

USING GEOGRAPHIC INFORMATION SYSTEMS AND SOCIOECONOMIC  
INDICATORS TO BOLSTER POST-WORLD WAR II NEIGHBORHOODS AS INITIAL  
CANDIDATES FOR HISTORIC PRESERVATION IN JACKSONVILLE, FLORIDA

By

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To my grandparents. Thank you for 26 years of unconditional love.

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## TABLE OF CONTENTS

	<u>page</u>
ACKNOWLEDGMENTS .....	4
LIST OF TABLES .....	8
LIST OF FIGURES .....	9
ABSTRACT .....	10
CHAPTER	
1 INTRODUCTION .....	12
About the Jacksonville Case Study.....	14
Post-World War II Housing Boom .....	16
Why Preserve the Inner Ring? .....	16
2 LITERATURE REVIEW .....	20
Government Role in Historic Preservation.....	20
Federal Government .....	20
State Government .....	23
Local Government .....	24
Historic Preservation in Comprehensive Planning in Florida .....	27
The Planner’s Role .....	28
Importance of Preservation of Post-World War II Neighborhoods.....	28
Location .....	30
Uniqueness .....	31
Power .....	31
Benefits of Historic Preservation.....	32
Economic .....	32
Quality of Life .....	33
Why Preserve the Post-War Automobile Suburbs?.....	34
Levittown: The Beginnings of the Automobile Suburb .....	36
Saving the Suburbs .....	38
3 METHODOLOGY .....	43
Geographic Information Systems .....	43
Explanation of the Model .....	44
Identifying the Indicators.....	46
Explanation of the Data .....	47
Field Work.....	50

4	FINDINGS AND ANALYSIS .....	53
	The Study Area .....	53
	The Socioeconomic Indicators .....	54
	Neighborhood Selection Analysis .....	55
	About the Selected Neighborhoods .....	56
	Lake Lucina .....	56
	Glynlea Park .....	56
	San Jose Forest .....	57
	Assessments of All Neighborhoods.....	57
	Recommendations.....	58
5	CONCLUSION.....	82
	Universal Applicability.....	83
	Policy Implications .....	84
	Recommendations for Future Research.....	85
APPENDIX		
	NEIGHBORHOOD PHOTOGRAPHS.....	89
	Curb and Gutter .....	91
	Home Uniformity.....	93
	Neighborhood Wide Distinctive Architectural Features .....	96
	Signs of Gentrification and Major Remodeling of Homes.....	99
	Maintained Homes.....	101
	Finished Garages .....	105
	LIST OF REFERENCES.....	107
	BIOGRAPHICAL SKETCH .....	111

LIST OF TABLES

<u>Table</u>		<u>page</u>
2-1	Comparison of Different Types of Districts.....	41
3-1	List of Indicators Used and the Ideal Rating System.....	51
4-1	List of Census Tracts used for Study.....	62
4-2	Jacksonville Planning Districts in Initial Study Area.....	64
4-3	Results of Raster Calculator.....	64
4-4	Results of Raster Calculator for Selected Neighborhoods.....	64
4-5	Visual Characteristics of Neighborhoods. - See Appendix A for photographs.....	65

## LIST OF FIGURES

<u>Figure</u>	<u>page</u>
1.1 Historic Districts in Jacksonville, Florida.....	19
3-1 GIS Flowchart.....	52
4-1 Development Patterns in Duval County.....	66
4-2 Density of Census Tracts with Post-World War II housing.....	67
4-3 Planning Districts in Jacksonville.....	68
4-4 Bachelor’s Degree’s for Adults Age 25 and up.....	69
4-5 Median Value of Homes.....	70
4-6 Owner-Occupied Housing.....	71
4-7 Per Capita Income of Families.....	72
4-8 Amount of Families Below Poverty Level.....	73
4-9 Public Assistance Received.....	74
4-10 Unemployment Rates.....	75
4-11 Results of Raster Calculation by Census Block Group.....	76
4-12 Lake Lucina Neighborhood.....	77
4-13 Glynlea Park Neighborhood.....	78
4-14 San Jose Forest Neighborhood.....	79
4-15 Lake Lucina Typical Home.....	80
4-16 Glynlea Park Typical Home.....	80
4-17 San Jose Forest Typical Home.....	81

Abstract of Thesis Presented to the Graduate School  
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INDICATORS TO IDENTIFY POST-WORLD WAR II NEIGHBORHOODS AS INITIAL  
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The neighborhoods built during 1945-1960, typically in suburban locations, consisted of modest modern homes and reflected the middle class's ability to afford the "American Dream." These early post-World War II suburbs are now becoming part of the inner-ring of metropolitan areas. Preserving these neighborhoods prevents decline and further urban sprawl and supports revitalization and improvements. The post-war neighborhoods are already socially established, have infrastructure such as roads and schools and are closer to city centers than the more recently built suburbs and neighborhoods. In accordance with the National Register of Historic Places' (National Register) requirements, homes in these early post-war neighborhoods are now at least 50 years old and eligible for listing. This study utilizes Geographic Information Systems (GIS) and socioeconomic indicators such as poverty rate, percentage of college graduates, per capita income and tenure and median home values to locate the likely candidates among these modern suburbs for further historic preservation analysis in Jacksonville, Florida. This methodology is based on the assertion that the neighborhoods with the most potential to be preserved will have more desirable ranges of socioeconomic indicators. This study identifies three neighborhoods as potential candidates for historic preservation: Lake Lucina, Glynlea Park and San Jose Forest.

All three neighborhoods had low amounts of families below the poverty level, low amounts of public assistance received and unemployment rates. Each neighborhood ranked in the middle range of family per capita income as compared to the metropolitan area. Bachelor's degrees for adults aged 25 and up, median value of homes and owner occupied housing all received mixed ratings through the neighborhood analysis. The combination of the desirable mix of socioeconomic indicators creates a receptive environment for historic preservation to take place, supported by residents who have the means to maintain their homes. Using GIS as part of the preservation process to identify neighborhoods that deserve additional analysis and consideration for protection, this study then recommends the use of neighborhood conservation districts to preserve these suburbs. A neighborhood conservation district offers greater flexibility because this planning designation includes fewer restrictions than those associated with traditional local historic districts. This greater flexibility better accommodates these early post-war homes, which contained unfinished rooms and were designed to allow additions. The use of GIS in historic preservation studies provides another level of analysis and adds the input of the planner in the process. A planner studies long-term plans and how they impact a community. GIS is a spatial tool that can measure the social and economic attributes of a neighborhood, mapping patterns, impacts and trends in geographic areas. Due to the large number of post-war suburbs, GIS can assist in narrowing down potential candidates for neighborhood conservation districts and can create a method for evaluating areas based on their social and economic attributes in support of their inherent physical characteristics and historical significance.

## CHAPTER 1 INTRODUCTION

Cities generally have policies that address downtown redevelopment and policies that address new development in the outer rings of the metropolitan area, but that do not address existing development in between. “The once vibrant neighborhoods (are now) located within the inner ring suburbs of metropolitan areas and are declining because they have long been subjected to a policy blind spot” (Puentes and Orfield, as quoted in Lee and Leigh, 2007 p. 160). The current problems of social and physical inequity associated with the inner city will permeate into the inner ring suburbs as a result of this policy blind spot. The post-war suburbs within the inner ring now have older housing, aging infrastructure and face the problems of traffic congestion and diminishing quality of life (Puentes and Orfield, as cited in Lee and Leigh, 2007 p. 160).

Several tools target the revitalization of declining neighborhoods and areas including, redevelopment programs, federal tax credits, tax increment financing, design guidelines and other initiatives spearheaded by community redevelopment agencies. Historic preservation has been used as a community stabilizer by planners, but it takes dedicated residents to support the enactment and enforcement of neighborhood guidelines and ordinances. The neighborhoods built during the post-World War II housing boom are now within the range for historic preservation efforts as defined by the National Register’s strong suggestion that the structure be at least 50 years old. This study hypothesizes that Geographic Information Systems (GIS) and socioeconomic indicators will locate the best post-World War II neighborhoods as initial candidates for more intensive survey and inventory and, if indicated, historic preservation. By using this methodology to locate these neighborhoods, historic preservation planning tools can be implemented to prevent decline. “To be successful, the new participatory approaches to neighborhood revitalization must be based on information about the social and economic

conditions of these small areas and their inhabitants” (Sawicki and Flynn 1996, p. 166). GIS maps neighborhood-level social and economic data and provides visual analysis tools to policy makers that are not otherwise available. Neighborhoods that have the most potential to be preserved will have more desirable ranges of socioeconomic indicators because they are stable with residents that have the means to maintain their homes.

GIS offers a means to assess whole neighborhoods while also providing spatial analysis down to the individual parcel level. Property appraisers use GIS mapping for data collection, to assess property owners and to track relevant tax-related data. Historic preservation, particularly of districts, can benefit from the use of GIS. The ability to map socioeconomic data, thus presenting social, cultural and even historic information spatially, can reveal critical relationships that define the district and suggest means to better safeguard the area. Socioeconomic statistics are predominantly tracked and collected by the United States Census. In this study, socioeconomic data is used to identify the most socially and economically stable neighborhoods. Historic preservation is more likely to be supported, sustained and promoted by a neighborhood that is more socially and economically stable, no matter what the home values.

The post-World War II neighborhoods were uniquely designed, were mass produced, had simple architecture and depended on the automobile for transportation. These neighborhoods were so successful and popular that they have been expanded further out of the metropolitan area creating the outer ring suburbs. The inner rings of many cities, particularly cities established in the 20<sup>th</sup> century, are now composed of neighborhoods built during the post-World War II era. Few policies and programs address the decline of these neighborhoods, therefore the residents who can are moving to the outer ring suburbs. Several terms have been used to refer to the inner ring suburbs including: older suburbs, first suburbs, first-tier suburbs post-war suburbs and post-

World War II suburbs (Lee and Leigh, 2007). City officials have adopted different terminologies when referring to these first suburbs in order to fit into their individual development models, though many of the issues of decline within the inner rings areas are universal.

### **About the Jacksonville Case Study**

This study uses Duval County, Florida as the metropolitan area in which to test this hypothesis. Jacksonville's large naval stations spurred a significant amount of development during the period of 1945-1960, particularly for new housing. Growth in the insurance industry also brought companies and professionals into the area seeking homes. The City of Jacksonville, which consolidated its government with Duval County in 1967, now has a population of almost 800,000.

The City of Jacksonville currently has four historic districts listed on the National Register, a local register and many historic landmarks scattered throughout its 885 square miles. The historic districts are Riverside (established in 1985), Avondale (established in 1989), Springfield (established in 1987) and Old Ortega (established in 2004), all of which are predominantly residential. The Riverside district has a set of design guidelines that must be met if an owner is proposing changes that require a certificate of appropriateness. Its strong public participation distinguishes this district as its board has been in place for nearly thirty years, being established prior to the district's listing on the National Register. The Avondale area, adjacent to the Riverside district, uses the same design guidelines. The Springfield historic district, near downtown Jacksonville, boasts large renovated homes that are the product of buyer assistance programs funded by the City. Springfield has its own set of design guidelines and review board for certificates of appropriateness. Though recognized by the National Register, Old Ortega is not locally designated, so the City of Jacksonville does not have any policies or design guidelines

that address the district or a designated board. However a non-profit association actively represents the area.

Non-profit groups are engaged in historic preservation throughout Jacksonville, some are neighborhood based and others represent the distinctive areas within the City.<sup>1</sup> One of the more notable private historic preservation efforts is in the San Marco neighborhood; the San Marco Preservation Society, awards plaques to historically restored and maintained homes. The San Marco Preservation Society represents the area and was integral in the formulation and passage of the San Marco Historic Overlay Zoning District.

Jacksonville now has the potential for more historic districts because a large portion of the city was built during the early post-World War II boom. Several non profit neighborhood organizations in the Jacksonville metropolitan area, like Old Arlington Inc., Murray Hill Preservation Association and the Ortega Preservation Society, sponsor historic preservation efforts targeting neighborhoods with housing built during the post-World War II era. In general the Duval County/Jacksonville government has weak central control of historic preservation initiatives; however, because of active resident participation in these neighborhood associations and non profits, community support is strong.

Duval County's Historic Preservation Element of their Comprehensive Plan does not mention the recent past, in fact it specifically mentions only housing built before 1940 to be identified in a proposed survey program. "This comprehensive survey program (Objective 1.2) will be completed in increments, concentrating on those areas of high site probability as

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<sup>1</sup> Duval County and Jacksonville's consolidated government does not politically recognize the suburban areas that surround the downtown like Arlington, Westside and Mandarin; however, there is recognition of these areas geographically by the general community and by businesses. Some of the different suburban areas were in existence before the governments consolidated in 1967. These 'areas' function like a suburb would in a large metropolitan area, but are under the auspices of the consolidated government.

identified by the U.S. Census Bureau for pre -1940 housing units” (Historic Preservation Element, 2000, p. 8).

### **Post-World War II Housing Boom**

After World War II, returning veterans faced a severe housing shortage. The automobile, new highway construction, generous loan guidelines and inexpensive construction methods fueled the post-war suburban boom. The smaller and simpler homes were constructed on large enough lots to enable expansion if the family outgrew the original house. A critical shortage of low-cost housing for returning veterans, long term mortgages, an increase in automobile ownership, highway construction and an influx of growing families supported development of the modern suburb (Ames and McClelland, 2002, p. 7).

### **Why Preserve the Inner Ring?**

The inner ring suburbs are in danger of becoming an extension of the inner-city. Instead of focusing on new development, cities could be developing policies to preserve what already exists, thus supporting smart-growth and sustainability initiatives. Cities should be promoting the preservation of existing neighborhoods to stop their decline, improve residents’ quality of life, and help the environment by supporting sustainable development.

Sustainability and environmental concerns related to global warming are general reasons for preservation of historic neighborhoods. Recently, the “green” lifestyle has come into vogue with a focus on safeguarding resources. When translating this idea to housing, the concept is to not build a larger home than needed because it takes more energy to heat and cool a larger home. “Despite the shrinking household sizes in the United States, the average size of a single family houses more than doubled from 983 square feet in 1950 to 2,349 square feet in 2004 (National Home Builders Association as quoted in Lee and Leigh, 2007, p. 149). Larger homes require more resources in construction and occupy more precious land, infringing upon open space and

natural resources. The inner ring consists of smaller homes that are already built in a suburban setting. Planners could support the “green” movement by identifying and encouraging the preservation the post-World War II neighborhoods (Hayden, 2003).

The inner ring suburbs have several positive attributes that make them a desirable historic preservation project for a community. These suburbs have existing infrastructure such as schools and roads already within their boundaries and committed public services like fire and police already within and servicing the neighborhood. When new neighborhoods are built, these services must be extended to meet the demands of new residents and pay for them through developer fees or impact fees which are added to the price of the land and homes. Duval County does not have a residential impact fee which lessens the cost of building new developments. Remodeling or repairing an existing home is less expensive than building a new home and it uses less land and material resources. Due to their location, living in the inner ring suburbs may mean shorter commuting times as opposed to newer suburbs on the fringe.

The inner ring suburbs that contain housing from the post-war era are a worthy cause for historic preservationists and planners because without policies and protections they are vulnerable to decline or to demolition and redevelopment as a result of gentrification. This study applies socioeconomic indicators and GIS to identify the best post-war neighborhoods as candidates for historic preservation in Jacksonville, Florida. Due to the extent of eligible post-war suburbs and the community’s fledging commitment to historic preservation, particularly of the modern era, Jacksonville represents a particularly appropriate case study.

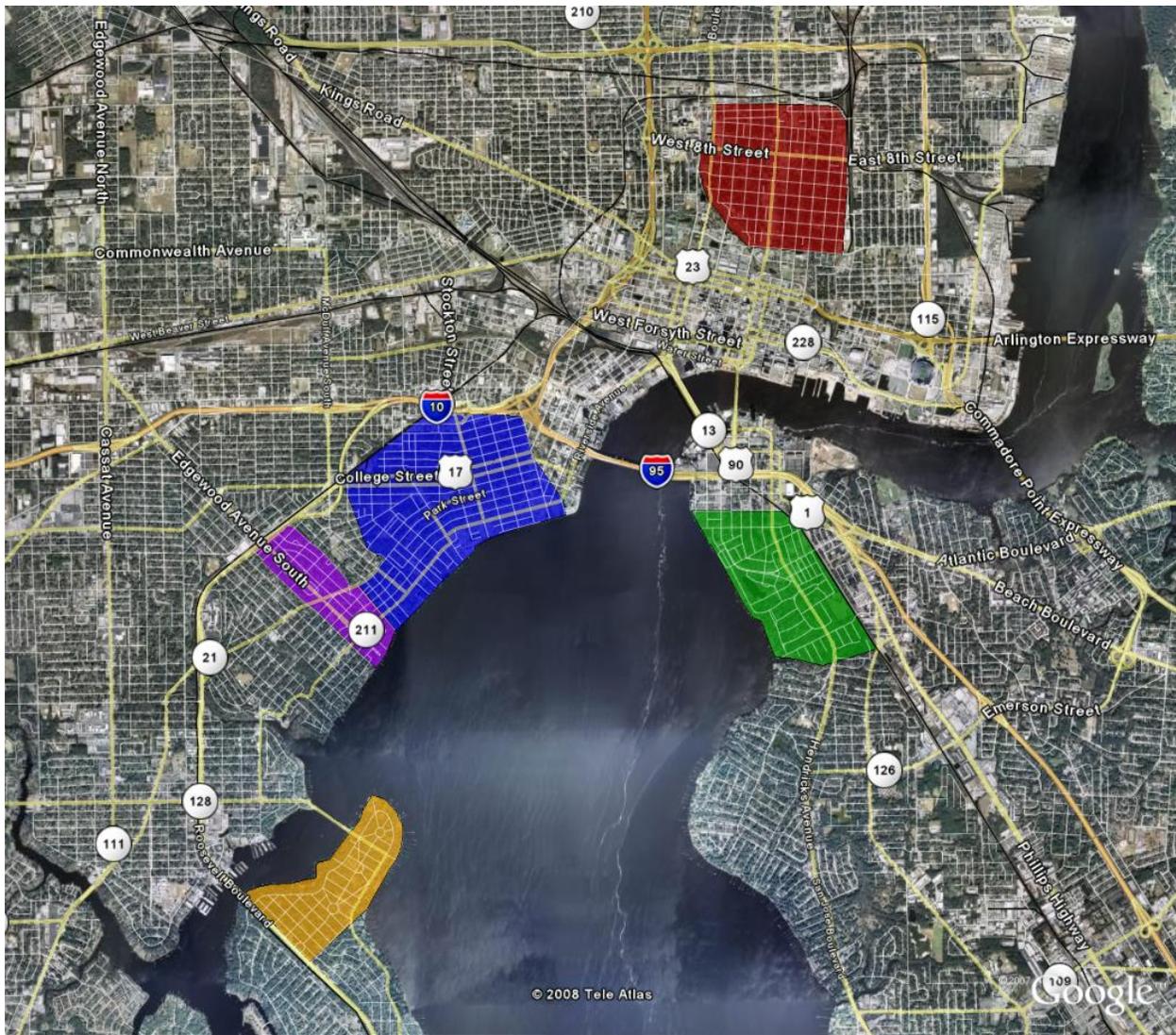
The next chapter, the literature review, examines the government’s role in historic preservation, from the federal to the local levels and planning-related preservation policies and techniques. The second part of the literature review analyzes the importance and benefits of

neighborhood preservation and outlines the history and development patterns associated with the post-war suburban housing boom including Levittown, the first best-known modern suburb from this era. Finally, the literature review explores the National Park Service's guidelines on historic preservation of suburban neighborhoods.

Chapter Three, the study's methodology, discusses the selection of the study's area, the use of GIS for analyzing the socioeconomic indicators and the post-selection visual survey of the selected neighborhoods. The basis of the model for the study and the selected socioeconomic indicators are explained in detail as is the data used in the study, including Duval County Property Appraiser data, U.S. Census data and the Florida Department of Revenue's tax roll data.

Chapter Four identifies the neighborhoods selected using the socioeconomic indicator analysis. Next these neighborhoods are examined through a visual survey. The analysis section of that chapter makes recommendations for historic preservation policy initiatives based on the socioeconomic indicators and visual surveys of the selected neighborhoods.

The conclusion of this study, Chapter Five, discusses the universal applicability of the study's methodology, findings and analysis and the policy implications of historic preservation efforts in the study area. The chapter also makes recommendations for future research on GIS-related techniques for studies of historic preservation candidacy and potential opportunities to expand and apply this study's methods and findings.



<input checked="" type="checkbox"/>		<a href="#"><u>San Marco Overlay District</u></a>
		Zoning Overlay
<input checked="" type="checkbox"/>		<a href="#"><u>Springfield Historic District</u></a>
		National Register Historic District
<input checked="" type="checkbox"/>		<a href="#"><u>Riverside Historic District</u></a>
		National Register Historic District
<input checked="" type="checkbox"/>		<a href="#"><u>Avondale Historic District</u></a>
		National Register Historic District
<input checked="" type="checkbox"/>		<a href="#"><u>Old Ortega Historic District</u></a>
		National Register Historic District

Figure 1.1 Historic Districts in Jacksonville, Florida

Source: Google Earth, San Marco Zoning Overlay Ordinance and the National Register of Historic Places (2008).

## CHAPTER 2 LITERATURE REVIEW

Historic preservation of neighborhoods has its roots in Charleston, South Carolina where the first historic district zoning ordinance was passed in 1931. The goal of the Charleston ordinance was to preserve the area as a whole, and for the first time, historic preservationists focused on the larger context of a place, a *tout ensemble*. A *tout ensemble* is the idea that the character of an area is defined by the sum of its parts, rather than the individual buildings or homes (Cofresi and Radtke, 2003).

The literature is organized into several sections that address the regulations, policies, guidelines, architecture, benefits and history of the historic neighborhood, particularly those found in the post-war suburbs. First, historic neighborhoods are discussed in regard to their governing regulations, including an analysis of historic preservation laws and policies. The federal, state and local governments' roles in historic preservation, including comprehensive planning, neighborhood conservation districts and overlay zoning techniques are explored. The economic benefits and increased quality of life that historic district designation provides is discussed. Next, the history of the post-war suburb, including cultural landscapes, Levittown, and the distinctive residential architecture associated with this era is examined. The final part of this chapter looks at the current studies related to using socioeconomic indicators and GIS for analysis and discusses the current National Park Service Guidelines for conducting a local survey and nominating a suburb to the National Register of Historic Places (National Register).

### **Government Role in Historic Preservation**

#### **Federal Government**

The federal government's recognition of historic preservation began in 1906 with the Antiquities Act, which gave the President the power to protect prehistoric sites by declaring them

national monuments. In 1916, the National Park Service was established. The U.S. federal government's current involvement in historic preservation is a result of the National Historic Preservation Act of 1966 as amended. The Act called for the National Register to be created and included districts as eligible for designation. The criteria to preserve a district are the same as individual properties, landmarks and buildings. The National Historic Preservation Act (NHPA) guidelines are the eligible district must be over 50 years old and must reflect "significance in American history, architecture, archeology, engineering and culture and possess integrity of location, design, setting, materials, workmanship, feeling and association" (36 Code of Federal Regulations (CFR) § 60.4).<sup>2</sup> An additional criteria specifically applies to neighborhoods "that embody the distinctive characteristics of a type, period, or method of construction ...or that represent a significant and distinguishable entity whose components may lack individual distinction" (36 CFR § 60.4). Thus, historic neighborhoods may be composed of several homes that are built in similar styles and that together are significant.

Collaboration between historic preservationists, architects, planners and policy-makers is essential to the preservation process. The preservation process, as identified by Stipe (2003) has five steps;

- Setting standards or criteria that define what is worth preserving,
- Undertaking a survey to locate and describe resources to be saved,
- Evaluating the resources discovered against the standards established in step one,
- Giving those that qualify "official status" in some way, and
- Following up with protection measures. (p. 29)

This sequence of the steps remains the same whether the process is for one building or an entire neighborhood (Stipe, 2003 p. 29). The standards for preservation of post-war neighborhoods are

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<sup>1</sup> In recent years, the National Register has been much less rigorous regarding the 50-year rule. "As one deputy SHPO [State Historic Preservation Officer] stated the fifty-year threshold is less important than justifying listings in terms of meaning and period of significance" (Lyon and Brook, 2003, p. 88 & 90).

defined by the National Park Service and should be present in a local historic preservation plan. Architects are specifically involved in steps two and three which document and evaluate the neighborhood's historical and architectural significance. Policy-makers, or elected officials, have the ability to give "official status", which approves the evaluation of the neighborhood's significance. Historic Preservationists and Planners are involved throughout the process because they are advocates for the community when it comes to historic preservation and land use issues, therefore they should be the ones to study and consider the application of historic preservation policies to neighborhoods.

Older neighborhoods often need financial assistance so that revitalization projects, such as large-scale improvements to infrastructure and landscaping or public facilities can be conducted. Community Development Block Grants (CDBG), administered by the Department of Housing and Urban Development (HUD), supports these kinds of large projects. For instance, CDBG can assist entire neighborhoods with loan amounts of up to \$7,000,000 in non-entitlement areas and up to \$35,000,000 in an entitlement area (24 CFR § 570.705). To be designated an entitlement area, a city or urban county must have 50,000 residents or more. The federal government designates a certain amount of CDBG funds to the states to distribute to local governments with the general requirement that 70% of the funds must target moderate to low income households in non-entitlement areas (having less than 50,000 residents) and must target development activities that benefit the public such as infrastructure improvement or public services.

Federal Historic Rehabilitation Tax Credits are available for income-producing structures that contribute to National Register Historic Districts. Buildings within National Register Historic Districts, must contribute to the historic significance of a district; their location, design, setting, materials, workmanship, feeling and association must add to the district's sense of time

and place and historical development (36 CFR § 67.5). Buildings not on the National Register or in a registered historic districts, but built before 1936 can receive a 10% rehabilitation tax credit, and buildings on the National Register or in registered historic districts that are rehabilitated to the Secretary of the Interior's Standards can receive a 20% rehabilitation tax credit.

Unfortunately these tax credits are not yet available for properties exclusively used as private residences. Federally available tax credits can be used for homes renovated into professional offices, neighborhood retail, or bed and breakfasts. Since many historic neighborhoods are located proximate to the historic central business district, commercial redevelopment of certain homes, especially those on perimeter and well-traveled roads can benefit from this program.

In *Pennsylvania Central Transportation Company versus New York City*, the Supreme Court of the United States ruled that historic preservation is a valid public purpose. The case upheld the New York City Landmark law that designated properties as historic and legitimized local government as a preservation regulatory agency (*Penn Cent. Transp. Co. v. New York City*, 438 U.S. 104 (U.S. 1978)). *Penn Central* concluded that as long a property owner still has a reasonable use of the property, denying permits to alter the buildings did not constitute a taking.

### **State Government**

The states provide input on a number of federal historic preservation initiatives and administer their own historic preservation programs and funding through the State Historic Preservation Officer (SHPO). In all states, in order to be approved for the National Register, the SHPO must certify the property or district first as historic. The states' historic preservation laws and policies complement or reiterate the federal ones in order to streamline processes and simplify the rules.

The state oversight of historic preservation on the local level benefits neighborhoods, particularly in those cities and counties without historic preservation programs, because the state

becomes an additional resource for communities to utilize. The state provides additional sources of funding through rehabilitation grants that can benefit neighborhoods. The Florida Master Site File that inventories all historic properties located within the state, including historic districts, is maintained by the state. The state's oversight of historic preservation funding and programs is essential to the local government's ability to promote historic preservation practices.

### **Local Government**

In Florida, local governments can use the Certified Local Government (CLG) program, which gives them more autonomy when administering a historic preservation program or ordinances. Certification allows local government to have more enforcement authority and more autonomy in making decisions on historic resources. A CLG adopts a historic preservation ordinance, which establishes a local historic preservation board to develop and oversee the functions of a local historic preservation program. In Florida, the CLG designates a government eligible to apply for special grants to enable the historic preservation process, to fund surveys of historic properties, to nominate properties or districts to the National Register, to create educational material, and to draft local historic preservation plans. A local historic preservation ordinance must promote a valid public purpose, cannot deprive an owner of all reasonable economic use of his property, must provide for a fair hearing process and comply with relevant state law (Beaumont, 1992). An ordinance will explain how the nomination process works in that community and the criteria that needs to be met.

A local register is kept in many cities and counties to keep track of locally significant historic properties and districts that may not meet National Register standards. Local registers are preferred in situations where the local government is not a Certified Local Government or may be kept in conjunction with the National Register site listings. Local registers contain

historic records, surveys and site files to aid in managing locally preserved property. These registers are particularly useful tool for neighborhood preservation because the local government can decide if the area is architecturally, culturally or historically significant and can make all the rules to govern these sites including providing grants and technical assistance. The preservation process which identifies buildings, sites and districts for designation can utilize and update these local resources.

In accordance with the local ordinance, typically a historic preservation board makes decisions about permits for and changes to historic buildings and districts and grants certificates of appropriateness for any renovations or remodels. Members on those boards can include historians, architects, planners, engineers and other professionals that have a stake in preservation. Residents of historic neighborhoods may also be appointed to the boards and thus can influence preservation efforts in the community.

Historic districts and neighborhood conservation districts are two techniques that can be used to preserve neighborhoods. A comparison of the districts can be found in table 2-1. Historic districts are generally composed of different land and building uses and can include historic neighborhoods. Historic districts vary in size and intensity; therefore, the local government has opportunities to promote and support the districts in the manner compatible with the district's character. For example, cities may promote their historic districts to tourists for shopping, cultural events and tours. Positive promotion of the district can bring more local prominence to the neighborhood and makes it a more desirable location for the preservation process, to take place. Historic districts are often governed by local historic preservation ordinances and the districts on the National Register have to comply with the Secretary of the Interior's standards.

Neighborhood conservation districts differ from historic districts in that they have fewer regulations (Cofresi and Radtke, 2003). Neighborhood conservation districts are tailored to the needs of the particular neighborhood and are generally less strict than those in historic districts. Often areas considered for neighborhood conservation districts may not be 50 years old or in a period identified by the Secretary of the Interior's Standards, but need some protections until they are eligible. Neighborhood residents may not want their homes to become part of a historic district but may want to safeguard the distinctive characteristics and features that make their community desirable. Neighborhood conservation districts could be a more desirable choice for a neighborhood from the post-World War era because the homes were intentionally built to be modified.

Overlay zoning districts are a significant planning tool used in historic preservation. Both conservation districts and historic preservation district guidelines and regulations are established using this tool. Conservation districts do not freeze neighborhoods in time; they are enacted to protect a neighborhood's distinctive qualities. In a study to implement this type of district in Massachusetts, the authors candidly state:

While many of these areas (neighborhoods) would meet the criteria established by the National Park Service and State Historic Preservation Office for designation, many preservation commissions, let alone the general public, would not view them in this light. Post World War II housing developments are the most obvious example of this bias—perhaps because many in the Baby Boom generation grew up in them! Yet such neighborhoods have the potential for becoming valued historic districts if their key attributes can be maintained and intrusions that would destroy their integrity can be avoided. (Larson Fisher Associates, 2005, p.3)

A relatively new tool in neighborhood preservation, neighborhood conservation districts are a particularly relevant designation for neighborhoods built in the post WWII suburban boom.

In an historic preservation overlay district, the zoning is maintained but additional regulations are required that keep the historic character of an area. Overlays are ideal in areas

were there are variously zoned parcels and in mixed or multi-use areas. An overlay ordinance can include design standards, setback requirements, additional development standards, a review board and historic preservation protections. A historic preservation overlay district is presently being used in this study's subject city, Jacksonville, Florida in the San Marco neighborhood.

### **Historic Preservation in Comprehensive Planning in Florida**

The Growth Management Act of 1985 in Florida required local governments to have a comprehensive plan in place with mandatory elements such as future land use, housing and intergovernmental coordination. An optional element for communities with populations under 50,000, the historic preservation element sets out plans and programs for structures or lands having "historical, archaeological, architectural, scenic, or similar significance" (Fl. Statutes, 163.3177(7)(i)). Inclusion of the historic preservation element further validates program implementation.

In 1991, the *Snyder v. Brevard Board of County Commissioner's* case challenged the strength of Florida's Comprehensive Plan Act. In the case, the Board of County Commissioners denied the rezoning of a parcel without giving a reason. The court found that rezoning consistent with the Comprehensive Plan; a more restrictive zoning classification was not necessary to protect the health, safety, morals and welfare and that denial without reasons supported by facts was arbitrary and unreasonable (*Board of County Commissioners v. Snyder*, 627 So. 2d 469 (Fla. 1993)). The case concluded that if a rezoning complies with the comprehensive plan then the commission must support it, unless the commission made findings to justify denying the rezoning. Comprehensive plan amendments are quasi-judicial legislative decisions, not policy-implementing-judicial decisions. In light of the Snyder ruling, historic preservation efforts can be further reinforced by the addition of a historic preservation element to the comprehensive plan since any decisions by the commissioners or councils must abide by the approved plan.

## **The Planner's Role**

Planners play an integral role in historic preservation because of their expertise in community and land development. Historic preservation efforts in districts or neighborhoods must have community support by residents and policy-makers. Planners become involved in the historic preservation of neighborhoods and districts because of a need for uniform policies and design standards that are agreeable to residents and politicians. Physical design and environmental sustainability can also require the policy expertise of planners because of their broad base of knowledge regarding the built and urban environment.

The development of design standards serves two purposes for neighborhoods. The planner sees design standards as a way to provide uniformity throughout the neighborhood and to further the sense of place and identity. Design standards provide rules for a neighborhood to follow and can be legislated through a historic preservation ordinance.

Historic development patterns have influenced several current planning techniques, tools and neighborhood designs that are used in new developments and redevelopment efforts. New Urbanism, Traditional Neighborhood Design, Transit Oriented Design, Mixed-Use development, and the general concepts of walkability within neighborhoods have all been inspired by now historic neighborhoods (Rypkema, 2002).

### **Importance of Preservation of Post-World War II Neighborhoods**

Why do we want to save these relics of suburbia, the beginning of sprawl and the early post-war automobile-based neighborhoods, these modest ranch-style houses? If revitalized and maintained through historic preservation planning tools, these neighborhoods provide a home in an established neighborhood that may be more affordable than a similar home located on the fringe. The process of historic preservation could potentially stabilize or revitalize those

neighborhoods if the neighborhood is experiencing decline or maintain and the existing character to protect against gentrification.

Along with the preservation of cultural history, a revitalized, vibrant and healthy neighborhood is the ultimate goal of historic preservation efforts. If a neighborhood is healthy, people will invest time, energy, and money to maintain and improve the area (Schubert, 2000).

In order to revitalize neighborhoods, a framework for intervention includes:

- The condition of a neighborhood is the sum of past and current choices. The work of neighborhood revitalization is to influence future choices.
- Neighborhoods compete with other neighborhoods in a region for public resources, private investment and households
- The health of a neighborhood is determined, in part, by the degree of confidence neighbors and others have in the future of the neighborhood.
- The process of change - what people mean when they talk about the neighborhood getting better or worse - is set, in part, by how residents “read” who is moving in and who is moving out.
- Social disinvestment in a neighborhood precedes financial disinvestment. (Schubert, 2000 pp. 37-38)

Historic preservation and neighborhood revitalization are not mutually exclusive ideas though preservation techniques are not the only way to revitalize neighborhoods. Since the neighborhoods from the early post World War II era are now over 50 years old, historic preservation should be considered as a revitalization method. Historic neighborhoods provide homes for families from every financial strata, but particularly for those in need of affordable housing (Rypkema, 2002).

Historic neighborhoods evoke a sense of nostalgia that is hard to recreate, a sense of place, a psychological attachment to our past. They cannot be recreated, only preserved. The design, architecture, meaning and layout of older neighborhoods are unique to the era in which the neighborhood was created. The location, uniqueness, support, power and heritage that the post

World War II developments possess is worth preserving because these neighborhoods are an integral part of our cities.

- Location: other community residents may also work near or within the historic neighborhood or commute to nearby areas because historic neighborhoods tend to be located in inner ring areas of cities;
- Uniqueness:the neighborhood's unique characteristics distinguish it from other neighborhoods in the community;
- Power: neighborhoods house many residents as opposed to a single historic site that may only house a few people, thus lending these places more political power;

### **Location**

Historic neighborhoods tend to be located in urbanized areas, near or in the inner-ring areas of cities. Their locations have become woven into the fabric of the city proximate to other neighborhoods, businesses, churches and community establishments. These neighborhoods are desirably located near jobs, schools and places people go on a daily basis and can be reached by alternate forms of transportation such as mass-transit, bicycle or on foot since they are close to those destinations. The inner ring neighborhoods are located in an environment with established roads, schools and public services and are a central location for commuting rather than the newly built developments in the outer rings. Historic neighborhoods are more likely to be closer to have places of employment within five miles, to have an elementary school within one mile, to have shopping within one mile, to have public transit available as opposed to newer developments (Rypkema, 2002). Having community amenities and places of work close by is something that newer developments lack or must create with new construction. Housing in older neighborhoods is also more likely to be affordable than in newer developments (Rypkema, 2002).

## **Uniqueness**

Many historic preservation programs target preservation of a community's aesthetic features, especially valued architectural details that distinguish the development. An example could be small the hexagonal sidewalk tiles in one St. Petersburg neighborhood or as large as an entire landscape like the tree canopies of Coconut Grove. Preserving these neighborhood features creates a sense of identity.

A sense of place characterizes these areas setting them apart from other residential areas.. Experiencing distinctive visual patterns in architecture (roof lines, porches), hardscape (benches, signs) and softscape (trees, shrubbery) lets us know we are in a certain place (Carmona, et, al, 2003). The historic neighborhood reflects a certain era and often contains architectural styles or other features that cannot be found other neighborhoods because they have their own uniqueness. Like single sites, neighborhoods reflect a significant and distinct social or visual sense to the community.

## **Power**

The roles of non profit organizations and grassroots efforts are key in historic preservation initiatives (Cofresi and Radtke, 2003). Further, because neighborhoods contain more people than a single site, they have more political power. Older neighborhoods tend to have more long-time residents, and the neighbors are more likely to know each other, both factors in securing political power. Neighborhoods are a "space of dependence", meaning they are "localized social relations upon which we depend on for the realization of essential interests...they define place-specific conditions" (Cox, as quoted in Martin, 2004 p. 592-593). Political power within "spaces of dependence" is easily identifiable because the struggle to gain political power within a space can define the conflict or effort (Martin, 2004). Neighborhood

residents desire to control their own land use and activities; therefore, historic preservation can become an important tool if it can be championed by those who have political power.

Their location, uniqueness and power distinguish historic neighborhoods. The federal government provides the framework in which historic preservation can take place; the state government supports the federal role, and local governments provide implementation tools for neighborhood preservation. The Supreme Court's decision in *Penn Cent. Transp. Co. v. New York City*, 438 U.S. 104 (U.S. 1978) validated historic preservation as a public purpose. Florida's Growth Management requirements provide local governments with a way to plan for historic preservation. Local governments can use traditional historic districts, design standards and alternative preservation programs like neighborhood design review or neighborhood conservation districts to protect these areas. However, undertaking neighborhood preservation at the local level to maintain the sense of place is an essential goal of the preservationists and local government planners alike. Historic neighborhoods often contain the qualities that developers are trying to create in new subdivisions with diverse yet compatible design throughout, community amenities, social activities and other visual aspects that distinguish the place.

### **Benefits of Historic Preservation**

Two recent studies focus on historic preservation in Florida, evaluating its impact on the state. *Economic Impacts of Historic Preservation in Florida* examines how historic preservation affects the state's economy, focusing on jobs, income, wealth and taxes. *Contributions of Historic Preservation to the Quality of Life in Florida* addresses the public goods, the normative and qualitative aspects and specific cultural values that comprise historic preservation.

### **Economic**

Efforts to revitalize historic neighborhoods benefit the local economy. A 2002 study by the University of Florida and Rutgers University found historic preservation in Florida had an

annual economic impact of \$1.6 billion dollars (Listokin, et al). Jobs, income, tax revenue and an overall increase in Gross Domestic Product (state and federal) can be attributed to historic rehabilitation efforts (Listokin, et al, 2002). Heritage tourism, historical museums and downtown “main street” revitalizations have also positively benefited the local, state and federal economy because of the investments in local history (Listokin, et al, 2002).

Property values can increase when historic preservation efforts are take place in historic districts. Increasing property values generally mean more state and local government revenues. The researchers also used Geographic Information Systems (GIS) to compare appraisals on properties within historic districts to ones in a similar neighborhood in the same city, finding that assessed values increased at a higher rate in historic districts (Listokin, et al, 2002). Spatial analysis using GIS allows a means to compare current conditions in historic districts such as property values.

### **Quality of Life**

Historic preservation has proven to contribute positively to the residents’ quality of life. In a 2006 study conducted at the University of Florida, indicators were analyzed for their ability to measure the quality of life that historic preservation contributes to communities. Describing the amount, type and condition of historic resources gauges historic preservation’s contribution to the community’s quality of life (Phillips, 2006). The cultural and aesthetic values of historic preservation are becoming more important in considering historic designation (Larsen, 2006a). Two of the methods in the study that are utilized to identify candidate neighborhoods for historic preservation are locating economically distressed neighborhoods by measuring median income in the neighborhood to determine if it is lower than median community income and analyzing property value trends with local appraisal data. Identifying the amount of neighborhood

involvement and measuring housing costs versus income levels can also determine potential areas for historic preservation.

Both studies highlight the economic and social benefits of historic preservation in Florida, but neither study addresses how to locate potential sites or areas as candidates for historic preservation. Historic preservationists face an emerging problem in the field; neighborhoods from the post-World War II boom are becoming eligible for the National Register. Minimal research from the planning perspective has focused on how to determine whether a suburban neighborhood from this era is a candidate for historic preservation.

### **Why Preserve the Post-War Automobile Suburbs?**

The typical automobile suburban development has been criticized by scholars over the years because it caused “sprawl” with poor design and connectivity. “The costs of suburban sprawl are all around us-they’re visible in the creeping deterioration of once proud neighborhoods, the increasing alienation of large segments of society, a constantly rising crime rate and widespread environmental degradation” (Katz 1994, as quoted in Fainstein 2003, p. 182). The development of the suburbs detracted resources from the central city, causing the deterioration of the urban core. Suburbs from the post World-War II Era have been one of the most condemned American landscapes because of their uniformity and monotony (Ames, 1999). The suburban development pattern receives criticism for aesthetic reasons including the uninteresting architecture, monotonous streets and neighborhoods that lack unique characteristics.

Dolores Hayden (2003) wrote that “suburbs of the post-World War II era were shaped by legislative processes reflecting the power of real estate, banking and construction sectors, and the relative weakness of the planning and design professions” (p. 151). Hayden is alluding to the perception that the suburbs were poorly planned and designed because other forces were

influencing the form of the neighborhoods. Suburbs were criticized for encouraging social conformity among suburban families; the social norm became suburban life (Hayden, 2003). Some scholars argue that the suburban neighborhood is a cultural landscape and should be preserved. Suburban America is a cultural landscape because there is beauty and order in the exterior environment (Alanen and Melnick, 2000). “America’s automobile culture also creates its own landscape, whether it be at freeway intersections, the highway-oriented strips that mark entry to most towns and cities, or the shopping malls...that are part of most new subdivision developments on the suburban fringe” (Alanen and Melnick, 2000, p. 5).

Modern suburbs are becoming eligible for the National Register and can be considered for preservation efforts. It has long been the perception that structures must be at least 50 years old to be considered for a National Register nomination because of the guidelines listed in the National Historic Preservation Act, as amended (NHPA). Some preservationists argue that the so-called 50-year rule is not a rule. Jeanne Lambin, Historic Preservation Professor at the Savannah College of Art and Design, recently gave speech which made a case for the preservation of the recent past and the age of the structure, at least 50 years or not is a guideline, not a rule.

The post-World War II landscape deserves to be preserved because it “is the landscape of the American Dream, the single family house on its own lot sited within the large-scale, self-contained subdivision with curvilinear street pattern” (Ames, 1995 as quoted in Ames, 1999, p. 222). These suburbs should be evaluated as historic resources (Ames, 1999). The suburbs of the late 1940’s and the 1950’s were the first to be featured on television to a wide audience in shows such as *Leave it to Beaver*, *Ozzie and Harriet* and *Father Knows Best*. Dolores Hayden (2003) dubbed these the “sitcom suburbs” (p. 128). The suburban life, sold on TV, became the ideal

culture in America. To achieve "a more sustainable and more equitable place, older suburbs have to be saved rather than abandoned on the way to new projects" (Hayden, 2003 p. 135)

### **Levittown: The Beginnings of the Automobile Suburb**

The outward growth of cities created residential suburbs and neighborhoods. The National Park Service defines neighborhoods built between 1945 and 1960 in the historical context of the Post-World War II and Early Freeway Suburbs (Ames and McClelland, 2002, p. 1). The best known post-World War II suburb in the country is Levittown. Peter Hall described Levittown, Long Island, the first prominent post-war suburb as “monotonous and vapid” (2002, p. 321). Building first on Long Island, New York, then again in New Jersey and Pennsylvania, the Levitts’ streamlined home construction practices in order to build massive numbers of homes in a short amount of time. The typical Levittown home was inspired by Frank Lloyd Wright’s Usonian model that was a prototype home for his Broadacre City<sup>3</sup> (Samon, 2003). Wright’s Usonian home was “in direct contrast to the traditional, formal, symmetric house that had columns, pediments, and dark, boxlike rooms” (Samon, 2003, p.15). The one-story, flat-roofed Usonian had strong horizontal lines and was designed in an L-shape and placed in the corner of the lot to maximize the expanse of green (Samon, 2003). There were minimal windows in the front, but large windows and French doors in the back of the home to place the emphasis on the backyard.

The Levitts’ borrowed the ideas of Frank Lloyd Wright to build their homes (Samon, 2003 and Rybczynski, 2006). Alfred Levitt visited the construction of one of Lloyd’s Usonian homes in Great Neck, NY, and noted the modular method of wood construction, the elimination of the

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<sup>2</sup> Broadacre City was shaped through Wright's particular vision of a solution to the problems of the city by combining the rural and urban development patterns into one concept. “The Broadacre City was a low-density, continuous urban area which centralized city functions could be decentralized along linear transportation and communications systems” (Zellner, 1998 p. 72).

basement and attic and the carport in place of the garage (Rybczynski, 2006). Wright used other cost saving measures like heating under the floor, making the kitchen a small work area, combining the living and dining rooms into one space, using polished concrete floors and exposed wood walls and ceilings to save money on construction costs (Rybczynski, 2006). Levitt took Wright's ideas of using modern materials and laying out the home on a two foot grid in order to mass produce homes in Levittown (Rybczynski, 2006). The homes had unfinished features like attics and carports in order to cut down on cost; this arrangement encouraged families to renovate and remodel the home when they had the money or more children and needed more rooms. Levittown had schools, parks and stores all within its boundaries, which was an innovation in neighborhood design at the time, a planned community.

The ranch home became the most common home built in the post-World War II housing boom, also called the Rancher, the Rambler or the California Rambler because the home originated from the Southwest with the expansive available open space. Situated on large lots, the ranch home with an ample backyard was designed to foster a healthy, informal, outdoor-oriented family life (Hunter, 1999). The picture window was one of the most noted features of the ranch home from this era. The first 'picture window' was in the Levittown model the *Levittowner* had an 8-foot kitchen window facing the street (Rybczynski, 2006). The window was not for looking out, but to be a display of the family life within the home, a place to put the Christmas tree or the Halloween decorations. The window could be seen from the street, and the ideal suburban family could be seen by neighbors from the street. The homes from Levittown eventually became what is known as ranch style with the modern appearance, low roof, and horizontal lines on lots with room for expansion. The ranch's floor plan was open making it

seem larger than it was in reality (Hunter 1999). By 1950, the ranch accounted for 9 out of 10 new homes in America (Rybczynski, 2006).

Suburbia was welcome. Children could play in the yard, not in a busy urban street. Your house was full of new and modern conveniences such as intercoms to communicate between rooms, percolators for coffee, televisions having a place of honor. In many ways the ranch house enabled the growing middle class to take pleasure in the modern world. (Alter as quoted in Samon, 2003, p. 22)

### **Saving the Suburbs**

In their 2007 study, Leigh and Lee analyzed the patterns of growth and development of four cities that were in different regions for decline of structures built during the time period of 1950-1969. In the study, four U.S. metropolitan areas were studied to show the vulnerability of the inner ring suburbs to socioeconomic decline. The results were that Atlanta, the fastest growth city, is experiencing a higher rate of inner ring suburb decline, compared to Portland, Philadelphia or Cleveland which had slower patterns of growth. Atlanta had the least amount of positive socioeconomic indicators in the study in comparison to the other cities in the study.

In 2002, the National Park Service and Linda Flint McClelland with the assistance of David L. Ames from the University of Delaware published *Historic Residential Suburbs: Guidelines for Evaluation and Documentation for the National Register of Historic Places*. Ames expanded on his 1999 chapter in *Changing Suburbs: Foundation Form and Function* and formulated historic preservation guidelines for suburbs.

The National Park Service guidelines outline a history of the ranch house as it evolved into the modern home, “The distinction between the Ranch and contemporary house became blurred as each type made use of transparent walls, privacy screens of design concrete blocks, innovations in open space planning, and the interplay of interior and exterior space,” (Ames and McClelland, 2002, p. 68). The modern home progressed from the ranch homes of the post-World War II housing boom and the suburban movement of Americans out of the central city.

The curvilinear streets became the standard for new residential subdivisions, reinforced by the design guidelines strongly recommended for Federal Housing Administration (FHA)-backed mortgages in the late 1940's (Ames and McClelland, 2002).

The curvilinear subdivision layout was further institutionalized as the building industry came to support national regulations that would standardize local building practices and reduce unexpected development costs. In 1947 the ULI (Urban Land Institute) published its first edition of the Community Builder's Handbook. Providing detailed instructions for community development based on the curvilinear subdivision and neighborhood unit approach, it became a basic reference for the community development industry...In 1950 the NAHB (National Association of Home Builders), the primary trade organization for the industry, published the Home Builders' Manual for Land Development. Thus, by the late 1940s, the concept of neighborhood planning had become institutionalized in American planning practice. This form of development, in seamless repetition, would create the post-World War II suburban landscape. (Ames and McClelland, 2002, p. 99-100)

The post-war suburb is a product of inexpensive development techniques and implementation of recommended FHA neighborhood design guidelines. The typical modern suburban home is single-family and in a semi-rural environment. Several factors influenced the evolution of the modern suburban house:

- The lowering of construction costs, accomplished with the invention of the balloon-frame method of construction in the 1830s and successive stages of standardization, mass production, and prefabrication.
- The translation of the suburban ideal into the form of an individual dwelling usually on its own lot in a safe, healthy, and parklike setting.
- The design of an efficient floor plan believed to support and reinforce the ideal family.

The evolution of the American home reflects changing concepts of family life and the ideal suburban landscape. From 1838 to 1960, the design of the single-family, detached suburban home in a landscaped setting evolved in several broad stages from picturesque country villas to sprawling ranch houses on spacious suburban lots. (Ames and McClelland, 2002, p. 100)

The homes built during 1945-1960 were typically in suburban locations, were modern modest homes and enabled the middle class to afford the "American Dream." The housing development trends known as modern suburbia initiated during this era have continued to the

present day. Now the original suburbs have other suburbs and neighborhoods built beyond them, and the original suburbs are becoming part of the inner-ring of metropolitan areas. These homes are now eligible for the National Register and are worthy of preservation because they mark an era when popular suburbanization began and exhibit a distinctive architectural style despite the large number that exist. Modern suburbia is a cultural landscape in America. Preserving these neighborhoods prevents decline, gentrification and further urban sprawl. These neighborhoods are already socially established, have infrastructure such as roads and schools and are closer to city centers than the suburbs and neighborhoods being built currently. A method to locate the best examples of modern suburbia from 1945-1960 for the purpose of historic preservation would identify and assist in the preservation of the domestic cultivation of the American Dream.

Table 2-1. Comparison of Different Types of Districts.

	<b>National Register Historic District</b>	<b>Local Historic District</b>	<b>Conservation District</b>
<b>Purpose</b>	To preserve districts, sites, buildings, structures and objects of national significance in American history, architecture, archeology, engineering and culture. This designation is a privilege and carries no regulations unless financial incentives are requested or federal funds are used.	To preserve a building's or area's significant historic character and fabric through architectural criteria and special zoning provisions; to protect structures that contribute to the architectural and cultural heritage; to ensure that new construction, additions or alterations are appropriate with the scale, character and architecture.	To preserve the distinctive atmosphere, character and/or features of a neighborhood. Depending on the intent, regulations may address the preservation of scale, volumetric relationships, additions that clearly characterize building type, historic architecture or other aspects.
<b>Benefits</b>	Property value enhancement, neighborhood revitalization, pride of ownership, preservation of unique character; follows Secretary of Interior's Standards for compatible new and infill construction; opportunities for federal and state incentives.	Property value enhancement, neighborhood revitalization, pride of ownership, preservation of unique character, design review, avoidance of demolition of significant historic architecture, guidance for compatible new and infill construction, opportunity for federal, state and local incentives.	Property value enhancement, neighborhood revitalization, pride of ownership, design review, avoidance of demolition of significant historic architecture, neighborhood based design guidelines, preservation of unique character, guidance for compatible new and infill construction, opportunity for local incentives.
<b>Design Review Authority</b>	State Historic Preservation Office (SHPO) and National Park Service when financial incentives are requested or federal or state funds are used.	Local historic preservation board; possibly staff for minor projects.	Staff or local design review board.
<b>Regulated Activity</b>	None, except when financial incentives are requested or federal or state funds are used.	Demolition, rehabilitation, restoration, alteration of exterior and interior public areas and new construction.	Alteration of exterior and new construction; possibly demolition depending on intent of district. Tailored to the needs of the particular neighborhood.
<b>Demolition of Historically Significant Buildings &amp; Features</b>	Protected only when financial incentives requested or federal or state funds used.	May be prohibited if appropriate.	Total or partial demolition may be prohibited depending on intent of district.

Table 2-1. Comparison of Different Types of Districts. Continued.

	<b>National Register Historic District</b>	<b>Local Historic District</b>	<b>Conservation District</b>
<b>Design Guidelines</b>	U.S. Secretary of the Interior’s Standards for rehabilitation mandatory when financial incentives requested or federal or state funds are used.	Local guidelines may be adopted and U.S. Secretary of the Interior’s Standards for rehabilitation as applicable.	Local guidelines are adopted. Tailored to the needs of the particular neighborhood.
<b>Stringency of Design Guidelines</b>	Mandatory and most stringent.	Less stringent but thorough.	More lenient depending on intent of district.
<b>20% Federal Income Tax Credit</b>	Yes, if criteria is met.	No, unless federally registered and certified.	No.
<b>10% Federal Income Tax Credit</b>	Yes, if criteria is met.	Yes, if criteria is met.	Yes, if criteria is met.
<b>Federal Income Tax Charitable Deduction for Façade Easement Donation</b>	Yes, if criteria is met.	No, unless federally registered and certified.	No.
<b>Zoning Incentives</b>	Not applicable.	Possible, depending on the specific district.	Yes, depending on intent.
<b>Florida Building Code Interpretations</b>	Consideration of alternative materials and methods by the Building Official in accordance with the Secretary of Interior’s Guidelines to achieve equivalency with requirements.	Consideration of alternative materials and methods by the Building Official in accordance with the Secretary of Interior’s Guidelines to achieve equivalency with requirements.	No.
<b>Life Safety Code Interpretations</b>	Same as above.	Same as above.	No.

*Source:* Paul Costanzo, Principal Planner, Memo to City of Ft. Lauderdale Beach Redevelopment Advisory Board Members Regarding June 21, 2004 – NBRA & SLA Area Overlay, Historic & Conservation District Overview and Work Parameters, pp. 1-3, [http://ci.ftlaud.fl.us/beach/masterplan/beach\\_mp/062104BRABItemIIIMemoExhsOverlayDistricts.pdf](http://ci.ftlaud.fl.us/beach/masterplan/beach_mp/062104BRABItemIIIMemoExhsOverlayDistricts.pdf).

## CHAPTER 3 METHODOLOGY

Historic preservationists have traditionally and currently rely on architectural methods for determining eligibility of buildings and structures. Socioeconomic factors and tax roll data in combination with Geographic Information Systems (GIS) can be used to examine land use patterns of post World War II suburbs for historic preservation purposes. This study uses GIS to determine potential candidates for historic preservation efforts in Duval County/Jacksonville, Florida. It focuses on residential development from 1945 to 1960 because development from this era is now eligible for the National Register of Historic Places and preservationists are increasingly focusing on the modern era.

The benefit of using Duval County is that there is only one large city, Jacksonville, and four much smaller cities within the county boundaries. The Jacksonville metropolitan area extends beyond Duval County; however the City of Jacksonville is by far the largest city due to the consolidation between the City and Duval County governments in 1967. The census tracts within Duval County have had the same governing body since that time. Duval County experienced a significant increase in population after World War II, more than doubling the population from 210,143 in 1940 to 455,411 in 1960 (U.S. Census, 1990). Further, Duval County is home to a major Navy base and a Naval Air Station, so the post-World War II housing boom was supplemented with the growth of the military industrial complex. Thus the area lends itself to this type of study due to the significant amount of development that occurred during the study period.

### **Geographic Information Systems**

Using GIS as a spatial analysis tool enhances this study because determining the development pattern and location of these neighborhoods allows them to be identified and

historically preserved. Using GIS, information from the property appraiser's parcel data, such as year of construction is overlaid on the census tracts. All the census tracts in Jacksonville are calculated for density of homes built from 1945 to 1960 using a spatial join<sup>4</sup> and the field calculator<sup>5</sup> in GIS. The first steps of the methodology are shown in a flow chart, figure 3-1. In order to establish density of each tract, GIS analysis requires vector data at the neighborhood and parcel levels. The census tracts with the highest density are then selected to be part of the study area. The socioeconomic data was collected at the census block group level and used to analyze the study area. The socioeconomic indicators are mapped using raster data and then reclassified into equal intervals so that the data appear as values from one to ten. Next, the analysis is performed using the raster calculator,<sup>6</sup> which weighs each indicator equally to come up with the best candidates for historic preservation as defined in this study. The raster calculation will place a value on each census block group, and with seven socioeconomic indicators, the lowest value possible will be seven and the highest will be seventy.

### **Explanation of the Model**

The National Historic Preservation Act of 1966, as amended, considers properties that are a minimum of 50 years old to be eligible for the National Register. The study will focus on neighborhoods built from 1945 to 1960 because these homes are either now eligible for the National Register or will be by 2010. The fifteen-year period provides enough time for individual neighborhood construction and development and coincides with the housing boom in the post-World War II automobile suburbs. The research method for determining the eligible

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<sup>1</sup> A spatial join takes two or more GIS layers and their tables and joins them together based on their shared geography and creates a new layer (ESRI GIS Dictionary 2008 n.p.).

<sup>2</sup> A field calculator is a tool used to calculate values in GIS layer's data tables (ESRI GIS Dictionary 2008 n.p.).

<sup>3</sup> Raster calculator is a tool for performing calculations of raster layers (ESRI GIS Dictionary 2008 n.p.).

neighborhoods uses GIS with the data from the 2000 census and 2006 tax rolls. The model is based on a 2007 study by Sugie Lee and Nancey Green Leigh, *Intrametropolitan Spatial Differentiation and Decline of Inner-Ring Suburbs*, where four U.S. metropolitan areas were studied to show the vulnerability of the inner ring suburbs to socioeconomic decline. Lee and Leigh's study mapped socioeconomic indicators within census tracts to confirm whether or not the inner ring suburbs of the metropolitan areas were in decline. Socioeconomic indicators are important to neighborhood revitalization and preservation because of the local government responsibilities to citizen welfare.

Interest in neighborhood-scale indicators is the shift of responsibilities for social and economic welfare from the federal to the state and local levels, and the simultaneous emphasis on public-private partnerships and neighborhood empowerment. These approaches are the latest attempt to forge new alliances for small-area improvement. (Wallis as quoted in Sawicki and Flynn, 1996 p. 166)

This study will also use GIS to map socioeconomic indicators within census tracts, but will take the approach a step further in identifying neighborhoods within those census tracts. Further, this study uses the indicators to measure positive attributes to establish the neighborhood's efficacy for historic preservation instead of negative characteristics. Socioeconomic indicators can be mapped spatially to show the distribution of social and economic conditions. Lee and Leigh's study defined the inner ring suburbs as those built between 1950 and 1969; however, for historic preservation purposes, this study will only look at housing built right after the end of World War II to 1960.

The best candidates for historic preservation are identified by comparing the socioeconomic statuses of each census tract and further by comparing the socioeconomic statuses of the individual census blocks within each census tract. The census blocks generally identify the neighborhoods and development patterns of Jacksonville during the time period of the study. Census tracts that contain a majority of housing built or that contain sizable housing

developments built during 1945-1960 were identified using GIS. Using socioeconomic data from the 2000 Census, each census tract is then ranked against each other to select the initial study area. Once the tracts with the highest percentage of post-war housing are identified, data from the census blocks within those tracts is collected and used in the analysis with raster layers. The raster surface after calculation will indicate the potential candidates for historic preservation because those neighborhoods possess the more stable socioeconomic traits to support it. The goal is to identify three potential post World War II era neighborhoods that would be good candidates for historic preservation efforts because their socioeconomic status indicates a receptive community environment where early initiatives to safeguard structures and neighborhoods built during this era can begin to build momentum. Historic preservation tax credits are only available for income-producing producing, therefore, homeowners with the means to maintain their homes are more likely to be receptive to historic preservation efforts because they can afford to do so.

### **Identifying the Indicators**

The socioeconomic indicators selected for this study are many of the same indicators used in Lee and Leigh's study that document decline of the inner ring suburbs. In this study, their positive measurements are used to determine stability and viability for historic designation as modern suburban developments. The socioeconomic variables used by Lee and Leigh and by this study are: the rate of poverty, amount of public assistance, rate of unemployment, percentage of college graduates and per capita income and the housing variables used are owner-occupied housing and median home values. The goal of using these socioeconomic indicators is to identify the inner-ring neighborhoods that have not experienced as much, if any, decline comparable to other neighborhoods built in the same era.

The indicators used to measure decline of a neighborhood include the rate of poverty, unemployment and the amount of public assistance. The rate of poverty is measured by percentage of individuals below the poverty line according to the 2000 Census. The rate of unemployment is calculated as a percentage per census block group. The higher the unemployment rates of a census block, the less desirable the area is as a candidate for historic preservation. The amount of public assistance indicates how residents supplement their monthly incomes through social security, welfare and other forms of government money. A disproportionate amount of public assistance would indicate a neighborhood in decline.

The amount of bachelor's degrees and owner-occupied housing are more positive indicators, where a higher amount of each means a neighborhood is a better candidate for historic preservation. The amount of bachelor's degrees in the population aged 25 and up indicates well-educated residents who are likely to have stable jobs. Owner-occupied housing indicates stable residential populations within a neighborhood.

The other indicators being used that are numeric in value are median per capita income and median housing value. The census block groups are compared with their median values and the higher they are, the better candidate the neighborhood is for historic preservation. The median per capita income indicates the level of income per person within the census block group, and a higher median per capita income means a more stable neighborhood. Once the tracts are selected using the criteria in Table 3-1, the individual neighborhoods are examined using census block group data. The goal is to select at least three potential neighborhoods for historic preservation.

### **Explanation of the Data**

The study utilizes data from several sources including the United States Census Bureau, the Duval County Property Appraiser and the Florida Department of Revenue 12D8 Tax Rolls for Duval County. The United States Census decennially collects data by census tract and the

census blocks within those tracts. The data available from the Census is broken up into census tracts and further into blocks and spatially distributes socio-economic data over the tracts and blocks. The Duval County Property Appraiser's office provided 2007 parcel data and the 2006 Florida Department of Revenue 12D8 Certified Tax Roll data. Using these sources of data, GIS will be used to determine the best post-World War II neighborhoods as candidates for historic preservation.

The latest United States Census data from 2000 provides the socioeconomic factors that are the indicators for the model. Census data that is seven years older than the parcel and tax roll data is not ideal, but it is the most current data available. The Census data breaks down the socioeconomic indicators by tract and block group, so the data is ideal for a neighborhood scale assessment. The indicators provided by the Census data for census block group are median home values, median per capita income, and rate of poverty, level of bachelor's degrees, public assistance levels and unemployment.

The Duval County parcel data provided by the property appraiser provides exact parcel information that is essential for performing GIS functions and can assist in visually identifying neighborhoods. The GIS functions used with the parcel data in order to identify candidates for historic preservation are joins, relates and the analysis tools were intersects,<sup>7</sup> clips,<sup>8</sup> spatial joins and unions.<sup>9</sup> Figure 3-1's flow chart illustrates the GIS portion of the methodology. The parcel

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<sup>4</sup> An intersect is a layering tool that when applied preserves features or portions of features that fall within areas common to all layers (ESRI GIS Dictionary 2008, n.p.).

<sup>5</sup> A clip is a tool that takes geographic features from one layer that are entirely within a boundary defined from another feature (ESRI GIS Dictionary 2008 n.p.).

<sup>6</sup> A union is a tool that takes two or more layers and joins them together then retains and extracts into a new GIS layer" (ESRI GIS Dictionary 2008 n.p.).

data provided the year built data and shows then neighborhood development patterns and provides visual assistance on the maps.

The data provided by the Department of Revenue 12D8 Certified Tax Rolls include information on the year a structure was built. The year built is vital to the analysis because it indicates development patterns within the census tracts. By knowing the development patterns, the census tracts with the most development during the post-World War II development period of 1945-1960 are identified and can be broken down further into neighborhood and census blocks. The tax roll also provides more specific data on values of homes, land values, vacancy rates and owner-occupied status of homes. The tax roll data is used once census data is applied to the more specific census tracts, blocks and neighborhoods.

The Census data, being about seven years older than the parcel data, does limit the study because the data does not exactly reflect current socioeconomic conditions in Duval County. However, the 2000 Census data is the latest socio-economic data available that can be manipulated with GIS and accommodate analysis at the neighborhood level. Widely used by urban planners (Pamuk, 2006), the Census is the most comprehensive source of data on people and their communities in the United States (Myers 1992; Peters and MacDonald 2004 as cited in Pamuk, 2006). More recent general statistics are available for all of Duval County and Jacksonville from the Bureau of Business and Economic Research (BEER), but for the purposes of this study, the data would not be specific enough to determine potential historic districts. Census tracts contain about 4,000 people; block groups include about 1,000 people; and individual blocks contain about 400 people. Since the study is evaluating established neighborhoods that have been in existence for at least 50 years, using slightly older socioeconomic data does not limit or devalue the outcome of the study. The neighborhoods have

not likely had a major population shift during this period and the infrastructure has remained in place. The 2000 Census also provides a detailed socioeconomic snapshot of the area in general and more specific level when including the census tracts and blocks.

The model methodology used in Lee and Leigh's (2007) study also examined minority population, age of population, vacant housing proportion and overcrowding housing proportion as indicators. This study does not use the race or ages of the population since these factors are deemed as a minimal on the initial selection of a neighborhood's for further local historic survey, though subsequent analysis should include race and ethnicity to understand the community in its historical and current context. Vacant housing data is not utilized because the author believes that vacant housing rates are somewhat impermanent, more so than other indicators used in the study. Housing overcrowding is not incorporated into this study because the data was not compatible with the rest of the data, thus making it difficult to layer in GIS. The housing overcrowding data was measured based on rooms in the individual dwelling unit to number of people living there and was only listed as a ratio per unit.

### **Field Work**

The final part of the methodology involved visiting the selected neighborhoods. A visual survey can indicate the degree to which the early post-war neighborhoods have remained intact and thus reinforce the neighborhood stability findings based on the socioeconomic data. A windshield survey of the selected neighborhoods and photograph documentation is used to record the condition of the development. The visual survey also identifies visual similarities and differences within neighborhoods and between neighborhoods. Some potential visuals to analyze are the homes, streets, sidewalks, architecture and landscaping for condition, demolition, and new construction.

In the next chapter, the findings show how this process locates post World War II-built neighborhoods as candidates for historic preservation efforts. The socioeconomic indicators determine the most stable neighborhoods within the census tracts compared to each other and to Duval County as a whole. The selected neighborhoods are within the tracts that had the most favorable socioeconomic indicator levels.

Table 3-1. List of Indicators Used and the Ideal Rating System.

Indicator	Ideal Indicator Range
Rate of Poverty	Lower to Higher
Unemployment	Lower to Higher
Amount of Public Assistance	Lower to Higher
Bachelor's Degrees in Population 25 years old and Up	Higher to Lower
Owner-Occupied Housing	Higher to Lower
Median Per Capita Income	Higher to Lower
Median Housing Value	Higher to Lower

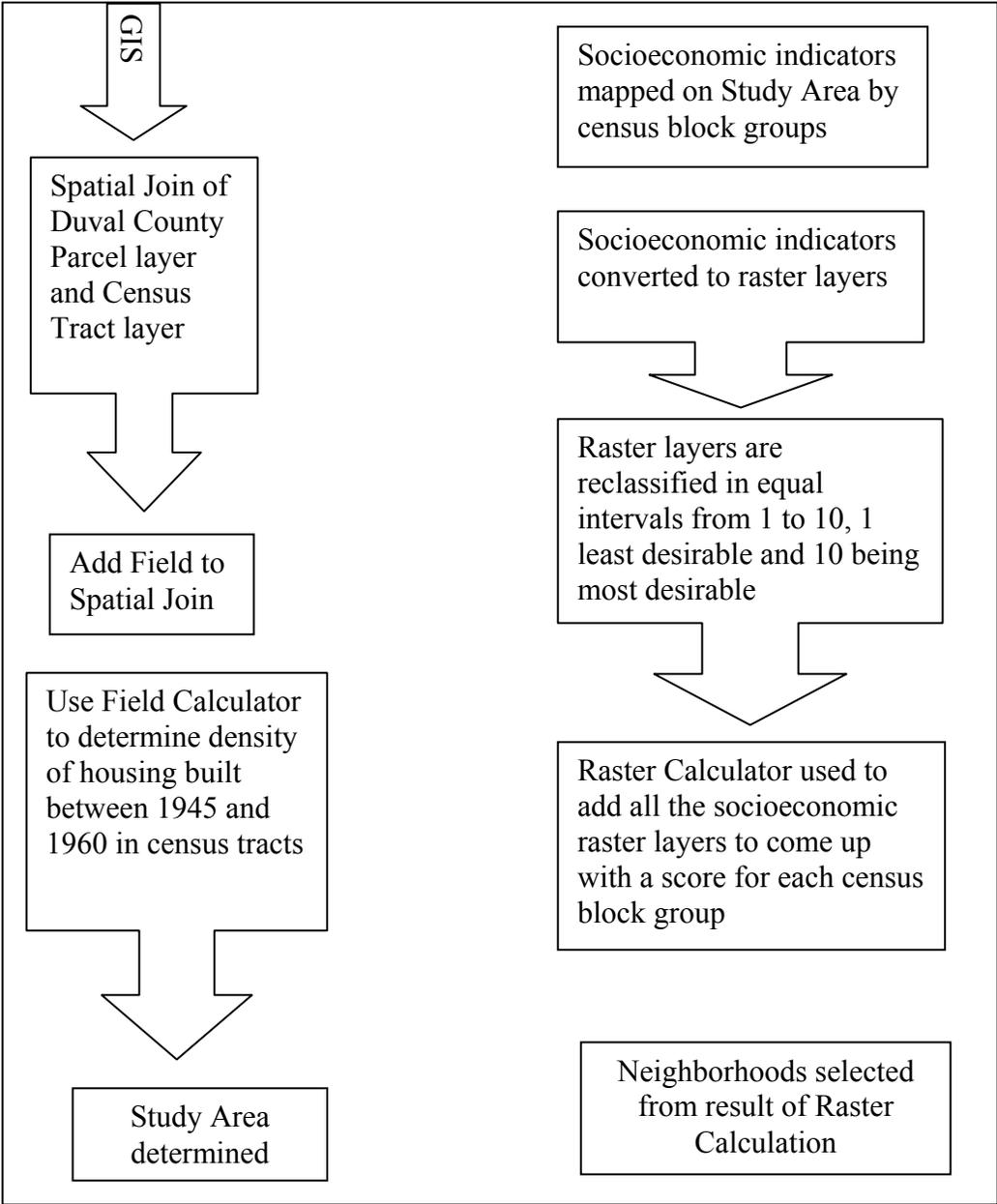


Figure 3-1. GIS Flowchart.

## CHAPTER 4 FINDINGS AND ANALYSIS

This thesis focuses on the use of census and property appraiser data to indicate which neighborhoods are most suitable for historic preservation based on their socioeconomic character. The following chapter will report the findings for each indicator separately and then with the use of GIS, the values are calculated with raster data, to reveal the best neighborhood candidates. Policy recommendations are made in the analysis portion that would assist Jacksonville in implementing a program that would preserve neighborhoods from the post World War II era.

### **The Study Area**

By analyzing the development patterns of Jacksonville, the inner ring suburbs are evident according to the map in Figure 4-1. The map reveals that the first rings of suburbs were built around the downtown and on the east side of the St. Johns River and on towards the beach. On Figure 4-1, the black parcels indicate the current parcels where buildings constructed between 1945 and 1960 exist. The red parcels signify development prior to the end of World War II and the green parcels represents development after the time period targeted by this study.

A density calculation comparing the area of each census tract with the summary of the area of all the parcels built between 1945 and 1960 within that census tract is calculated and illustrated in Figure 4-2. The darker the census tract, the more concentrated is the post-World War II housing in that tract. The study uses the darker colored tracts as the study area for the socioeconomic indicator analysis. Table 4-1 lists the census tracts selected for the study, the general location according to Duval County Planning Districts<sup>10</sup> and each one's density of post-

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<sup>1</sup> Duval County is divided into six Planning Districts, illustrated in Figure 4-3. This is the government's only recognition of geographic areas or suburbs located in Jacksonville. Each Planning District is assigned to a different team within the Planning and Development Department.

World War II development. The density comparison identifies 55 census tracts that are located within the inner rings of the Jacksonville metropolitan area and that contain a significant amount of development from the post-World War II boom. Table 4-1 shows that census tracts from each Planning District were chosen, and illustrates that post-war neighborhoods were built in several areas of town. Figure 4-3 is a map of the Planning Districts in Jacksonville. One exception to location in the inner ring areas is the census tract located in Jacksonville Beach where a high density of post-World War II development exists. The amount of census tracts within each Planning District selected for the study area is shown in Table 4-2. The Northwest and the Greater Arlington/Beaches Planning Districts contain the most census tracts that qualify for this study.

### **The Socioeconomic Indicators**

After selecting the census tracts for the analysis, the socioeconomic indicators were mapped by census block group. The census block group (about 1000 people) is the smallest area the census data was broken down into. The results of the socioeconomic indicators are illustrated in Figures 4-4, 4-5, 4-6, 4-7, 4-8, 4-9 and 4-10. As shown on each map, the darker colors indicate the higher amount or rate of the socioeconomic indicator (see the explanatory caption below each map). The same tracts consistently have the more favorable rates for each of the indicators, especially tracts located in the Greater Arlington/Beaches and Southeast Planning Districts.

The reclassification method used with the raster data of the socioeconomic indicators was uniform for each indicator. The drawback to this method is that not all values (1-10) are represented by a census block group. For example, Figure 4-4 is missing 8 as a value on the legend because none of the census block groups had a calculated value of 8 when the values

were reclassified for the purpose of this study. ArcGIS software automatically omits the non-represented values in the legend, even though the value was calculated for the reclassification.

### **Neighborhood Selection Analysis**

After calculating the value of each socioeconomic indicator which ranged from 1 to 10, the values were added together in each census block group using a raster calculator in GIS. The results of this calculation for each census block groups are in Figure 4-13; the lowest value possible was 7 and the highest was 70. The areas in pink on the map indicate the highest scoring census block groups and light blue indicates the lowest scoring block groups. The findings in this particular analysis yielded a minimum of 11 and a maximum of 62 in value with three block groups standing out with the highest scores that contained significant neighborhood development patterns from the early post-World War II era. Table 4-3 shows the census tracts that contained the highest scoring block groups. Figures 4-14, 4-15 and 4-16 are the neighborhoods selected by the raster calculation.

As indicated in Table 4-4, the selected neighborhoods scored 53 out of 70 possible points. Two census block groups scored higher (62 and 57), but were not selected as potential candidates for historic preservation. They are adjacent to one of the selected neighborhoods within the same census block, but they did not contain intact neighborhoods and development patterns associated with post-World War II developments like curvilinear streets. These neighborhoods were not intact, meaning they did not contain continuous development patterns from this era. Further significant demolition had occurred to the original post-war homes. The density score identified the study area by census tract, and then the socioeconomic indicators were applied at the census block group level, which split up the tract in two to eight different block groups depending on the population within the census tract.

Site visits to each of the selected neighborhoods provided visual information for additional analysis. The condition of the neighborhoods selected by the study was noted and photographs were taken to represent the categories in Table 4-5. Photographs of the site visit to the selected neighborhoods are located in Appendix A. Some observations could not be photographed such as the lack of “For Sale” signs throughout all of these neighborhoods.

### **About the Selected Neighborhoods**

#### **Lake Lucina**

Compared to the other neighborhoods, Lake Lucina contains the fewest renovated and maintained homes. According to the property appraiser’s records, most of the homes in the neighborhood were about 1200-1300 square feet when the homes were first built. Figure 4-15 illustrates a typical floor plan from a home within the Lake Lucina neighborhood and the home has a base of 1247 square feet; unfinished areas, garage and storage room; and additions built in later years. Table 4-5 illustrates the visual assessment of the neighborhood in comparison with the other selected neighborhoods.

Table 4-4 shows that Lake Lucina’s highest ranking socioeconomic factors were bachelor’s degrees for adults aged 25 and up, owner occupied housing, amount of families below poverty level, public assistance received and unemployment rate. Lake Lucina did not rank as high with median value of home and per capita income of families.

#### **Glynlea Park**

Glynlea Park contains the smallest sized homes compared to the other neighborhoods. According to the property appraiser’s records, most of the homes in the neighborhood were about 900-1000 square feet when the homes were first built. Large additions were common in Glynlea Park and so were detached garages on the long and narrow lots. Figure 4-16 illustrates a typical floor plan from a home within the Glynlea Park neighborhood; the home has a base of

957 square feet, an unfinished garage and storage room and additions built in later years. Table 4-5 illustrates the visual assessment of the neighborhood in comparison with the other selected neighborhoods.

In Glynlea Park the socioeconomic factors that were the highly ranked were owner occupied housing, amount of families below poverty level, public assistance received and unemployment. Glynlea Park fell more in the middle with median value of homes, bachelor's degrees for adults aged 25 and up and per capita income of families.

### **San Jose Forest**

San Jose Forest contains the largest of the homes compared to the other neighborhoods. According to the property appraiser's records, most of the homes in the neighborhood were about 1900-2000 square feet when the homes were first built. Figure 4-17 illustrates a typical floor plan from a home within the San Jose Forest neighborhood; the home has a base of 1978 square feet and finished enclosed porches and garages. Table 4-5 illustrates the visual assessment of the neighborhood in comparison with the other selected neighborhoods.

The socioeconomic factors that were highly ranked in San Jose Forest were amount of families below poverty level, public assistance received and unemployment rates. Bachelor's degrees for adults aged 25 and up and median home values were in the middle to high range for the neighborhood. San Jose Forest was the lowest ranking selected neighborhood for owner occupied housing.

### **Assessments of All Neighborhoods**

One striking feature common across all the neighborhoods was ornamental front porch railings and columns. Picture windows were also common in many of the homes throughout the neighborhoods. San Jose Forest had the more architecturally elaborate homes, while Glynlea

Park's and Lake Lucina's were the less elaborate. More signs of additions to the homes were visible in Glynlea Park, and Lake Lucina's homes had the least amount of visible additions.

All three neighborhoods ranked high with few of families below the poverty level and low public assistance and unemployment rates compared to other census block groups in the study. Per capita income of families is an indicator that each neighborhood ranked in the middle range. Bachelor's degrees for adults aged 25 and up, median value of homes and owner occupied housing all received mixed ratings between the neighborhoods.

### **Recommendations**

There was visible decline due to neglect and lack of maintenance in Lake Lucina and Glynlea Park and obvious gentrification occurring in San Jose Forest and on occasion in Glynlea Park. Post-World War II developments face the danger of becoming an extension of the inner city because of lack of guiding policies to preserve their character. Over fifty other census tracts contain significant amounts of housing from the 1945-1960 time period that could be in more danger than the study's selected neighborhoods. Lower socioeconomic indicators in those census tracts means there is a greater chance of decline in those neighborhoods. Starting the historic recognition of the post-war neighborhoods in those that can support a preservation effort can serve as a model to other neighborhoods from this period.

Currently in Jacksonville, preservation of post-war housing is limited to areas already adjacent to or within established historic districts and those neighborhoods with residents actively involved in associations. Generally, post-war housing is not considered historic compared to other designated historic districts in Jacksonville. The periods of significance for each historic district are:

- Springfield - 1875-1949;
- Riverside - 1850-1949;

- Avondale - 1900-1949;
- Old Ortega - 1900-1974.

While many of these periods of significance end or cover the post-war era, the styles listed for each district on the National Register form do not mention the post-war era home as defined by this study.

Identifying these post-war neighborhoods is just one step in the local preservation process. First, local officials must establish, preferably in the Historic Preservation Element, what criteria define early post-war neighborhoods as significant. Following identification of these neighborhoods using GIS and socioeconomic data, historical and architectural documentation of these selected neighborhoods should be conducted. Once these studies are complete, they can be evaluated against the criteria in the Historic Preservation Element. For neighborhoods that qualify, effective protection measures, such local historic overlay or conservation districts should be established.

Jacksonville has only four National Register historic districts and a locally recognized historic district in the San Marco neighborhood that has its own zoning overlay district as shown in Figure 1-1. The neighborhoods selected for this study would potentially be most successfully preserved under a neighborhood conservation district. This designation typically imposes fewer restrictions than a traditional historic district, allowing greater flexibility to accommodate work on unfinished rooms and additions consistent with the design of the homes.

The Jacksonville Code of Ordinances does not currently address neighborhood conservation districts and only uses zoning overlays in the designated historic areas like San Marco, which contains older housing units than those in this study. A zoning overlay, as discussed in Chapter Two, maintains the underlying zoning of a parcel but adds additional

development regulations or design guidelines. Riverside, Avondale and Springfield all have adopted design standards and a historic preservation neighborhood board to issue Certificates of Appropriateness.

An ordinance implementing a neighborhood conservation district for any of the three neighborhoods should include provisions that promote neighborhood identity and participation. San Jose Forest and Glynlea Park have neighborhood associations, but Lake Lucina does not have a specific organization. Active neighborhood associations are essential to the conservation process in these developments because without support from the residents, the effort is likely to be unsuccessful. Lake Lucina does fall under the auspices of Old Arlington, a historic preservation advocacy group based in that area of Jacksonville, and either forming their own organization or joining with the larger effort by Old Arlington could achieve the same goal of neighborhood conservation designation. The San Marco Preservation Society is an example of a successful group whose efforts have preserved a district not listed on the National Register of Historic Places. The Society has plaques that members can purchase for their homes if they meet certain design criteria and is an advocate for preservation in the area. They supported the zoning overlay district passed four years ago and provide the political support for its implementation. A similar program could be successful in San Jose Forest, Glynlea Park or Lake Lucina. Much like Jacksonville's San Marco neighborhood, a community-led effort for neighborhood-specific preservation policies proved to be most successful because the residents wanted to preserve their neighborhood. Promoting neighborhood identity aids in the formation of neighborhood-based advocacy groups and is essential to implementing a neighborhood conservation district because it supports the preservation effort and gets residents involved.

Like other historic districts in Jacksonville, a local board composed of residents from the neighborhood would be ideal to oversee the neighborhood conservation district. The locally-appointed or elected board would review certificates of appropriateness for any additions or exterior renovations within the neighborhood. The neighborhood conservation district ordinance has a set of design guidelines that address architecture, landscaping and hardscaping. Design guidelines assist in keeping the character of the neighborhood intact by imposing standards for additions and exterior renovations and do not allow the architectural character of the neighborhood to be degraded with inconsistent modifications. Landscaping requirements and hardscaping requirements such as trees and fences visually reinforce the homes' distinctive architectural elements. A neighborhood conservation district policy would work to preserve the selected neighborhoods and prevent decline and eventual decay.

Jacksonville's Historic Preservation Element implicitly excludes housing from the post-war era. The first step in implementing any district guidelines for the selected neighborhood would be updating the Historic Preservation Element to include the years 1945 to 1960 in the survey program identified in Policy 1.2.1. Recommended language is: The Planning and Development Department shall continue its comprehensive survey program scheduled to be completed by 2010. The survey program will continue to follow and be compatible with the Florida Master Site File. This comprehensive survey program will be completed in increments, concentrating on those areas of high site probability as identified by the U.S. Census Bureau for pre -1960 housing units.

The Historic Preservation Element also mentions raising public awareness of historic preservation and historic resources in Jacksonville. Currently residents do not perceived their homes as historic because they are inconsistent with the styles and settlement patterns in

designated historic districts like in Springfield and Riverside. The periods of significance began in the 1800’s, so they are not going to have the same architectural characteristics. A public relations campaign to address the perception and an effort to form neighborhood-based associations and organizations to promote preservation would greatly aid in any attempt to start implementation of policy. Further, the Historic Preservation Element, or a related planning document, could outline the criteria associated with suburban residential development of this era, thus clarifying what is it that makes these neighborhoods historically distinctive.

The benefit of starting to historically preserve the neighborhoods that are the best example of communities from the post-World War II era through a planning tool such as a neighborhood conservation district is the positive influence they provide for surrounding neighborhoods from the same era to preserve their own unique character. The quality of life improves within the “inner ring” and decline is curbed both through the historic preservation process and conservation district designation.

Table 4-1. List of Census Tracts used for Study.

Census Tract	Density of Post World War II Housing per Acre	Official Planning District in Duval County
Tract 1	0.15	Planning District 5-Northwest
Tract 2	0.31	Planning District 1-Urban Core
Tract 6	0.08	Planning District 3-Southeast
Tract 11	0.05	Planning District 1-Urban Core
Tract 12	0.03	Planning District 1-Urban Core
Tract 14	0.17	Planning District 5-Northwest
Tract 15	0.08	Planning District 1-Urban Core
Tract 20	0.04	Planning District 5-Northwest
Tract 25	0.08	Planning District 5-Northwest
Tract 26	0.16	Planning District 5-Northwest
Tract 27.01	0.19	Planning District 5-Northwest
Tract 27.02	0.10	Planning District 5-Northwest
Tract 28.01	0.17	Planning District 1-Urban Core
Tract 28.02	0.16	Planning District 1-Urban Core
Tract 29.01	0.09	Planning District 1-Urban Core
Tract 29.02	0.03	Planning District 1-Urban Core
Tract 103.03	0.05	Planning District 6- North

Table 4-1. Continued

Census Tract	Density of Post World War II Housing per Acre	Official Planning District in Duval County
Tract 108	0.11	Planning District 5-Northwest
Tract 109	0.08	Planning District 5-Northwest
Tract 110	0.03	Planning District 5-Northwest
Tract 111	0.06	Planning District 5-Northwest
Tract 112	0.06	Planning District 5-Northwest
Tract 113	0.15	Planning District 5-Northwest
Tract 114	0.13	Planning District 5-Northwest
Tract 115	0.16	Planning District 5-Northwest
Tract 116	0.32	Planning District 5-Northwest
Tract 118	0.17	Planning District 5-Northwest
Tract 120	0.16	Planning District 4-Southwest
Tract 122	0.36	Planning District 4-Southwest
Tract 123	0.26	Planning District 4-Southwest
Tract 124	0.04	Planning District 4-Southwest
Tract 125	0.00	Planning District 4-Southwest
Tract 126.02	0.01	Planning District 4-Southwest
Tract 127.01	0.10	Planning District 4-Southwest
Tract 128	0.07	Planning District 4-Southwest
Tract 129	0.02	Planning District 4-Southwest
Tract 134.01	0.11	Planning District 4-Southwest
Tract 134.02	0.00	Planning District 4-Southwest
Tract 141.01	0.18	City of Jacksonville Beach*
Tract 143.11	0.03	Planning District 2-Greater Arlington/Beaches
Tract 145	0.05	Planning District 2-Greater Arlington/Beaches
Tract 148	0.09	Planning District 2-Greater Arlington/Beaches
Tract 149.01	0.34	Planning District 2-Greater Arlington/Beaches
Tract 150.02	0.21	Planning District 2-Greater Arlington/Beaches
Tract 151.00	0.22	Planning District 2-Greater Arlington/Beaches
Tract 152	0.26	Planning District 2-Greater Arlington/Beaches
Tract 153	0.30	Planning District 2-Greater Arlington/Beaches
Tract 154	0.31	Planning District 2-Greater Arlington/Beaches
Tract 155	0.24	Planning District 2-Greater Arlington/Beaches
Tract 156	0.17	Planning District 2-Greater Arlington/Beaches
Tract 157	0.31	Planning District 2-Greater Arlington/Beaches
Tract 158.01	0.10	Planning District 2-Greater Arlington/Beaches
Tract 162	0.17	Planning District 3-Southeast
Tract 165	0.05	Planning District 3-Southeast

\*Census tract lies within the City of Jacksonville Beach and is not part of the consolidated government.

Table 4-2. Jacksonville Planning Districts in Initial Study Area.

Planning District	Location	Amount of Census Tracts included in Study
Planning District 1	Urban Core	8
Planning District 2	Greater Arlington/Beaches	13
Planning District 3	Southeast	3
Planning District 4	Southwest	11
Planning District 5	Northwest	17
Planning District 6	North	2

Table 4-3. Results of Raster Calculator.

Indicated Block Group's Census Tract	Location	Neighborhood within Census Tract
149.01	Greater Arlington/Beaches	Lake Lucina
158.01	Greater Arlington/Beaches	Glynlea Park
165.00	Southeast	San Jose Forest

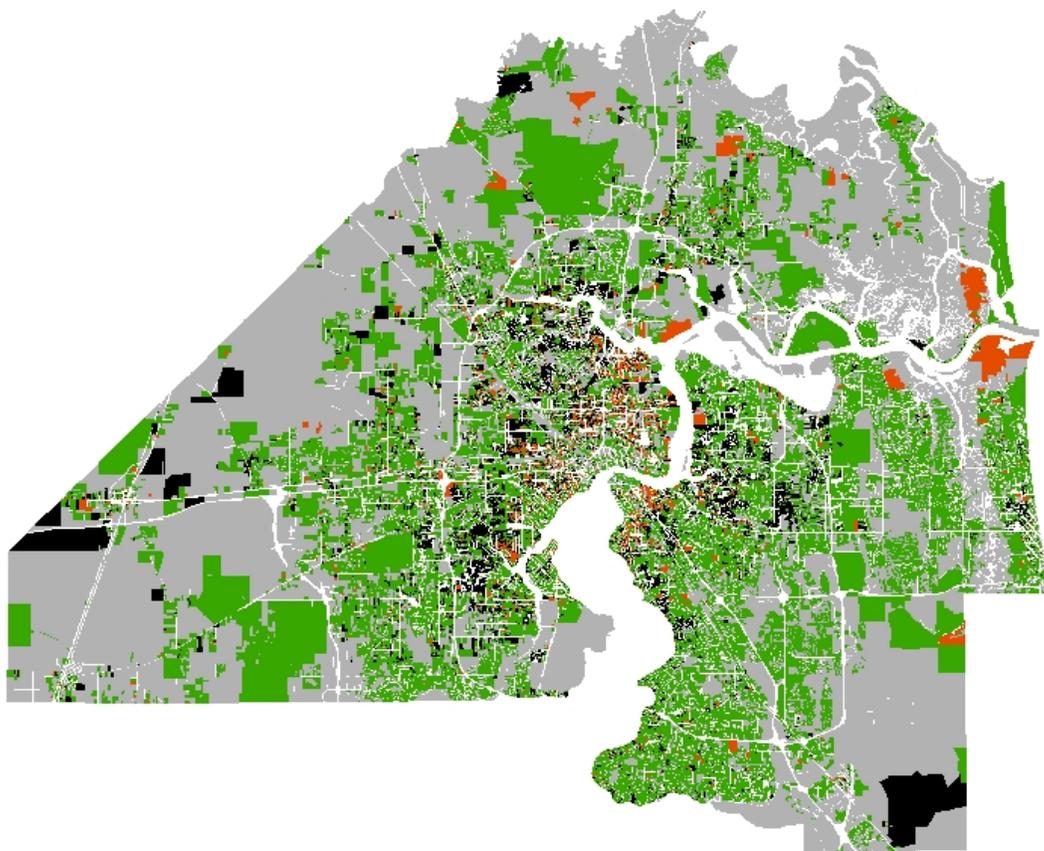
Table 4-4. Results of Raster Calculator for Selected Neighborhoods.

	Lake Lucina	Glynlea Park	San Jose Forest
Bachelor's Degrees for Adults Age 25 and Up	9	6	7
Median Value of Homes	4	4	8
Owner Occupied Housing	8	9	4
Per Capita Income of Families	4	4	6
Amount of Families Below Poverty Level	9	10	10
Public Assistance Received	10	10	10
Unemployment Rate	9	10	10
Totals	53	53	53

Table 4-5. Visual Characteristics of Neighborhoods. - See Appendix A for photographs.

	Lake Lucina	Glynlea Park	San Jose Forest
Curvilinear Street Pattern	Yes	Yes	Yes
Sidewalks Present throughout	Yes	Yes	No
Curb and Gutter throughout	Yes	No	Yes
Entrance Sign-Neighborhood Identity	No	No	Yes
Home uniformity	Same models of home throughout, many were painted brick and concrete block, painted in different colors	Same models of homes throughout, painted wood, brick and concrete block painted in different colors	Homes varied more, but similar models painted in different colors were visible
Neighborhood-wide Distinctive Architectural Features	Ornamental porch railings and columns, large front windows	Ornamental porch railings and columns, ornamental wood work on front of homes, large front windows	Ornamental porch railings and columns, red brick facades, strong horizontal roof lines, large front windows
Signs of Gentrification and Major Remodeling of Homes	No, homes did have additions, but there were not visually noticeable with a few exceptions	Yes, homes located on the West side of the neighborhood adjacent to the Creek were obviously renovated and in one instance a modern home and driveway was seen	Yes, some homes looked like renovations and additions had been added over the years, but many of the homes still architecturally reflected the post-World War II era
Maintained Homes	Somewhat, there were homes that were obviously vacant or ill-maintained	Somewhat, there were homes that were obviously vacant or ill-maintained	All of the homes were well-maintained
Maintained Yards	Somewhat, there were yards that were not being maintained	Somewhat, there were yards that were not being maintained	All of the yards were well maintained
Finished Garages	Finished Garages were moderately distributed throughout the neighborhood, mostly 1-car	Finished Garages were moderately distributed throughout the neighborhood, mostly 1-car	All finished garages, some 2-car and mostly 1-car

# Duval County Development Patterns



## Legend

- No Value Listed
- Pre-1945 Development
- Development 1945-1960
- Post 1960 Development

0 2.5 5 10 15 20 Miles



Figure 4-1. Development Patterns in Duval County.  
(Source: Duval County Property Appraiser – Year Built by Parcel, Display by Year Results)

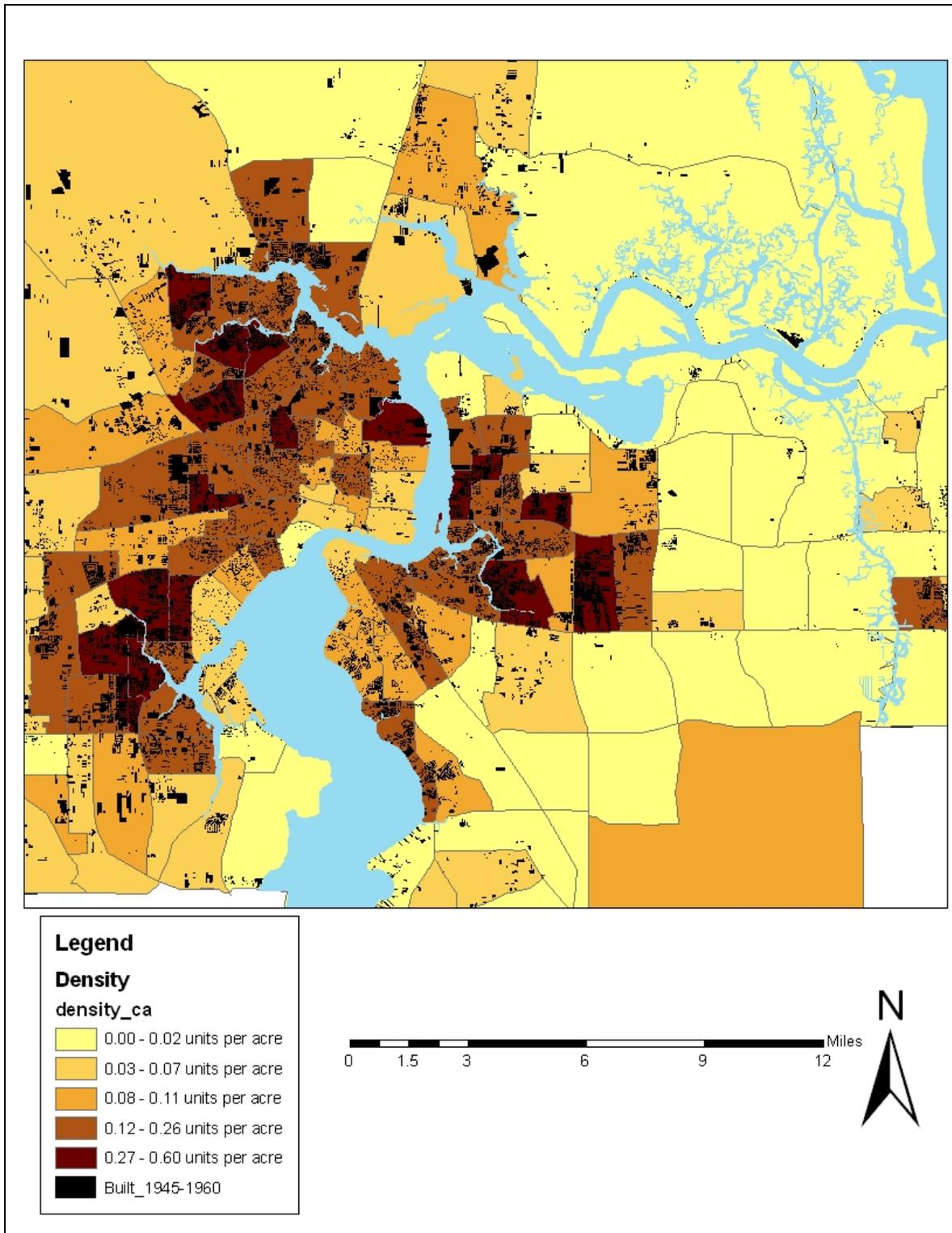


Figure 4-2. Density of Census Tracts with Post-World War II housing.

(Source: Duval County Property Appraiser – Year Built by Parcel, Florida Geographic Data Library-Census Tracts; Spatial Join and Calculation of Density by Acre)



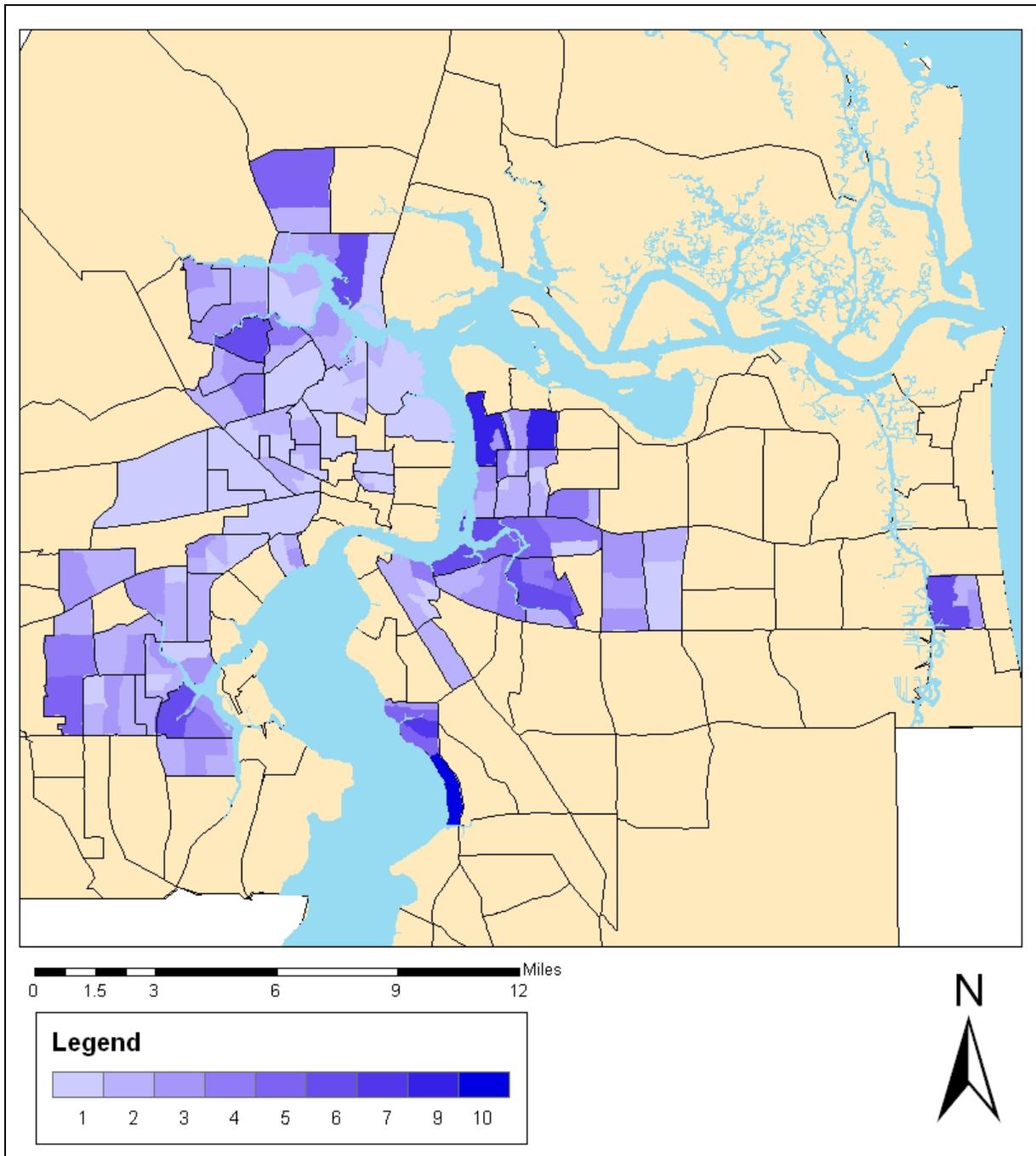


Figure 4-4. Bachelor's Degree's for Adults Age 25 and up.

The darker the blue color, the higher the concentration of bachelor's degrees for residents over 25 years in age within the census block group. In this instance, the darker color indicates a more favorable level of the indicator. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, U.S. Census Bureau-Bachelor's Degree for Adults Age 25 and up; Raster Reclassification Results)

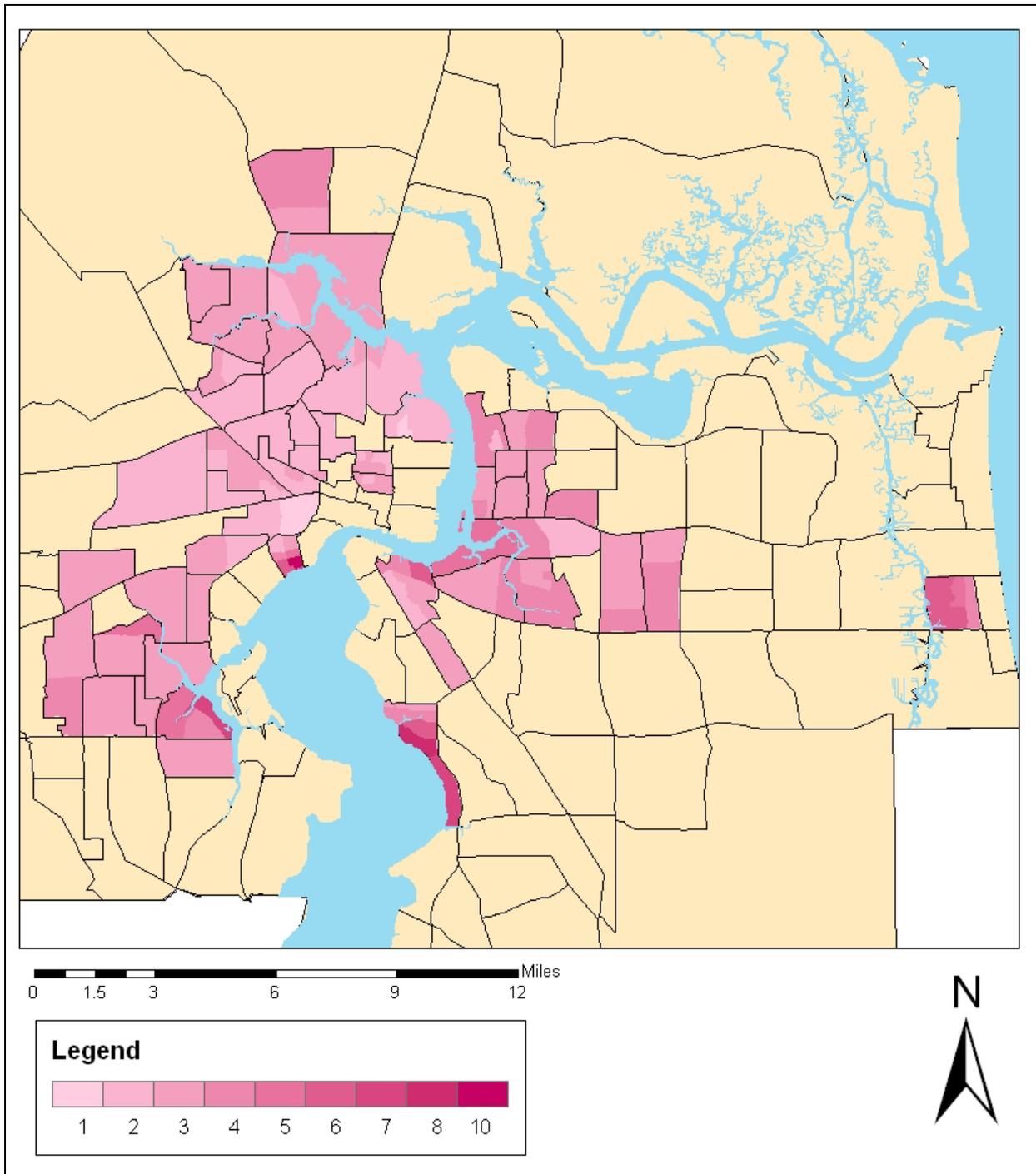


Figure 4-5. Median Value of Homes.

The darker the red color, the higher the median home values are within the census block group. In this instance, the darker color indicates a more favorable level of the indicator. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, U.S. Census Bureau-Median Value of Homes; Raster Reclassification Results)

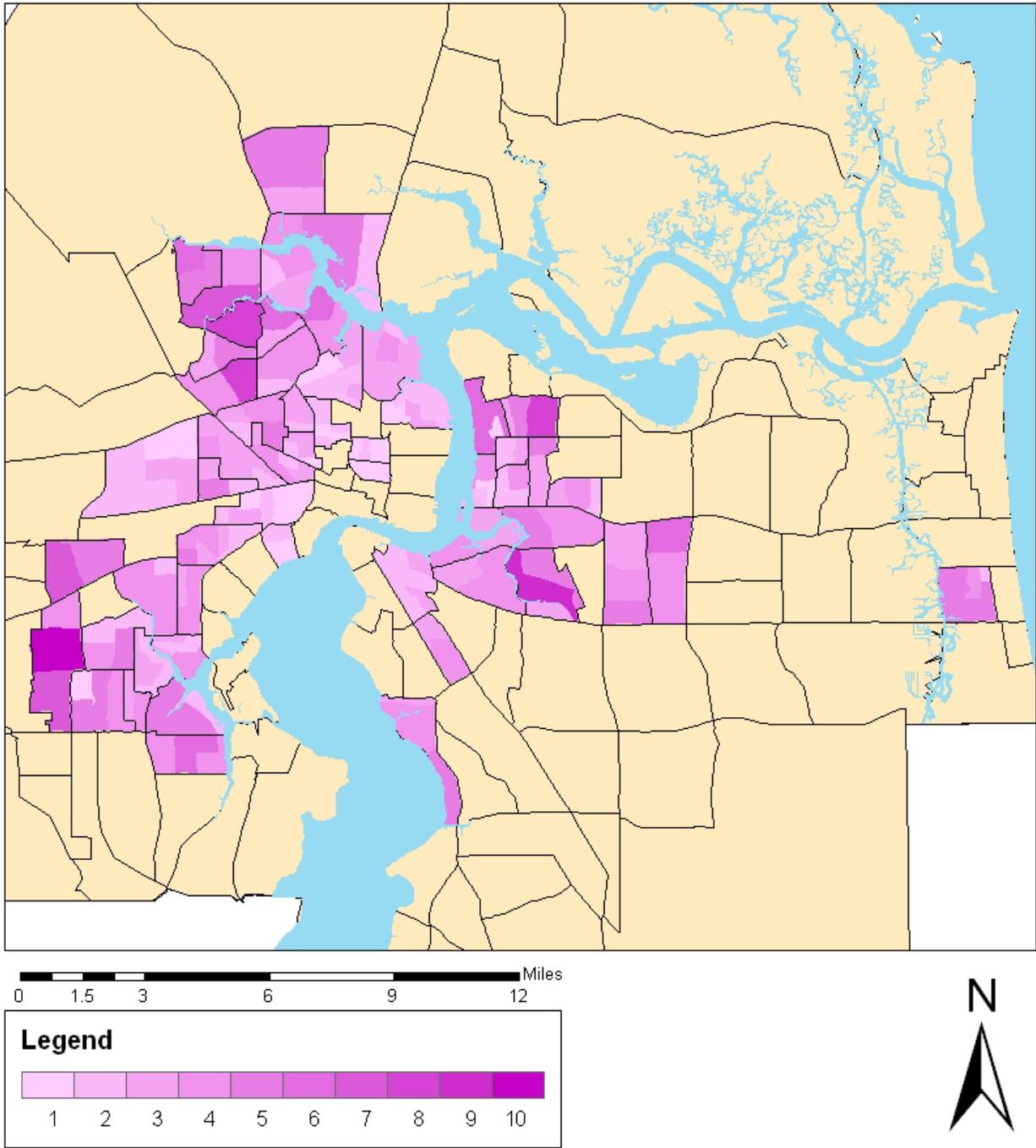


Figure 4-6. Owner-Occupied Housing.

The darker the pink color, the higher the amount of owner-occupied housing is within the census block group. In this instance, the darker color indicates a more favorable level of the indicator. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, U.S. Census Bureau-Owner-Occupied Housing; Raster Reclassification Results)

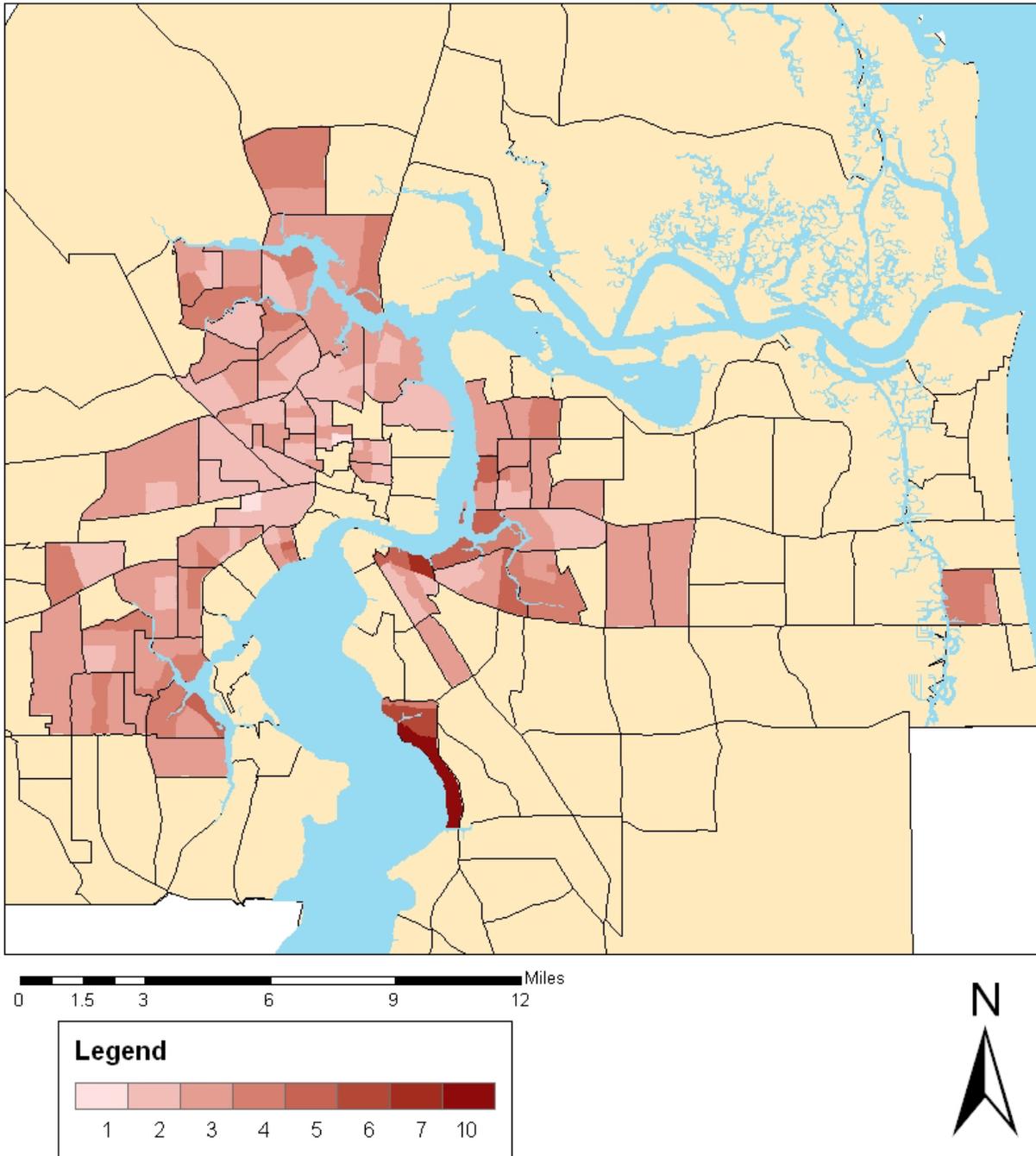


Figure 4-7. Per Capita Income of Families.

The darker the burgundy color, the higher the amount of per capita income is within the census block group. In this instance, the darker color indicates a more favorable level of the indicator. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, U.S. Census Bureau-Per Capita Income of Families; Raster Reclassification Results)

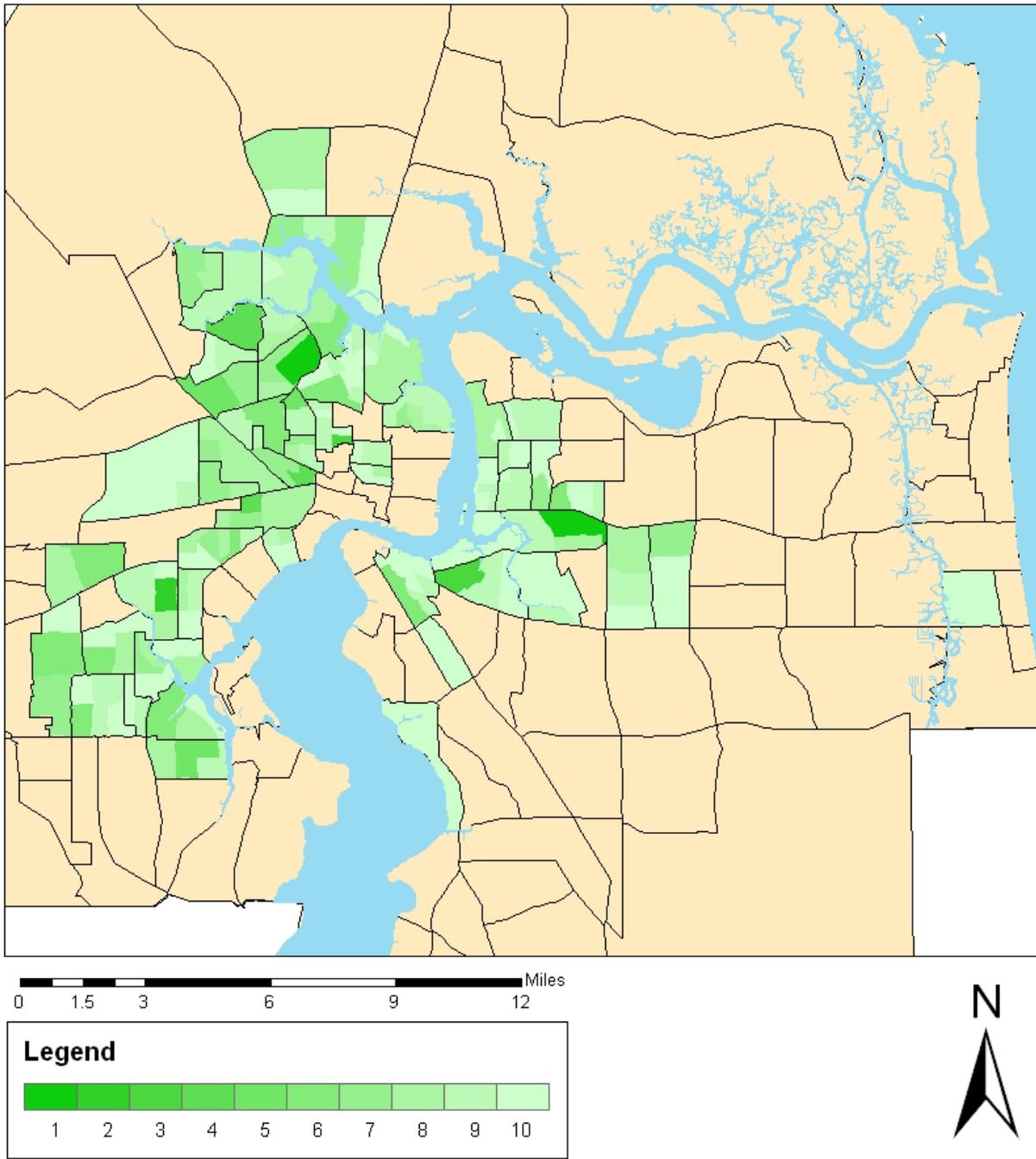


Figure 4-8. Amount of Families Below Poverty Level.

The darker the green color, the higher the amount of families below the poverty level is within the census block group. In this instance, the lighter color indicates a more favorable level of the indicator. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, U.S. Census Bureau-Amount of Families Below Poverty Level; Raster Reclassification Results)

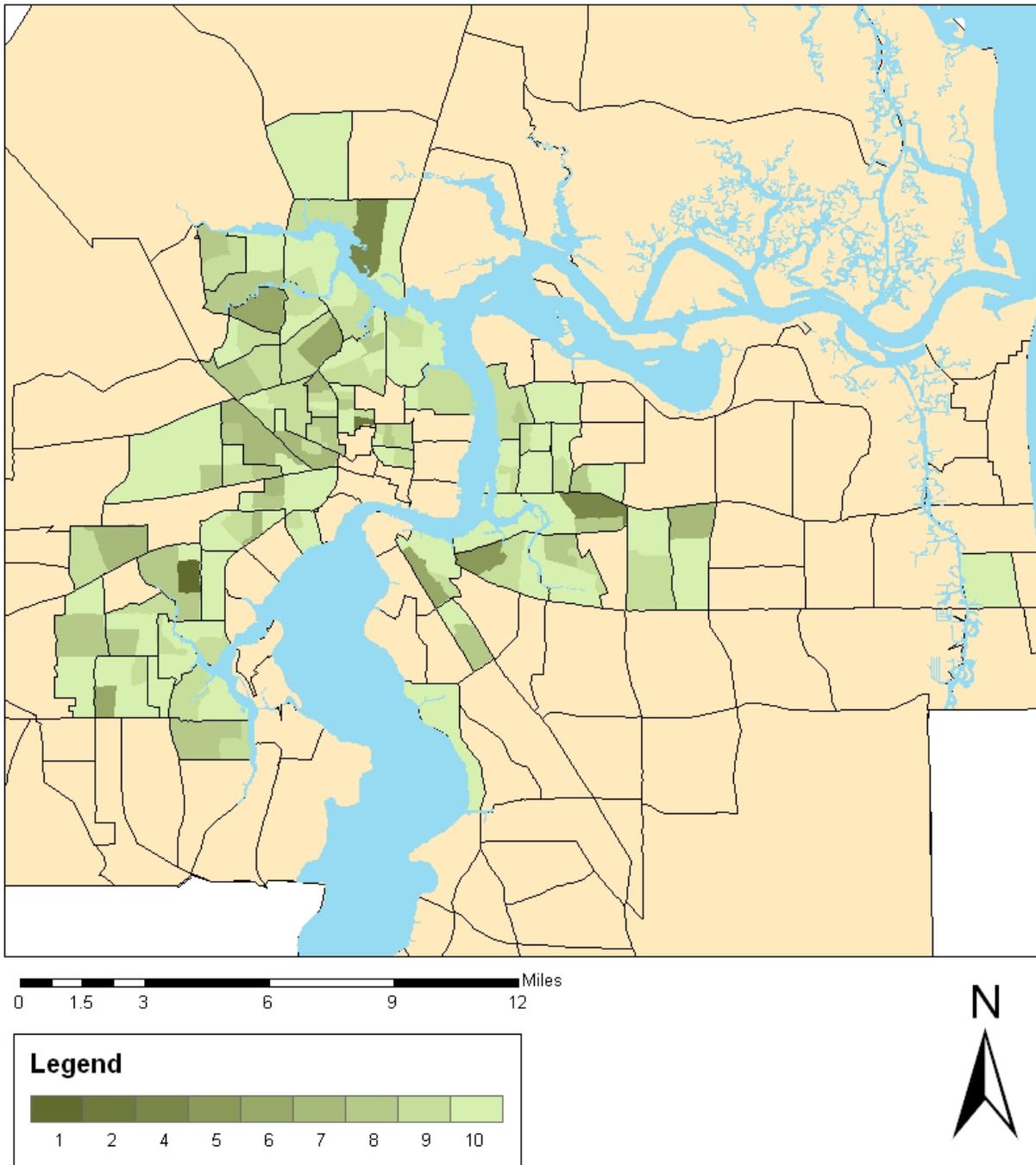


Figure 4-9. Public Assistance Received.

The darker the green color, the higher the amount of families receiving public assistance is within the census block group. In this instance, the lighter color indicates a more favorable level of the indicator. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, U.S. Census Bureau-Public Assistance Received; Raster Reclassification Results)

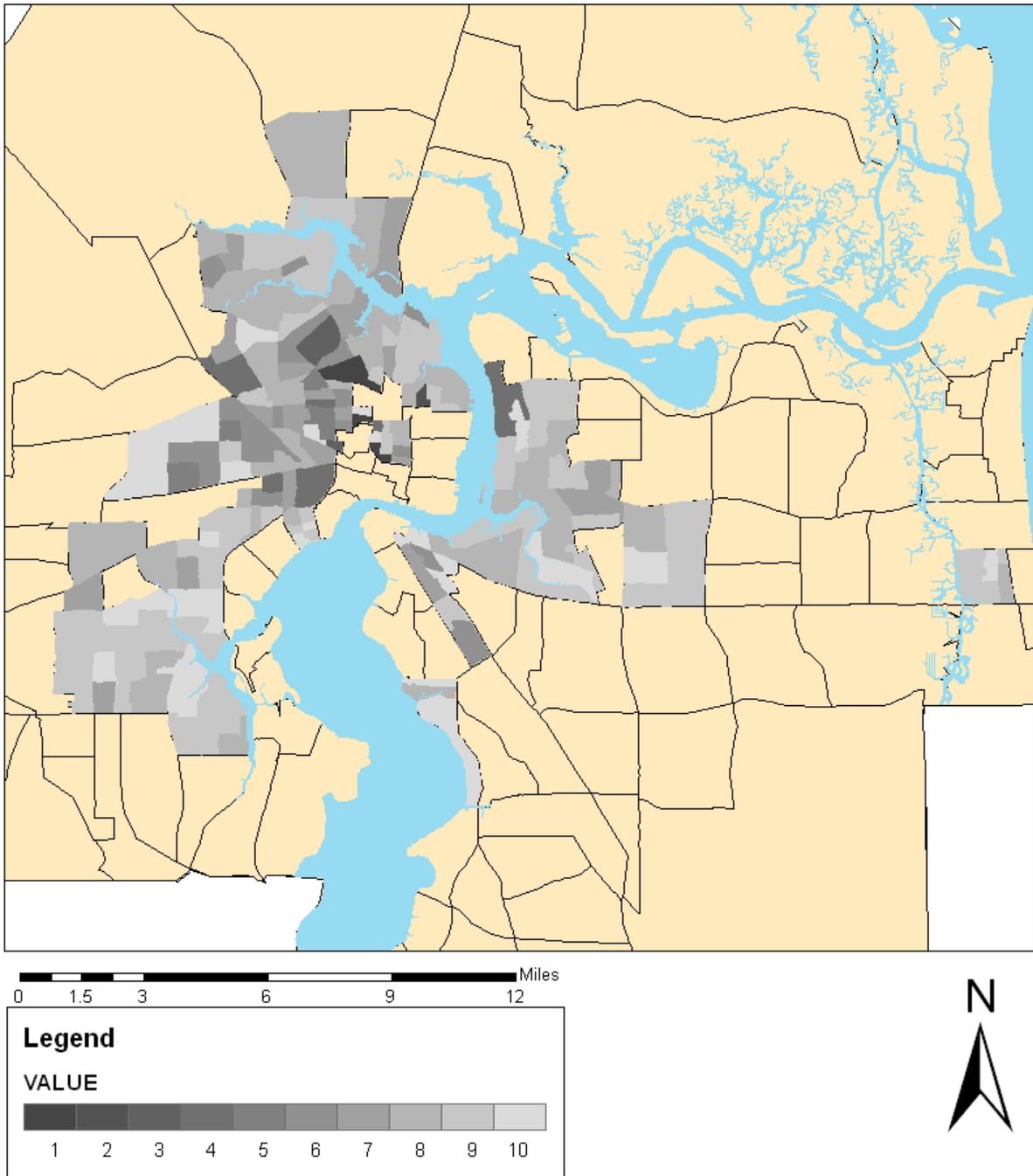


Figure 4-10. Unemployment Rates.

The darker the gray color, the higher the amount of unemployment is within the census block group. In this instance, the lighter color indicates a more favorable level of the indicator. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, U.S. Census Bureau-Unemployment Rates; Raster Reclassification Results)

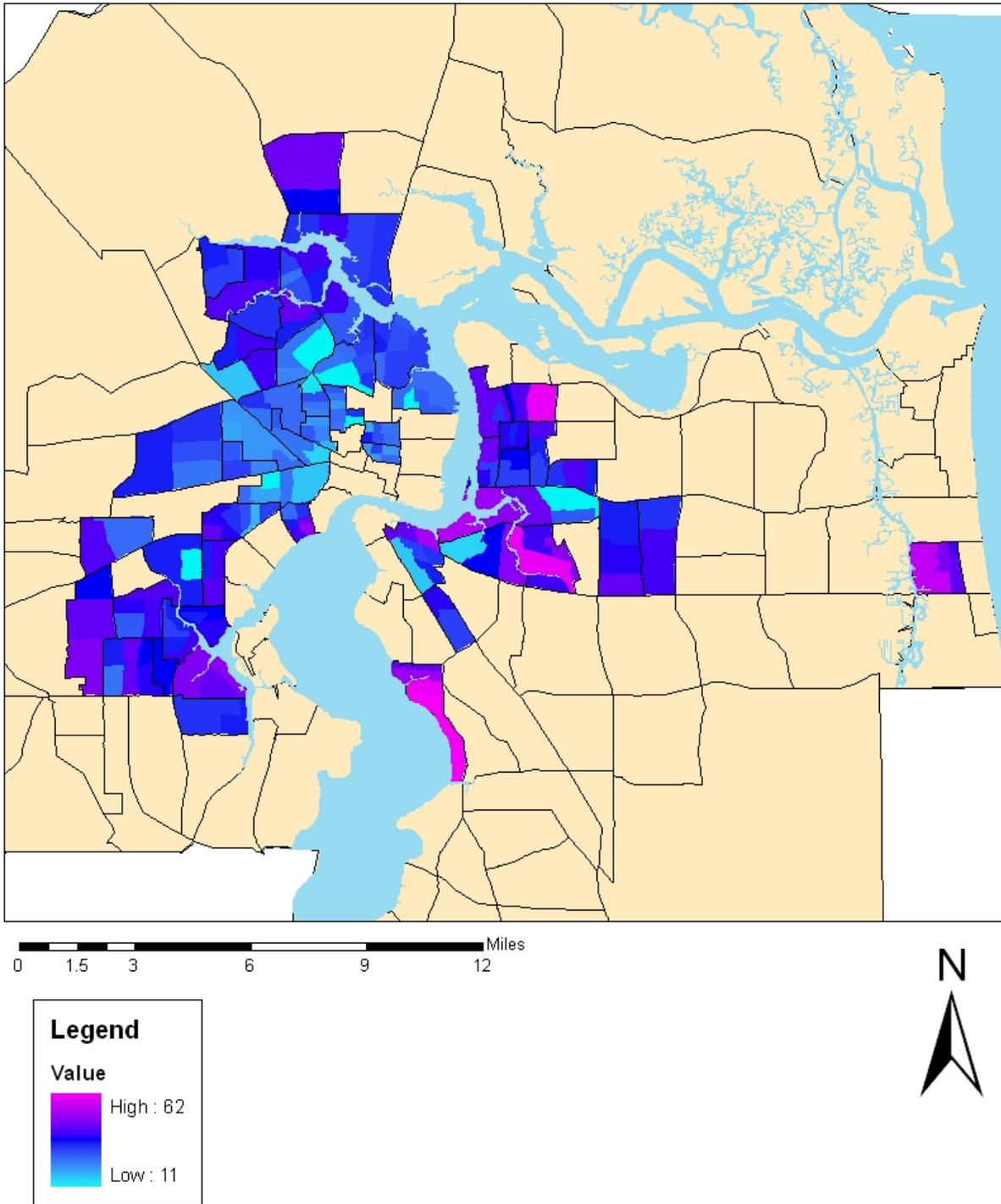


Figure 4-11. Results of Raster Calculation by Census Block Group.

The pink color indicates the highest calculated point values within the census block group and the light blue is the lowest. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, U.S. Census Bureau-Calculated Socioeconomic Indicators; Raster Calculation Results)

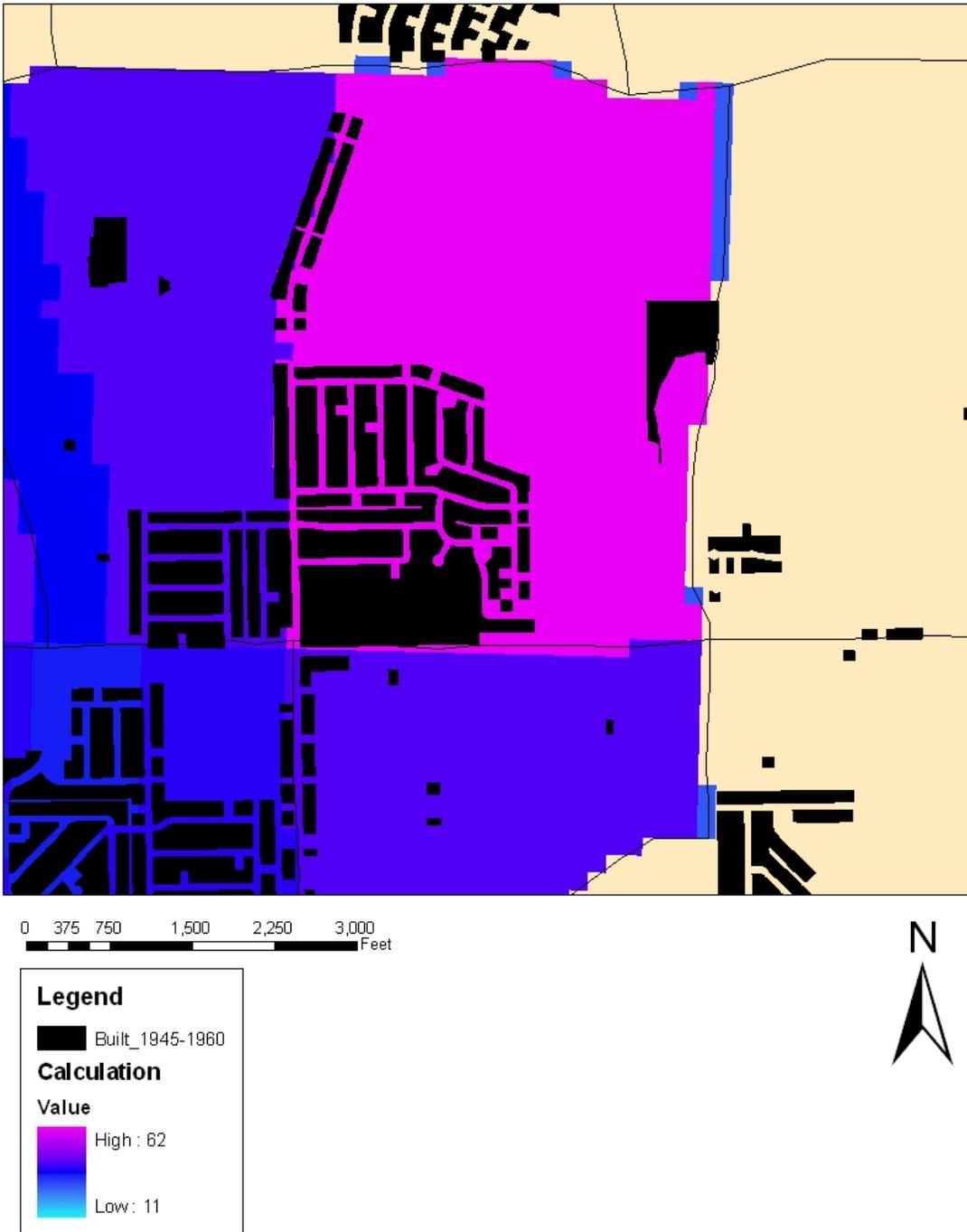


Figure 4-12. Lake Lucina Neighborhood.

The pink color indicates the highest calculated point values within the census block group and the light blue is the lowest. (Source: Florida Geographic Data Library-Census Tracts and County Boundary, Duval County Property Appraiser – Year Built by Parcel, U.S. Census Bureau-Calculated Socioeconomic Indicators; Raster Calculation Results)

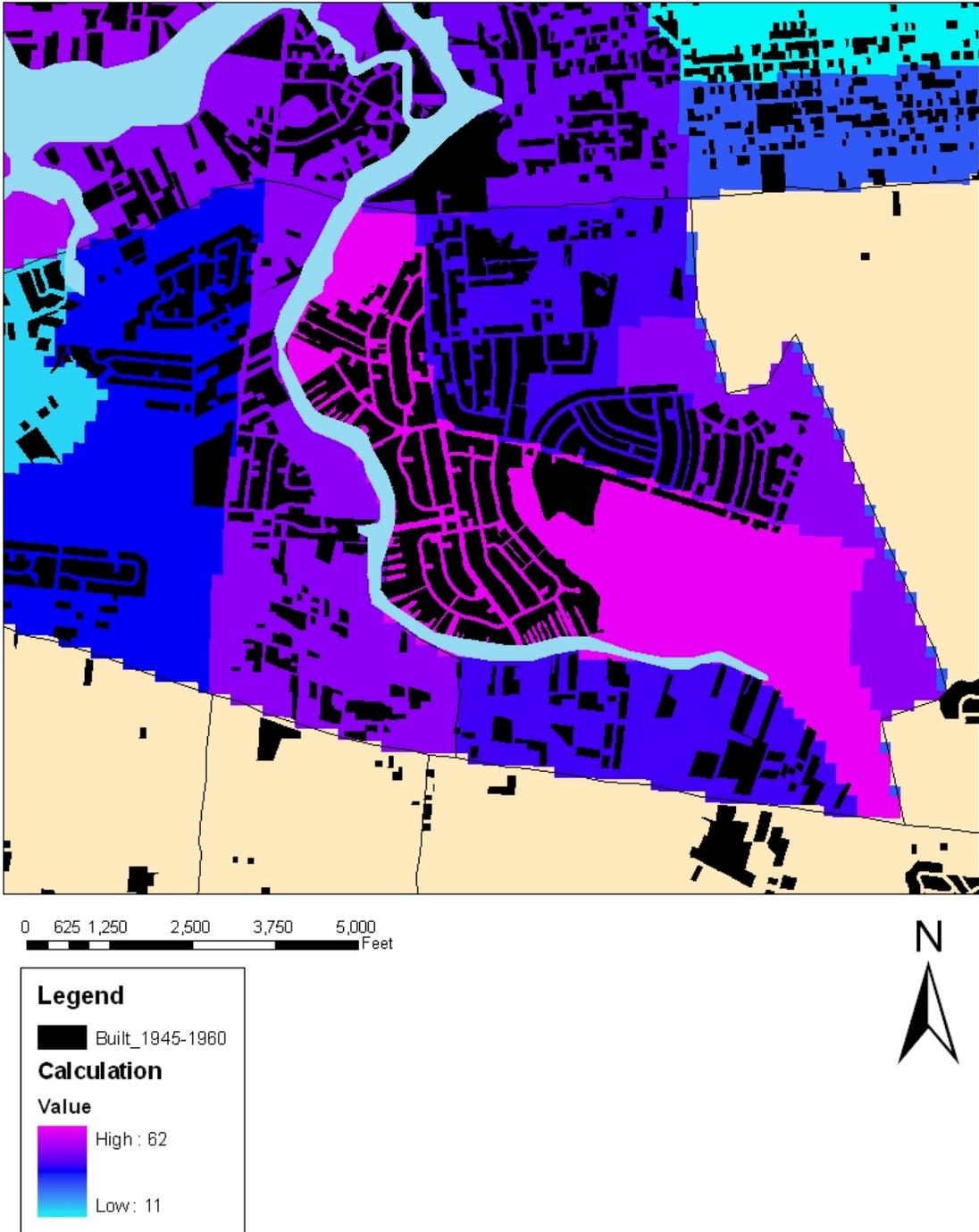


Figure 4-13. Glynlea Park Neighborhood.

The pink color indicates the highest calculated point values within the census block group and the light blue is the lowest. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, Duval County Property Appraiser – Year Built by Parcel, U.S. Census Bureau-Calculated Socioeconomic Indicators; Raster Calculation Results)

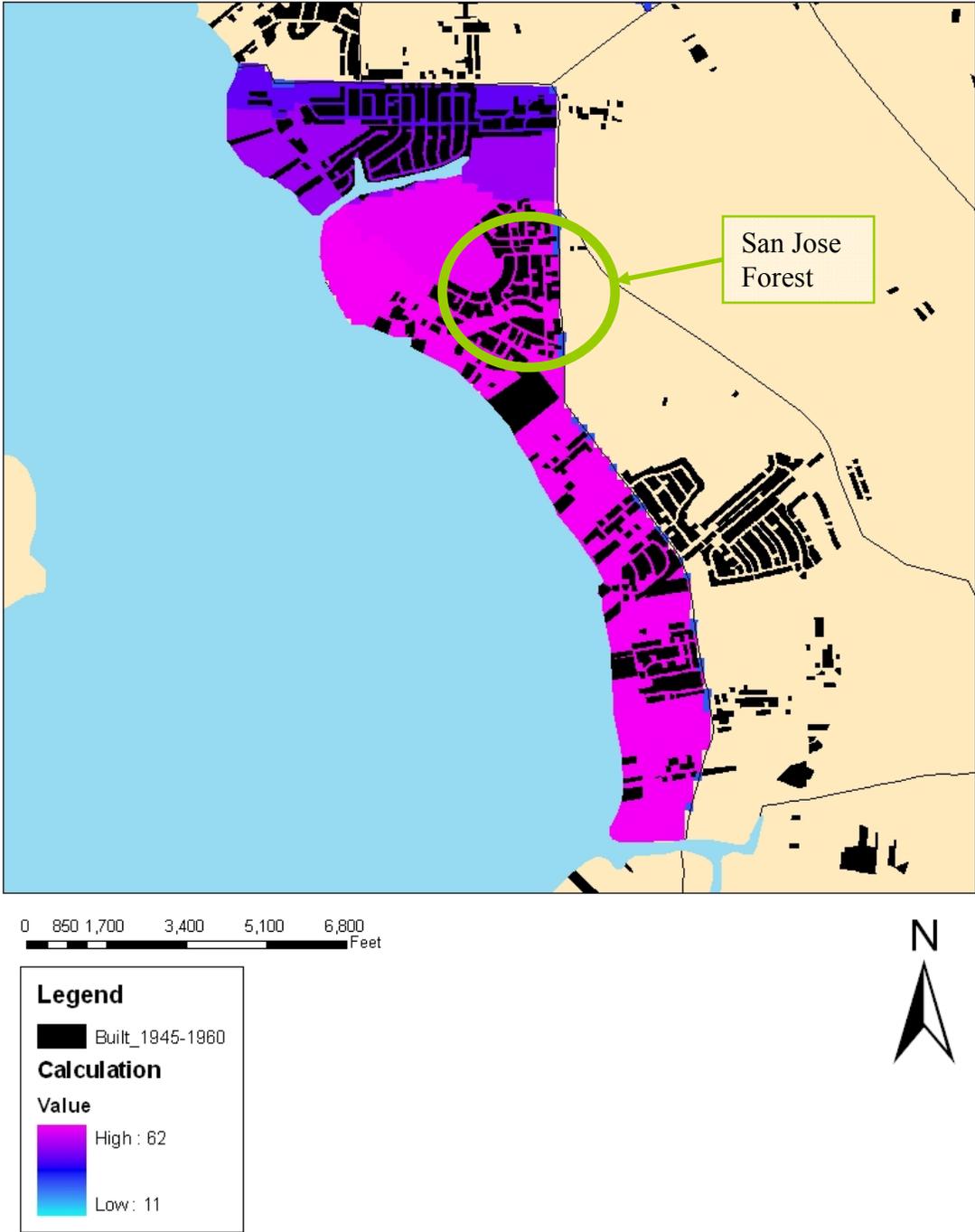


Figure 4-14. San Jose Forest Neighborhood.

The pink color indicates the highest calculated point values within the census block group and the light blue is the lowest. (Source: Florida Geographic Data Library-Census Tracts, County Boundary, and Hydrology, Duval County Property Appraiser – Year Built by Parcel U.S. Census Bureau-Calculated Socioeconomic Indicators; Raster Calculation Results)

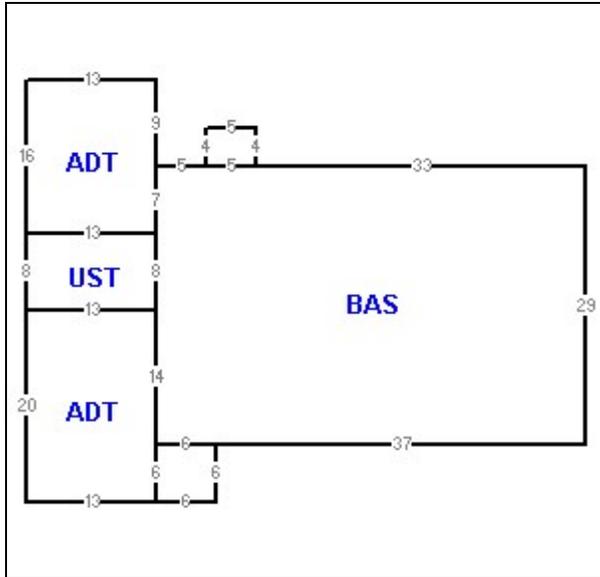


Figure 4-15. Lake Lucina typical home-3211 Hollyberry Lane.

This home was built in 1959, had a base square footage of 1247 square feet (BAS). There are two additions (ADT) that equal 468 square feet an unfinished storage room (UST) of 104 square feet and two finished porches at 56 square feet. The total square footage is now 1875. (Source: Duval County Property Appraiser Website-  
<http://www.coj.net/Departments/Property+Appraiser/default.htm>)

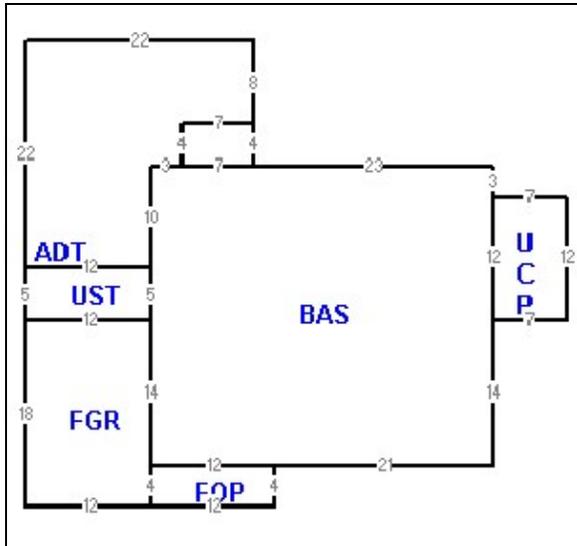


Figure 4-16. Glynlea Park typical home-719 Glynlea Rd.

This home was built in 1952, had a base square footage of 957 square feet (BAS). There is one addition (ADT) that equal 468 square feet, an unfinished storage room (UST) of 60 square feet, a finished garage (FGR) at 216 square feet, an unfinished carport (UCP) at 84 square feet and two finished porches (FOP) at 76 square feet. The total square footage is now 1749. (Source: Duval County Property Appraiser Website-  
<http://www.coj.net/Departments/Property+Appraiser/default.htm>)

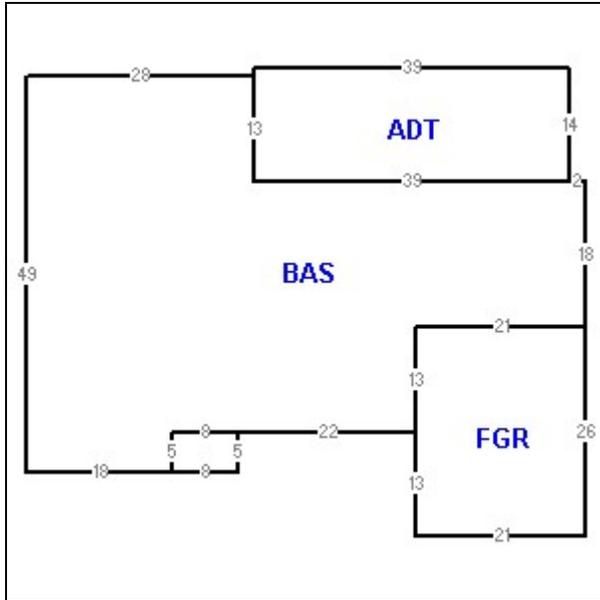


Figure 4-17. San Jose Forest Typical Home-7034 Catalonia Avenue.

This home was built in 1958, had a base square footage of 2320 square feet (BAS). There is one addition (ADT) that equals 546 square feet a finished garage (FGR) of 546 square feet and a finished porch (FOP) at 40 square feet. The total square footage is now 3452.

(Source: Duval County Property Appraiser Website-  
<http://www.coj.net/Departments/Property+Appraiser/default.htm>)

## CHAPTER 5 CONCLUSION

This study identified several socioeconomic indicators and, using those, applied GIS to locate neighborhoods dating from the post-World War II housing boom in Jacksonville, Florida as candidates for historic preservation. Three neighborhoods, (Glynlea Park, Lake Lucina and San Jose Forest) were identified using this methodology. Their potential for being preserved using a neighborhood conservation district designation was then discussed.

This study hypothesizes that socioeconomic indicators are fundamental in identifying neighborhoods for preservation because the social and economic status of a community is vital for successful historic preservation efforts. The typical post-World War II neighborhood was uniquely designed to accommodate reliance on the automobile and reflected mass production construction techniques that incorporated simple architectural features. The large number of neighborhoods with these characteristics could make identifying the potential candidates hard since many of them look the same. GIS offers the technology to identify and prioritize these areas for further preservation analysis and, provided the preservation process confirms their significance based on early post-war criteria, for protection using planning tools such as conservation districts.

These significant neighborhoods can be preserved based on their distinctive set of defining characteristics, including low cost homes with efficient floor plans on large lots sitting along curvilinear streets. These homes, once the extent of growth of Jacksonville, are now located in the inner rings of the city. They are in ideal locations because they are closer to the central business district than more recent suburbs and already have services and infrastructure to support the residents.

In order to realize the goal of preserving early post-war neighborhoods, the following is recommended: update the Historic Preservation Element of the Comprehensive Plan including criteria for evaluation of these neighborhoods; initiate a preservation process that uses the GIS tools and socioeconomic demographic data to confirm which neighborhoods should be protected; and implement a neighborhood conservation district to protect these areas. In addition, a public relations campaign is necessary to promote the historic significance of the post-war home. Jacksonville has many neighborhoods from the post-war era and by preserving these developments, the city can ensure protection of these historic resources in the selected neighborhoods and set an example for other neighborhoods that wish to follow the established model.

The iconic era following World War II in America was first seen on television in shows such as *Leave it to Beaver*, and the suburban life was sold to the general public. Dolores Hayden coined the term, the “sitcom suburbs” to describe these post-war neighborhoods. Preservation of these neighborhoods, a part of our communities and to a larger extent, American history, is important because saving these suburbs makes "a more sustainable and more equitable place” (Hayden, 2003, p. 135).

### **Universal Applicability**

By using GIS to assess neighborhoods for historic preservation potential, planners have a technical tool to use in the preservation of inner ring suburbs. While historic preservationists are still arguing about the significance of the post-World War II neighborhoods, planners can be applying district standards in order to preserve them, avoiding decline or gentrification. The use of GIS in the historic preservation process has been limited because of the reliance on design to determine applicability of preservation efforts in these post-war neighborhoods. The National Park Service still requires an architectural survey, but the social and cultural attributes cannot be

determined by design or architectural assessment alone. GIS determines the density of post-war housing within census blocks in the study area. Thus only the significant and intact neighborhoods are selected based on the GIS's analytical abilities. Further, GIS provides the calculations to substantiate the selection of the neighborhood.

The data used to determine eligibility of neighborhoods for historic preservation is available for any city or county since most of it is based on the U.S. Census. Property appraiser data is not consistent between local governments; this is especially true of data that can be easily used in the GIS software such as parcel data and tax records. Some counties do not have an advanced GIS system in place in conjunction with the Property Appraiser's office or County Government to maintain and visualize property records.

The socioeconomic indicators could be modified if a community thought one was not important or an important one was excluded from the study. The socioeconomic indicators could also be weighted if one indicator was more important to a community than another. The basic concept of the analysis is the same, but the difference between the indicators allows a community to analyze the historic housing stock from a socioeconomic and geographic standpoint. For example, if the presence of a certain minority population group is important to the neighborhood, like a historically black community, then the race demographics would be an additional indicator used in the analysis.

### **Policy Implications**

There has been no government-sponsored effort to historically preserve the housing from the post-World War II boom in Jacksonville; none of the four registered districts contain contributing structures from this era. The remaining preservation efforts are headed by non-profit neighborhood organizations. The non-profits have had some success, like the San Marco Preservation Society that secured a zoning overlay to protect the character of their neighborhood

without first requiring recognition as a historic district by the City of Jacksonville or placement on the National Register. Non-profit organizations are beneficial for organizing neighborhood groups and efforts for preservation, such as designation on a local register or the National Register, but the lack of funding for these groups and the fact they may or may not be supported by the local government can hinder their efforts.

Jacksonville has an abundance of neighborhoods built from 1945-1960, so initiating efforts to preserve their character is important for protection. Using GIS distinguishes one neighborhood from another, with the ability to map characteristics that are not visible to the eye. This study also used a visual assessment - a windshield survey - to determine the general condition of the neighborhood, but the sites were identified by mapping a combination of the socioeconomic indicators. The combination of the GIS analysis and the windshield survey help to strengthen and bolster the case for historic preservation of these neighborhoods.

Nationwide not many neighborhoods from this era have been preserved, and the use of neighborhood conservation districts is a fairly new practice. Historic preservation in the context of neighborhoods from 1945-1960 has been previously dismissed by historians because it represents the “recent past.” Calling these neighborhoods “historic” may be socially unacceptable in regards of a term for preservation, but a designation such as a neighborhood conservation district may be more acceptable in the case of a public relations campaign.

### **Recommendations for Future Research**

The idea of applying GIS to the field of historic preservation is fairly new, and many opportunities exist to expand on this study. If Jacksonville were to apply the results of this study as part of a broader preservation process to further evaluate and confirm the significance of these particular neighborhoods by adopting conservation districts to protect them, then a study of the economic benefits of doing so would augment the results outlined in the *Economic Impacts of*

*Historic Preservation in Florida.* Implementing a preservation policy in the selected neighborhoods affects the adjacent neighborhoods and their preservation efforts since historic preservation is proven to positively affect the quality of life and preservation activities convey economic benefits.

Applying the methodologies in this study to another city, using other socioeconomic indicators or using updated or new data is recommended. GIS allows geographical and statistical modification so that by changing one factor, the calculation and results differ or can have a different meaning. Performing this same study on another city, perhaps one that is located in another region of the country, would probably yield different results. In fact, Lee and Leigh (2007) found the four cities they examined, which were in different regions, showed different growth patterns. Jacksonville most closely resembles Atlanta, which Lee and Leigh (2007) call a fast-growing city, unlike Portland, Philadelphia or Cleveland, which have slower growth patterns comparatively. Many cities in the South have experienced rapid growth more recently than other regions, so this study could hold a different value if performed on a city from another region or one that experienced rapid growth in an earlier period than the South. This study and Lee and Leigh's study used 2000 Census data, which is almost out of date.

By employing updated data from the next census (2010), the socioeconomic indicators may be further analyzed and compared. When the U.S. Census Bureau issues 2010 data, performing the same study could vary this study's outcome or give more concrete evidence to bolster these selected neighborhoods as candidates for historic preservation. By 2010, the full range of the study's years for housing 1945-1960 will be at least 50 years old, and all units will be eligible for the National Register.

The same study could be used to look at different socioeconomic indicators or could incorporate other factors. The model that Lee and Leigh (2007) adopted uses minority population, age of population, vacant housing proportion and overcrowding housing proportion as indicators. Those indicators were not used because they did not contribute to the neighborhood's ability to support historic preservation efforts; however, that does not preclude another study from using GIS methods to apply those indicators in addition to those used in this study. The inclusion of race or ethnicity in another study would acknowledge the cultural attributes of a neighborhood, incorporating the area's heritage as additional evaluative material for the overall preservation process. The history of these neighborhoods was not explored due to this study's focus on identifying areas for further study. Clearly understanding local history would also contribute to assessing neighborhood significance.

The indicators were not weighted in this study and were treated equally in the calculation of the selected neighborhoods. By weighting the indicators in a subsequent study, more or less emphasis could be placed on a certain indicator. In this study, there were intervals of data unrepresented in four out of the seven socioeconomic indicators. Weighting could also place more importance on a certain indicators. Further, additional indicators such as school location and transportation networks could enhance this type of study.

By implementing a historic preservation policy in one neighborhood, adjacent neighborhoods are sure to benefit. Measuring the social or economic benefits that historic preservation has on nearby neighborhoods could also be explored. GIS is also a useful tool in analyzing adjacent neighborhoods because it identifies the spatial relationships and socioeconomic spillovers. This study did not measure any of the indicators over time, and a similar study doing could provide results measuring the long-term stability potential of a

neighborhood. GIS could also be used to identify patterns of gentrification and determine the loss of historic properties, which is essential because two census block groups, which rated higher than the selected ones, were not recommended for this study because an insufficient density of early post-war homes existed. GIS can measure the success of any implemented preservation techniques such as a neighborhood conservation district or zoning overlay district. A review of how effectively the San Marco historic zoning overlay has preserved the character of the structures and the social fabric using GIS after some time has passed since the implementation would support this study because it would show success or failure of citizen-led initiatives in historic areas not located on the National Register of Historic Places.

Assessing historic neighborhoods with GIS assists the community in making decisions on preservation and the best technique to go about maintaining neighborhood character. Generally, employing GIS for socioeconomic research provides a spatial explanation of the data and the visual assistance and results can add more perspective and angles of analysis. The use of GIS in historic preservation studies provides another level of analysis and accommodates the planner's input in the process. A planner studies long-term plans and how they impact a community, and GIS is a useful tool to aid in that analysis. This study positively contributes to the goal of planners using GIS and the historic preservation process as tools to preserve post-war inner ring neighborhoods.

APPENDIX  
NEIGHBORHOOD PHOTOGRAPHS

Note: The photographs show one or two examples illustrating category from Table 4-5, please note that several of the photographs were interchangeable between the categories and illustrate more than one characteristic.



Figure A-1. Sidewalk in Lake Lucina. Photo by Author.



Figure A-2. Sidewalk in Glynlea Park. Photo by Author.



Figure A-3. Lack of sidewalk in San Jose Forest. Photo by Author.



Figure A-4. One of the very few sidewalks in San Jose Forest. Photo by Author.

## Curb and Gutter



Figure A-5. Typical Curb and Gutter in Lake Lucina. Photo by Author.



Figure A-6. Lack of Curb and Gutter in Glynlea Park. Photo by Author.



Figure A-7. Typical Curb and Gutter in San Jose Forest. Photo by Author.

## Home Uniformity



Figure A-8. Typical home in Lake Lucina. Photo by Author.



Figure A-9. Typical home in Lake Lucina. Photo by Author.



Figure A-10. Typical home in Glynlea Park. Photo by Author.



Figure A-11. Typical home in Glynlea Park. Photo by Author.



Figure A-12. Typical home in San Jose Forest. Photo by Author.



Figure A-13. Typical home in San Jose Forest. Photo by Author.

## Neighborhood Wide Distinctive Architectural Features



Figure A-14. Ornamental Porch in Lake Lucina. Photo by Author.



Figure A-15. Large Front Windows typical in Lake Lucina. Photo by Author.



Figure A-16. Decorative Exterior in Glynlea Park. Photo by Author.



Figure A-17. Large Front Windows typical in Glynlea Park. Photo by Author.



Figure A-18. Ornamental Porch in San Jose Forest. Photo by Author.



Figure A-19. Strong horizontal lines in San Jose Forest. Photo by Author.

## Signs of Gentrification and Major Remodeling of Homes



Figure A-20. Visible Addition in Lake Lucina. Photo by Author.



Figure A-21. Visibly newer home in Glynlea Park. Photo by Author.



Figure A-22. Visibly different property entrance in Glynlea Park. Photo by Author.



Figure A-23. Visibly more modern and updated home in San Jose Forest. Photo by Author.

### Maintained Homes



Figure A-24. Well-kept home in Lake Lucina. Photo by Author.



Figure A-25. Well-kept home in Glynlea Park. Photo by Author.



Figure A-26. Well-kept home in San Jose Forest. Photo by Author.

## Maintained Yards



Figure A-27. Well-manicured yard in Lake Lucina. Photo by Author.



Figure A-28. Typical yard in Glynlea Park. Photo by Author.



Figure A-29. Well-kept yard in San Jose Forest. Photo by Author.

## Finished Garages



Figure A-30. Example of a carport in Lake Lucina. Photo by Author.



Figure A-31. Example of one car garage in Glynlea Park. Photo by Author.



Figure A-32. Example of two car garage in San Jose Forest. Photo by Author.

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## BIOGRAPHICAL SKETCH

No one can say, “You must not run faster than this, or jump higher than that.” The human spirit is indomitable. (Sir Roger Bannister, The first man to break the four minute mile in 1954)

Lauren Simmons is an idealistic urban-planner type who grew up in Jacksonville, Florida, the oldest of four siblings. After high school, she attended the University of Central Florida and received a Bachelor of Arts in political science. Lauren worked for two years in a central Florida planning department before returning to school to pursue a master’s degree in urban and regional planning at the University of Florida and a Certificate in Historic Preservation. During school, Lauren held a graduate assistantship with the Center for Building Better Communities, under Gene Boles, and was a collegiate representative of the Florida Chapter of the American Planning Association for the University of Florida. Her interests in planning include historic preservation, comprehensive planning, Geographic Information Systems, urban design, and growth management. Outside of school, Lauren enjoys running, intellectual activities, the beach, and spending time with family and friends. Her life goals include a successful career in planning, running a marathon, and owning a historic home.