and those through the HPC, you can see those dates delineated on the slide. This is another step in the process, the first being the application received and this board authorizing staff to begin work on the research that is necessary. Staff did conduct a great deal of research, we inventoried the area, re-inventoried the built environment due to the length of time that had passed since the last survey. We participated in the community meetings and produced a report which you have a draft of this evening. The next step in accordance with Section 27-256 of the code is for this board to consider a recommendation to City Council, if you choose it appropriate to do so. The process does require a noticed public hearing that is this evening's Public Hearing. We did notice this evening's Public Hearing in accordance with Chapter 27-149, both through mailed notice and posted notice to the affected property owners, the neighborhood associations within the vicinity and property owners in excess of 250' of the proposed boundary lines. Notice was conducted. If the Commission decides to make a recommendation to move forward, there would be a review by the Hillsborough County/City County Planning Commission there is a 30-day period that they have to be able to review and comment back to Tampa City Council on this proposal. Following that there will be two noticed Public Hearings scheduled before Tampa City Council for consideration of your recommendation.

For context about the Associations and their proximity to the boundaries, this district map is overlaid with the three principle neighborhood associations within the area; Historic Hyde Park Neighborhood Association, Hyde Park Preservation Inc., and the Hyde Park Spanishtown Creek Civic Association. The current northern boundary of the Local Historic District on the western side is at De Leon Street and moves up to Platt and moves east. There are a couple of segments along Bayshore Boulevard as it intersects with Platt that were excluded from the local when it was formulated. The areas north of the current boundary line are located in the National Register District so they do have the recognition, but they do not have the protections. Through discussions with this board we have refined the area that is being considered this evening and choosing not to incorporate the entire district based on the inventory numbers that we received; that I will review in just a moment, but the entire area was evaluated initially. This is the 1931 Sanborn map which we use quite a bit to determine historic patterns and the presence of historic buildings for a particular year. These maps are a great resource, and we are fortunate to have them within our historic neighborhoods. They are used quite often by various Divisions within the City.

To show you some of the patterns of development that existed in 1931 this would have been a time when Hyde Park was building out, you can see the buildings in the yellow are structures that were mainly composed of lumber. The ones in the red are constructed of masonry, typically brick construction sometimes clay tile. And the ones in blue are concrete block or steel construction. These maps are very helpful and help us determine if a structure is historically present during a particular year. During the early development of Hyde Park, we have some photos from the Burgert Brothers Collection that we can study today and enjoy. You can see some of the photos here looking southwest from Downtown the photo on the left looking across the river into the Bay, the center photo is Hyde Park Avenue with the streetcars that existed at that time, and then another one from Downtown looking into Hyde Park across the river into the Bay and showing some of the density of structures that existed at that time in 1915.

Through the examination of the history of the area we were fortunate to have a good base of information for the existing Local Historic District to work off of, but there were nuances to this particular area that are relative to an expansion discussion one of which is the existence of Dobyville. Dobyville on your map is indicated in the green square, a portion of which is within the boundaries we are discussing this evening. Dobyville was named for a long-time resident Richard C. Doby, and the area was also referred to as West Hyde Park. By the 1920's, Dobyville was one of the area's primary African American neighborhoods. The approximate boundaries extended from Gray Street on the north to Horatio Street on the south and from Albany Avenue on the west to Willow Avenue on the east. In the early 1900s, many of Hyde Park's African American residents worked in the homes of the area's affluent residences. And on the west side of the Hyde Park community, they built a community of their own. With the help of Richard C. Doby, its namesake, Dobyville grew. Mr. Doby couldn't read or write, but he helped pen the history of Dobyville and Tampa. At the turn of the 20th century, he donated land for public purposes – for churches and for a school. Dobyville School's beginnings dated back to 1910 and was located at 307 S. Dakota but was demolished in the 1960's. Mr. Doby also donated the land that constituted the Zion Cemetery which was recently rediscovered. Photos of Dobyville presented. Dobyville was significantly impacted by the introduction of the Crosstown Expressway. There is a marker at the corner of Platt and Willow that commemorates the area and Mr. Doby's contribution. The original Richard Doby house is located within the boundaries of the area we are considering today and is currently within the National Register but left unprotected by local designation. There are still some of the original Doby houses that are present in that area as well.

It's difficult to discuss this particular area without acknowledging the Crosstown Expressway and its role in how the area has been formed to date. You see some images from 1957 prior to the Expressway being built. The large building in the center is the Seybold Bakery for point of reference, and you have essentially the railway that is bisecting from the upper left to the lower right. Beginning in 1973 you see the area prior to the introduction of the Crosstown Expressway, then by 1975 the Crosstown Expressway is under construction, you see many of the structures in that area beginning to disappear. By 1976 the Crosstown opened, and then by 1980 it was well in place. So, with that you can see how the area became separated from its original context. That is one reason why when you look at the National Register Map it extends north of the Crosstown because it's recognizing the original parameters of Hyde Park. This is how that area appears today with an overlay of the Local Historic District, the National District, and the Dobyville area.

I wanted to present to you an overview of the architectural styles that are present in the area and some of those that are unique to this area. Provided additional photos of residences and commercial buildings within the proposed expansion. Map shown of historic resources inventory in 1985. There were 239 contributing structures and 103 non-contributing within the proposed expansion area. One principal factor that is of concern to the neighborhood are underlying zoning classifications that promote redevelopment over retention of existing structures. When a single-family structure is situated on a multi-family zoning classification developers will often seek to maximize the development of that particular parcel. As a result, we have seen a number of demolitions since we began to consider protective ordinances in the area, we have had a fairly steady flow of these requests in both situations where older homes are situated on single-family or multi-family zoning lots. There is a variety of new construction within the area some are single-family, some are two to four family dwelling units and multiple family developments. Provided photos of various architectural styles. Some of the original patterns of the district the original grid that promoted the use of the alleys has been somewhat ignored. Some of the developments feature front-loading garages have been added onto the street.

Through our analysis and research, we began to breakdown areas and their context with regard to contributing and non-contributing structures. At our last meeting there was a decision made to pursue the area that is on your agenda this evening. Mainly because the portion east of Hyde Park Avenue only contained one contributing structure. The area north of the Crosstown does still contain a few contributing structures but it was viewed that perhaps a Multiple Properties Designation would be more appropriate. The subject area contains 102 contributing structures and 111 for a total of 213 structures. In looking at the data, and was field verified as recently as last Friday, the existing Historic District has 834 contributing structures and 433 non-contributing structures, for a total of 1267 structures. That is 66 percentage points between contributing and non-contributing, which is a very legitimate historic designation range. Typically, you are looking for a 55% or greater. The area we are looking at has 102 contributing structures and 111 non-contributing. We are talking about an expansion and one point to keep in mind is, the quality over the quantity, which in this case with the existence of Dobyville in the area is a consideration point and special note in your decision making. If these two areas as presented were combined, you would have 1,480 total structures of which 936 would be contributing and 544 non-contributing and a cumulative percentage of 63%.

In meetings with the neighborhood associations, the benefits of local historic designation that has been discussed, one of which is recognition of a neighborhood and its history. I think you have an obvious connection between the area north of the district both in the way the area is designed and its architectural context; however, it currently lacks the recognition that a local historic district enjoys. There are increased property values that come with local historic designation, those property values have been documented in numerous studies by empirical data that shows properties within a local historic district appreciate and hold their value at a higher rate than those outside of a comparable neighborhood. There are preservation incentives enacted when a district is formulated. There are a couple different ones, but the one that is very popular is the ad Valorem Tax Exemption Program that can be initiated by a property owner to receive a property tax exemption on improvements to historic buildings. The Architectural Review process is often a controversial component of local historic designation, it brings with it an additional review prior to permitting, that ensures compatibility of design and form in a historic area. During the development review process my staff and through the ARC and BLC Commissions, will work with property owners on meeting the district goals represented within the appropriate Design Guidelines. Many reviews are handled at the staff level and administratively approved and some like new construction rise to the level of going before either the ARC or BLC Commission for review. For those review there is public notice so owners will be notified through sign postings and mail when there is going to be significant changes to a particular structure within the designated boundaries. That notice brings with it the opportunity to participate and extends to not only changes to structures but also variances and land use. The Certificate of Appropriateness process applies to new construction, additions, exterior alterations, relocations, and demolitions. It is important to note that the jurisdiction of the ARC is on the external components of buildings and sites and does not extend into the internal part of a structure. The Board also reviews variances. There is a streamlined process for property owners who have a hardship and need to request a variance they would not have to make two different applications to two different review agencies. They do provide recommendations for land use changes, rezoning, or comprehensive land use amendments which are considered by City Council. The ARC Commission provides recommendations with comments to City Council after the request is reviewed at an ARC Public Hearing that is noticed for public participation. The Commission also sits and determines the appropriateness of the requested preservation incentives for a particular project.

Going back to the process and where we are at this evening the staff has provided you with a designation report, a map that gives you eligible areas for expansion of the district and has provided a

staff report with the relevant segments of code that apply to this discussion. The staff recommendation for these particular applications is that Hyde Park Historic District meets the requirements of Section 27-257 a(1)(2)(3) and Section 27-257 b for local historic designation. Specifically, the area and its expanded area are associated with significant events; in particular, referring with community planning, the fact that Hyde Park is an original Tampa neighborhood, a pioneer neighborhood, and that it still retains its urban planning perspectives. Second, it's associated with significant persons. There is a number of significant Tampa pioneer families that are associated with the development of Hyde Park. To name a few, O.H. Platt, William A. Morrison, James M. Watrous, Sumpter L. Lowry, Kate Jackson, Richard C. Doby and M. Leo Elliott just to name a few and there are many more. Third, the area embodies a distinctive characteristic of architecture representative by the work of a master possessing artistic value and represents a distinguishable entity. The third one deals with the value of the architecture in the area and in fact that architecture rises to the level that warrants protection.

Coming back to what your role is for this evening's hearing. If the HPC recommends or determines that it is appropriate for the applications before you to be forwarded to City Council for consideration, the staff recommends you go through this following order of elements. Consider the staff report, the designation report, the exhibits, and testimony presented at this public hearing. Determine if the proposed designation meets the criteria delineated in Section 27-257 a & b. That section of the code is in your staff report and is summarized on the second page. Determine the appropriate boundary that is to be reflected on the Local Hyde Park Historic District Inventory Map. The area that has been studied in the staff's opinion that it is eligible; however, you have the ability to adjust those boundaries to an area you feel appropriate. You will also need to determine the completeness of the designation report and specify any necessary amendments that are required. And, lastly, form a motion to Tampa City Council as to whether the applications should be approved.

With that I would like to invite up the representatives from the two neighborhood associations that presented the application to address the Commission. Thank you.

Aaron Albrechts, President of the Hyde Park Spanishtown Creek Civic Association addressed the Commission.

Patrick Cimino, Vice-President of the Historic Hyde Park Neighborhood Association addressed the Commission.

Dennis Fernandez, Architectural Review and Historic Preservation Manager
Asked for a motion to receive and file all letters received into the AR&HP office into the record.

Motion: Susan Swift Second: Mary Schukraft

Move to receive and file the documents provided at the public hearing into the record.

The motion was approved by a vote of 5-0-0

Copies of the documents submitted into the record are attached to these minutes.

An additional swear in was performed.

Chair opened the floor for Public Comment:

Linda Saul-Sena

Leah Carden

Tara Nelan

Lisa Ernest

Tim (Cam) Potter

Angela Ducos

Michael Jaap (Additional 2 minutes)

Harold Dolby

Mary Lou Bailey

Tasha Hind

Pawan Rattan

Mark Linski

Reese Riggle

Stephanie Tyler

Tim Prugh

Carl Zielonka

Ersula Odom

Barbara Janousck

Kelly McMillian

Chair closed the Public Hearing and opened the floor to discussion among the Commissioners.

Commissioner Schukraft – I am concerned about the due process and if noticing was done properly.

Camaria Pettis-Mackle, Assistant City Attorney – Due process is not an issue for the Commission to address, it is not within your authority. This case would not be before the Commission if it had not been properly noticed.

Commissioner Schukraft – I am concerned that there is some confusion about whether or not commercial property should be included in historic districts. Most historic districts have components of commercial property, and they work fairly well. You can go to almost any large historic district in this country, and you will see a number of commercial properties who are successfully incorporated within the confines of that historic district. Even though your property may be non-contributing within the boundaries of the historic district there is some protection for the other property owners knowing that even the non-contributing properties have oversight through design guidelines. In my experience it has not been a detriment to being within a historic district. I support the expansion of the Hyde Park Historic District as shown on the Hyde Park Historic District map dated 4.12.22.

Commissioner Cobb – First, I want to thank AR&HP staff for going out and engaging with the community. We did ask that of you at the last Public Hearing and I appreciate you going back out and doing that. One of the things I noticed when this came before the board was the significance of Dobyville. Unfortunately, I did not learn about Dobyville in School or growing up in Hillsborough County. I hope we can not only recognize the contributing factors of the person, but also the properties that were given back to the City to grow amenities within the area. I want to make sure we recognize Dobyville, we include it for stabilization, and also incentivize companies who come to this area.

Commissioner Swift – Thank you Mr. Fernandez, thank you all for coming, and thank you staff they always do a good job. Do you know how many of the 102 contributing structures have retained their integrity?

Dennis Fernandez – As part of this process the staff has been out in the National Register Historic District for quite some time (pre COVID) doing a re-inventory of the area. We started with the National Register inventory from 1985. The numbers you see today accurately reflect what is out there today.

Commissioner Swift – Of those persons you mentioned are they related to the expansion area?

Dennis Fernandez – You have to look at Hyde Park where it originally extended beyond the Crosstown up to Kennedy and beyond. Hyde Park Avenue and Hyde Park Place were corridors for people coming into stay at the Plant Hotel and they were going on fishing or hunting outings in the area we call Bayshore Boulevard today. The area established by Richard Doby was not represented in the original designation, and I believe the area warrants the same type of recognition.

Commissioner Swift – Could you show the zoning map again please, the blue is what and the pink is what?

Dennis Fernandez – The light blue is RM24, and the dark blue is RM16. Those are residential multi-family classifications that are differentiated by density levels, certainly 2 plus units per acre. The area north of Horatio, and east of Willow, these zoning classifications were placed post war planning initiatives.

Open discussion on the boundaries, contributing and non-contributing numbers, and integrity of the area.

Motion: Dominique Cobb

Second: Thomas Pluckhahn

Move to reopen the Public Hearing for the applicants to have rebuttal time.

The motion was approved by a vote of 5-0-0

No rebuttal was provided by the applicants.

Motion: Thomas Pluckhahn

Second: Dominique Cobb

Move to close the Public Hearing.

The motion was approved by a vote of 5-0-0.

Motion: Mary Schukraft

Second: Dominique Cobb

Move to recommend City Council approve the expansion of the Hyde Park Historic District boundary as shown on the Hyde Park Historic District map, period of historic significance 1886-1933, dated Draft 4-12-2022 specifically that the proposed district expansion boundary be made as shown on the map with the green dots. For the following reasons:

Designation Criteria:

- A. The properties are associated with events that have made a significant contribution to the broad patterns of our history.
- B. The properties are associated with the lives of persons significant in our past.
- C. The properties embody the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D. The properties have yielded, or are likely to yield, information important in prehistory or history.

Commissioner Pluckhahn amended the motion to exclude Criterion D.

Commissioner Schukraft accepted, thereby removing Criterion D from her motion.

Commissioner Cobb seconded.

The motion was approved by a vote of 5-0-0.

Dennis Fernandez: As point of clarification, are there any recommended changes to the Designation Report.

None were specified.

New Business:

None

Date and Time of Next HPC Meeting:

May 17, 2022, 9:00 a.m.

Adjournment:

7:40 p.m.

Approved: _____ Date: _____

Vivian Salaga – Chair