

# Historic Building Survey of Safety Harbor, Florida



*Hayden 1994*

Historic Property Associates, Inc.  
St. Augustine, Florida  
March 1994

Historic Building Survey  
of  
**Safety Harbor, Florida**

Submitted by:

Historic Property Associates, Inc.  
St. Augustine, Florida

to

The Safety Harbor Planning Department

March 1994

# THE CITY OF SAFETY HARBOR

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**Funding for this project was  
provided by the City of Safety Harbor**

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## ACKNOWLEDGMENTS

A survey of historic properties requires community assistance and cooperation. Among other responsibilities, help is needed to assemble maps, locate sources for local history, and identify old buildings. The historian who embarks on collecting information about a community with which he or she has no previous familiarity must particularly depend upon the generosity of local residents. Writing the history of vernacular buildings, that is the residences and other buildings associated with the people of a community, depends more on oral testimony than most facets of history. That was especially true in Safety Harbor, where few documentary sources about the town's past were ever produced and fewer still preserved. We would like to acknowledge those persons who helped us.

The support of the City of Safety Harbor was critical to the study. In addition to approving and funding the project, City officials also made available the records and maps at their disposal and helped the consultant to identify neighborhoods that contained old buildings. We are particularly grateful to Ron Pianta, Planning Director, Chip Coruana, and Chris Nelson for the close interest they took in the project and the help they gave us. City Clerk Bonnie Haines and Deputy City Clerk Jeannette Golombos provided access to the City Commission minute books. Both Betty Quibell and Fritz Kirsch spent time with us in their capacities as members of a municipal advisory board on historic preservation, and as owners of two of the city's old homes.

The assistance of Ms. Mikki Plesoe, Director of the Safety Harbor Museum, was invaluable. She freely gave her time, shared information, arranged local contacts, provided copying facilities, even offered to find accommodations for the consultant in order to facilitate our work. Conversations with Patricia Pochurek and Dick Learn pointed us toward important research materials at Heritage Park. There, Director Ken Ford gave us the benefit of his knowledge of local history sources and generously made the park's collection of the *Safety Harbor Herald* available. Plat research in the Pinellas County Courthouse in Clearwater was facilitated by the courteous staff of the Records Office. We also used materials located at the Library of Florida History, University of Florida, and the St. Augustine Historical Society.

In gathering the history of Safety Harbor, we relied more than usual on oral testimony. Many contributed. They are listed in the bibliography. One, however, must be singled out. We are indebted to Mr. Claude Rigsby, a life-long member of the community and a former city official, who accompanied us on tours of the city and helped not only to identify specific buildings, but provided historical information on many others. The kind of knowledge that he imparted to us cannot be found in documents.

Finally, we must thank the many residents and property owners of Safety Harbor, who patiently answered our questions and permitted the site inspections that we made and the photographs which we took. We hope the survey will serve its intended role in the preservation of the city's cultural legacy.



# SURVEY CRITERIA

The criteria employed in the architectural survey of Safety Harbor relied essentially on age as the criterion for selection of buildings to be documented. The evaluation criteria which the consultants used in developing their assessment of the National Register potential of buildings included in the survey, which is presented in the Recommendations Section of this report, were taken from criteria published by the United States Department of the Interior. These are described as follows:

## Criteria for Evaluation

The quality of significance in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association. Using the definition of the National Park Service, historic properties are buildings, structures, objects, sites, or districts significant in national, state, or local history or pre-history that:

A) are associated with events that have made a significant contribution to broad patterns of our history; or

B) are associated with the lives of persons significant in the past; or

C) embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D) have yielded, or may be likely to yield, information important in pre-history or history.

Certain properties are not ordinarily considered for inclusion in the National Register. They include cemeteries, birthplaces or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past fifty years. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

A) a religious property deriving primary significance from architectural or artistic distinction or historical importance; or

B) a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

C) a birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his productive life; or

D) a cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

E) a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

F) a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance; or

G) a property achieving significance within the past fifty years if it is of exceptional importance.

In a less restrictive fashion, The Division of Historic Resources uses the same criteria to select properties to be placed in the Florida Site File. Buildings or structures recorded in the Florida Site File should be at least fifty years of age. Integrity is not a major consideration for recording, however; that is to say, buildings whose physical appearance has been substantially altered are recorded. The intent of the site file is to gather information upon which to make judgments or evaluations of significance. Recording, or survey, should not be construed as the evaluative phase of the preservation process. Recording properties under that rule allows the office to document more properties of purely state and local significance than normally would be included in the National Register.

It should be pointed out that the Florida Site File is not a state historic register, but an inventory which is intended for use as a planning tool and as a central repository of archival data on the physical remains of Florida's history. Each individual file in the Florida Site File could become a permanent record upon the loss of, or irreversible damage to, that particular property.

During the course of this study the survey team examined all extant buildings within the city limits of Safety Harbor. The survey team recorded every building appearing on the 1933 Sanborn maps which remains standing. That procedure, however, is not entirely satisfactory. Chronologically, the maps do not cover the 1933-1946 period; and, geographically, they do not cover all parts of the present incorporated limits. Therefore, to identify buildings not shown on the Sanborn maps which meet the criteria for recording on the Florida Site File, the consultants relied on their familiarity with historical architecture, and chose to err on the side of generosity. Accordingly, they documented a number of buildings that later research found to have been constructed after 1946. These were then deleted from the initial inventory.

On the other hand, several eligible buildings located in remote parts of the city were found through interviews with local residents. These were then documented and included in the final inventory. While it remains possible that buildings eligible for survey were not documented, the consultants stand confident that such buildings are small in number and without the degree of historical and architectural significance that would commend their attention by informed local residents.

## SURVEY GOALS AND METHODOLOGY

The goals of this project were to perform a comprehensive survey of historic properties within the city limits of Safety Harbor. Funding for the project was provided by the City of Safety Harbor. Historic Property Associates, Inc., a preservation consulting firm, was hired to perform the work. The survey area consisted of the city limits of Safety Harbor (See Map 2).

Survey is the first and most important step in the preservation process. Its goals are to locate, identify, record, and evaluate properties that are historically and architecturally important within either thematic or geographic limits. The survey process is complicated, consisting of a series of activities that must be carried out in succession to insure comprehensiveness and accuracy of the findings.

In the City of Safety Harbor survey the first step consisted of research in existing historical literature to determine the periods, activities, and personalities significant to the development of the area and to identify previously recorded historic buildings and other standing structures. Buildings previously recorded for the Florida Site File or listed in the National Register of Historic Places were noted and the files obtained from the Florida Department of State. Only one building in the city was found to have been previously recorded.

The second phase of the survey process consisted of field work. With the aid of a set of 1933 Sanborn maps, the field team inspected all buildings within the survey boundaries. Those that met the criteria for inclusion were photographed and located on the maps. In addition, the field team recorded addresses, assigned temporary record numbers, and made note of important architectural characteristics for each of the buildings. Because of the break in time between 1933 and 1946 (the end of the historic period), the surveyors had to rely on their knowledge of historic architecture to identify buildings constructed during those years. That is difficult and imprecise. Accordingly, their findings were subsequently reviewed with local informants. On their testimony regarding construction dates, a number of buildings were excluded from the original inventory and a number of additional buildings recorded.

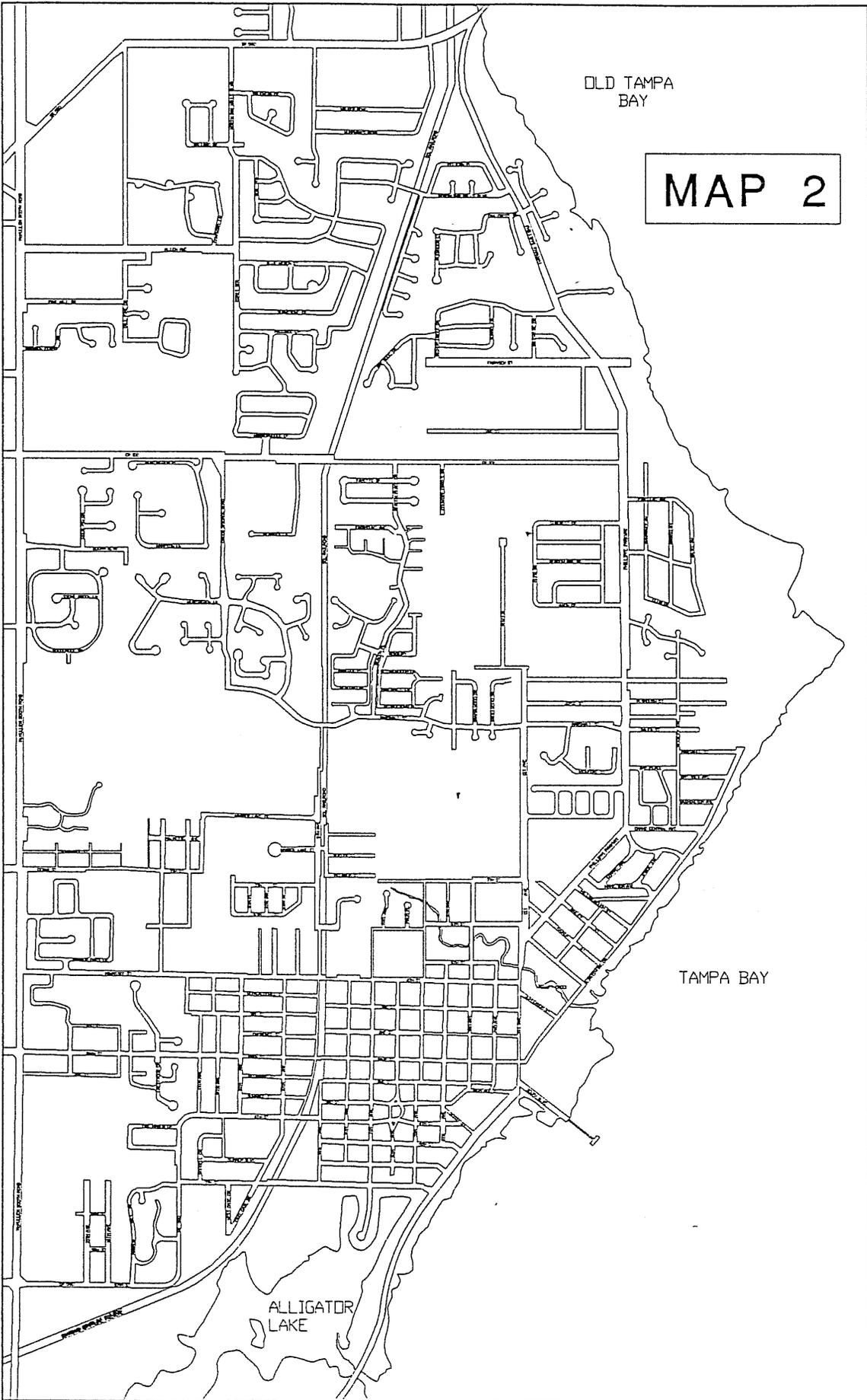
The next phase of the project consisted of entering data gathered during the field survey into the consultant's designed dBase III program. The format for program follows that of the Florida Site File form for standing structures. Concurrently, the consultant's team of historians compiled historical information on the buildings included in the survey. Research was performed at the Safety Harbor Museum, City Hall, the Pinellas County Historical Museum, the local newspaper office, the Safety Harbor Public Library, the St. Augustine Historical Society Library, and the P.K. Yonge Library of Florida History at the University of Florida.

Using the Sanborn maps, oral testimony from local informants, and secondary sources from historical repositories, the survey team established a range date of construction for all standing structures, and determined an exact year for some. They included the date of construction on the Florida Site File form in the appropriate place, entering either a circa date, indicated by a c., or the exact date. A continuation sheet containing an architectural description, architectural context, historical narrative, and historical context was also prepared for each property. After all pertinent information was entered in the data base the forms were printed and filed in individual folders.

The final phase of the survey process consisted of the compilation of this report. A preliminary historical report outlining the important events and themes in the development of the City of Safety Harbor was submitted to city officials for approval. The analysis of architecture of the survey area was facilitated by the database program. An inventory of sites recorded during the survey is provided in Appendix 1 of this report.

OLD TAMPA  
BAY

MAP 2



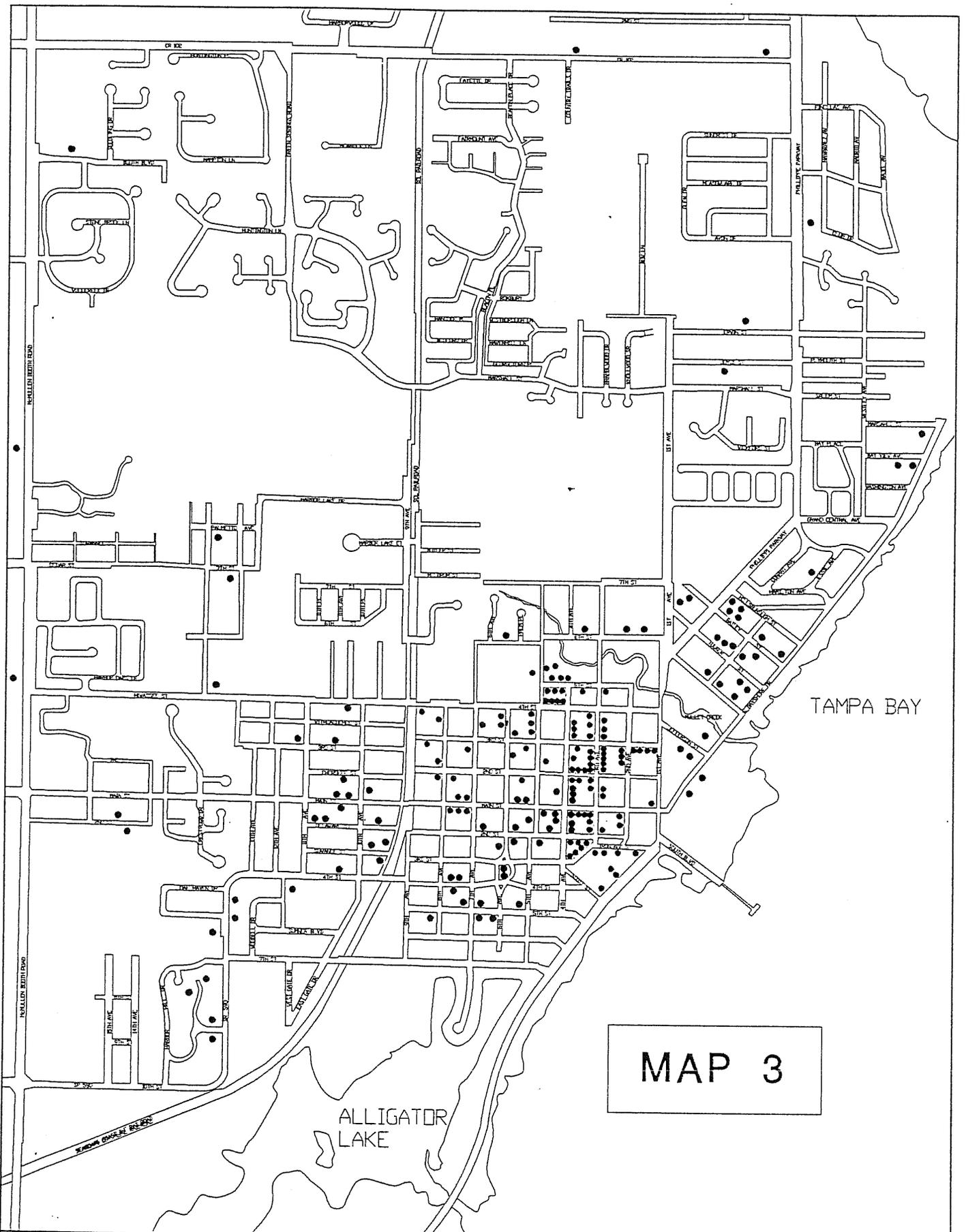
TAMPA BAY

ALLIGATOR  
LAKE

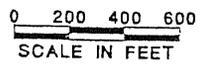
MAP OF AREA SURVEYED  
IN SAFETY HARBOR, FL



MAP PREPARED BY  
HISTORIC PROPERTY ASSOC., INC.  
JANUARY 1994



MAP OF SITES SURVEYED  
IN SAFETY HARBOR, FL



MAP PREPARED BY  
HISTORIC PROPERTY ASSOC.  
JANUARY 1994

# DEVELOPMENTAL HISTORY OF SAFETY HARBOR

## Introduction

Safety Harbor is located on Florida's west coast, at the head of Old Tampa Bay. The Bay with its abundance of marine life, provided the area's inhabitants a source of food and transportation during the pre-historic and historic periods. Archaeological evidence suggests that pre-historic aboriginals visited the Safety Harbor area as early as 3,000 B.C. By A.D. 1400, a thriving Native American population--characterized by the large mounds they constructed in their village complexes--surrounded Old Tampa Bay and the Pinellas peninsula on its western shore. This Safety Harbor culture is the one most likely associated with the Tocobaga Indians who Spanish explorers Panfilo Narvaez and Hernando de Soto found during their explorations of the Gulf Coast in the sixteenth century.

Despite early European contact, little development occurred within the boundaries of the present-day city of Safety Harbor until the end of the Civil War. The first non-Indian settlers, Odet Philippe and his family, established a citrus plantation in the late 1830s above the future town site. In 1855, Colonel William J. Bailey purchased the mineral springs on the shore of Old Tampa Bay and the area became known as Bailey's Bluff, Bailey-by-the-Sea, or Green Springs. Other homesteaders in small numbers followed. Establishment of a tourist and health resort around 1900 and the arrival of the railroad in 1914 encouraged some development in the early part of the century. Promoters hailed the economic potential of growing oranges and vegetables in the area. With a population of 200, the community was incorporated and given the name Safety Harbor in 1917.

Improvements to the mineral springs in 1923 and the creation of a spa and major hotel and recreational facilities spurred growth. Large scale commercial buildings, new subdivisions, roads, and homes were laid out and constructed at an unprecedented pace during the great land boom of the 1920s, raising the town's population to 500 in 1925. The boom was short-lived, however, and after its collapse in 1926 building in Safety Harbor slowed dramatically. In debt and isolated from any major state road, the community languished through the Great Depression. Some building occurred in the late 1930s, but full recovery came only with the war years and post-war prosperity.

## Prehistory

Archaeologists have divided Florida into nine identifiable culture areas, which are based on various factors, including cultural traditions, contacts with other peoples, and types of foods available. Safety Harbor lies in the Central Peninsula Gulf Coast culture area, which extends from present-day Pasco County to Charlotte Harbor. Within that area, the Tampa Bay region was the site of the most concentrated prehistoric Indian occupation. Evidence exists, in the form of excavated projectile points and long extinct mammal bones, that the earliest aboriginal contact with the Central Peninsula Gulf Coast area occurred during the

Paleo-Indian Period (12,000-7,000 B.C.). Those early inhabitants were nomadic hunters and gatherers who made seasonal visits to the area's bays and rivers in search of game. Later, beginning about 3,000 B.C., more advanced cultures established villages and practiced limited agriculture to augment their diets. That lifestyle remained relatively unchanged until the sixteenth century, when the first Spanish explorations of Tampa Bay were made. The Spaniards encountered a series of autonomous tribes collectively known as the Tocobaga Indians. That group utilized the abundant marine resources found in the bays and rivers for food and also planted maize, pumpkins, and beans. Although Spanish contact with the Tocobagas was limited, they introduced fiercely contagious diseases that decimated the Tocobaga population. In time, the Seminole Indians replaced the Tocobaga peoples.<sup>1</sup>

The legacy of the Tocobaga peoples, large mounds built close by their villages, dotted the landscape in and around the present site of the City of Safety Harbor. During the twentieth century, most of the mounds in this locale were destroyed due to development and their shell contents used as paving material on city streets. It is from these archaeological type-sites investigated in the 1940s and 1950s that the Safety Harbor aboriginal culture takes its name.

## **European Contact and Colonization, 1513-1821**

Although Juan Ponce de Leon's expedition of 1513 may have sailed as far north on Florida's west coast as Tampa Bay, the first recorded sighting of the Safety Harbor area was made by Francisco de Garay, who sailed into the Gulf of Mexico from Jamaica in 1519 and mapped much of the Gulf coastline. In 1528 Panfilo Narvaez, another Spanish explorer, landed with an expedition of 400 men on the lower Pinellas peninsula, near present-day Safety Harbor, before proceeding inland in search of gold. Eleven years later Hernando de Soto sailed into Tampa Bay on a similar expedition. Despite those early explorations, the Spanish failed to plant a permanent settlement in the Tampa Bay area, although they continued to make periodic visits there well into the seventeenth century.<sup>2</sup>

Throughout the Colonial Period (1565-1821) Florida served primarily as a military outpost and a point of departure for missionary activity in what is now the Southeastern United States. There were no precious metals or significant concentrations of sedentary Indian populations, which could be used to provide labor for agricultural pursuits. Therefore, neither the Spanish in their two periods of ownership (1565-1763 and 1784-1821) or the British in their twenty years of occupation (1764-1783) were able to establish significant settlements outside of St. Augustine and Pensacola.<sup>3</sup>

During the first two decades of the nineteenth century the United States became increasingly anxious to acquire Florida. The vast, largely undeveloped area was a temptation to the expansion-minded administrations of presidents Jefferson, Madison, and Monroe. Moreover, Florida presented problems for the United States. It was a haven for runaway slaves and displaced Indians, who were involved in armed conflict with settlers residing along the southern borders of Georgia and Alabama. Contraband trade and slave smuggling, both outlawed in

the United States, were common practices in the Spanish colony. Finally, because of its strategic importance, Florida potentially threatened the national security of the United States. In the hands of an enemy power, particularly Great Britain, it might serve as a base for attacks against the United States. Spain's feeble response to Andrew Jackson's invasion of Florida during the First Seminole Indian War in 1818 made it apparent that country could no longer hold the colony. Mounting pressure from the United States forced the signing of the Adams-Onis Treaty in 1819, although diplomatic delays postponed the actual transfer of the provinces until 1821.<sup>4</sup>

### **Territorial Period through the Civil War (1821-1866)**

The United States Territory of Florida was established in 1821 and Andrew Jackson named provisional governor. In July of that year Jackson created St. Johns and Escambia Counties as the first two political subdivisions in Florida. Escambia County initially encompassed all of that territory lying west of the Suwannee River, including the area which today forms Pinellas County.<sup>5</sup>

The primary boost to settlement in the area was provided by the United States Army in 1824 when it established Ft. Brooke on Tampa Bay. Named for Lieutenant Colonel George M. Brooke, the military outpost was located on the north fringe of the Seminole Indian reservation established by the Treaty of Moultrie Creek (1823), which ended the First Seminole War. Brooke and his four companies of militia were charged with overseeing the movements of the Seminoles, distributing provisions allotted them, and stopping the illegal trade with Cubans and others who supplied weapons to the Indians around Tampa Bay. The fort and its garrison also provided a measure of protection for the growing numbers of settlers who located within its vicinity during the late 1820s and early 1830s. In 1834 there were enough residents in what was by then called Tampa to justify the creation of Hillsborough County, which also contained the area that was to become Pinellas County.<sup>6</sup>

Safety Harbor's first settler of sorts arrived in the early 1820s. A man named Odet Philippe, a self-styled "Count," evidently an immigrant shortly before 1820 from the Bahamas, established a farm in the area about 1823. In 1829, Philippe filed for citizenship in Charleston, where he had become a prosperous cotton and tobacco grower. He also had land holdings in what is now Fort Lauderdale and business interests in Key West. By the late 1830s Philippe was well enough established in the area to develop the beginnings of a citrus plantation, importing plants from the West Indies and Bahamas. He also imported tobacco seed from Cuba, becoming the first cigar maker in the Tampa Bay region.

Philippe extended his plantation and businesses in the area, even selling fish to the Army during the Second Seminole War. When a hurricane destroyed his plantation in 1848, he rebuilt it. Three years later, in 1851, one of the few descriptions extant of Philippe was recorded by Clayton Clay, son of the Governor of Alabama and a U.S. Senator. Unable to cross Tampa Bay because of bad weather, Clay wrote, "So, I was disappointed in not seeing the head bluffs of Olde Tampa and the orange groves of Mons. Philippe, a Frenchman and native of St.

Domingo about the color of Alfred - who was anxious to extend to us his hospitality." Philippe was forced to evacuate the area during the Civil War, but returned at its close to spend out his days on his plantation in Safety Harbor, which he called St Helena. He died in 1869 and lies buried in a park named after him in Safety Harbor.<sup>7</sup>

The Second Seminole War (1835-1842) stimulated development of the lower part of the Florida peninsula. The U.S. Army dispatched a number of military expeditions to areas along the west coast, especially to Fort Brooke. Land was cleared, forts built, and roads created. Ft. Brooke was the main military entrepot for supplies on the central west coast of the Florida peninsula and was the terminus for a number of roads that led into the interior. Fort Harrison, located on what is now Clearwater harbor, was the main military outpost in present-day Pinellas County. The war ended in 1842 with an agreement that established the Peace River as the western boundary of the Seminole reservation.<sup>8</sup>

At the war's end, Congress passed the Armed Occupation Act, which was designed to encourage settlement of Florida. Under the Act, any head of a household could obtain free a 160 acre tract of land subject to the following restrictions: 1) the land had to be south of a line that ran east to west about three miles north of present-day Palatka; 2) the owner had to reside on the land for five years; 3) the owner had to build a house and clear at least five acres of land on the tract; and 4) the land could not be within two miles of a military post. Odet Philippe received title to his property under the terms of this act.<sup>9</sup>

Florida was admitted to the Union in 1845 and sent to Congress its first senators, James Westcott and David Levy Yulee. The slave issue dominated state politics during the 1850s. Substantial settlement occurred throughout the northern half of the state during the antebellum period, as evidenced by the creation of twenty-six counties by 1845. An additional eleven counties were added by 1860. The Third Seminole Indian War (1855-1858) ended forever the threat of sustained Indian resistance to settlement of the southern Florida peninsula. Cattle ranchers were quick to exploit the newly opened prairie lands east of the Kissimmee River and south to the Caloosahatchee River. By 1860 Hillsborough County had become the state's leading producer of beef. Although many of the area's ranchers chose to drive their herds northeast to Jacksonville, the port at Tampa received a large share of the cattle trade, transporting as many as 400 head of cattle per month to its chief market at Havana, Cuba.<sup>10</sup>

On the eve of the Civil War Hillsborough County had a population of 2,417 whites and 564 black slaves. It was the most populous county south of Marion County. Approximately sixty families lived within the area that would later become Pinellas County. The homes those early settlers constructed were made of hand hewn logs. The roofs were thatched and utilized palm fronds and other indigenous materials. Glass or screen windows were rare and mosquitos and other insects were constant pests. Beef production constituted the central Gulf Coast's major industry; farming, especially vegetable products, such as potatoes and corn, a distant second. Most residents planted vegetable gardens of their own and fished and hunted to supply food for their tables.<sup>11</sup>

Development in Florida was brought to an abrupt halt when the state seceded from the Union in January 1861. Many male citizens abandoned their

farms and communities in response to the Confederacy's demand for 5,000 volunteers from the state. Soon after war was declared, Union steamships patrolled the coastline and effectively prevented the shipment of surplus cotton from the state to European textile firms. Florida's major cities - Jacksonville, St. Augustine, and Pensacola - fell quickly to Union forces. Because the Tampa Bay area was far removed from direct contact with Confederate lines, Federal forces paid it little attention. Hillsborough County, however, did play an important role in supplying the Confederacy with beef after shipments from states west of the Mississippi River were cut off with the fall of Vicksburg in 1863.<sup>12</sup>

Most citizens in Florida welcomed the cessation of hostilities in 1865. The drain of manpower during the war, however, had left the state's economy in shambles. Over one-third of the estimated 15,000 Florida men who served in the Confederacy were killed in battle or died from disease. Veterans who returned found the communities that had been occupied by Union forces destroyed. State-wide property values dropped by nearly one-half, from \$47 million in 1860 to \$25 million by 1865. A painful period of reconstruction, marred by political and racial unrest, followed.<sup>13</sup>

One event of later importance to the development of Safety Harbor occurred during this period. Sometime in the 1850s, Col. William J. Bailey, a member of a military contingent stationed in the area during the Third Seminole War (1856-1858), purchased the property on which the city's famous natural springs are found. Bailey was not the first person to discover the salubrious effects of the waters. The Indians knew about them and, reputedly, early Spanish explorers had found them. Bailey's purchase of the property from government ownership led, more than a half century later, to the establishment of a large spa, which remains nationally popular in the late twentieth century.<sup>14</sup>

## **Early Settlement, Development and Incorporation of Safety Harbor, 1865-1919**

In the years immediately following the Civil War Florida experienced a substantial population increase. Large numbers of Confederate veterans and northern "carpetbaggers" entered the state seeking homesteads and economic opportunity. In the fifteen years between the end of the war and the census of 1880 Florida's population nearly doubled to a total of 269,493. The event that spurred significant settlement of the southern half of the Florida peninsula was the Disston land purchase of 1881. After Florida gained statehood in 1845, its development depended on the ability of the state and federal governments to convey land to the public. Other than land whose title was derived from a Spanish land grant, land in Florida belonged to the state or federal government. By an act of Congress in 1850 the federal government gave to the state some 10,000,000 acres of swamp and overflow land for the purpose of drainage and reclamation. To manage that land and the 500,000 acres the state had received upon entering the Union, the Florida Legislature created in 1851 the Board of Trustees of the Internal Improvement Trust Fund. The Board of Trustees consisted of the governor, comptroller, treasurer, secretary of agriculture, and the registrar of state lands. In 1855 the legislature set up the Florida Internal Improvement Fund, a trust in which title to state lands was vested.<sup>15</sup>

The fund became mired in debt after the Civil War. Under state law no land could be sold until the debt was cleared. In 1881, the trustees began looking for a purchaser to buy enough state land to pay the fund's debt and permit sale of the remaining millions of acres that the state controlled. The search ended when Governor William D. Bloxom contacted his occasional fishing partner, Hamilton Disston of Philadelphia. Disston, a wealthy saw manufacturer and shrewd investor, worked a deal with the Florida Internal Improvement Fund Committee to purchase 4,000,000 acres of land at a cost of twenty-five cents per acre. The Disston Purchase, as it was subsequently called, enabled the state to clear its debt and then distribute large land subsidies to railroad companies, such as those of Henry Flagler and Henry Plant, which thereafter began extensive construction programs throughout the state.<sup>16</sup>

In 1885, a Dr. W. C. Van Bibber of Baltimore, in a report before the American Medical Society's annual meeting in New Orleans, discussed the healing effects of natural spring waters and commented favorably on the proposed site of a national sanitarium in the Pinellas Peninsula. His remarks stirred interest. The name Green Springs came from a visitor from Georgia by the name of Green who claimed to have been "cured" by the waters. The names Green, Youngblood, Booth, and McMullen are among the earliest settlers in the immediate post-Civil War period. A number of veterans became full or part-time residents. They included William Bolivar Leech, James F. Tucker, C. S. Washington, and C. W. Johnson.<sup>17</sup>

Arrival in 1887 of the Orange Belt Railroad in Clearwater, six miles away from Safety Harbor, spurred migration to the area. Few accommodations were available in the nineteenth century. For a number of years, before hotels were constructed, people simply camped out around the springs. The practice continued even into the second decade of the new century. A post office was established in the new community February 7, 1890 at the corner of Grand Central Avenue, immediately north of the present downtown section. Capt. George Washington and his son, C. S. Washington, constructed the first commercial wharf, which they placed north of the town, above Grand Central Avenue, in Washington Subdivision, platted in 1891.<sup>18</sup>

The economy of Safety Harbor at the turn of the century relied on citrus, small farming, and tourism. Visitors came to bathe in the spring waters. They arrived by a ferry trip of some two hours from Tampa or a stage coach from Clearwater. Accommodations for visitors eventually came. John Whiteledge built an open air dance hall and a small hotel, the Green Springs Inn. The Hankins Hotel went up on the south side of Main Street. George B. Thomas, who had moved to Safety Harbor from Tampa to recover his health, constructed the first store. E. A. Boyd opened a grocery and feed store on 1st Avenue. At the corner of 2nd Avenue and Main Street a drug store and grocery store appeared. Close by were a barbershop, justice's office, a photographer, and a real estate business.<sup>19</sup>

Development of transportation provided a key to growth. The automobile was, by 1910, becoming a vital feature of American life. Road building throughout the state began to accelerate. The first major road to Safety Harbor, State Road 17 (now State Road 590), entered the area in 1916. It skirted the top of the bay, passing through Oldsmar to Tampa. By 1923 the local paper could boast that "Safety Harbor is connected by public highways with every other section of the

peninsula. The most recent highway improvement being a vitrified brick boulevard which is now being built from Clearwater, on the Gulf of Mexico, to Safety Harbor and Tampa on Tampa Bay."<sup>20</sup>

In September 1914 the Tampa & Gulf Coast Railroad (T&GC) reached Safety Harbor, providing a direct rail link to Tampa. This new transportation route connected the city with northern population centers, important for the burgeoning health resort of Espiritu Santo Springs. It also facilitated the delivery of building materials and export of citrus and vegetable crops. In 1917 the T&GC became part of the extensive Seaboard Airline (SAL) system, which provided direct connections with most of the major cities in Florida. The citizens of Safety

Harbor played a role in securing the rail link, contributing \$30,000 for construction of this road with the provision that it reach their community. By 1916 three passenger and three freight trains entered Safety Harbor each day. Visitors continued to use water transport. A locally produced brochure boasted in 1915 that "in addition to the new railroad, we have a strong steamboat corporation in process of organization, which will operate a line of boats from Safety Harbor to Port Tampa & Tampa, giving a double daily schedule."<sup>21</sup>

In 1916, when the population stood at 200, one newspaper, the *Safety Harbor Herald*, edited by A. E. Shower, served the community. The previous year, A.G. Waldron's *Tropical Breeze* had failed. A one-room school house provided education for grades one through nine. One visitor drew the following picture of the community in 1915:

"Safety Harbor has religious, social and educational advantages which will compare favorably with any community of its size in the country, having a splendid graded school and three churches....It has one first-class hotel and needs more. It has numerous boarding houses and cottages. It has a strong bank and various other business houses, all of which are thriving....Here is where you can enjoy your own home either in summer or in winter; then let it during the other season at a good figure, thereby making your investment profitable all the year 'round."

### The Creation of Pinellas County

One of the prevailing themes of the political history of Florida during the late nineteenth and early twentieth centuries was county subdivision. As Florida's population grew and new communities developed, residents in outlying areas continually lobbied for the division of Florida's larger counties into smaller, more manageable political units. Dissatisfaction with the practices of the Hillsborough County government, which was dominated by Tampa boosters, prompted residents on the Pinellas peninsula petition the Florida Legislature for recognition as a separate county. After the 1910 census was taken it was calculated that the Pinellas peninsula, with a population of 13,193, had grown at a faster rate than any county in the state during the first decade of the twentieth century. That fact, combined with the rapid growth of Clearwater, St. Petersburg, and other peninsula communities swayed the legislature to approve the split from Hillsborough County. On November 14, 1911 Pinellas County was created as Florida's forty-eighth county with Clearwater established as the county seat.<sup>1</sup>

<sup>1</sup>St. Petersburg Times, December 20, 1910; GHS, *Our Story*, 17.

One year later, another writer referred to "a new 20-room brick hotel, an up-to-date bathing establishment, a live Board of Trade, a new High School, and all the natural scenery and beauty one could wish for."<sup>22</sup>

Incorporation came in 1917 under a commission form of government. George W. Campbell was elected the town's first mayor. Other elected officials included Dr. D. Byrd McMullen, treasurer; John U. Byrd, attorney; D. P. Pipkin, town manager and E. D. Pearce, marshal. The first Town Hall was in the Bank Building at 200 Main Street (the present Chamber of Commerce Building). One of the early acts of the Town Council was enactment of an ordinance requiring building permits and establishment of a fire code.<sup>23</sup>

The fire code came too late to save a part of the town. Within a month, Safety Harbor suffered the fate of many communities in Florida during the late nineteenth and early twentieth centuries: a disastrous fire. Early construction relied almost exclusively on wood. Buildings went up hastily. Fire codes were obviously absent during the organizational stage of community building. Eventual conflagration was inevitable. In Safety Harbor, it came on September 1, 1917. The Safety Harbor Inn, four cottages and a two-story building were destroyed. The fire continued burning into the following day. The paper reported that the "drug store corner occupied by the E. D. Pearce Rental Agency and D. D. Barron with drugs and cold drinks was next. Mr. Peace moved all his fixtures out and sustained little loss. Mr. Barron saved practically all his stock, his chief loss being from breakage and the loss of his soda fountain and big music box." A bucket brigade struggled to slow the flames. The Clearwater Fire Department refused assistance, but Tampa sent an engine around the top of the bay, arriving in time to help save the post office.<sup>24</sup>

In 1919, a much stricter fire code was enacted, requiring the use of non-flammable material in construction within the fire code area. Although hampered by a modest tax base, the Town Council began to fund infrastructural improvements that ultimately led to the clearing of roads and the establishment of gas, water, and sewer services. Dredge and fill operations to construct a city dock were approved in 1919 and 1920. Twenty acres of land were created through fill operations behind the seawall between the springs and bay. Designed for homesites, the land became the site of the Safety Harbor Spa. Only some fifty houses in the town were wired for electricity in 1918. Extension of electric service was proceeding, however.<sup>25</sup>

The total assessed value of taxable property in the community in 1918 stood at \$416,045. Both private developers and city officials pushed hard for expansion. The city took out a two-page advertisement in a statewide guidebook published in 1919. Developers continued, meanwhile, to promote settlement in the profusion of subdivisions that had been created in the city, many in the early years of the century. They included the Green Springs Subdivision (1905), Espiritu Santo Springs Subdivision (1905), South Seminole Park (1905), Spring Haven Addition to Green Springs (1905), Harry Kennedy's Subdivision in the far north part of town, and Leech and Strain's Addition to Green Springs (1906). Brooklyn Subdivision and Jackson Park were created for settlement by black homeowners, in keeping with the segregated nature of society at the time. West Green Springs, Seminole Park (platted by the Seminole Development Co. of Tampa), and Holmes Subdivision were established in 1914.<sup>26</sup>

As in every period of its developmental history, Safety Harbor between 1890 and 1925 had several promoters who hoped to capitalize on the community's well situated undeveloped lands. C. S. Washington and C. W. Johnson were among the most ambitious developers. The interests of Capt. James F. Tucker and his wife Virginia, prominent local entrepreneurs who had taken over the mineral Springs, were also strong. The pair formed the Espiritu Santo Springs Corporation and began developing the Springs area. After Capt. Tucker's death in 1913 Virginia Tucker continued development of the Springs and the Tucker property holdings that comprised the eastern section of town.

## Safety Harbor During the Great Florida Land Boom, 1920-1928

The Town of Safety Harbor was well positioned to feed the hunger for Florida land that gripped investors throughout the nation in the early 1920s. It offered an attractive setting, laid out on the shores of Old Tampa Bay by the well-known mineral springs and near the continually expanding urban center of St. Petersburg and the Gulf beaches. There was a large amount of open land available for development, which ultimately proved an irresistible attraction for the hordes of speculators who descended upon the state during the period that became known as the "Great Florida Land Boom."

It is difficult to exaggerate the speculative proportions of the boom that erupted in the mid 1920s. Miami and Palm Beach are generally regarded as the scenes of the most anxious activity, but the Tampa-St. Petersburg area ranked a close second. St. Petersburg's boom began in earnest in 1923. In November of that year the *St. Petersburg Times* reported that a record 237 tourists on two trains had entered the town in a single day. That same month it was reported that twenty-three municipalities in Florida had already exceeded their previous year's total in building permits issued and that the amount spent on construction projects throughout the state was \$10,000,000 dollars ahead of the figure established in

### The Great Florida Land Boom

Throughout its history Florida experienced cyclical periods of boom and bust. Those boom periods primarily centered around the exploitation of natural resources or the potential of raising agricultural products such as cotton, sugar or citrus. Invariably, the booms were countered with busts brought on by the depletion of the resource, hurricanes, yellow fever, war, or financial panic. The mid-1920s boom, however, was a different experience for Florida and ushered in a new era of speculative enterprise in the United States. At no other time prior to the event did the entire nation participate as wholeheartedly in the exploitation of a single state. A combination of post-World War I factors contributed to what became known, among other things, as "Florida Fever." Reforms in labor practices increased vacation time for a broad section of America's middle class. There was an increasing desire during the period to discover new perspectives and break away from the drab urban industrial sectors of the Northeast and Midwest. Those factors, coupled with the introduction of affordable automobiles and extensions of the nation's railroads, provided greater mobility to more people than ever before. Travellers were enticed to visit Florida by a voluminous body of promotional literature, which flooded northern markets, extolling the virtue of its healthful climate and cheap lands.

1922. By December 1924 it was estimated that twenty thousand people entered Florida each day. The previous fall, the Florida Legislature issued an open invitation to wealthy investors with approval of a constitutional amendment prohibiting either an income or inheritance tax. The resulting capital influx accelerated an already well-developed surge of land purchasing. In early 1925 some 25 trains daily were arriving at Jacksonville, where visitors could catch connecting trains to almost anywhere in the state.<sup>27</sup>

Safety Harbor participated in the frenzy, if to a lesser degree than neighboring communities. Construction in 1923 of the Gandy Bridge, which led across the bay far south of the city, left it relatively isolated and spurred greater development in the southern part of the peninsula. Nevertheless, in the early part of the decade the city borrowed \$1 million to finance sewer, water, and street improvements. Ultimately, its indebtedness created problems. The cost of installing granite sidewalks also added to the city's debt burden at the time. But in the early 1920s optimism reigned supreme. It was assumed that growth would inevitably pay for any expenditures.

Further subdivision creation ensued. Areas chartered in the decade included Gray & Busha in 1923; Lincoln Heights; South Green Springs Replat, and Safety Harbor Heights in 1924; and, in 1925, Washington-Brennan, Mira-Mar Terrace, De Soto Estates, Dixie Subdivision, Harbor Highlands, and Harbor Hill Park. Enthusiasm outstripped reality, however. In all of those subdivisions, not over a dozen buildings were eventually erected at the time. The prices for lots varied, depending on their location. While ninety lots in the Dixie Subdivision were advertised for \$45 each, lots below town on property called Dellwood Heights went for \$600 (corner) and \$1,200 (inside). Nothing was ever built during the 1920s in the Dixie Subdivision, which is inland with no view of bay.<sup>28</sup>

Some fine construction did occur. In Harbor Hill Park, which commanded a view of the bay, lots sold for \$1,000. Here the Rev. Charles F. Jaeger House was constructed in the Mediterranean Style, the prototypical design of the Florida Boom. It was completed at a cost of \$18,000 in 1925. The B. F. Patton House, built for the vice president and cashier of Espiritu Santo Springs Bank, went up next door. A number of other cottages and houses were constructed that year, the last of the Boom, when the town's population stood at 500.<sup>29</sup>

At the height of the speculative fever, in early 1925, one developer said that the town might become a "second St. Petersburg." So high was development fever that the town extended its limits four miles. A motion that was made to extend the city limits two miles caused so much controversy that, in jest, another motion was suggested to extend them four miles. It carried. After the city went bankrupt in the 1930s it withdrew the limits back to Grand Central Avenue on the north.<sup>30</sup>

The most significant developments of the 1920s in Safety Harbor were construction of the Safety Harbor Spa, the St. James Hotel, the Alden Apartments, the Washburn Apartments, and the De Soto Estates subdivision. The Spa was the most ambitious of these. In 1923, W. E. Sinclair, Vice President and General Manager of the Espiritu Santo Springs Company, commenting on plans for development of the spa, raised local spirits when he said that "As a financial proposition, the Springs are a gold mine: Shipments of water are made of all parts of the United States: and the only expenses are the cost of bottles and the expense

of bottling. The flow of water is at the rate of eight thousand gallons per hour...[W]ith the Sanitarium developed and the Turkish Baths and the Swimming Pool, together with our large Hotel, I consider we will have one of the biggest and best paying investments in the State of Florida."<sup>31</sup>

The Espiritu Santo Springs corporation--by now bottling and marketing the spring water nationally--went on a building spree, constructing the Pipkin and Pavilion buildings at the Sanitarium, which replaced wooden structures blown down in the hurricane of 1921. The company also built the Hotel St. James. Like most buildings of the era, they were designed in a Mediterranean flavor. While newspaper accounts claimed finishing touches were being put on the facilities in early 1925, it opened later that year. A large three or four story facility with tall towers (depicted on all publicity releases and promotional literature) was planned for a site north of the other two, but it was never built. The Springs Company also built a ten-room structure as a housing facility for the Sanitarium nurses in their South Green Springs Subdivision. At the same time it sold lots in the Espiritu Santo and Spring Park subdivisions. Concomitantly, Mrs. Tucker built the grand Colonial Revival mansion on the corner of Jefferson Street and Bayshove Drive. The hotel, which was named the for Virginia H. Tucker's husband, is located at what is today 101 Main Street and was intended to house guests at the Sanitarium. The building contained a hotel and restaurant in addition to the Enterprise Market (a grocery), and Roberts Drugs. It was also a terminal for the Florida Motor Lines. The style of the hotel was based on Spanish architectural precedents. A generous use of arches, balconies, and towers give the hotel a distinctive appearance. Advertised as one of the most modern hotels in the state, it contained phones in every room, hot and cold water, private baths, and electric lights. The hotel was formerly opened on March 6, 1925.<sup>32</sup>

Two other large commercial structures were being built at the same time to the north and south of the Hotel St. James. George F. Washburn came to Safety Harbor in 1924 to invest in property. He bought properties along 1st Avenue and Main Street where he constructed the Alden and Washburn apartments, called the Silver Dome because of the domes adorning its twin towers. Both exhibited a Mediterranean design, like the St. James. Completed first, the Silver Dome (a downtown landmark for fifty years before it was condemned and razed in 1981) housed apartments upstairs and shops downstairs. In photographs of its Main Street facade one detects a trace of the Art Deco Style sweeping the country at the time, particularly in urban hotel construction. The Alden Apartments also housed the city's first movie theater. By 1928, the theater was offering free transportation service for invalids, no doubt an attempt to cater to the Espiritu Santo Springs Sanatorium clientele.<sup>33</sup>

The Sea Park Inn or Barth's Baths, another Hotel and Mineral bath facility, was constructed in the 1920s northeast of the Espiritu Santo facility, across the street from the Alden Apartments. Construction of a large pharmaceutical firm (its ads depicted a large multi-story Mediterranean style factory) began in late 1925. A tile factory from Georgia also announced that it would move operations to Safety Harbor. Neither was completed.<sup>34</sup>

The most grandiose in scale of all the projected development efforts, De Soto Estates, an exclusive development that was to be located north of the present Town

of Safety Harbor, was undertaken in late 1925. Plat information reveals that Thomas Palmer and Ruby B. Palmer ordered the survey. Col. Thomas Palmer of Tampa, who held a large tract of land north of Safety Harbor, later led a fight against Col. Ben T. Davis over the Tampa-Clearwater (Davis) Causeway. To protect the exclusivity of the subdivision, the developers placed 25-year restrictive covenants in the property deeds that governed the setback of buildings on the lots, the minimum cost of construction for each home, and a requirement that all houses be designed in the popular Mediterranean Revival style, subject to review and approval of the corporation. Of course it was further stipulated that there would be but one house per lot and that whites only could live in the subdivision.<sup>35</sup>

Full pages ads ran in the *Safety Harbor Herald* in late August and the first week of September 1925, proclaiming: "Millions to be Spent in Developing Picturesque Landing Place of De Soto....High restrictions have been placed on the entire properties and every home shall be in keeping with the great scheme of Spanish and Italian architecture. The Yacht Club, construction of which will begin, is of the above type and design, and will be an example and proof of the grandeur of the Spanish and Italian type of Architecture." A grand open house was set for September 4 through 7, complete with a re-enactment of Hernando De Soto's landing on Tampa Bay. The local paper heralded the event for several weeks, describing the preparations - even to the efforts to recreate De Soto's ship - all of which were to coincide with the Labor Day weekend festivities and a large boat race designed to attract wealthy investors from St. Petersburg, Tampa, Clearwater, and Tarpon Springs. Just for the event, a thirty-page complementary edition of the *Safety Harbor Herald* was published, filled with glowing reports about the town and its investment potential. It all came to nothing.<sup>36</sup>

Even as the walls of the Spa went up and the extravaganza unfolded at De Soto Estates, signs abounded that the Boom, which many thought would last indefinitely, was in trouble. Over-speculation in real estate throughout Florida had created a financial house of cards. Land changed hands rapidly, inflating mortgages and sucking up cash. In August

### "The Florida Madness"

One of the greatest evils of the Boom was the literature circulated by unscrupulous speculators promising hefty returns on small investments in Florida lands. Thousands of families who could ill-afford the journey flocked to Florida in the 1920s seeking to make it rich. The following passage is an example of the type of criticism heaped on Florida during the waning months of the Florida Land Boom.

"The roads are filled with tin-can tourists, whole families coming by automobile, many of them poverty stricken persons possessed of a few dollars and a second-hand Ford; they expect to be millionaires tomorrow, having a childish faith in Florida's possibilities which outrun that of Ponce de Leon. In every Southern state are to be found thousands of these vagabonds, who have stranded on their way and are now dependent on the local municipal authorities. Within Florida itself thousands more of these persons live in tourist camps and city health officials are trembling in their boots over the dangerously unsanitary conditions created both in the camps and in the mushroom municipalities."

"The Florida Madness," *The New Republic*, Vol. 45 (January 27, 1926) 258.

1925, the Florida East Coast Railway, its warehouses in South Florida filled, halted further shipments of building materials. Northern newspapers complained about corrupt real estate practices in Florida, warning readers to avoid the state. Nature added to the state's woes. A devastating hurricane struck South Florida in September 1926, bringing the economy to a halt.<sup>37</sup>

Local newspapers tried throughout 1926 and 1927 to maintain an illusion of prosperity, but one contemporary developer recalled that the advertised properties they contained were in actuality purchases made in 1922 or 1923 which had "merely reached the time of last payment and the property was being conveyed on the public records." In the meantime, existing property owners complained to the Town Council about the attention given to new subdivisions and lack of improvements in settled areas. They asked, for example, why streets in the town were not paved while paving occurred in undeveloped subdivisions; or why street markers and signs appeared in undeveloped tracts while none stood in the developed areas. And so the Boom came to an end, amid pessimism and recrimination, towns, cities, investors and property owners alike wallowing in debt as banks crashed about them and prosperity evaporated.<sup>38</sup>

## The Great Depression to World War II, 1929-1941

The collapse of the Florida Boom closed a significant chapter in the historical development of Safety Harbor and communities throughout the state. The abrupt end of the land boom caught many investors in Safety Harbor by surprise. Believing that the boom would last indefinitely, many found themselves over-extended on their private loans and mortgages. New development was brought to a virtual halt. Property owners in increasing number lost their land and homes to foreclosure.

The Great Depression of the 1930s exacerbated the town's economic troubles. Many residents who had arrived during the land boom moved away. The number of delinquent properties on the tax roll grew. The town could not pay its bills or make its bond payments, forcing it to restructure the loans it accepted to pay for the improvements of the Boom years. Nature also dealt the town a bad hand. A hurricane in 1935 destroyed the pier and the railroad trestle to Oldsmar. A local businessman, surveying the situation, wrote that year:

"More than a third of the population of the City has moved away during the past two years, abandoning their property to the State, County and City. A large percentage of the remaining population are upon the Federal Relief Rolls, as a sole means of sustenance. There are no industries nor pay rolls in the city other than this Federal Relief. Practically all of the business buildings, and a large percentage of the dwellings of the city are vacant, and most of each class of improvement is in a dilapidated condition and in need of repairs. The principal asset of value within the community is the Springs, which is in the hands of a Receiver for its bondholders, who stand to lose practically their entire investment, the stockholders long since having been wiped out.

The largest hotel in the City of 58 rooms, was stripped of all furnishings and plumbing fixtures before being abandoned by former owners. The present water supply of the City is bad and \$12,000 is needed to sink a new well, pump and fittings, and connect to the present mains and to repair the fire station building."<sup>39</sup>

Another businessman complained that "Practically all of this debt was created during Florida "boom" years under special acts of the Legislature and without any vote confirmation by the citizens of Safety Harbor." He believed that it was "quite out of proportion of the ability of Safety Harbor" to pay for the improvements it had made in the Boom years. "Since the building of the Gandy Bridge and the Davis Causeway," he said, "most of the traffic going through Safety Harbor has been diverted, leaving the Town of Safety Harbor off the main highway."<sup>40</sup>

By the second half of the 1930s the local economy began to improve. Under new ownership after its sale through receivership, the Spa continued to attract wealthy clients from the northeastern states, particularly New York. Among the famous personalities of the time who stayed there were the widow of the Great Houdini, department store magnates F. W. Grant and Russ Kresge, the Seagrams of Canada, the Ebbets (Ebbets Field) family of New York, and many great golfers and baseball players. The Brooklyn Dodgers stayed in the Hotel St. James in 1940.<sup>41</sup>

Federal assistance under New Deal programs and agencies such as the Federal Housing Authority (FHA) allowed prospective homeowners to obtain financing for new homes, sparking some residential construction. The Works Progress Administration (WPA) provided work and contributed to expansion of local infrastructure, such as the bridge over Mullet Creek at 6th Avenue North and 6th Street North, excavation of the boat basin, and planting of oyster beds. Construction of the Davis Causeway, completed in 1935, which spanned Tampa Bay, provided jobs, but probably harmed the town, bypassing it on the way to Clearwater. The town, led by mayor and real estate developer Louis Zinsser, vigorously opposed construction of the Causeway on environmental grounds, claiming that it would obstruct flushing of the Bay.<sup>42</sup>

The Woman's Civic Club constructed a public library for the town, which reached a population of 765 in 1939. During World War II, the community boasted the largest number of enlistments for a community of its size in the nation. More than one of every eight residents served in the armed forces during the war. All available hotel rooms were taken up by the military. A radar facility was erected on nearby Bailey's Hill. One resident recalled that "when a convoy started, you wouldn't be able to get on Main Street for hours because of the military going to Clearwater on Enterprise [Road]."<sup>43</sup>

## Conclusion

At the close of the war Safety Harbor remained a rural community. Extensive parts of the incorporated limits consisted of open lands, where hunting for small game and birds still occurred. Since the war, however, significant change

has come to Safety Harbor. A population that presently numbers over 15,700 residents resides in an area measuring about 4.8 square miles. Nearly all of the lots left empty in the original town at the end of the historic period have been filled with homes. By its nature the development that took place affected the town's historic resources. That is inevitable in any process of change, which shall continue to occur. With sensible and appropriate measures, however, Safety Harbor can preserve a physical link to its past and thus provide continuity and stability in the ongoing life of the community. The survey of historic resources of which this report is a part constitutes a step in that process.

## NOTES

<sup>1</sup>Jerald T. Milanich and Charles H. Fairbanks, *Florida Archaeology* (New York, 1980) 21, 24-26, 231.

<sup>2</sup>Charlton Tebeau, *A History of Florida* (Coral Gables, Florida 1971) 21-23.

<sup>3</sup>Jerald T. Milanich and Samuel Proctor, *Tacachale* (Gainesville, Florida, 1975) 10; Michael V. Gannon, *The Cross in the Sand* (Gainesville, 1965) 62, 64-65.

<sup>4</sup>Junious Dovell, *Florida: Historic, Dramatic, Contemporary*, 4 vols. (New York, 1952) 1:139, 169-170.

<sup>5</sup>Tebeau, *History of Florida*, 119.

<sup>6</sup>John K. Mahon, *History of the Second Seminole War*, revised edition (Gainesville, 1985) 52; Tebeau, *History of Florida*, 146.

<sup>7</sup>Patricia Pochurek, "Remembering Safety Harbor," (Safety Harbor, 1992), 5-8. Hereafter cited as RHS.

<sup>8</sup>Mahon, *Second Seminole War*, 95, 103-105, 300; Tebeau, *History of Florida*, 168.

<sup>9</sup>Mahon, *Second Seminole War*, 314; RHS, 6.

<sup>10</sup>Edward A. Fernald, ed., *Atlas of Florida* (Tallahassee, 1981) 130-131; John Soloman Otto, "Florida's Cattle Ranching Frontier: Hillsborough County (1860)," in *Florida Historical Quarterly*, vol. LXII, No. 1 (Gainesville, July, 1984) 77, 78, 81.

<sup>11</sup>U.S. Bureau of the Census, *Population in the United States in 1860* (Washington, D.C., 1964) 54.

<sup>12</sup>John E. Johns, *Florida During the Civil War* (Gainesville 1964); Tebeau, *History of Florida*, 199-200, 232-233.

<sup>13</sup>Tebeau, *History of Florida*, 218; Jerrell Shofner, *Nor Is It Over Yet: Florida During the Era of Reconstruction, 1863-1877* (Gainesville, 1974) 17-18, 134, 262.

<sup>14</sup>RHS, 10-11.

<sup>15</sup>Tebeau, *History of Florida*, 189-191.

<sup>16</sup>*Ibid.*, 287

<sup>17</sup>Florida Department of State. Division of Historical Resources. National Register File. No. 8Pi1883; *Espiritu Santo Springs...A.D. 1539 - 371st Annual Season - A.D. 1910* (Richmond, 1910), 63.

<sup>18</sup>Chronology of Florida Post Offices;

<sup>19</sup>RHS, passim.

<sup>20</sup>*Safety Harbor Herald*, January 19, 1923.

<sup>21</sup>"Facts About Safety Harbor," brochure, 1915.

<sup>22</sup>"To the Winter or Summer Tourist and Homeseeker."

<sup>23</sup>*Safety Harbor Herald*, August 10, 1917; SH Minute Book, July 31 and August 29, 1917.

<sup>24</sup>*Safety Harbor Herald*, September 7, 1917.

<sup>25</sup>Minute Books, February 19 and April 2 and 10, 1918.

<sup>26</sup>Minute Book; Pinellas County, Property appraiser's Records. Plats.

<sup>27</sup>Tebeau, *History of Florida*, 377; *St. Petersburg Times*, November 14 and 17, 1923; (*Sebring*) *Highlands American*, March 3, 1925.

<sup>28</sup>*Safety Harbor Herald*, February 20 and 27, 1925.

<sup>29</sup>*Safety Harbor Herald*, September 7, 1925.

<sup>30</sup>*Safety Harbor Herald*, February 20 and April 10, 1925.

<sup>31</sup>Letter, W. E. Sinclair to "Gentlemen", Dec. 24, 1923, Miscellaneous Chamber of Commerce Papers, Safety Harbor Museum, Safety Harbor, Fla.

<sup>32</sup>RSH, 12, 13, and 18. Also *Safety Harbor Herald*, February 13 and April 10, 1925, September 7, February 2, and March 27. Interview with Salu Devnani.

<sup>33</sup>RSH, 3, 13, and 15; *Safety Harbor Herald*, March 27, 1925

<sup>34</sup>*Safety Harbor Herald*, September 7, 1925.

<sup>35</sup>*Ibid.*, October 28, 1932.

<sup>36</sup>*ibid.*, September 4 and 9, 1925.

<sup>37</sup>Merlin G. Cox and Junius E. Dovell, *Florida From Secession to the Space Age* (St. Petersburg, Fla., 1974) 160-162.

<sup>38</sup>Walter P. Fuller, *This Was Florida's Boom* (St. Petersburg, 1954), 60; *Safety Harbor Herald*, November 25, 1925.

<sup>39</sup>Barrow Investment Co., David C. Barrow, Pres. Letter dated August 21st, 1935.

<sup>40</sup>"To Whom It May Concern:," letter from D.A. Arries and Company [by D. E. Arries] August 30, 1935.

<sup>41</sup>Interview with Claude Rigsby, former town official, January 14, 1994.

<sup>42</sup>Rigsby Interview.

<sup>43</sup>Rigsby Interview. RSH, pp. 3, 21, 24.

# PHYSICAL DESCRIPTION AND ARCHITECTURAL ANALYSIS OF THE SURVEY AREA

## Introduction

The historic architectural resources of Safety Harbor are representative of statewide architectural trends of the late 19th and early 20th centuries. Based on survey criteria, a total of 177 buildings were identified within the survey area. These buildings are primarily associated with the city's commercial and residential development in the community during its historic period (1842-1945). The majority of buildings exhibit vernacular designs, although a significant percentage were classified as representing various identifiable architectural "high" styles.

The following description focuses on the significant historic architectural resources of Safety Harbor. It includes an overview of the present and original appearance of the city and a statistical analysis of the survey findings. In addition, a statement outlining the evolution of the most prevalent styles has been included to provide context for determining the significance of the architecture of the city's historic buildings. Representative examples of each style found in the survey area are also described. A complete list of building styles, dates of construction, original and present use, and condition is located in the comprehensive inventory in Appendix 1 at the end of this report.

## Present and Original Physical Appearance of the Survey Area

The area of concentration surveyed during the course of this study consisted of the downtown area and surrounding neighborhoods and included several structures in the outlying areas of the community. The district is generally bounded by Seventh Street North, Philippe Parkway, and Washington Avenue on the north, Bayshore Drive on the east, Sixth Street South and SR 590 on the south, and Elm Street, Eleventh Avenue, and SR 590 on the west. After rising slightly from the shore of Old Tampa Bay on the east, the land is flat, with the exception of a steep north-south ridge in the west near 12th Avenue. Foliage consists essentially of numerous oak, pine, palm, and other trees. Old Tampa Bay on the east, the ridge in the west, Alligator Lake to the south, and Mullet Creek in the north provide the only natural breaks in the landscape. The east-west running SR 590 (sections of Fourth Street South, Tenth Avenue South, First Avenue, and Philippi Parkway) and north-south running Bayshore Drive are the two major roadways within the district. The Seaboard Coastline Railway bisects the district as it swings due north along Ninth Avenue from its east-west course to Clearwater on the Gulf Coast.

Expansion of the city during the early historic period occurred organically - primarily focused around the mineral springs and the waterfront - but by the turn of the century urban growth took place within the confines of several early subdivisions. The various divisions of, and additions to, the Green Springs,

Seminole Park and Espiritu Santo Springs developments still form the core of the city today. Most of the buildings recorded during the survey are located within those areas of the original town, which was incorporated in 1917. Several large subdivisions were laid out in the community as a result of the rampant speculation that accompanied the Florida Land Boom the mid-1920s, but actual construction in these areas was minimal due to the failure of the boom and the ensuing Great Depression. Thus Safety Harbor's land development during its historic period exhibited a surprising degree of town planning. This cohesiveness has been threaten by the rapid expansion of the 1980s and 1990s.

Land usage within the area is mixed commercial and residential. Following a pattern established early in the city's history, there is little visual break from one area to the next. During the second decade of the twentieth century the town's commercial area along Main Street was immediately surrounded by residential housing to the north, south, and west and an industrial sector along the railroad tracks to the north. The proximity to one another of the commercial, residential, and industrial areas provided little differentiation in land use patterns. Small manufacturing establishments were often located within residential areas and dwellings were interspersed among commercial buildings, a pattern which remains prevalent today.

## Analysis of Survey Findings

The extant historic properties included in this survey contribute to the sense of time, place, and historical development of Safety Harbor through their location, design, setting, materials, workmanship, feeling, and association. Buildings not included in the survey fall into two categories: those constructed within the period of historic significance that have lost the integrity of their original design or architectural detailing; and those that post-date the period of historic significance but have no exceptional significance as defined by state and federal preservation guidelines. The buildings included in the survey retain their architectural integrity to a large degree.

The period of historic significance in Safety Harbor has been established to encompass all historic properties constructed between the years 1842 to 1945. The latter year was chosen as a cut-off date for two reasons: First, it closely relates to the fifty year criteria established by the National Park Service as a basis for listing in the National Register of Historic Places; Secondly, the end of World War II marks a significant break in terms of architectural styles, building materials, and construction techniques. The use of concrete block, asbestos shingles, metal windows, aluminum and vinyl siding, and other building materials not generally associated with historic architecture became pervasive during the post-war period in residential and commercial construction. Due in large part to the rising cost of building materials in general, post-war buildings were constructed in simpler form and lacked the elaborate architectural detailing that was often applied to historic structures.

## Periods of Construction

The final three periods of Safety Harbor's historic development defined in the previous section of this report are represented by buildings recorded during the survey. The periods provide an effective historical context for the construction of the city's extant architectural resources.

Although settlement and development occurred in the community before 1865, no extant resources from periods before the *Civil War and Reconstruction, 1861-1877* have

been identified within the survey area (see Table 1). The oldest documented building, the Rev. James George Snedeker log cabin at 600 Sixth Avenue South, dates from 1865. Therefore, the Civil War era marks the beginning of the historic period of development for the city. The second era of development, *Post-Reconstruction through World War I, 1878-1919*, was marked by the expansion of the city's transportation facilities, agricultural and tourist industries, and commercial and residential areas. In all, thirty-six buildings, or 21 percent of the number recorded, were built between 1878 and 1919.

The bulk of the properties surveyed date from the *Boom, Bust, and the Great Depression, 1919-1941* period. During the Florida Land Boom years of the mid-1920s Safety Harbor, like the rest of the state, experienced exuberant growth. New subdivisions were platted at an increased pace and were filled with buildings reflecting Bungalow designs and other popular stylistic trends. Some of the community's most prominent buildings, including the Safety Harbor Spa's Pavilion and Pipkin buildings on Bayshore Drive, the St. James Hotel on Main Street, and the Charles F. Jaeger House at 895 14th Avenue South, were constructed during this period. The collapse of the boom in 1926 slowed development.

Buildings constructed during the late 1920s and 1930s were of a smaller scale and exhibited less architectural detailing than those of previous periods.

A further breakdown of the construction dates of the buildings included in the survey shown in Table 2 indicates that three buildings dated from the nineteenth century. The 1920s was the most significant decade of construction in

Periods of Construction		
Period	Number	Percent
Civil War and Reconstruction, 1861-1877	2	1
Post-Reconstruction through World War I, 1878-1919	36	21
Boom and Bust, 1920-1940	103	57
The Great Depression, 1929-1940	35	20
World War II, 1941-1945	1	1
<b>Total</b>	<b>177</b>	<b>100</b>

Date of Construction by Decade		
Decade	Number	Percent
1860-1869	1	1
1870-1879	1	1
1880-1889	1	1
1890-1899	0	0
1900-1909	7	4
1910-1919	29	16
1920-1929	102	57
1930-1939	24	13
1940-1945	12	7
<b>Total</b>	<b>177</b>	<b>100</b>

terms of the number of extant historic buildings within the survey area. Other decades that saw significant contributions to the built environment were the 1900s, 1910s, and 1930s.

### Functions and Condition of Buildings

The majority of the buildings included in the survey were originally constructed for residential purposes (see Table 3). This category includes multi-family dwellings as well as single family private residences. Of the 177 documented buildings, 159 were recorded as serving residential purposes. Buildings serving commercial uses were the next most numerous. The only other functions in evidence were government, social, religious, education, non-profit, and recreation. Only one building was listed as being vacant at the time the survey was taken.

Use	Number	Percent
Residential	159	89
Commercial	5	3
Professional	2	1
Education	1	1
Non-Profit	1	1
Religious	2	1
Hotel	1	1
Spa	2	1
Storage	2	1
Vacant	2	1
Total	177	100

The continuation of a building's original use is an important consideration in determining its historical significance. A building that retains its original use is more likely to meet the requirements for listing in the National Register of Historic Places than one that has been altered for a different use. As Table 4 reveals, there has been little change over time to the original historic functions of the buildings in Safety Harbor. A comparison of that table with Table 3 indicates that only fourteen buildings that originally served as private residences

have been adapted to other uses. Of those fourteen, twelve have been converted for commercial uses, one serves as a non-profit office, and one serves a social function.

The condition of a historic buildings, like their historic use, is an important consideration in judging their qualifications for listing in the National Register of Historic Places. A building that is in good or excellent condition would more likely qualify than one which has suffered deterioration. In Safety Harbor the historic building stock appears to be in fine shape. Of the 177 buildings included in the survey, 167, or 94 percent of the total,

Use	Number	Percent
Residential	165	93
Commercial	4	2
Education	1	1
Financial	1	1
Religious	2	1
Hotel	2	1
Spa	2	1
Total	177	100

Table 5		
Condition of Buildings Surveyed		
Condition	Number	Percent
Excellent	18	10
Good	149	84
Fair	7	4
Deteriorated	3	2
<b>Total</b>	<b>177</b>	<b>100</b>

were recorded as being in either excellent or good condition (see Table 5). The quality of excellent is attributed to buildings that are habitable and occupied, need no repair, and reside in well maintained surroundings. Buildings described as good need only cosmetic repairs. A small number of buildings, seven, were judged to be in fair condition, meaning that some structural damage was apparent; and three were listed as deteriorated, that is, uninhabitable or vacant.

### Diversity of Historic Styles Found in Safety Harbor

A variety of historic building styles can be found in Safety Harbor. As in most communities, the majority of the community's historic buildings were designed and constructed by lay builders who drew upon traditional building techniques and contemporary stylistic preferences for their inspiration. Primary consideration was given to providing functional and comfortable living spaces for the owners. Decorative features, although of secondary importance, were often applied liberally. Numerous buildings, especially those constructed during the era of economic expansion in the late-nineteenth and early twentieth centuries, exhibit elaborate woodwork and intricate architectural detailing.

The styles that the builders of Safety Harbor based their designs on were popular throughout the United States. After the Civil War architectural pattern books promoting various residential designs were made available to a wide audience. That, combined with the mass production of architectural building components and improved means for their transportation, made it possible for a builder in Maine to construct nearly the same house as a builder in California.

Stylistically, the highest percentage of historic buildings in Safety Harbor exhibit vernacular designs - that is, a building which does not exhibit a definitive "high-style". Table 6 shows that the combination of the frame and masonry vernacular categories make up 63 percent of the total number of properties surveyed. The bulk of such buildings are frame vernacular, it should be noted. The next most numerous style was the Bungalow, which constitutes 27 percent of the historic building stock. Other styles represented by only a few examples were Mediterranean Revival, Mission, Colonial Revival, and, a rare remaining building type, Log Cabin, one of which still stands in Safety Harbor.

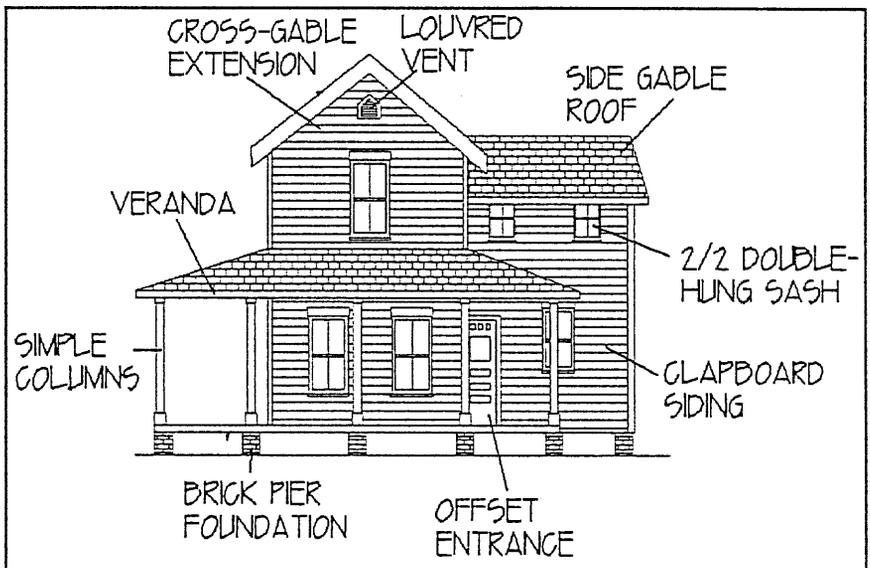
Table 6		
Architectural Style of Buildings		
Style	Number	Percent
Frame Vernacular	103	58
Bungalow	48	27
Masonry Vernacular	9	5
Mediterranean Revival	6	3
Mission	5	3
Colonial Revival	5	3
Log Cabin	1	1
<b>Total</b>	<b>177</b>	<b>100</b>

The prevalence of various styles obviously reflects the period or periods of development that occurred within the community. In the case of Safety Harbor, the absence of styles associated with design preferences in the late nineteenth century suggests an early twentieth century time of growth. That conclusion is reinforced by the comparatively large number of Bungalow designs, a style that became popular in the first two decades of the present century. On the other hand, the relatively few Mediterranean-influenced buildings comes as a surprise, for there was considerable building activity in Safety Harbor during the 1920s, the decade amid which such designs were especially popular.

## Description of Styles

### *Frame Vernacular*

Frame Vernacular was the dominant architectural style in residential areas of Safety Harbor throughout its historic period. This stylistic description applies to the use of common wood frame construction techniques by lay or self-taught builders. A product of their experience, Frame Vernacular buildings were often constructed from memory by the builder, who utilized



available resources and was sensitive to the local environment. Frame Vernacular buildings did not represent major contemporary stylistic trends, although individual building components of popular high-styles were often applied.

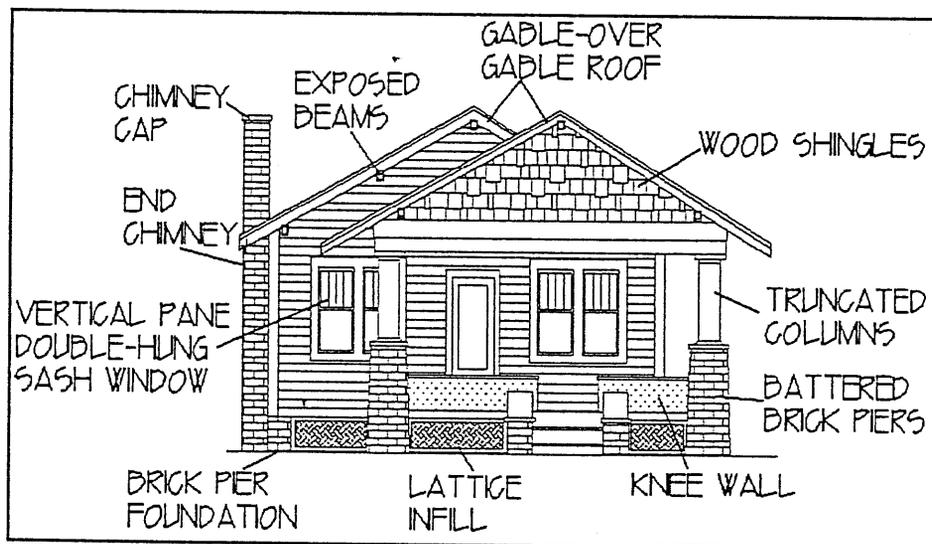
In Safety Harbor, like elsewhere in Florida, Frame Vernacular buildings were generally one or two stories in height, with a balloon frame structural system constructed of pine. They have a regular plan, usually rectangular, and are mounted on masonry piers, most often made of bricks. They have gable or hip roofs steep enough to accommodate an attic. Horizontal weatherboard and drop siding were the most widely used exterior wall surface materials. Wood shingles were used originally as a roof surfacing material, but they have nearly always been replaced by composition shingles in a variety of shapes and colors. The facade is often placed on the gable end, making the height of the facade greater than its width. Porches are also a common feature and include one-and two-story end porches or verandas. Decoration was generally limited to ornamental woodwork, including a variety of patterned shingles, turned porch columns and balustrades, and ornamental brackets and exposed rafter ends under the eaves.

During the 1920s and 1930s Frame Vernacular remained an important influence on the architecture of the city. Its design reflected a trend toward simplicity. Residences influenced by it are smaller than those of the previous decade, usually measuring only one story in height. The decrease in size of the private residence was largely due to the diminishing size of the American family. Another influence on residential design was the proliferation of the automobile, which resulted in the addition of garages and carports.

A typical example of a turn-of-the-century Frame Vernacular residence is located at 135 4th Avenue North. This building features a steeply pitched front-facing gable appearance. Within the gable end appears a "fishscale" shingle pattern above an end porch. The porch is contained under a shed roof supported by chamfered posts. Decorative elements of the kind found on this building were commonly applied to residential buildings in the late nineteenth century.

### *Bungalow*

After Frame Vernacular, the Bungalow is the most common historic architectural style for residential buildings in Safety Harbor. The Bungalow was derived from the Bengali Bangla, a low house with porches, used as a wayside shelter by British travelers in India during the



eighteenth and nineteenth centuries. It was what one such traveler remarked, "a purely utilitarian contrivance developed under hard and limited conditions." The identifying architectural features of the style were developed for primarily utilitarian purposes. Low-pitched roof lines with wide overhanging eaves, encircling porches, bands of windows, and axially placed doorways were items upon which considerable attention was spent because of the need for good air circulation in the hot Indian climate. When similar locales were chosen as building sites in the United States (notably California and Florida), these features became underscored as characteristics of the new style.

While the origin of the word "Bungalow" and some of its design features were Bengalese, many of its details were of Japanese inspiration. Japanese construction techniques had been exhibited at the Centennial Exposition, the Columbian Exposition, and the California Mid-Winter Exposition of 1894. Several of these techniques, particularly the extensive display of structural members and the interplay of angles and planes, became integral parts of Bungalow design.

The earliest American buildings that were consciously designed as Bungalows appeared in the 1890s. For the most part these were either seasonal homes on the New England coast or year-round homes in California. They were usually large residences designed by architects. By the turn of the century, however, the building market was flooded by catalogs of plans for inexpensive Bungalows. At about the same time the *Bungalow Magazine* and *The Craftsman* appeared. Both featured a series of house plans available for purchase and articles about economical use of space, modern kitchens, interior decoration and landscaping. Houses in those magazines were duplicated throughout the United States and reinforced the humbler aspects of the Bungalow. In large measure the earlier grand designs were eclipsed by the smaller versions.

With rare exceptions the Bungalow was a one or one and one-half story structure with a shallow roof pitch. The typical Bungalow was built on masonry piers and had a plan with at least two rooms across the main facade, again emphasizing horizontality at the expense of height. The porch was an integral part of Bungalow design and its roof generally reflected that of the main block or was incorporated in it. Often the massive masonry piers on which the porch rested were continued above the sill line and served as part of the porch balustrade. The piers were surmounted by short wood columns upon which the porch roofing members rested.

Most Bungalows contained structural framework made of wood. Availability of material and cost dictated that choice. Exterior sheathing materials varied, however. In New England and the mid-Atlantic area, log and wood shingles were used frequently, while in the South wood shingle, weatherboard, drop siding and applied stucco were popular. Fenestration was consciously asymmetrical. Windows frequently appeared in groups of two or three, the upper sash of the double-hung sash commonly divided into several vertical panes. Like fenestration in Queen Anne houses, Bungalows often featured other glass materials. The main entrance, invariably off-center in the facade, opened directly into the living room, itself a new feature. The formal parlor of the nineteenth century largely disappeared with the twentieth century introduction of a less formal lifestyle. A consistent feature of the new room was the fireplace, usually of brick or cobble with a rustic mantel shelf and flanking bookcases. Associated with the fireplace was the inglenook. Beamed ceilings, built-in furnishings and wainscoting decorate the interiors.

A fine example of the Bungalow style in Safety Harbor is the one and one-half story residence at 1128 4th Street South. It exhibits a multi-planed cross gabled roof. The veranda is contained under a cross gable roof supported by grouped square columns on brick piers, connected by a balustrade. Triangular knee braces, a common Bungalow feature, are visible beneath the wide eaves.

### *Masonry Vernacular*

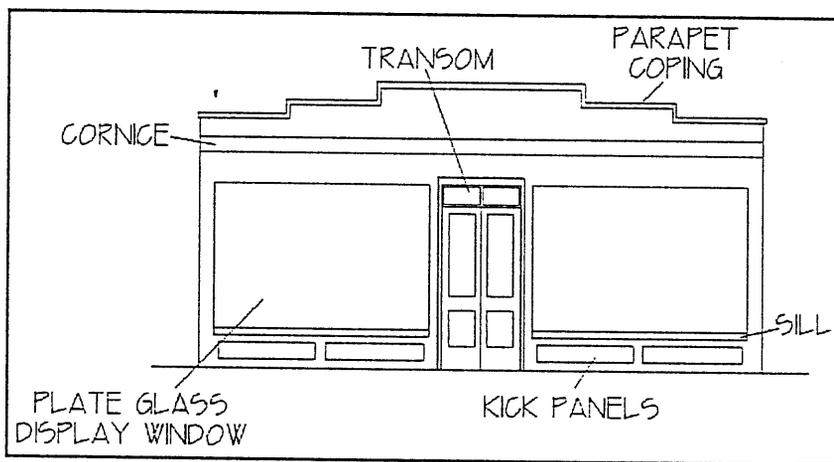
Masonry Vernacular is defined as the common masonry construction techniques of lay or self taught builders. Before the Civil War vernacular designs were local in nature, transmitted by word of mouth or by demonstration, and relying heavily upon native building materials. With the coming of the American Indus-

trial Revolution mass manufacturers became a pervasive influence over vernacular house design. Popular magazines featuring standardized manufactured building components, house plans, and house decorating tips flooded consumer markets and helped to make building trends universal throughout the country. The railroad also aided the process by providing cheap and efficient transportation for manufactured building materials. Ultimately, the individual builder had access to a myriad of finished architectural products from which he could pick and choose to create a design of his own.

Masonry Vernacular is more commonly associated with commercial building types than with residential architecture where wood frame houses dominate. In Florida, most examples predating 1920 were brick, but a number of older examples feature the rough-faced cast concrete block popularized by Henry Hobson Richardson in his Romanesque buildings of the late nineteenth century. The Masonry Vernacular designs of the 1920s were most often influenced by popular Spanish designs of the period. The main masonry building materials during the period were hollow tile and brick. During the 1930s Masonry Vernacular buildings, influenced by the International and Modernistic styles and the increased use of reinforced concrete construction techniques, took on an increasing variety of forms. Since World War II concrete block construction has been the leading masonry building material used in Florida.

### *One-part Masonry Vernacular*

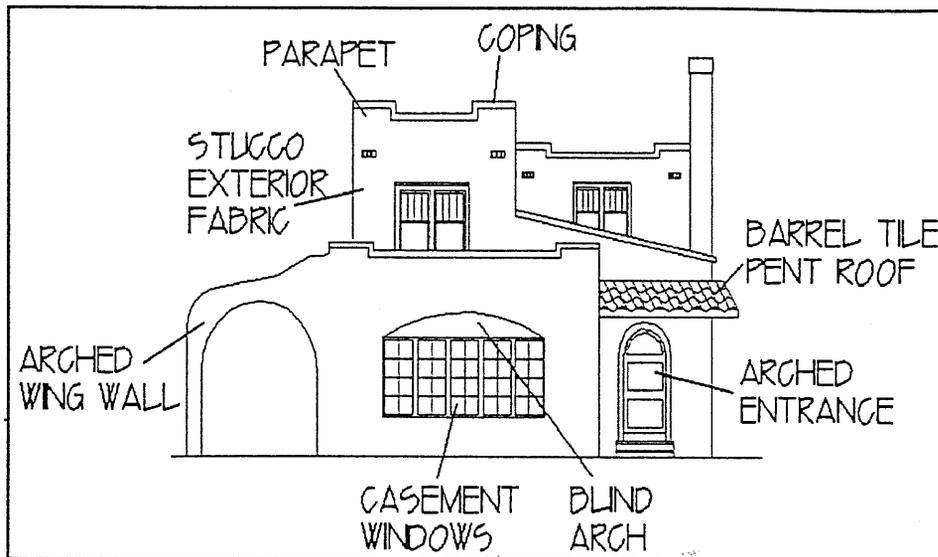
The one-part block is a one-story, free-standing building that was adapted from the lower part of the more numerous two-part commercial block during the Victorian period. The one-part block is a simple rectangular building often with an ornate facade. It is most often utilized for retail or office space. An excellent example in Safety Harbor is the Chamber of Commerce Building at 200 Main Street. Its notable features include a flat roof and asymmetrical facade. The entrance is contained beneath a classical pediment and surrounded by two Tuscan pilasters.



The Chamber of Commerce Building at 200 Main Street in Safety Harbor is an excellent example of the one-part masonry vernacular style. It features a flat roof and an asymmetrical facade. The entrance is contained beneath a classical pediment and surrounded by two Tuscan pilasters.

### *Mediterranean Revival*

Mediterranean Revival is an eclectic style containing architectural elements with Spanish or Mid-eastern precedents. Found in those states that have a Spanish colonial heritage, Mediterranean Revival broadly defines the Mission,



Moorish, Turkish, Byzantine, and Spanish Eclectic revival styles which became popular in the Southwest and Florida during the early twentieth century. The influence of those Mediterranean styles found expression in a detailed study of Latin American architecture which Bertram Grovesnor Goodhue

prepared for the 1915 Panama-California Exposition in San Diego, celebrating the opening of the Panama Canal. The Goodhue exhibit prominently featured the rich Spanish architectural variety of South America. Encouraged by the publicity afforded the exposition, other architects began to look directly to Spain and elsewhere in the Mediterranean, where they found still more interesting building traditions.

Mediterranean Revival buildings in Florida display considerable Spanish influence. A popular building style in Florida during the 1920s, construction continued following the collapse of the land boom and even into the 1930s. Identifying features of the style include flat (sometimes hip) roofs, usually with some form of parapet; ceramic tile roof surfacing; stuccoed facades; flat roof entrance porches, commonly with arched openings supported by square columns; casement and double-hung sash windows; and ceramic tile decorations.

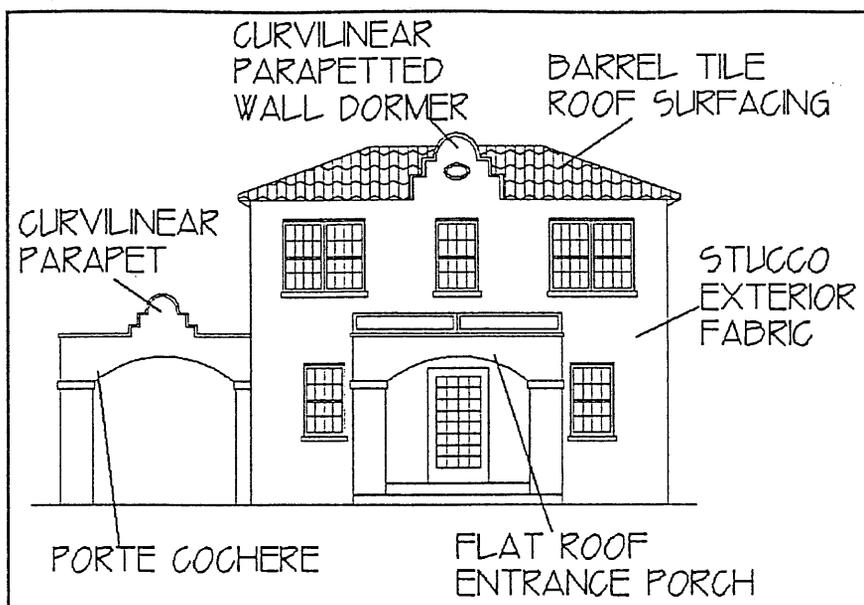
The two-story residence at 895 14th Avenue South offers an excellent example of the style as it appeared in Florida during the 1920s. The building employs many of the features noted above that are commonly associated with the style.

### *Mission*

The Spanish Mission style is found almost solely in those states that have a Spanish colonial heritage. It originated in California during the 1890s and was given impetus when the Southern Pacific Railways adopted it as the style for the depots and resort hotels it constructed throughout the west. Early domestic examples were faithful copies of their colonial ancestors, but during the first two decades of the twentieth century other influences - most notably those of the Prairie and Bungalow styles - were added to produce new prototypes.

In Florida, the Spanish Mission style gained widespread popularity during the decade that preceded the collapse of the Florida land boom in 1926. It was adapted for a variety of building types ranging from grandiose tourist hotels to two

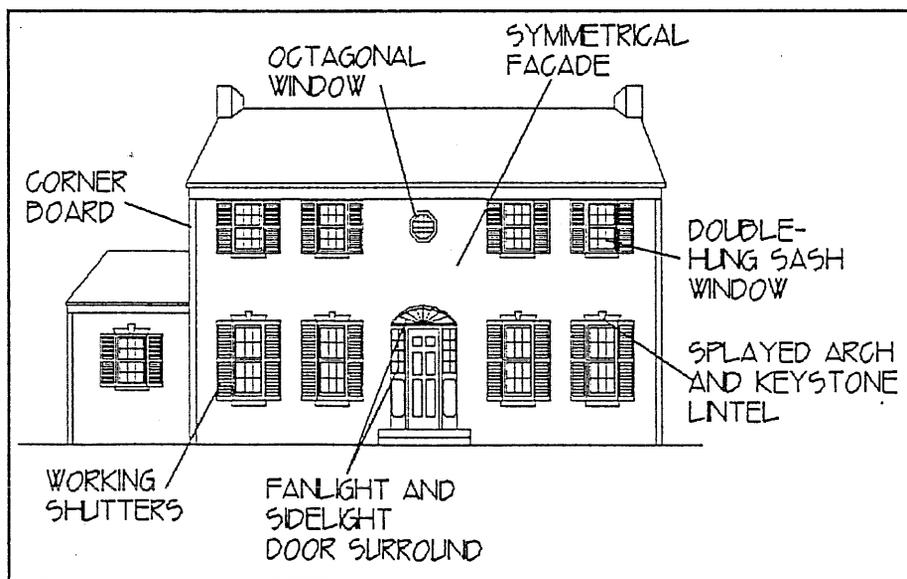
room residences. Identifying features of the style include flat (sometimes hip) roofs, always with a curvilinear parapet or dormer either on the main or porch roof; ceramic tile roof surfacing; stuccoed facades; flat roof entrance porches, commonly with arched openings supported by square columns; casement and double-hung sash windows; and ceramic tile decorations.



The three-story commercial building at 101 Main Street offers one of the few examples of the style in Safety Harbor. The curved parapet provides the signature feature of a Mission Style building. Originally this building had two towers that jugged above the roofline at equidistant spaces along the roofline. The towers were removed some time in the past.

### Colonial Revival

The term "Colonial Revival" refers to a rebirth of interest in the early English and Dutch colonial houses of the Atlantic Seaboard. The style was introduced at the Philadelphia Exposition of 1876, which marked the centennial of the signing of the Declaration of Independence. Many of the buildings designed for the Exposition were based on historically significant colonial designs. At about the same time, several national organizations were involved in highly publicized battles to preserve Old South Church in Boston and Mount Vernon and a series of articles on eighteenth century American architecture appeared in the *American Architect* and *Harpers* magazines. The renewed interest in colonial architecture fueled by the centennial



and the exposure the Colonial Revival style received in national publications helped to make it popular throughout the country. During the first half of the twentieth century Colonial Revival was the dominant style for American residential architecture.

The typical Colonial Revival house in Florida is an eclectic mixture of several of colonial designs rather than a direct copy of a single plan. The style began to appear in the state in the late 1880s and continues to be built in modified forms today. Some of the identifying characteristics of Colonial Revival architecture include gable, hip, or gambrel roof; an accentuated door, normally with a classical surround, either solid or glazed; simple entry porches supported by slender columns; a symmetrical facade (although it is fairly common for the door to be set off-center); double-hung sash windows, usually with multi-pane glazing in each sash; and windows that are frequently set in pairs.

The Virginia Tucker House at 311 North Bayshore Drive provides an elaborate and classically designed example of the style. The styling is expressed by a symmetrical facade, steeply pitched side-facing gable roof, gable dormers, a centered full-height portico, and dentilled molding beneath the eaves. The portico features a triangular pediment supported by paired classical columns, a balcony over the entrance, and a balustrade surrounding the porch that runs the length of the facade.

## *Log*

Log construction was a principal folk building technique used throughout the colonial and early national periods by Anglo and German settlers who pioneered pristine territories. These buildings fall into two categories; the cabin, constructed with round logs, and the house, constructed with hewn logs flattened with a specialized ax. Various joining methods were used to fasten the buildings at the corners. In the south, sawn lumber was nailed to the building to weather in the open space between the logs.

In Florida, log buildings appear in various forms and were used as dwellings as well as out buildings. The dwellings were almost square in design with either a one-room floor plan, or a plan which consisted of two living spaces with a center breezeway, or dog trot, under a common roof. The dog trot form was an adaptation for warm climates and is prevalent in the Gulf Coast region of Florida. Log buildings in the Gulf Coast commonly had end chimneys, porches which spanned the facade, and were expanded with shed additions to the rear elevation.

The one remaining log cabin in Safety Harbor is found at 600 3rd Street South. Two other such buildings were consumed in a fire in 1932. The porch columns on the building are palm logs. The balustrade also is fashioned from palm log sections. This building was constructed about the time of the Civil War.

## **Conclusion**

The historic buildings of Safety Harbor embody the cultural heritage of the city. They are representative of all of the significant eras of historic development

and provide a bold visual link to the city's past. The periods in which they were constructed are reflected through their architectural design and the materials with which they were built. A number of buildings survive that have important associations with the historic development of the city. For the most part, these buildings are in good condition. Their concentration in the downtown redevelopment area gives that section distinction from the post-World War II subdivisions that border it on all sides. Given the protection that these non-renewable historic resources deserve they will continue to provide a link between the old and new as Safety Harbor enters the twenty-first century.

## RECOMMENDATIONS

Historic preservation, the process of protecting and maintaining buildings, objects, and archaeological materials of significance within a community, can be divided into three phases: (1) identification; (2) evaluation; and (3) protection. This survey constitutes the first phase in a preservation program for the City of Safety Harbor. The documents produced by the survey, including the Florida Master Site File forms and this report, are designed to provide the information that property owners, residents and municipal officials need to make judgments about resources in the community that have value and about means to protect them.

This section contains a summary of measures that the City can employ in a preservation program. It includes our opinion regarding the significance of particular resources and the usefulness of measures that may be taken to protect or to preserve them, and our suggestions for a municipal program that will call attention to the city's heritage.

### Summary of Recommendations

1. Copies of this report and the Florida Master Site File forms generated by the survey should be carefully maintained at a designated Safety Harbor City office. The forms may be needed in the future to comply with requirements for survey of historic resources in advance of projects that employ federal or state funds. Copies of the site files should be made available to property owners who request them.

2. A number of buildings in Safety Harbor have potential for listing in the National Register of Historic Places. Responsibility for undertaking the nomination process can be assumed by the City, by the property owners, or by a local organization. Property owners should be advised of the significance of the property they own and the advantages of National Register listing, as such apply in individual cases.

3. The City of Safety Harbor should consider a marker program, in association with a local organization involved in historic preservation activity, that identifies significant historical buildings and describes events at specific historic sites.

4. Brochures and pamphlets issued by the City should call attention to Safety Harbor's history. The City may wish to sponsor publication of a formal history of the community and a description of its historic buildings.

### The Importance of Historic Preservation to Safety Harbor

A historic properties survey constitutes the indispensable preliminary step in a community preservation program. The survey provides the historical and

architectural data base upon which rational decisions about preservation can be made. Further progress in preserving culturally significant resources in Safety Harbor will depend on the decisions of city officials and residents. To assist them in deciding what steps they can take, the consultant offers the following measures and recommendations, which constitute a menu for municipal and private efforts to preserve the historic resources which the community judges to have value.

Before listing the measures, it would be useful to define for those who may have responsibility for their implementation precisely what the term "historic preservation" implies. It would be equally useful to set forth a persuasive case for preservation, for if a program is undertaken in Safety Harbor it will succeed only if residents are persuaded of its wisdom and benefit.

Since its earliest manifestations in the mid-nineteenth century, historic preservation has experienced an evolutionary change in definition. In its narrow and traditional sense, the term was applied to the process of saving buildings and sites where great events occurred or buildings whose architectural characteristics were obviously significant. In recent decades historic preservation has become integrated into community redevelopment programs.

Arguments on behalf of a community program of historic preservation can be placed in two broad categories: (1) aesthetic or social; and (2) economic. The aesthetic argument has generally been associated with the traditional purpose of historic preservation, that is, preserving sites of exceptional merit. The National Historic Preservation Act of 1966 extended that definition to include sites or districts of local as well as national distinction for the purpose of National Register listing. There has been, concomitantly, a growing appreciation of the importance of districts that express architectural or historic value. Although no single building in a district may be significant, together those buildings create a harmonious scene. It is often necessary to preserve the individual elements to maintain the harmony of all.

Any preservation effort, however large or small, will fail if city officials and property owners do not join in taking active measures to prevent the destruction of historic buildings. Federal and state officials have no authority to undertake a local historic preservation program. Federal authority is strictly limited to federal properties or to projects requiring federal licenses or using federal funding. Under no circumstances can federal or state governments forbid or restrict a private owner from destroying or altering a historic property when federal or state funds are not involved. Since in Florida most zoning and code regulations of private property are vested in county or municipal government, specific restrictions or controls designed to preserve significant resources are their responsibility.

It also must be noted that historic preservation does **not** seek to block or discourage change. Preservation does seek to reduce the impact of change on existing cultural resources and to direct that change in a way that will enhance the traditional and historic character of an area. The recommendations presented below should neither be construed as definitive or as a substitute for a rational plan of community development that is sympathetic to Safety Harbor's past. They constitute a basic menu of measures available to property owners, residents, and municipal officials, together with the consultant's specific recommendations for preservation action and public policy development.

## **Definition of "Historic Resource":**

"Historic property" or "historic resource" means any pre-historic or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places. An ordinance of local government may also define historic property or historic resources under criteria contained in that ordinance.

## **Identifying and Documenting Historic Resources:**

The identification of historic resources begins with their documentation through a professional survey conducted under uniform criteria established by federal and state historic preservation offices. Survey is a gathering of detailed information on the structures, objects, and artifacts within a community that have potential historical significance. That information should provide the basis for making judgments about the relative value of the resources. Not all resources identified or documented in the survey process may ultimately be judged "historic." All such resources should be subjected to a process of evaluation that results in a determination of those which should be characterized as historic under either federal or local criteria.

**Florida Master Site File:** The Florida Master Site File is the state's clearinghouse for information on archaeological sites, historical structures, and field surveys of such sites. Actually a system of paper and computer files, it is administered by the Bureau of Archaeological Research, Division of Historical Resources, Florida Department of State. The form on which a site or building is recorded is the Florida Site File form. Recording a site or building on that form does not mean that either is historically significant, but simply that it meets a particular standard for recording. A building, for example, should be fifty years old or more before it is recorded and entered into the Master Site File. Relatively few buildings or sites included in the Florida Site File are listed in the National Register of Historic Places, the accepted criterion for a "historic resource."

**Recommendation:** The Florida Site File forms produced by this survey should be carefully maintained by the City. The forms will prove valuable in the future if the City employs federal or state funds in a project that requires analysis of the project's impact on historic resources in Safety Harbor.

## **Evaluating Historic Resources:**

Evaluation of historic resources, the second part of a comprehensive program of historic preservation, is the process of establishing the relative historical or cultural value of the buildings, monuments or objects, and archaeological sites or materials that constitute a community's historic resources. Until recent decades, judgments about what was "historic" was left largely to conventional wisdom or informal opinion within the community.

The growing body of federal, state, and local law and regulation that has developed in recent decades, especially in the wake of the 1966 National Historic Preservation Act, have made it necessary to develop formal criteria for such designations and to establish legal mechanisms under which the designations could be made.

The most widely used criterion within the United States for establishing the cultural value of a historic resources is listing in the National Register of Historic Places, which is explained below. The National Register is a federal program. Its criteria are widely employed by state and local units of government for evaluation, and listing in the National Register is generally tantamount to local or state designation.

Some states have set up their own historic registers under state statute. Florida is not one of them. The Florida Site File is not a register of established historic sites, but an inventory of sites that offers a base of information upon which judgments about historic resources might be made.

Local units of government, at the county or municipal level, may also establish their own registers. The usual form of local designation is through an ordinance establishing a review commission or board to make designations under criteria spelled out in the ordinance itself. This is further explained below in the section titled "Historic Preservation Ordinance."

Consonant with its development of a Comprehensive Plan, Pinellas County may have established criteria for designating significant historic sites within the county. In that case, the information produced by this survey would be useful to county planning decisions.

**National Register of Historic Places:** The National Register of Historic Places is the official federal list of culturally significant properties in the United States. The Register is maintained by the U.S. Department of the Interior. The buildings, sites, structures, objects, and districts listed in it are selected under criteria established by the department. Listing is essentially honorary, and does not imply federal protection or control over listed private properties unless federal funds or activities are directed toward them. Under current law commercial and other income-producing properties within a National Register historic district are eligible for federal tax credits and other benefits if they are first certified as contributing to the characteristics of the district. Buildings individually listed in the National Register are automatically considered certified historic structures and, if income-producing, also qualify for federal tax credits and other benefits.

There are various formats for nominating properties to the National Register. One is the individual nomination. Another is the historic district, which designates a historic area within defined and contiguous boundaries. A third, the multiple property group, combines scattered resources that have common links to history, pre-history, or architecture.

**National Register Potential in Safety Harbor:** The historic resources of Safety Harbor offer a limited number of possibilities for National Register activity. Safety Harbor did not historically have much of a downtown; the city consisted largely of scattered farms and households in the historic period. The commercial

area buildings that did survive the historic period have in almost all cases been altered. Many disappeared as a result of fire or demolition. The remaining historic period buildings are relatively few in number and generally surrounded by new buildings, which eliminates the potential for creating a National Register district. The same is true of the community's residential neighborhoods. Consequently, Safety Harbor's National Register activity should focus on listing individual buildings that possess special historical and architectural merit and integrity.

Technical factors that must be considered in listing individual buildings include: owner consent; site plans; interior floor plans and photographs; and exterior photographs. Because of the personal nature involved in inspecting the interior of buildings, it is important that the City make property owners aware of this process before it proceeds with any National Register activity. The following buildings, in the opinion of the consultant conducting this survey, have potential for listing in the National Register:

325 S. Bayshore Drive	1128 4th Street South
600 3rd Street South	895 14th Avenue South
311 N. Bayshore Drive	205 6th Avenue South
1026 Main Street	600 1/2 3rd Street South
1005 Main Street	519 2nd Street South
2444 McMullen-Booth Rd	500 2nd Street South
505 5th Street South	319 Bailey Street
650 14th Avenue South	209 Bayshore Drive North
675 14th Avenue South	100 Jefferson Street
135 4th Avenue North	136 4th Avenue North
101 Main Street	200 Main Street
325 Museum Court	347 Church Street
333 Bayshore Drive	

**Recommendation:** We recommend that the City advise owners of properties that are potentially eligible for National Register listing of that fact, and that it consider sponsoring a nomination. Grant funds are available for that activity, but the funds are limited to non-profit organizations and governmental agencies. The source for those grant funds is explained further in this section. State and federal grant programs offering funds for National Register nominations require a match on the part of the recipient.

**Local district and landmarks:** A local historic district or designation of local historic landmarks may be provided for under local ordinance. A local historic district may be synonymous with National Register properties and districts, or geographically distinct from them.

Cities create historic districts for various purposes. Economic considerations are important in communities that rely upon tourism or that anticipate employing the tax credits associated with rehabilitation of historic buildings to encourage renovation efforts. The picturesque setting in Safety Harbor unquestionably enhances the city's appeal to visitors and prospective new residents. Historic buildings contribute to that setting.

What is also significant about the historic buildings in Safety Harbor is the link to the past which they provide. This can be important in developing community pride and a sense of place. Buildings generally offer the only tangible memory of a community's history that residents and visitors can physically observe. Although the historic buildings in Safety Harbor may be few in number, they symbolize stability in the community and serve as comfortable milestones for the people who grow up in their company.

Legal experts urge municipalities to employ National Register criteria in designating buildings for listing in a local historic district or as local landmarks. Those criteria, properly applied, have generally passed judicial review in courts throughout the United States. Local officials should consider the following factors in evaluating the significance of buildings in their community.

1. Age: The age criterion emphasizes older buildings in the community, particularly, in the case of Safety Harbor, those from the nineteenth and early twentieth centuries. Buildings less than fifty years old are generally not considered historically significant. "Pioneer" buildings, that is, the first of a kind constructed in the city, are particularly noteworthy.

2. Architecture: This criterion includes buildings identified as the work of a master builder or architect; a building recognized for the quality of its design; or a building exhibiting distinguishing characteristics of an architectural style valuable for a study of a period, method of construction, or use of local materials. The building should also retain its original architectural character and remain in good condition.

3. Historical Importance: A building achieves historical significance through use as a government, business, religious, or educational building, constituting a notable part of the community's heritage; or, the site of an important event relating to the history of the state or region; or, a building identified with a person or persons prominent in local, state, or national history.

### **Protecting Historic Resources:**

There is a variety of legal, financial, and education measures and incentives that residents and community officials may employ to preserve historic resources. This section describes the methods used to inventory and evaluate historic resources; the federal and state regulations and programs that apply to historic resources; measures that local government and residents can adopt, including a historic preservation ordinance, to protect or preserve historic resources; and the financial incentives and tools that are available to owners of such resources or buildings.

## **Actions the City Can Undertake:**

**Historic Preservation Ordinance:** The most effective legal tool available for the protection of historic resources is the local historic preservation ordinance. The exercise of governmental controls over land use is essentially the prerogative of local government and, accordingly, the protection of historic resources must rely the devices of local government. Through the review and permitting processes, city officials and staff can exercise some degree of authority in the protection of historic resources. Ultimately, however, the ordinance will prove the most effective measure available to local government. Amendments made in 1980 to the National Historic Preservation Act encouraged local governments to strengthen their legislation for the designation and protection of historic properties. In Florida, the home-rule law permits local government to exercise such authority.

Hundreds of communities throughout the nation have in recent years adopted historic preservation ordinances, contributing to the development of a sizeable body of legal precedent for such instruments. Ordinances of this kind should include standard features that have through experience proved useful in the preservation process and legally acceptable. These most notably include:

1. A statement of purpose establishing a social, economic, and aesthetic rationale for protecting historic resources.
2. A provision enabling a municipality to designate historic resources for protection under criteria set forth in the ordinance.
3. The creation of an architectural review body whose responsibilities include recommendations to the City Commission for the designation of historic resources, authority to issue certificates of approval for requests to make alterations to the properties designated by the Commission, and responsibility to advise the Commission on measures for the preservation of historic resources.
4. Provisions for establishing guidelines, qualifications of review authority members, rules of procedure, penalties, appeals, and ancillary measures.

In an urban context such as Safety Harbor's, where the historic infrastructure is predominantly residential and privately owned, historic resources are best protected through either a municipal ordinance, intelligent zoning, or a combination of both. Economic incentives for preservation do not usually apply to residential buildings.

The City of Safety Harbor has adopted a Historic Preservation Ordinance which gives it authority to protect historic resources. The ordinance confers upon the Planning and Zoning Board the responsibility to recommend to the City Commission the designation of buildings and sites and reviewing requests for alteration of such designated resources. The ordinance contains several incentives designed to encourage the preservation of listed properties. Those incentives include parking credits, exemption from non-conforming provisions of the Building Code, and entitlement to exemptions accorded by the Code.

**Recommendation:** Safety Harbor lacks a concentration of buildings that would comprise a historic district which might meet the standard of National Register definition, although it contains a number, listed above, that individually possess National Register potential. Under its own ordinance, the City can nevertheless create a local historic district; and it may designate individual "landmark" buildings as locally historic. Local historic districts do not have to meet the absolute criteria of the National Register. They need only to meet the criteria defined within the specific local ordinance.

Historic preservation ordinances vary widely in the measures they provide for the protection of buildings. Some cities emphasize economic incentives instead of regulatory measures in their ordinances. Safety Harbor's ordinance offers both features. A program of community education and private and public action employing one or more of the preservation measures outlined below, combined with appropriate application of the authority and incentives contained in the Historic Preservation Ordinance, may go a long way in preserving the community's cultural heritage.

**City infrastructural Improvements:** Physical changes made under the auspices of public agencies and departments should not compromise the historical integrity of historic districts or buildings. A review of physical features, including street lights, utility poles, and street signs, should be conducted to insure their compatibility with Safety Harbor's historic resources. The general rule for evaluating these types of features is that they should be as unobtrusive as possible.

**Signs:** Signs, commercial and public, constitute the most disruptive visual element in the modern urban landscape. A commercial necessity and an aid to shoppers and visitors, signs should not be permitted to disrupt the landscape or diminish the integrity of surrounding architectural elements. Signs can be visually pleasing and architecturally harmonious with surrounding elements.

Historic markers, signage, advertising, and other promotional devices can draw attention to historic buildings. The City should consider placing signs at important access points which direct visitors to Safety Harbor's historic areas. This action may require the approval of the State Department of Transportation. Moreover, Safety Harbor can then issue literature promoting the community's heritage.

**Historic Preservation Element:** Current state law requires all units of local government to adopt a comprehensive plan that provides guidelines for land use decisions. Under the present law, a historic preservation and scenic element is permitted as an optional element in the comprehensive plan. The element should identify historic and cultural resources and prescribe policies for managing them. As a part of a comprehensive plan, an effective preservation element integrates plans to preserve and enhance historic resources with plans designed to improve and manage other community elements, such as housing, transportation, and utilities.

Few community decisions or actions that affect a city's physical character fail to have an effect upon historic resources. If the historic fabric of a community is to be guarded, those resources must be taken into consideration in the community planning process. That plan should encourage public agencies that make decisions or take actions affecting buildings, streets, and physical appurtenances such as lighting and signs to consider preservation goals and policies. A city that uses its comprehensive plan wisely can make optimal use of its land use regulation authority to protect and enhance its historic and cultural resources.

The completion of this survey facilitates the preparation of a historic preservation element and significantly reduces its cost to the City of Safety Harbor. Furthermore, grants are available for this purpose from both state and federal sources through the Historic Preservation Advisory Council. These are explained in detail further in this section. The Florida Department of Community Affairs is the principal source of grant funds for planning purposes.

**Building Code:** By ordinance the City of Safety Harbor has adopted the Southern Standard Building Code to govern the physical specifications for new or rehabilitated structures. Modern code requirements relating to such elements as plumbing, electrical, air conditioning, access, insulation, and material type (particularly roofing material) may jeopardize the architectural integrity of a qualified historic building that is undergoing rehabilitation. Section 101.5 of the code therefore specifies the following:

**SPECIAL HISTORIC BUILDINGS AND DISTRICTS:** The provisions of this code relating to the construction, alteration, repair, enlargement, restoration, relocation, or moving of buildings or structures shall not be mandatory for existing buildings or structures identified and classified by the state or local jurisdiction as Historic Buildings when such buildings or structures are judged by the building official to be safe and in the public interest of health, safety and welfare regarding any proposed construction, alteration, repair, enlargement, restoration, relocation or moving of buildings within fire districts. The applicant must submit complete architectural and engineering plans and specifications bearing the seal of a registered professional engineer or architect.

It is important to note that such exceptions are granted only to those buildings or structures designated under state or local jurisdiction as "historic." Safety Harbor has, by its adoption of the code containing the above provision, subscribed to such exception for "historic" buildings. It can accordingly confer the exceptions contained in the provision above to buildings designated under its local ordinance.

**Recommendation:** Through its building code and Historic Preservation Ordinance, the City should encourage the occupancy and use of historic buildings and discourage their replacement, demolition, neglect, or radical alteration.

**Zoning Code:** The introduction of unharmonious elements within a historic setting may destroy the integrity of a historic resource. Historic architectural controls are merely a special kind of zoning and should be considered a reasonable regulation of property applied in the interest of the community. Zoning is the most common historic preservation tool and one that at the same time presents significant dangers to historic resources if it is wrongfully applied. The introduction of commercial buildings into a residential neighborhood, for example, often leads to the neighborhood's eventual demise, and typically compromises the historic character of that neighborhood. The term zoning applies to a number of land use controls. The Historic Preservation Ordinance, for example, usually falls under the rubric of a "zoning overlay."

**Land Development Regulations:** Land development Regulations are intended to insure the safe, orderly, efficient, and environmentally sound development of new subdivisions upon city lands. Such regulations prohibit the uncorrected development of land where such would contribute to injure the general welfare of the city's residents. The destruction of historic resources through development should be considered in that category and appropriate amendments to the regulations instituted to protect those resources.

**Permitting Process:** Land development projects are subjected to varying levels of review and permitting, depending upon the proposed development's size and type and the nature of its impact on the land. Generally, the complexity of the review and permitting process is related to the geographic scope of the proposed development. A project classified as a Development of Regional Impact (DRI), for example, is subject to review as state, regional, and local government levels. The DRI application requires a description of historical and archaeological sites within the proposed development and suggested mitigation measures for resources that might be present.

Land altering activity that occurs on state or federal land or that requires a state or federal permit requires review by the State Historic Preservation Office. Most projects within a corporate municipality, however, do not trigger any review mechanism. Among the kinds of projects are approvals for parking lots, grading, earth moving of a relatively small scale, excavation and fill, drainage, and utilities placement; and permits for coastal zone dredge and fill activity and dock construction.

**Recommendation:** In the legal processes which the City of Safety Harbor has established for extending permits to undertake physical development within the corporate limits, it has surely provided for, among other factors, review of the environmental impact of the work. Similar review of the potential impact of a proposed project on historic resources should be included. This will apply in relatively few cases in Safety Harbor, but such a provision will insure the city's compliance with county, regional, and state planning requirements.

**Certified Local Government (CLG) Program:** Since its establishment by Congress in 1966, the National Historic Preservation Program has operated as a

decentralized partnership, which includes the federal government and the states. The program was charged with the identification, evaluation, and protection of historic properties based on criteria used by the National Register of Historic Places. Carried out by the states under the direction of the National Park Service, the program has been carried to most states, including Florida. Participating states receive funding assistance in the form of annual grants from the Federal Historic Preservation Trust Fund to support their efforts. Those funds are normally used to support the staff of the State Historic Preservation Office. A portion of the funds are often regranted for survey and planning activities.

The success of that working relationship prompted Congress to extend the partnership to provide for direct participation by qualified local governments. The National Historic Preservation Act Amendments of 1980 (P.L. 96.515) provide the legal basis for the new federal-state-local preservation partnership, commonly referred to as the Certified Local Government Program (CLG). The amendments direct the State Historic Preservation Officer and the Secretary of the Interior to establish procedures for the certification of local governments to participate in this partnership. The CLG Program permits the states to delegate limited responsibilities to local governments, which meet specific qualifications for certification and provide limited grant-in-aid funding to assist them in that process.

To become a CLG participant, the City of Safety Harbor must obtain approval of its Historic Preservation Ordinance, maintain a system of survey and inventory of historic resources, and encourage public participation in the historic preservation program. The present direction of federal funding for historic preservation suggests the wisdom of enlisting in the CLG program.

**Main Street Program:** The National Main Street Center, a special demonstration program of the National Trust, is an expansion of the Trust's nationally recognized Main Street Project, whose goals include encouraging economic revitalization within the context of historic preservation in downtowns of small cities. The first Main Street Program in Florida was awarded to DeLand in 1984. Since then, numerous communities have organized Main Street offices, including Avon Park, Bartow, Haines City, and Sebring. Main Street offices sponsor annual events that promote historic preservation and help maintain the economic vitality of a community's historic commercial district.

The Main Street Program has a membership network, provides technical assistance and training programs, and issues publications and audiovisual materials. A videotape series was supported by the National Endowment for the Arts and the U.S. Department of Agriculture. The center also works with numerous other public and private agencies to coordinate the use of financial and technical aid for Main Street activities. The Florida Main Street Program is coordinated by the Department of State.

**Ad Valorem Exemptions for Rehabilitated Historic Buildings:** Florida voters in 1992 approved a constitutional amendment authorizing ad valorem tax exemptions for the increased value assessed for improvements made to qualified historic buildings. Local communities must approve adoption of provisions through a local ordinance. The local government can exempt up to 100 percent of the assessed value of the improvements for a period up to ten years.

The provisions of the amendment applies to qualified historic buildings; that is, buildings listed individually on the National Register or as contributing elements in a district; or buildings designated under an approved local ordinance.

The exemption will applies to as much as 100 percent of the assessed value of the qualified improvements. The period of exemption can be ten years. Local ordinance will establish the specific percentage of exempted value as well as the duration and the location of qualifying buildings. The exemptions will pass on to the new owners of a property. At the end of the exemption period, the tax obligation will return to full assessed value, including improvements.

The exemption can be even greater for improvements to historic properties used for non-profit or governmental purposes and open to the public. Such properties may, upon local governmental authorization, receive up to 100 percent tax exemption for the full assessed value, not just the improvements. The value of improvements must equal or exceed at least 50 percent of the total assessed value of the property, as improved. Unlike the exemption for privately-owned buildings, however, the latter exemption will not pass on to new owners.

By covenant or agreement, the property owner must agree to maintain the qualifying improvements and the character of the property for the period of exemption.

The Florida Department of State has adopted rules specifying property eligibility criteria, guidelines for determining if improvements qualify, application review criteria, procedures for cancellation of exemption in the event of covenant or agreement violation, and procedures and criteria for certification of local historic preservation offices.

**Municipal Preservation Grants:** Several communities in Florida, cities and counties, have established low interest loan or grant programs to encourage historic preservation activities. The funds are provided to projects that involve renovation of a certified historic structure.

### **Private and Voluntary Financial and Legal Techniques:**

A variety of legal and financial incentives and instruments are available for use by government and its citizens to assist in the preservation effort. Some are already provided through federal or state law or regulations; others must be adopted by the local government. In most cases, the instruments that local government and residents can employ in the preservation process are familiar devices in real estate and tax law.

Voluntary preservation and conservation agreements represent the middle ground between the maximal protection afforded by outright public ownership of environmentally significant lands and the sometimes minimal protection gained by government land use regulation. For properties that are unprotected by government land use regulation, a voluntary preservation agreement may be the only preservation technique available. For other properties, government regulation provides a foundation of protection. The private preservation agreement reinforces the protection provided under a local ordinance or other land use regulation.

Voluntary preservation agreements have been used for years to protect property for private, public, and quasi-public purposes. Before the advent of zoning, many of the covenants and development restrictions used in modern condominium or subdivision declarations were used to address such fundamental zoning concerns as commercial and industrial uses of property, the sale of alcoholic beverages and other illicit purposes. With the advent of the "Scenic Highway" in the 1930s, scenic easements were used to protect the views from such highways as the Blue Ridge Parkway, the George Washington Memorial Parkway, and the Great River Road along the Mississippi River.

**Easements:** Because of federal tax considerations, the charitable gift of a preservation easement is by far the most commonly used voluntary preservation technique. A preservation easement is a voluntary legal agreement between a property owner ("grantor") and a preservation organization or unit of government ("holding organization" or "grantee"). The easement results in a restriction placed against the future development of a property. In use as a historic preservation instrument, the easement is usually placed with a non-profit organization that is qualified to maintain it over a period of time. Tax advantages are available for some easements. Federal law permits, for example, the donation of a facade easement for the purpose of preserving the exterior integrity of a qualified historic building. Scenic or open space easements are used to preserve archaeological sites.

**Mutual covenants:** Mutual covenants are agreements among adjacent property owners to subject each participating property owner's land to a common system of property maintenance and regulation. Typically such covenants regulate broad categories of activity, such as new construction with viewsheds, clear cutting of trees or other major topographical changes, subdivision of open spaces, and major land use changes. Such control is critical in historic areas that involve substantial amounts of open space, where development of the land would irreversibly damage the historic character of an area.

**Purchase of development rights:** This device, equivalent to an easement, involves the acquisition of certain rights to a property. The value of the development right is defined as the difference between the property's market value and its useful value.

**Transfer of development rights:** This legal instrument is employed to protect historic resources, such as archaeological sites, by permitting the right to develop a property to be transferred to another location, sparing the original property from destruction or alteration.

**Charitable gifts:** Charitable gifts have traditionally played an important role in preserving historic properties. Broadly stated, a taxpayer is entitled to a charitable contribution deduction for income, estate and gift tax purposes for the amount of cash or the fair market value of property donated to charity during the taxable year. Familiarity with the income, estate and gift tax treatment of

charitable gifts is essential to understanding the opportunities that are available through use of this device for historic preservation purposes.

**Revolving fund:** A revolving fund, normally administered by a non-profit or governmental unit, establishes a monetary basis on which property can be bought, improved, maintained, and sold. The revolving fund is a pool of capital created and reserved for a specific activity with the condition that the money will be returned for additional activities. Monies are subsequently returned and reused. The funds act to create a new economic and social force in the community.

Revolving funds have proven to be an effective tool to stimulate preservation of historic properties, both through acquisition and resale of properties and through loans to individuals for restoration or rehabilitation. Funds are replenished through proceeds from sales, rentals, loan repayments and interest, and revolved to new projects.

**Recommendation:** There is no historic preservation organization or historic group in Safety Harbor that is structured to handle a revolving fund. This device would appear useful. An organization to handle the fund would have to be established and, if no private seed money were found, the city would have to provide start-up funds. Private loans for such purposes can be arranged, but the organization receiving them must offer stability and fiscal management ability. Administrative support from the city might be critical.

### **Federal Financial Incentives and Programs:**

**Rehabilitation tax credits:** Federal tax credits upon the expenses incurred in the rehabilitation of an income-producing qualified historic structure have been available for a decade. A qualified historic building is one that is listed in the National register of Historic Places. The 1986 Tax Reform Act provides for a 20 percent credit for certified historic structures and a 10 percent credit for structures more than fifty years old.

Despite the severe restrictions placed upon the use of real estate and other forms of tax shelter in the 1986 law, the tax credit increases the attractiveness of old and historic building rehabilitation by virtually eliminating all forms of competing real estate investment, with the exception of the low-income housing tax credit.

The 1986 Act opens new opportunities for the nonprofit organization to become involved in real estate. The Act's extension of the depreciation period for real estate considerably reduces the penalties enacted in the Tax Reform Act of 1984 to discourage taxpayers from entering into long-term leases or partnerships with tax-exempt entities. Those penalties had the effect of hampering partnerships between nonprofit and government agencies and private developers.

In addition, an increasing emphasis on "economic" incentives, rather than tax-driven benefits, that is a result of the 1986 Act's limitations on the use of tax shelter and the 10 percent set-aside for nonprofit sponsors under the new low-income housing tax credit, ensure that tax-exempt organizations will participate

increasingly in rehabilitation projects. That legal change has begun to open new and innovative ownership and tax structuring and financing opportunities for both the development community and nonprofit preservation organizations.

**Low-income housing credits:** The 1986 Act provides for special relief for investors in certain low-income housing projects of historic buildings.

**Community Development Block Grant funds:** The federal Community Development Block Grant program permits the use of funds distributed as community block grants for historic preservation purposes, such as rehabilitation of qualifying historic buildings.

**Other federally-assisted measures:** In addition to tax credits, the federal codes are replete with incentives to assist historic preservation activity. Such assistance often comes in the form of relief from rules and requirements that normally apply to non-historic buildings or property. In coastal zone areas where specific building elevations are required for federal insurance purposes, for example, exemptions are provided to qualified historic structures.

### **State Incentives and Programs:**

The State of Florida became increasingly active in historic preservation during the past decade. It currently spends more dollars on historic preservation than any other state in the nation. The Florida Department of State is responsible for dispersing state preservation dollars. It provides funding in the areas of acquisition and development, survey and registration, and preservation education.

The City of Safety Harbor should make certain that it is on the current mailing list of the Bureau of Historic Preservation and should consider applying for grants for appropriate projects in the future. Any public or private agency or group within the community that requires current information on available loans, grants, and funding sources or programs for historic preservation is advised to inquire with:

George Percy  
State Historic Preservation Officer  
Department of State  
Division of Historic Resources  
R.A. Gray Building  
Tallahassee, Florida 32399-0250

Florida Trust for Historic Preservation  
P.O. Box 11206  
Tallahassee, Florida 32302

Among the projects for which funding may be sought are survey, National Register nominations, historic preservation planning, community education, acquisition of culturally significant properties, and rehabilitation of historic structures. Eligible recipients of grants include local government and nonprofit organizations. There are two major types of grants distributed through the auspices of the state grant program.

**Historic Preservation Grants:** Federal grant monies distributed through the state program and funds provided by a dedicated source of state revenue are available to support acquisition and development and Survey and Planning activities. The level of funding assistance awarded an individual project under this category is approximately \$20,000. Community education projects, which include publication of guidebooks or brochures promoting heritage tourism constitute eligible grant activity. Funds distributed through this program must be matched by the recipient.

**Special Category Grants:** Until the budget crisis of 1991-92 the State Legislature for a period of some five years awarded direct legislative support to historic preservation projects that exceeded \$50,000 in cost. Such projects may have included major restoration or rehabilitation work on structures or archaeological excavation. Acquisition projects were generally discouraged under this program. Acquisition is generally considered to constitute the initial demonstration of local support for a project. A recommendation for a state grant to assist in acquisition projects was made only in rare circumstances to protect very valuable historic resources.

Eligible recipients include local governmental units, not-for-profit corporations, institutions, organizations, and other non-profit entities. Like the historic preservation grants, Special category grants are administered by the Florida Department of State. Recommendations for awards are made by a Historic Preservation Advisory Council appointed by the Secretary of State.

**ISTEA Grants:** Congressional enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991 created a variety of new opportunities for assistance in historic preservation efforts associated with transportation activities. Railroad stations, scenic corridors, historic roadways, and other transportation related structures are among the objects for funding under this federal program. City officials may inquire with the regional state transportation office about this program.

**State Community Development Programs:** The Florida Legislature has enacted a number of statutes to stimulate redevelopment of areas defined variously as blighted, slums, or enterprise zones. Since such areas are often rich in older or historic building stock, the statutes provide a major tool for preservation and rehabilitation. State incentives and programs encouraging revitalization of areas defined as enterprise zones are:

\* The Community Contribution Tax Credit, which is intended to encourage private corporations and insurance companies to participate in revitalization projects undertaken by public redevelopment organizations in enterprise zones. This credit explicitly includes historic preservation districts as both eligible sponsors and eligible locations for such projects. The credit allows a corporation or insurance company a 55 cents refund on Florida Taxes for each dollar contributed up to a total contribution of \$400,000, assuming the credit does not exceed the state tax liability.

\* Tax increment financing provides for use of the tax upon an increased valuation of an improved property to amortize the cost of the bond issue floated to finance the improvement. Tax increment financing can effectively pay for redevelopment by requiring that the additional ad valorem taxes generated by the redeveloped area be placed in a special redevelopment trust fund and used to repay bondholders who provided funding at the beginning of the project. This device is often used in commercial or income-producing neighborhoods.

\* The State of Florida permits counties to offer property tax abatement to property owners in historic districts. The program has not been administratively implemented, however.

\* Job creation incentive credits.

\* Economic revitalization tax credits.

\* Community development corporation support programs.

\* Sales tax exemption for building materials used in rehabilitation of real property in enterprise zones.

\* Sales tax exemption for electrical energy used in enterprise zones.

\* Credit against sales tax for job creation in enterprise zones.

\* State and local incentives and programs encouraging revitalization not only of enterprise zones, slums, or blighted areas, but of historic properties in general include the reduced assessment and transfer of development rights provisions listed above and, most notably, Industrial Revenue Bonds.

While many of the incentives and programs listed above appear directed toward areas defined as slums or blighted, preservationists cannot overlook the economic encouragement they offer for the rehabilitation of historic structures and districts falling within these definitions. Moreover, there are significant incentives among them which are available to historic properties and districts without regard to blight or urban decay. These prominently include the Community Contribution Tax Credit and Tax Increment Financing.

### **Miscellaneous Programs**

**Marker program:** Markers usually appear in the form of bronze or wood signs that describe a historical event that occurred in the vicinity or that call attention to a building or other object of historical or architectural interest. The State of Florida has a marker program, as do several counties and cities throughout the state. A marker program must be carefully implemented and administered and the sites for placement of markers chosen with caution.

**Plaque program:** Related programs include the award of plaques or certificates of historical significance to the owners of buildings that meet specific criteria established for the program. Awards of this kind are often employed to encourage preservation by recognizing outstanding efforts by property owners as well as to identify important sites and buildings. The best preservation device is a determination on the part of a property owner to maintain the historic character of a building. This can be promoted by education property owners about the significance and historic value of the buildings they own. Plaque programs offer a good device for accomplishing a program of education.

**Recommendation:** The City can sponsor a plaque program. In undertaking such a program, however, its directors must understand the absolute necessity for establishing written and well defined criteria to govern the awards. The awards should, moreover, be made by a qualified jury or awards committee acting upon the established criteria. In the absence of such steps, the awards will become meaningless or, worse, controversial and possibly injure the preservation effort in the community.

**Information materials:** Through its various offices and departments, the City can promote historic resources. The production of maps, brochures, and other informational material designed to acquaint visitors and residents with the City and its resources should include material on historic resources.

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### **Interviews (all by James Hill)**

Banks, Goldie Bell. January 13, 1994.

Devnani, Salu. January 13, 1994.

Hunter, John. January 14, 1994.

Kirsch, Fritz. November 3, 1993.

Learn, Dick. January 4, 1994.

Quibell, Betty. January 4, 1994.

Youngblood, Juanita. January 4, 1994.

Appendix

**Inventory of Buildings Surveyed  
in  
Safety Harbor, Florida**

(Buildings judged potentially eligible for listing in the National Register of Historic Places are marked by an asterisk following the address)

## Inventory of Sites Surveyed in Safety Harbor, Florida

Rec. No.	Address	Date	Style
113	623 1st Avenue North	c. 1919	Frame Vernacular
87	235 2nd Avenue North	c. 1921	Frame Vernacular
88	237 2nd Avenue North	c. 1919	Bungalow
90	244 2nd Avenue North	c. 1921	Frame Vernacular
89	255 2nd Avenue North	c. 1919	Bungalow
85	123 2nd Avenue South	c. 1921	Bungalow
64	326 2nd Street North	c. 1921	Frame Vernacular
62	333 2nd Street North	1922	Bungalow
63	335 2nd Street North	1922	Bungalow
44	526 2nd Street North	c. 1921	Bungalow
42	706 2nd Street North	c. 1921	Frame Vernacular
41	715 2nd Street North	c. 1945	Frame Vernacular
39	734 2nd Street North	c. 1919	Frame Vernacular
40	735 2nd Street North	c. 1921	Frame Vernacular
38	744 2nd Street North	c. 1923	Frame Vernacular
71	233 2nd Street South	c. 1919	Frame Vernacular
77	328 2nd Street South	c. 1921	Bungalow
133	333 2nd Street South	c. 1921	Frame Vernacular
76	348 2nd Street South	c. 1921	Frame Vernacular
132	433 2nd Street South	c. 1930	Frame Vernacular
131	446 2nd Street South	c. 1921	Bungalow
129	500 2nd Street South*	c. 1924	Mission
130	519 2nd Street South*	c. 1915	Bungalow
171	1710 2nd Street South	c. 1940	Frame Vernacular
174	1711 2nd Street South	c. 1930	Frame Vernacular
68	122 3rd Avenue North	1923	Bungalow
67	124 3rd Avenue North	c. 1940	Bungalow
66	147 3rd Avenue North	c. 1921	Frame Vernacular
65	153 3rd Avenue North	1920	Frame Vernacular
60	204 3rd Avenue North	c. 1921	Bungalow
61	205 3rd Avenue North	c. 1921	Frame Vernacular
58	206 3rd Avenue North	c. 1921	Bungalow
59	215 3rd Avenue North	c. 1921	Frame Vernacular
57	225 3rd Avenue North	c. 1921	Frame Vernacular
55	234 3rd Avenue North	c. 1923	Frame Vernacular
56	235 3rd Avenue North	c. 1921	Frame Vernacular

54	244 3rd Avenue North	c. 1923	Bungalow
53	254 3rd Avenue North	c. 1923	Frame Vernacular
20	323 3rd Avenue North	c. 1925	Frame Vernacular
19	324 3rd Avenue North	c. 1925	Bungalow
18	334 3rd Avenue North	c. 1925	Frame Vernacular
17	344 3rd Avenue North	c. 1925	Bungalow
16	446 3rd Avenue North	c. 1921	Frame Vernacular
69	123 3rd Avenue South	c. 1925	Frame Vernacular
70	137 3rd Avenue South	c. 1921	Frame Vernacular
72	205 3rd Avenue South	c. 1921	Frame Vernacular
73	215 3rd Avenue South	c. 1921	Bungalow
74	221 3rd Avenue South	c. 1919	Frame Vernacular
91	226 3rd Street North	c. 1921	Frame Vernacular
51	333 3rd Street North	c. 1921	Bungalow
2	535 3rd Street North	c. 1940	Frame Vernacular
35	730 3rd Street North	c. 1923	Frame Vernacular
34	834 3rd Street North	c. 1925	Frame Vernacular
152	1035 3rd Street North	c. 1919	Frame Vernacular
191	1105 3rd Street North	c. 1930	Frame Vernacular
75	247 3rd Street South	c. 1930	Frame Vernacular
141	600 3rd Street South*	c. 1865	Log Cabin
142	600 1/2 3rd Street South*	c. 1876	Frame Vernacular
101	122 4th Avenue North	1919	Frame Vernacular
103	135 4th Avenue North*	c. 1900	Frame Vernacular
102	136 4th Avenue North*	1908	Frame Vernacular
104	146 4th Avenue North	c. 1919	Frame Vernacular
47	156 4th Avenue North	c. 1930	Bungalow
48	200 4th Avenue North	c. 1923	Frame Vernacular
49	236 4th Avenue North	c. 1923	Mediterranean Revival
50	244 4th Avenue North	c. 1924	Bungalow
23	316 4th Avenue North	c. 1925	Frame Vernacular
22	326 4th Avenue North	c. 1928	Frame Vernacular
135	123 4th Avenue South	c. 1921	Bungalow
136	123 1/2 4th Avenue South	c. 1921	Bungalow
134	132 4th Avenue South	c. 1919	Frame Vernacular
21	318 4th Street North	c. 1933	Frame Vernacular
24	405 4th Street North	c. 1921	Frame Vernacular
25	415 4th Street North	c. 1921	Frame Vernacular
26	425 4th Street North	c. 1925	Bungalow
27	445 4th Street North	c. 1925	Bungalow
32	836 4th Street North	c. 1935	Frame Vernacular

144	735 4th Street South	c. 1923	Masonry Vernacular
145	736 4th Street South	c. 1919	Frame Vernacular
193	1035 4th Street South	c. 1921	Frame Vernacular
192	1128 4th Street South*	c. 1919	Bungalow
45	216 5th Avenue North	c. 1921	Frame Vernacular
46	251 5th Avenue North	c. 1919	Frame Vernacular
30	305 5th Avenue North	c. 1921	Frame Vernacular
29	325 5th Avenue North	c. 1921	Frame Vernacular
28	345 5th Avenue North	c. 1930	Bungalow
8	516 5th Avenue North	c. 1926	Frame Vernacular
5	535 5th Avenue North	c. 1925	Frame Vernacular
7	536 5th Avenue North	1938	Frame Vernacular
6	572 5th Avenue North	c. 1938	Frame Vernacular
15	326 5th Street North	c. 1921	Frame Vernacular
14	355 5th Street North	c. 1921	Bungalow
13	414 5th Street North	c. 1933	Frame Vernacular
12	415 5th Street North	c. 1921	Frame Vernacular
11	425 5th Street North	c. 1921	Frame Vernacular
10	426 5th Street North	c. 1923	Bungalow
9	446 5th Street North	c. 1925	Bungalow
185	505 5th Street South*	c. 1921	Mission
150	600 5th Street South	c. 1924	Mediterranean Revival
148	646 5th Street South	1924	Masonry Vernacular
149	665 5th Street South	c. 1923	Masonry Vernacular
146	804 5th Street South	c. 1921	Bungalow
1	242 6th Avenue North	c. 1925	Bungalow
3	307 6th Avenue North	c. 1920	Frame Vernacular
140	205 6th Avenue South*	1922	Colonial Revival
114	207 6th Street North	1912	Frame Vernacular
186	613 6th Street North	c. 1923	Frame Vernacular
31	326 7th Avenue North	c. 1921	Bungalow
190	132 7th Avenue South	c. 1921	Mediterranean Revival
143	337 7th Avenue South	c. 1920	Frame Vernacular
37	225 8th Avenue North	c. 1923	Frame Vernacular
36	235 8th Avenue North	c. 1923	Frame Vernacular
33	333 8th Avenue North	c. 1925	Frame Vernacular
167	650 14th Avenue South*	c. 1921	Bungalow

168	675 14th Avenue South*	c. 1923	Bungalow
166	855 14th Avenue South	c. 1921	Frame Vernacular
165	895 14th Avenue South*	c. 1924	Mediterranean Revival
115	142 Bailey Street	1940	Frame Vernacular
116	217 Bailey Street	1906	Bungalow
117	239 Bailey Street	c. 1921	Bungalow
120	319 Bailey Street*	c. 1930	Bungalow
95	105 Bayshore Drive North	1925	Mission
94	105 Bayshore Drive North	1925	Mission
106	209 Bayshore Drive North*	c. 1923	Bungalow
108	311 Bayshore Drive North*	1922	Colonial Revival
122	807 Bayshore Drive North	c. 1940	Frame Vernacular
164	1201 Bayshore Drive North	c. 1940	Frame Vernacular
182	1407 Bayshore Drive North	c. 1940	Frame Vernacular
84	227 Bayshore Drive South	c. 1917	Frame Vernacular
83	315 Bayshore Drive South	c. 1917	Frame Vernacular
81	325 Bayshore Drive South*	c. 1900	Colonial Revival
82	333 Bayshore Drive South*	1889	Frame Vernacular
187	1300 Cedar Street	c. 1923	Frame Vernacular
155	1025 Cherokee Street	c. 1919	Frame Vernacular
110	305 Church Street	c. 1940	Masonry Vernacular
109	347 Church Street*	c. 1906	Colonial Revival
184	Maine Court	c. 1940	Masonry Vernacular
160	955 Delaware Street	c. 1921	Frame Vernacular
159	1061 Delaware Street	c. 1930	Bungalow
172	546 Elm Street	c. 1930	Frame Vernacular
173	734 Elm Street	c. 1930	Bungalow
179	1675 Ensley Avenue	c. 1938	Mediterranean Revival
194	194 Enterprise Road East	c. 1930	Frame Vernacular
170	3512 Enterprise Road East	c. 1900	Bungalow
189	750 Harbor Hill Drive	c. 1925	Frame Vernacular
188	835 Harbor Hill Drive	c. 1925	Masonry Vernacular
118	216 Hillsborough Street	c. 1930	Frame Vernacular
78	254 Iron Age Street	c. 1910	Frame Vernacular

79	244 Iron Age Street	c. 1910	Frame Vernacular
180	55 Irwin Street	c. 1940	Frame Vernacular
107	100 Jefferson Street*	c. 1923	Bungalow
128	1001 Jessie Avenue	c. 1925	Frame Vernacular
96	101 Main Street*	1925	Mission
86	200 Main Street*	1915	Masonry Vernacular
100	344 Main Street	c. 1921	Masonry Vernacular
105	454 Main Street	1914	Frame Vernacular
138	509 Main Street	c. 1919	Frame Vernacular
139	511 Main Street	c. 1917	Masonry Vernacular
156	980 Main Street	c. 1919	Frame Vernacular
154	1005 Main Street*	c. 1915	Bungalow
157	1026 Main Street*	c. 1915	Bungalow
153	1029 Main Street*	c. 1915	Bungalow
175	1970 McMullen-Booth Road	c. 1930	Frame Vernacular
176	2175 McMullen-Booth Road	c. 1935	Frame Vernacular
177	2444 McMullen-Booth Road*	c. 1920	Colonial Revival
80	325 Museum Court*	c. 1919	Frame Vernacular
92	255 Phillippe Parkway	c. 1935	Frame Vernacular
178	2100 Phillippe Parkway	c. 1925	Mediterranean Revival
162	925 Suwanee Street	c. 1923	Bungalow
163	936 Suwanee Street	c. 1923	Bungalow
161	959 Suwanee Street	c. 1923	Frame Vernacular
126	245 Tucker Street	c. 1930	Frame Vernacular
127	289 Tucker Street	c. 1925	Frame Vernacular
183	305 Tucker Street	c. 1940	Frame Vernacular
124	342 Tucker Street	c. 1930	Bungalow
123	354 Tucker Street	c. 1930	Frame Vernacular
181	366 Washington Avenue	c. 1905	Frame Vernacular