

A MORE INCLUSIVE APPROACH TO ASSESSING CULTURAL HERITAGE VALUES:
THE GOVERNMENT HOUSE, ST. AUGUSTINE, FLORIDA

By

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To Adam: you are my rock

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LIST OF DEFINITIONS

Action Research	uses research methods to engage stakeholders in the process to help facilitate change.
Expert Stakeholder	For the purposes of this study: A person from the University of Florida or St. Augustine who is either very knowledgeable about the Government House or the transferring of the thirty two buildings from the City of St. Augustine to the University of Florida.
Fabric-based	Focusing on the material aspect of a historic site.
Integrity	A factor in determining whether a historic resource is added to the National Register of Historic Places. It has a lot to do with how much a resource has changed over time.
Non-Expert Stakeholder	For the purposes of this study: A person that is not as knowledgeable as an expert, as defined above, a resident, or visitor of St. Augustine.
Significance	Why a resource is important and appreciated
Stakeholder	A person who uses a site or is involved in some way with the site
Value	Synonymous with significance
Values-centered	Focusing more on the intangible aspects of a historic site such as; social value and cultural value.

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Assessing and articulating the values associated with a heritage site is a critical first step in its preservation, interpretation, and stewardship. In the United States, most cultural heritage specialists use the National Register of Historic Places criteria to help determine the significance or value of a heritage site. These criteria can be limiting and based mostly on the physical aspects of the site rather than more intangible aspects. However, there is a growing movement in the cultural heritage field to move from the traditional, fabric-based approach to assessing significance to a more values-centered approach. A more values-centered approach tends to involve a wider range of stakeholders in the process. When a values-centered approach is used and more stakeholders are involved, the knowledge and understanding of the site is more inclusive, representing a wider-range of values associated with it.

This thesis aims to identify a more inclusive approach to assessing cultural heritage values. The case study is the Government House in St. Augustine, Florida. Originally constructed in 1713 as a part of the original Spanish plaza, the Government House has been modified and reconstructed extensively over the years. More recently,

the University of Florida assumed responsibility for the building and initiated plans to rehabilitate and reuse the structure.

Over several months, two groups of stakeholders were identified and categorized as “expert” and “non-experts”. The expert group comprised of people from the University of Florida and the City of St. Augustine was interviewed using a semi-structured process. The non-experts were chosen randomly outside of the Government House and were approached with a short, concise questionnaire. Both groups were asked questions about the values associated with the Government House and their opinions of how the building should be used. While the expert group and the non-expert group valued the building differently, they all agreed that the building should continue to be used primarily for community and social events. These results show that stakeholders value heritage sites differently and that each perception is important to understanding and preserving historic resources.

CHAPTER 1 INTRODUCTION

Opening Remarks

A first critical step in preserving a heritage site is the identification and articulation of values associated with it. Values – also referred to as significance – help inform and guide all decisions and interventions at heritage sites. However, there is a growing recognition among cultural heritage specialists both domestically and internationally that current approaches and guidelines for evaluating heritage values are limiting¹. Currently, experts focus mostly on historical and/or aesthetic significance². However, this top-down approach does not fully capture all the values stakeholders, especially everyday ordinary users, associate with a site.³

Traditionally an outside expert is hired to research and analyze the property to determine the significance of the property or landscape. In the United States, in most cases this preservation “expert” would refer to and apply the National Register of Historic Places Criteria⁴ for evaluating the site (which will be discussed in greater length in Chapter 2). The expert typically surveys the site to determine such things as the character defining features and how the site has changed over time. Historical research to determine information such as such construction dates and ownership history is also involved in this approach.

The National Register of Historic Places was established as part of the National Preservation Act of 1966⁵. The criteria have not changed considerably since that point, which was over fifty years ago. This insinuates that views of significance have not changed. Scholars and preservationists such as Randall Mason are promoting a more values-centered approach. This idea that the standard for assessing America’s cultural

heritage is limited is not just restricted to the field of preservation, other disciplines such as urban planning, archaeology, anthropology, among others, are also advocating a values-centered approach⁶. For example, Clay Mathers, Timothy Darvill, and Barbara J. Little wrote about the value of archaeology and how some voices have not been heard because that was not the idea of what was significant at that time⁷.

Methodologies and methods need to be developed that engage a wider range of stakeholders in identifying a broader array of values associated with heritage. More stakeholders need to be involved in determining the values and significance of a cultural resource. In addition to historic and aesthetic, other criteria, such as economic and use, should also be considered. Also, expanding the range of stakeholders engaged in determining significance helps prevent bias in, among others things, interpretation⁸. The benefits to including more stakeholders in the process are exponential and are not limited to this list:

- Conducting more in-depth histories of the site and the people involved with it
- Understanding the entire site
- Insuring that all the values associated with the site are captured
- Learning about all the perspectives of the history and events; not just from one or two people
- Discovering the social aspect not just the basic history

Within this thesis there are challenges that emerge in the development of a theory for guiding a more inclusive way to assess heritage values these issues include enhancing stakeholder involvement, retaining sense of place, exploring all heritage values, and ensuring ongoing authenticity. These challenges should be addressed when assessing a historic site for its significance. The Getty Conservation Institute has

published numerous studies about the importance of assessing heritage values within the preservation field. One thesis from the University of Florida⁹ examined how community members valued two mid-century modern structures in Sarasota, Florida. These studies all focus on the values portion of assessing a historic structure. This thesis hopes to add to this growing body of knowledge.

Randy Hester's article, "Subconscious Landscapes of the Heart"¹⁰, does involve the community in both the valuation and the decision making processes. However, the process he used was a type of system that was specific to that community and would be difficult to reproduce in a different community.

This thesis focused on a single case study, the Government House in St. Augustine, Florida. The Government House was chosen because the University of Florida had recently acquired stewardship of the structure and it requires a substantial amount of repairs from deferred maintenance, in addition, the university needs to determine what the structure should be used for after the restoration is complete. With this being said, representatives from the university engaged the Interior Design Department to conduct a study involving the stakeholders to determine the best use for the structure and complete designs demonstrating how to incorporate those uses.

The study used qualitative methodologies including interviews and questionnaires to connect with a broad range of stakeholders in order to assess how they value the Government House and what they believe is the best use of this historic structure. This approach could be used to help determine all the values associated with a site that is being assessed. Involving stakeholders and interviewing them could yield imperative information that may not have been available through traditional resource methods.

Hopefully, this study adds to the growing literature on using social science methods to assess heritage values.

By involving as many stakeholders as possible in the valuation process, perhaps a fuller understanding of the potential meanings of a heritage site can be further explored and further understood. Frits Pannekoek¹¹ also says that preservation professionals should assist and advise but not direct the process. Preservationists need to understand that they are experts on the National Register for Historic Places, experienced in the process, and experts about historic buildings but they are not experts on a particular community. They become experts on the community once they involve the stakeholders and hear all sides of the story.

The goal is to expand the way the preservation field assigns significance to a heritage site. This approach could augment or help inform the fifty plus year old system that is used now. Many underrepresented cultures and societies may now have a chance to tell their story.

Purpose Statement

The purpose of this study is to use social science research methods and tools including interviews and questionnaires to engage a wide array of stakeholders in helping determine the heritage values and best use of a specific historic structure, the Government House in Saint Augustine, Florida. Comparing and contrasting the results between the separate stakeholder groups will help highlight areas of agreement and conflict. A qualitative approach was determined to be the most appropriate way to explore and truly understand the stakeholder's opinions of the values associated with the site. Also, with a more inclusive qualitative approach the results may effect a positive change, by determining the best use of the structure.

This study involved a variety of stakeholders ranging from experts from the University of Florida and St. Augustine to residents and visitors. The experts were administered a semi-structured interview while the non-experts (residents and visitors) were administered short questionnaires. Phase one involved interviewing key stakeholders from the University of Florida and the city of St. Augustine which are considered “experts” in this case. These participants were chosen because they were key decision makers in respect to the Government House, stewardship of the building, or they were extremely familiar with the building and its history and physical condition.

The second phase of this study focused on short questionnaires with residents or visitors from St. Augustine, Florida. The questionnaires were conducted in front of the Government House with people walking near the structure. The purpose of this phase is to reach out to a broad range of stakeholders involved with the Government House. The intention is to determine how this stakeholder group values the historic structure and what they think the best use of the building would be.

A working definition for stakeholder within the community of St. Augustine would be any one that lives in the area either part-time or full-time or they are a visitor. It is understood that there will be people who are not from the area that are participants. If they are familiar with the Government House, their questionnaires were considered important to this study. The working definition for socio-cultural values, in this case, is any meaning they feel for the historical, social, symbolic, or aesthetic aspects of the Government House.

The intention here is to determine if the “experts” and the “non-experts” agree or disagree when it comes to what value is most significant and the use of the Government

House. During the interviews for each group they were asked which socio-cultural value (historical, symbolic, social or aesthetics) is most significant and the best use for the Government House.

This study focuses on analyzing the views of values of the “experts” and the “non-experts” because quite often a person considered an expert determines the significance of a historical site or landscape with no prior knowledge of either the property and with limited intervention with the community. This becomes a problem because some aspects of a story may be left out.

This study concentrates on the Government House in St. Augustine, Florida as a research site. The Government House was chosen because of access (it is in close proximity of the University of Florida) and the abundance of stakeholders involved. This study should be able to be reproduced and generalized to any historic site or landscape.

This thesis will strive to answer questions such as: Is there a way to develop a more inclusive approach to assessing cultural heritage values? What are the benefits of engaging a broad range of stakeholders in the valuation process? Will the “experts” and “non-experts” agree on the significance and best use of the Government House? How will the “experts” opinions and “non-experts” opinions align or misalign?

The semi-structured interviews and questionnaires were revealing. The key stakeholders from St. Augustine all agreed that the cultural/symbolic value was the most significant value associated with the Government House. The key stakeholders from the University of Florida were divided. Five of the eight agreed with the St. Augustine stakeholders in that the cultural/symbolic value was most significant. The other three

thought the historic value was the most significant. The majority of the residents/visitors thought the Government House's most significant value was historical.

For the most part all of the key stakeholders and the residents/visitors agreed that the Government House should continue to be available to the community for social events. The residents/visitors did not think the Government House was significant because of its social value but all of them wanted it to be used for social events. Maybe they valued it for the social aspect but did not know they did.

¹ Jeremy Wells, "Authenticity in More than One Dimension: Reevaluating a Core Premise of Historic Preservation," *Forum Journal*, (Spring 2010): 12-14.

Randall Mason, "Assessing Values in Conservation Planning: Methodological Issues and Choices," in *Assessing the Values of Cultural Heritage* (Los Angeles: Getty Conservation Institute: 2002).

² Jeremy Wells, "Authenticity in More than One Dimension: Reevaluating a Core Premise of Historic Preservation," *Forum Journal*, (Spring 2010): 12-14.

³ Frits Pannekoek, "The Rise of a Heritage Priesthood," in *Preservation of What, for Whom?*, ed. Michael Tomlan (Ithaca: The National Council for Preservation Education, 1998).

⁴ National Park Service. "National Register Bulletin: How to Apply the National Register Criteria for Evaluation." http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_2.htm.

⁵ National Park Service. "National Register of Historic Places Brochure." <http://www.nps.gov/history/nr/publications/bulletins/brochure/#evaluating>.

⁶ Clay Mathers, Timothy Darvill, and Barbara J. Little, "Introduction: Archaeological value in a world context," in *Heritage of Value, Archaeology of Renown*, ed. Clay Mathers, Timothy Darvill, and Barbara J. Little (Gainesville: University Press of Florida, 2005), 1-18.

⁷ Ibid.

⁸ Stephen Gordon, "Historical Significance in an Entertainment Oriented Society," *Preservation of What, for Whom?*, ed. Michael Tomlan (Ithaca: The National Council for Preservation Education: 1998).

⁹ Nora Gallagher. "Toward a Framework for Preserving Mid-Century Modern Resources: An Examination of Public Perceptions of the Sarasota School of Architecture." Thesis from the University of Florida, 2011.

¹⁰ Randy Hester. "Subconscious Landscapes of the Heart," in *Places 2*, No.3 (Winter 1985): 10-22.

¹¹ National Park Service. "National Register Bulletin: How to Apply the National Register Criteria for Evaluation." http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_2.htm.

CHAPTER 2 ASSESSING CULTURAL HERITAGE VALUES: A LITERATURE REVIEW

Identifying and assessing values, also commonly referred to as significance, is a crucial first step in preserving, interpreting, and stewarding heritage sites¹. An understanding of values helps guide and inform every decision. As described by Vince Michael, “Heritage conservation is defined by the individuality and uniqueness of place. It is not a set of rules that we follow but a process that ensures that changes happens in concert with a place’s values and valuables.”²

A report conducted by the Getty Institute describes values in preservation as, “a limited body of knowledge regarding how conservation functions in society—and specifically regarding how cultural significance might best be assessed and reassessed as part of a public and enduring conservation process. Cultural significance for the purposes of conservation decision making can no longer be a purely scholarly construction but rather, an issue negotiated among many professionals, academics, and community members who value the object or place—the “stakeholders”³.

Traditionally, professionals within the field of preservation or heritage conservation have been the expert when determining the significance of a historic resource. These professionals are trained and educated to research and document resources and make educated decisions in determining whether a resource is significant or not.

However, the public preserves places because they want to have a tangible link to a memory, an event, or national pride. This chapter will explore and discuss the valuation process on both national and international levels in order to understand how historic resources are traditionally and currently evaluated. Additionally, this chapter will examine the literature on more inclusive approaches in the valuation process.

United States

The first legislation enacted to save cultural heritage here in the United States started with the Antiquities Act of 1906⁴ⁱ. This act helped protect historic or prehistoric materials of antiquity on federally owned or tribal properties. In the late nineteenth century and early twentieth it was becoming apparent that antiquity thieves were blundering culturally and historically significant sites and selling items that were found. This Act is important because it was the first official action by the United States federal government to save historically significant resources for future generations. Three months after the Act was initiated, President Theodore Roosevelt named Devils Tower a national monument for protection⁵.

Ten years (1916) after the Antiquities Act was established, the National Park Service was developed. The National Park Service was developed to manage and maintain the federally owned properties that were being protected and preserved by the Department of the Interior⁶. Just three years later, the Historic Sites Act gave the National Park Service authority to enforce a national policy preserving historic and archaeological sites, buildings, and objects for the greater good⁷. With this Act, America was starting to realize these significant sites needed to be protected and preserved as educational resources that help expand understanding of the nation's past. The Historic Sites Act specifically was established to give the public to have access to historically significant sites.

The 1960s, in the United States, was a controversial time. There were many social and political concerns that challenged and changed the nation. One enduring

ⁱ The Antiquities Act of 1906 was established in part because people were plundering archaeological sites and selling items.

issue was urban renewal. Urban renewal began after World War II when many people started to move out of city centers and downtown areas into newly established suburbs. Many urban centers deteriorated, becoming what was often described as “blighted.”⁸ In response, city managers and mayors in some instances supported by the Federal Government, initiated large-scale projects to remove and replace the areas deemed blighted. During this time, America had new technologies that stemmed from the war and an abundance of money and resources. Instead of renovating the downtowns and city centers they decided that new was better and tore down the dilapidated cores of many major cities and small cities. This sparked an outcry from people who valued and appreciated the historic fabric and the essence of the downtowns and city centers such as Jane Jacobs. Citizens were watching as childhood memories and homes were being demolished to make room for parking lots.

The book, *With Heritage So Rich*⁹, was written to help encourage the federal government to stop the destruction of the historic city from urban renewal. The recommendations from this book of essays were essentially written into law and became the National Historic Preservation Act of 1966 (NHPA). The NHPA made huge headways for preservation in the United States. It established the National Register of Historic Places and the Advisory Council on Historic Preservation as well as many state and local preservation agenciesⁱⁱ¹⁰. The NHPA was established because the public values their heritage for its architectural, educational, historical, and economical value. During this time, the United States was still in the mindset that a site is only important if it is considered an outstanding piece of architecture, a thousand years old, or if

ⁱⁱ It cannot be expressed enough how imperative the National Historic Preservation Act of 1966 was to the United States’ cultural heritage.

someone such as George Washington slept there. There is no vocabulary in these Acts that mentions community significance or involving other disciplines into the valuation process. With the National Historic Preservation Act came the National Register of Historic Places. The goal of this program was to inventory and document our nation's important historical resources in order to get a better understanding of our heritage.

International

One of the first international attempts to codify a global approach to cultural heritage conservation was in 1931 when the Athens Charter was adopted to protect and conserve historic monuments¹¹. The Athens Charter was an attempt to define universal principles of cultural heritage conservation. The term monument in this context is used as a historic site as well as significant physical memorials. At this point in the early 1900s, conservation efforts were focused largely on physical attributes such as architectural and aesthetic significance.

During World War II, thirty seven countries, including the United States, came together and created the United Nations Educational, Scientific and Cultural Organization (UNESCO). The initial purpose of UNESCO was to keep peace and help re-establish education systems after the war¹². It has evolved to be an international organization that has many facets that include education, poverty, and world heritageⁱⁱⁱ.

Just two years prior (1964) to the U.S. National Historic Preservation Act the Venice Charter was developed. The Venice Charter is an international framework designed to help citizens conserve and restore their cultural heritage for social use¹³. In

ⁱⁱⁱ UNESCO is an extremely diverse organization and is involved in an enormous amount of projects and causes that are beyond the scope of this paper please see their website for more information: www.unesco.org/

retrospect, it seems that during this time the world was really starting to realize that valuing cultural heritage is an essential part of citizenry. However, most of these acts and legislations focus on fabric-based conservation. There was not much discussion of other values such as cultural or social values associated with the historic sites except for the historical or the aesthetic values. It may be that it was easier for people to understand the tangible aspect of cultural heritage conservation^{iv} because preservation was a fairly new topic. This changed with the Burra Charter in 1979.

The Burra Charter was a conservation framework similar to the other charters except, it used terms such as “sense of connection” and “diversity of communities”¹⁴. This idea of conserving intangible heritage instead of just buildings was a new approach in 1979. This charter also discusses how the evolution of a structure is significant because all stages are a part of its history. This charter opened new directions of inquiry about heritage and its conservation and promotes a more holistic approach.

The most recent international regulation efforts to expand the concept and approach to heritage conservation occurred in 1994. The Nara Document on Authenticity proposes a values-centered set of guidelines and maintains that it is impossible to assess historic sites on fixed criteria because the values and meanings change from culture to culture. The Nara Document eludes that authenticity is conjectural, that if the culture deems it authentic, who is to argue¹⁵. The United States has yet to develop anything that emulates the Burra Charter or in fact the Nara Document.

^{iv} In this context, cultural heritage conservation and historic preservation are synonymous and will be used interchangeably.

Existing Approaches to Assessing Values

In the United States, the National Historic Preservation Act of 1966 established the National Register of Historic Places. The National Register is an honorific program that seeks to identify historic properties to preserve in the United States. A range of different types of historic resources can be listed on the register such as archaeological sites, bridges, landscapes, and engineering structures among other types of resources. In order to be listed on the National Register, sites have to meet one of four criteria that help describe why the place is significant and worthy of preservation.

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of significant persons in or past; or
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. That have yielded or may be likely to yield, information important in history or prehistory¹⁶.

At the national level in the United States, anyone can nominate a historic site to the National Register of Historic Places. However, nominations are often completed by those with training and experience in historic preservation, history, or allied disciplines. The nomination then must first be approved by the State Historic Preservation Office (SHPO) and the state's National Register Review Board¹⁷. After it is approved at the state level it must be forwarded to the National Park Service to be reviewed and accepted by the Keeper of the National Register of Historic Places. The Keeper of the

National Register is evaluating the historic site for the criteria listed above as well as for integrity and character defining features. In this case, integrity means that the structure retains many of the historic fabric associated with its period of significance^v. Integrity often refers to the tangible, physical materials and values refers to the intangible aspects of the heritage resource under consideration. As previously described, the Burra Charter, maintains that each alteration is significant to the building because it is a part of the history of the site. International conservation movements have really embraced the values-centered approach. There are still the “experts”, International Council on Monuments and Sites (ICOMOS) and the World Conservation Union (IUCN), determining which site is eligible and significant. This is also known as the top-down approach¹⁸. However, they assess the value of their historic sites with a broader list of criterion that includes natural aspects and cultural landscapes.

The criteria are limiting. They have not changed since the inception of the National Historic Preservation Act in 1966. This was more than fifty years ago, the field of preservation is always changing but the process of assessing our heritage has not. Another reason these criteria are limiting is that it is more fabric-based instead of values-centered¹⁹. From reading the criteria, they are broad but purposefully do not describe all the values associated with a heritage site. There are many values that a person can hold for a site, such as the social, cultural, economic, and symbolic importance.

At the state level, states are allowed to set tax incentives for preserving or renovating historic structures such as an ad valorem tax credit. The local governments

^v Period of significance indicates what time frame the structure was deemed important, usually when it was constructed or when the famous person slept there.

are tasked with the job of developing ordinances and guidelines for historic districts and local nomination processes. In most cases, local governments align their policy with the National Register criteria. This allows local governments legal justification because they have patterned themselves with generally recognized professional standards. Such is the case in *Metropolitan Dade County v. Birds No. 93-1578*²⁰; the county patterned their ordinances on the federal historic preservation regulations and drew the term “exceptional importance” from the regulations. The respondent (P.J. Birds) tried to say that the county did not define the term. Since the local government adopted that term from the federal historic preservation regulations they were not required to define the term and were able to have the power to determine the property in question significant²¹.

Internationally, values are assessed a little differently than in the United States. The most common way to assess cultural heritage values is by using the World Heritage Center’s criteria for selection²². These criteria state that a site must have “outstanding universal value” and meet at least one out of ten selection criteria. The World Heritage Center criteria are comprised of six cultural determinates and four natural determinates. The natural determinates are one aspect that the United States has yet to adopt and is another reason why the National Register criteria is limiting. Such terms such as cultural landscapes^{vi} are not mentioned at all in the National Register for Historic Places. This term is fairly well known in the preservation field but yet the leading framework for assessing our cultural heritage has yet to recognize it.

^{vi} Cultural landscapes are defined by the World Heritage Convention as combined works of nature and humankind. See <http://whc.unesco.org/en/activities/477/> for more information.

The process of listing a site on the World Heritage List (WHL) is just as detailed and stringent as the U.S. National Register. In order for a country to nominate a site to the WHL it must have previously signed the World Heritage Convention. The first step in the nomination process is for the State Party to develop a tentative list approved by the WHL committee. This list is an inventory of significant sites within their area. The second step is to develop a nomination file which includes an exhaustive amount of research on each site on the tentative list. After the World Heritage Center receives the nomination file it is transferred to the three separate Advisory Bodies. These three Advisory Bodies evaluate the nomination file. After the Advisory Bodies review the file, the World Heritage Committee makes the final decision if it will be added to the list. The committee meets once a year to makes the decision²³.

New Approaches to Assessing Values

Preservationists and others are increasingly expanding the way in which heritage sites are assessed and values are assigned. The top-down approach is giving way to a more holistic approach that attempts to engage stakeholders in helping determine significance. Preservationists are not the only ones that think the evaluation of significance process should be more values-based. The Society for American Archaeology published an article in 1983 about how the meanings assigned to a site change over time and the criteria the United States uses to assess values do not reflect this²⁴.

Randy Hester is landscape architect by trade but also teaches sociology at Berkeley. He wrote a pivotal article in 1985, *Subconscious Landscapes of the Heart*. The article discusses how Manteo, North Carolina was in danger of becoming a forgotten small town. Hester was initially hired to redesign Manteo's Waterfront. He

spent two days there and realized that the town needed more than a face lift, it needed community re-development. He worked with the community members (using a unique mapping technique) to determine what parts of the town were significant and had to be preserved and what could be re-developed for economic benefits. He found that most all the significant sites in Manteo were not significant in a traditional sense. They would have most likely been neglected by a trained professional following the traditional method and guidelines for evaluating historic resources. This point is relevant. If Hester had not involved the community in the valuation process, it may have ended differently. The ordinary sites were actually largely significant to residents and helped define who they were as a community²⁵.

Preservationists began considering this value-based concept in the late 1990s. Preservation professionals began exploring new approaches to assessing values. The conference and book, *Preservation of what, for whom?*, is a great example of this concept. Held in 1997 at Goucher College, the conference was sponsored by the National Park Service, Goucher College, and the National Council for Preservation Education. These experts were essentially trying to say that they are not the experts within the community. They should be brought in to help and assist with the valuation process, not direct it. Frits Pannekoek (a contributor in *Preservation of what, for whom*) describes this approach, "In the last thirty to forty years, issues relating to the historical significance of a community's culture have been increasingly filtered by professionals and professional bureaucracies. In the process, a community has been alienated from the decisions relating to the preservation and advancement of its culture"²⁶.

There are also international movements toward realigning from the fabric-based to the values-based such as the previously mentioned, the Burra Charter. Within the charter, it pronounces that in order to conserve cultural heritage, recognizing the values that are associated with all cultural groups should be a priority. The charter also states that when assessing the significance of a site the cultural groups should be involved in the decision making²⁷.

Randall Mason has worked with the Getty Conservation Institute on projects involving values of cultural heritage such as *Values and Heritage Conservation* (2000) and *Assessing the Values of Cultural Heritage* (2002). These studies and reports aim at defining heritage values and advocating that preservation professionals start concentrating on all the values and stakeholders associated with a historic site. These reports were among the first to examine and challenge traditional methods for determining values associated with heritage and to explore new ones. After the 2002 research report from the Getty Institute, there have been a number of journal articles and book chapters advocating this approach to valuation.

Randall Mason wrote an article, *Fixing Historic Preservation: A Constructive Critique of "Significance"* in 2004. Mason argues that "conceptually, the heart of historic preservation lies in the intellectual and emotional connections we make between memory and the environment-memory/fabric connection"²⁸. Preservationist may have forgotten along the way that saving heritage is more than saving old buildings, it's about identifying, documenting, and preserving a communities' memories and culture.

Clay Mathers, Timothy Darvill, and Barbara J. Little quote Mary Hufford in their Introduction section of *Heritage of Value, Archaeology of Renown*. These scholars

believe that there should be a shift from the typical top-down approach (within the government's cultural mission) to "an approach more open and responsive to grass-roots cultural concerns"²⁹.

The Burra Charter was developed in Australia to help protect the indigenous people's culture. It goes to reason that there are cultural heritage professionals writing about the values associated with historical resources. One man in particular, Dirk H.R. Spennemann has written quite a few articles about involving the community into the valuation process. In one article, *Gauging Community Values in Historic Preservation*, he says that, "individuals hold different values with varying strengths of conviction" (in regards to determining the significance of a site)³⁰. If this is true, how can a preservation professional chose one of the four limited criterion from the National Register? How can every stakeholder associated with that site agree on one of those four?

Jeremy Wells, a preservation professional, recently (Spring 2010) wrote an article in the *Forum Journal* published by the National Trust for Historic Preservation. *Authenticity in More than One Dimension: Reevaluating a Core Premise of Historic Preservation* is a short article that discusses how preservation professionals should use social science methodologies to collect meanings from a population. He also says there is a need for a framework for professional to use these methods in their valuation processes.

The National Trust for Historic Preservation (National Trust) is a non-profit organization who stewards historic properties as well as advocates for preservation within the United States. In light of the new research about involving community

members in the valuation process and moving from fabric-based conservation, the Nation Trust designed a photo contest. The photo contest, This Place Matters, is a project that helped communities highlight a cultural resource that is significant to them. Communities get together, choose a site that is significant to their town or area, and they take a picture of it (usually with people standing in front of it with signs that say, “This Place Matters”). It is then sent to the National Trust and they post it on their website and any one can vote on their favorite picture. The winner is awarded \$25,000³¹ to use for preservation within their community. This program attempts to involve more stakeholders when assessing the values of a historic site as well as understand what is truly important to a community.

Overall, preservation has come a long way in the United States since the Antiquities Act of 1906 and internationally since the Athens Charter in 1931. There has been a noticeable shift from professionals focusing on the materials of a historic site to the current approach of focusing on the values and meanings of a site. The United States’ preservation field still has a little way to go before it is caught up with the international way of thinking. This shift can start with augmenting the existing National Register of Historic Places to reflect a more values-centered approach instead of fabric-based and authenticity-based.

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²⁵ Randy Hester, "Subconscious Landscapes of the Heart." *Places*, Vol.2 No.3: 10-22.

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²⁸ Randall Mason. "Fixing Historic Preservation: A Constructive Critique of "Significance"." *Places*, 2004: 64-71.

²⁹ Clay Mathers, Timothy Darvill, and Barbara J. Little. "Introduction." In *Heritage of Value, Archaeology of Renown*, by Clay Mathers, Timothy Darvill and Barbara J. Little, 10-11. Gainesville: University Press of Florida, 2005.

³⁰ Dirk H.R. Spennemann, "Gauging Community Values in Historic Preservation." *CRM Journal*, 2006: 6-20.

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CHAPTER 3 THE GOVERNMENT HOUSE, ST. AUGUSTINE, FLORIDA

Originally erected in 1713, the Government House underwent many changes before it was reconstructed in 1936. The Government House is one of St. Augustine, Florida's more significant and well-known buildings. The Government House, originally known as the Palace of the Governors, is prominently located adjacent to the colonial-era plaza where many community activities have and continue to take place. There has been a civic structure and government presence on its site since the late 1500s. It has and still is the place of many significant events and social gathering throughout its approximate four hundred years of existence. In order to convey the significance of the Government House, it is necessary to describe the context in which the structure has evolved. This chapter will discuss a brief history of the City of St. Augustine as well as an evolution of the history of the Government House.

Establishment of St. Augustine

Pedro Menéndez de Aviles established St. Augustine for the Spanish in 1565. For nearly one year, Pedro and his crew used a large Native American structure as their headquarters. This structure and the original St. Augustine settlement site were destroyed by fire on April 19, 1566. It is thought that the nearby Timucua tribe may have been responsible for the devastation of the first settlement. In response to the fire, the Spanish moved east to Anastasia Island where they built additional forts and a town. However, this second settlement was abandoned in 1572, when it was decided that it was too vulnerable. The Spanish moved back to St. Augustine¹.

A typical Spanish Colonial settler or soldier was given one lot to construct a residence, while wealthier or politically connected colonists were assigned four lots.

The width of a Spanish house lot in the sixteenth century was forty four feet east to west. The Spanish had a social hierarchy that was adopted from their homeland. A man born in Spain was held at the highest regard, under him was a man of Spanish descent but born in the New World, and last were citizens of mixed races. The true Spanish settler had a choice of lots closest to the town center. The early settlers made use of what was available to them to build their homes. Initially, the Spanish built their structures with pine logs and thatched roofs². The long leaf pine was plentiful in Florida during this time. In the late 1600s the Spanish were tired of having to reconstruct their wooden structures because of fires and natural disasters. A quarry was established to rebuild the fort and after that, the Spanish started using the local coquina for their buildings³.

The Spanish believed in separation of public and private spaces. They built their structures to abut the narrow street line for shade and to shelter the private areas. The streets were narrow in order to benefit from the shade of the buildings. The Spanish also had walled their courtyards for privacy. The courtyards were used for laundry, livestock, and gardens. The typical lot contained a kitchen building and a building for sleeping⁴.

Below is a map of St. Augustine that was drawn by Hernando de Mestas in 1593 and depicts the center of the original town plan. This map shows in detail what the Spanish thought were the main aspects of the town plaza. The structures encircled in red are a few of the buildings that were especially important during those times. They are the Parish, the Guard House, and the Government House. These buildings were a part of the Spanish's everyday life in the early 1500s.

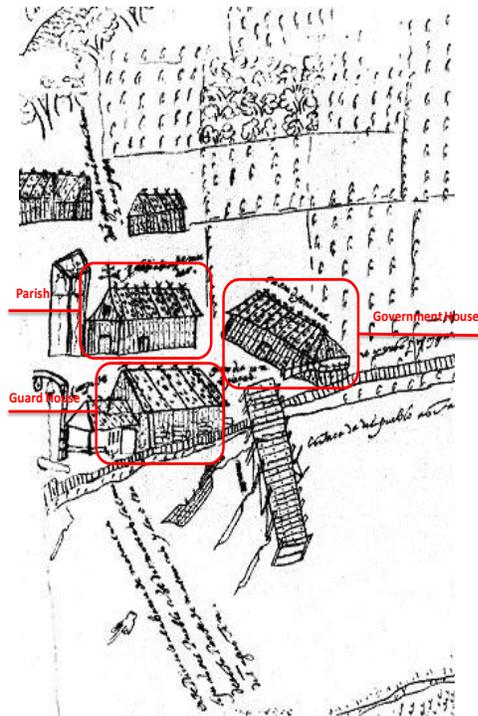


Figure 3-1. A photo of a map of St. Augustine in 1593.

Law of the Indies

By 1598, the then Governor of St. Augustine, Gonzalo Mendez de Canzo, moved from the Government House shown in the previous map to another wooden structure a little farther west away from the wharf, where the current Government House is located. The structure was owned by a widow named Doña Maria de Pomar and finally purchased by the Crown in 1604. There has been a government presence in this location since Governor Gonzalo moved it in 1598⁵.

Governor Gonzalo Mendez de Canzo also redesigned the plaza in accordance with the Leyes de las Indias—Law of the Indies. The Law of the Indies were written and compiled in 1572 by the King of Spain, Phillip II⁶. The Law of the Indies were codes and regulations to help with the establishment of towns in the New World⁷. The plaza was designed to be the center of the town, “treeless, rectangular, close to the harbor, and

the nucleus of a grid of narrow streets”⁸. People of the town would congregate around the plaza as they still do today.

According to the codes, the plaza should be placed at the port and the four corners should face the “four principal winds”⁹. The town was also to be built in such a way that there was room for expansion. The cathedral was to be built in a position on the plaza so that when leaving by the sea it is able to be seen. Also, the custom house and arsenal should be built in close proximity to the cathedral, in the case they need to aid each other¹⁰. The Spanish believed that there should be a fort to protect the cities in proximity to the sea. At the entrance of the harbor in St. Augustine, there has been a fortification since the first settlement. The first forts were made of wood until the technology and resources were available to rebuild it out of local coquina stone. Coquina is a type of masonry that is found naturally in the St. Augustine area. The historic city of St. Augustine still reflects these codes and regulations after more than four hundred years.

St. Augustine is currently known as the, “nation's oldest permanently occupied European settlement”¹¹. It is thought of that because the Timucan Indians were in the area before the Spanish. The Spanish occupied St. Augustine from 1565 to 1763. In 1763 the British captured the City and ruled until the Spanish took it over again in 1784. The second Spanish ruling lasted until Florida became a state in 1821¹².

The Government House

There are many layers of history within the City of St. Augustine and the Government House. The present-day Government House, located at 48 King Street in St. Augustine, Florida is still located on the original 1598 plaza. The original wooden Governor’s House was dilapidated by 1687 and needed to be rebuilt. Instead of using

wood again, the Spaniards, with help from local Native Americans, built the ground floor of the new Governor's House out of the coquina that had been quarried for the Castillo de San Marcos on Anastasia Island beginning in 1672. The second story was constructed of stone in 1713 following the destruction of the original, wooden one during a raid in 1702. It was finished on the same day of the Governor Francisco de Corcoles y Martinez's first appearance on the balcony that faced the plaza. It is said that this version of the Governor's House had a five story tower. Also, there were "sixteen stone columns with capitals supported a second-story gallery above the loggia bordering the main patio. The patio was south of the house, enclosed by a two-story wall on St. George's Street"¹³. Within the Governor's lot, there were wells, a carriage house, a couple patios for laundry, latrines, and stables¹⁴.

Following the transfer of St. Augustine from the Spanish to the English, the Governor's House went through a few notable changes including its owner. In 1763, James Grant became the governor of East Florida. He had the large openings of the Governor's House filled in with windows. He also had a large stable and coach house built on the site in 1765. During this the residence consisted of: a library, dining room, guest rooms, and a parlor for the men. This building was also used for hosting parties and events as it was an enormous and extravagantly designed structure¹⁵.

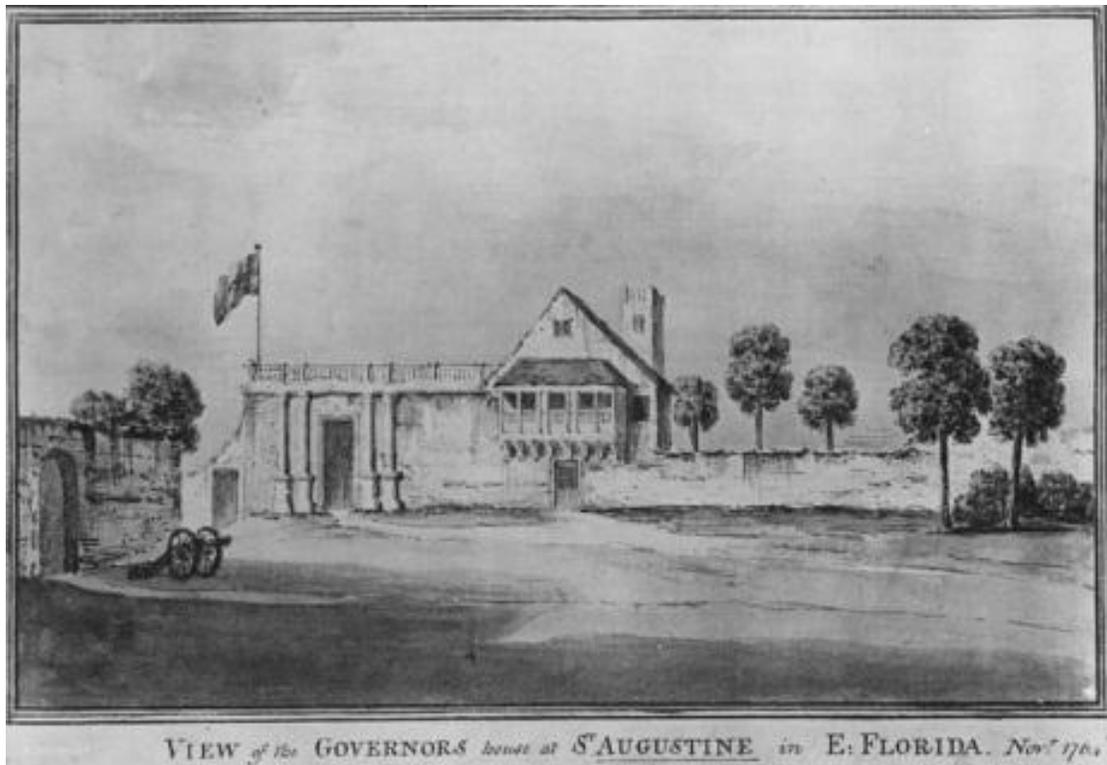


Figure 3-2. Painting of the Governor's House in the 1760s.

A hurricane hit St. Augustine in 1811 and the Governor's House sustained damage. It is said that the repairs may not have been of quality because in 1819 a visitor wrote that it was in disrepair and it was obvious that no one was taking care of the rather large structure¹⁶.

Florida became a U.S. Territory in 1821, which is the same year that the Governor's House was adapted from a residence to a government building that housed a courthouse and a post office. For a brief time in 1823 it became the Capitol of the new Territory of Florida¹⁷. It is believed when the structure became a courthouse that is when it started to be called the Government House instead of the Governor's House. The architect, Robert Mills, who designed the Washington Monument, came to St. Augustine, in 1833, to redesign the Government House. Robert Mills (1781-1855) is known as one of the first American trained architect. He worked for Mr. James Hoban

and Benjamin Henry Latrobe both architects for the United State Capitol. He was friends with Thomas Jefferson and is reported to have been hired by Jefferson to make drawings of his completed plans for Monticello¹⁸. Mills is known for designing public buildings in the Neoclassical Style. In the picture below you may be able to notice a few neoclassical details such as the many columns on the façade.

Robert Mills' plan for the Government House re-used the pre-existing structural walls¹⁹. However, he did remove the large tower, the balcony, and the two-story wall that ran along St. George Street. Mills designed the renovation while he was in Washington D.C.; he did not come to St. Augustine first. He was not aware of Spanish designs, culture or architecture²⁰. Therefore he designed the renovation based on Greek Revival Style that was popular in American at the time.



Figure 3-3. Government House after the Robert Mills renovation (1864).

Between 1834 when Robert Mills renovated the Government House and 1936 there is not much information about the use of the building or just the building. It is known that the structure was used as a courthouse and post office until 1891. The use of the courthouse ceased in 1891 but it is said that it continued to be used as a post

office²¹. There are a few post cards that show the Government House as a post office (see below). However, the photos are less than twenty years apart and have notable differences especially in the roof elevations. There were obviously changes to the structure after Robert Mills' renovations.



Figure 3-4. Government House used as a post office (dated 1906).



Figure 3-5. Postcard of the Government House (dated 1922).

The existing Government House dates to a 1930s reconstruction that was undertaken as part of the Works Progress Administration (WPA). To help address the Great Depression that followed the 1929 stock market crash, President Franklin Delano Roosevelt established the New Deal program which enacted the WPA. WPA, among other activities employed out of work architects, builders, engineers, and laborers to help the economy and put to work many people that suffered from the decline of the housing market. These professional and workers were tasked with renovating and constructing new federal buildings throughout the United States²². The lead architects for the Government House reconstruction were Mellen Clark Greely and Clyde Harris²³. The Government House was redesigned to reflect its Spanish origins. The building was erected using a mix of modern materials and technologies, such as steel framing, and traditional materials, such as the coquina and stucco façade. The balcony facing St. George's Street was recreated as well as the stone wall around the courtyard. The

interiors were substantially altered to house the United States Post Office. However, the original Governor's room was recreated to host dignitaries for significant business matters. The interior first floors were composed of terrazzo and the staircase to the second floor is made of beautiful stone with iron balustrades.



Figure 3-6. Current Government House after the 1936 WPA reconstruction.

In 1965, the post office was removed from the Government House. One year after the post office left the Government House, the Historic St. Augustine Preservation Board moved in. The City of St. Augustine's Archaeologist was also housed in the Government House until 2007. During this period, a number of changes and alterations were made to the Government House, primarily its interiors. A small museum was added to the first floor in order to showcase the historical and cultural items that the Archaeologist had unearthed in the area. Public bathrooms were also installed in the main lobby area for the many visitors. The second floor was divided up into offices for the Preservation Board to use for their daily business.

Preserving St. Augustine

There is a long tradition of grass-root preservation in St. Augustine, which helps account for its appearance today. Local officials began to focus on the preservation of the City prior to the National Historic Preservation Act in 1966. As early as 1832, the residents of St. Augustine requested for funds from the U.S. Congress to help preserve the Castillo de San Marcos fort²⁴.

Officially, St. Augustine's preservation started in 1883 with the establishment of the St. Augustine Historical Society. The Society's goal was to preserve the historic heritage of the City through research and documentation and physical work on historic properties. The first site that was purchased, preserved, and converted to a house museum by the St. Augustine Historic Society was the Gonzalez Alvarez House in 1918²⁵.

In 1924, the management of the Castillo de San Marcos fort was transferred to the National Park Service from the War Department. The National Park Service preserves the historic fort in accordance with the Secretary of Interior Standards²⁶.

Henry Flagler, co-founder of the Standard Oil Company, came to St. Augustine in the late 1880s and was an integral part of the town becoming a resort destination²⁷. He built two hotels adjacent to one another across King Street. The more luxurious Ponce de Leon Hotel currently houses Flagler College. Fondly called "The Ponce" by residents, was adapted to house Flagler College in 1963²⁸.

The State of Florida granted St. Augustine the power of eminent domain in 1937 to protect the historical resources within the historic city. In 1959, the St. Augustine Historical Restoration and Preservation Commission was established through Florida Legislation (currently called Historic St. Augustine Preservation Board). Their mission was to help preserve, reconstruct, and restore the historic city for education and the

public. In 1963, the Spanish Quarter was opened as a 1700s living museum to educate the public about life during that time. In 1970, the walled portion of the historic city was listed on the National Register of Historic Places²⁹.

In 1980, the City Commission adopted a comprehensive plan for the historic city that promotes preservation and development regulations. With the adoption of the comprehensive plan, it seems the city moved from what the locals call the “restoration” period to managing their resources³⁰. The “restoration” was initiated during the WPA era to save and reconstruct parts of the historic city. The “restoration” which was mostly a reconstruction, was mainly focused on St. George Street because it was becoming dilapidated³¹.

The State of Florida eliminated the Historic St. Augustine Preservation Board in 1997. The museums, maintenance, and management of historic properties that the preservation board was responsible for were transferred to the City of St. Augustine³².

Between 1961 and 1984, the Commission (renamed the Historic St. Augustine Preservation Board in 1968) restored, reconstructed or preserved some forty buildings within the colonial city, most of them in the blocks bounded by Fort Alley and Hypolita streets on the north and south, and between St. George and Charlotte streets. The City of St. Augustine contributed to the program's interpretive effort by limiting St. George Street to pedestrian traffic from the City Gate to Hypolita Street.³³

Government House and St. Augustine Today

Currently, the Government House contains an historic museum on the first floor (since 1991). The museum contains archaeological artifacts from the historic city as well as exhibits showcasing a variety of historic objects³⁴. Weddings and social events are also scheduled on the grounds. The balcony and Governor’s room on the second floor are used every year for the Light the Nights in November and other special events

with dignitaries. The King of Spain visited St. Augustine and spoke from the recreated balcony for the entire historic city.

Chapter 267.1735 Florida Statute (F.S.) of the Florida State Legislature was enacted in 2007. This legislature states that the University of Florida would be awarded stewardship over 34 buildings within the City of St. Augustine's Historic District. The City of St. Augustine originally was charged with stewardship of these historic structures prior to the legislation³⁵. Along with this legislation, the responsibility for maintaining and protecting these structures was issued to the University of Florida. The Facilities and Planning Department conducted a report in July 2007 of the deferred maintenance, Americans with Disabilities Act (ADA) compliance, and physical assessment of all structures under their stewardship³⁶.

One of the structures included in the 2007 report was the Government House. Of the 34 buildings that the University of Florida manages, the Government House is the largest with over 25,000 square feet. The 2007 report concluded that the Government House has many issues ranging from routine maintenance to major repairs. The repair and rehabilitation totals were estimated well over \$16 million dollars.

A strategic plan was developed in 2009 to align the goals of the University of Florida and the City of St. Augustine. Another purpose of the 2009 strategic plan was to help define how the Florida would maintain, manage, and use the 34 properties listed in the 2007 Legislative statute. During the development of the 2009 strategic plan, a Strategic Plan Steering Committee was established to involve the community of St. Augustine to discuss recommendations for the actual strategic plan. The Steering Committee included representatives from the University of Florida, St. Augustine Visitor

and Convention Bureau, Flagler College, National Park Service, and of course the City of St. Augustine³⁷.

A Direct Support Organization (DSO) formed as a result of the 2007 Legislative statute. The DSO is responsible for the physical management and historic preservation education of the allotted properties in St. Augustine. The responsibilities of the DSO include overseeing the daily maintenance issues, supervision of all aspects of the commercial retail tenants, and for the management of the UF Historic St. Augustine Inc.³⁸

After the transition of the properties to the University of Florida, many buildings will need to undergo rehabilitation to manage the deferred maintenance issues and some may need to be programmed with different uses. The Government House, being the largest of all the buildings acquired, will need the most work. Typically, a rehabilitation of this size is very in-depth and lengthy. This is the perfect time to evaluate the structure and to engage stakeholders to determine the values associated with it as well as the best use of the building. In order to effectively rehabilitate this structure to its best use, it must be determined what the stakeholders believe is significant about the structure and what they think the best way to use it is. Many building undergo rehabilitation without investigating the significance and best use and they are not utilized to the best of their ability because they were rehabilitated for a use that is not consistent with stakeholder needs. This thesis aims to investigate stakeholder views of the significance of the Government House as a first step in informing its rehabilitation and adaptive use.

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- ² Gordon, *Florida's Colonial Architectural Heritage*, 58.
- ³ Gordon, *Florida's Colonial Architectural Heritage*, 80-81.
- ⁴ Gordon, *Florida's Colonial Architectural Heritage*, 59-61.
- ⁵ Gordon, *Florida's Colonial Architectural Heritage*, 62-64.
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- ¹² Ibid.
- ¹³ Gordon, *Florida's Colonial Architectural Heritage*, 90.
- ¹⁴ Gordon, *Florida's Colonial Architectural Heritage*, 91.
- ¹⁵ Gordon, *Florida's Colonial Architectural Heritage*, 93.
- ¹⁶ Gordon, *Florida's Colonial Architectural Heritage*, 93-94.
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- ²³ Gordon, *Florida's Colonial Architectural Heritage*, 88.
- ²⁴ St. Augustine Historical Society, "St. Augustine Historical Society/Timeline." [staugustinehistoricalsociety.org](http://www.staugustinehistoricalsociety.org) (2011), <http://www.staugustinehistoricalsociety.org/timeline.pdf>.
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- ²⁸ St. Augustine Historical Society, "St. Augustine Historical Society/Timeline." *staugustinehistoricalsociety.org* (2011), <http://www.staugustinehistoricalsociety.org/timeline.pdf>.
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- ³⁰ William R. Adams, "Preserving St. Augustine," <http://colonialstaugustine.org/11.html>.
- ³¹ Ibid.
- ³² St. Augustine Government, "Historic Preservation." *City of St. Augustine*, http://www.staugustinegovernment.com/your_government/harb-arch-guidelines/3%20-%20Historic%20Preservation.pdf.
- ³³ William R. Adams, "Preserving St. Augustine," <http://colonialstaugustine.org/11.html>.
- ³⁴ City of St. Augustine, "Government House Museum," <http://www.staugustinegovernment.com/visitors/govhouse.cfm>.
- ³⁵ RS&H et al. *St. Augustine: Historic Area Strategic Plan*. Gainesville: University of Florida, 2009.
- ³⁶ Ibid.
- ³⁷ Ibid.
- ³⁸ University of Florida, "Historic St. Augustine," University of Florida, <http://www.staugustine.ufl.edu/>.

CHAPTER 4 RESEARCH METHODS

Social Science Methodology

This thesis is focused on developing a more inclusive approach to engaging stakeholders in the assessment of cultural heritage values associated with a historic site. A qualitative methodology was chosen in order to obtain more in-depth information. According to John Creswell in his *Research Design*, a qualitative research study involves “understanding the meaning individuals or groups ascribe to a social or human problem” and comprises a flexible organization approach¹. A qualitative methodology is used when a study’s focus is “difficult to define and measure.”² Qualitative studies use tools (research instruments) such as open-ended interviews, ethnographies, and observations, among others. Qualitative methodologies are typically used in the social science fields such as psychology and anthropology because these fields focus on concepts that are difficult to quantify such as one’s culture and feelings. Within the preservation field, it is difficult to define concepts such as values and significance that is one of the reasons why a qualitative approach was determined to be the best methodology to use in this study.

A mixed methods approach, using qualitative and quantitative methodologies is most often used. The qualitative approach produces in-depth data, whereas quantitative methodologies produce more measureable data. Using these two methods together can show validity within the study. With this study, qualitative research methods were used, but if it was needed a mixed method approach incorporating quantitative tools as well could be used to strengthen the case with the data that was

collected. However, it can be very difficult to take a purely quantitative study and analyze the data to interpret it qualitatively.

There are a number of heritage specialists and scholars using social science or qualitative methodologies to assess cultural heritage resources. Anthropologist Setha Low³ and Preservation expert Jeremy Wells⁴ assert that qualitative methodologies are useful in determining how a heritage site should be assessed and maintained. Setha Low, in *Anthropological-Ethnographic Methods for the Assessment of Cultural Values in Heritage Conservation*, discusses a qualitative methodology, Rapid Ethnographic Assessment Procedures (REAP). REAP uses a “number of methods selected to produce different types of data from diverse resources that can be triangulated to provide a comprehensive analysis of the site.”⁵ In Low’s REAP they use trace and behavioral mapping, many types of interviews, and observations to assess a heritage site to determine how the stakeholders value it. These professionals are using these social science methods to involve as many stakeholders in the valuation process as possible. Social science methodologies help ensure the researcher receives in-depth and rich data.

For the data collection, this study was divided into two groups. The first group was the “expert” stakeholder group from the University of Florida and the City of St. Augustine. The term “expert” stakeholder (for the purposes of this study) is defined as an expert within the heritage conservation field such as an archaeologist or preservation specialist with a working knowledge of the heritage site under study or they are a primary decision-maker for the heritage site under study. These stakeholders were chosen because they all played a role in the stewardship transfer of the St. Augustine

properties and they were self-chosen in that they were the individuals that responded to the request.

. Sommer and Sommer describe semi-structured interviews as asking questions in a different order or even “changing the wording or sentence structure to better fit the respondent or the situation.”⁶ Semi-structured interviews were chosen because there was the opportunity to have in-depth interviews and explore any unanticipated outcomes. At the end of the interview there was also an opportunity for interviewees to add any additional thoughts or ideas that were not covered in the interview. The second group is referred to as the “non-expert” group who are residents or visitors of St. Augustine, FL. They were asked similar but shorter questions from a questionnaire at random outside of the Government House. Short questionnaires were chosen because people get fatigued and lose interest if the questionnaire is too long.⁷ This group type was chosen because the researcher wanted to involve as many as the stakeholders as possible in the process. This group also offered an alternative viewpoint to the expert group.

Expert Stakeholder Group:

This study was part of a larger project to determine and test an appropriate new use for the City of St. Augustine Government House. The summer of 2010 the State of Florida physically assigned stewardship of over those thirty buildings to the University of Florida from the City of St. Augustine, Florida. The Interior Design Department at the University of Florida was tasked to create adaptive use plans for the Government House as part of a studio project. The main concept was that the building’s use would be a joint research center for St. Augustine and the University of Florida. This research

center would be interdisciplinary; meaning, many different colleges from the University of Florida would have access as well as Flagler College in St. Augustine.

This studio project was directed by Morris Hylton III and was conducted in the fall of 2010. There were two graduate student assistants; Pamela Cotera and Blair Mullins (researcher). The studio class was composed of undergraduate Interior Design juniors. This junior level studio teaches an evidence-based design solution that includes research center description, pre-design research outcomes, building program, schematic ideas, and a description of model research framework with recommendations for future improvement and implementation.

During the time period between September 2010 and March 2011, the previously mentioned studio class in collaboration with the City of St. Augustine used an Action Research⁸ model to identify needs and probable uses, develop a program, and prepare exploratory designs for the adaptive use and rehabilitation of the Government House in St. Augustine using sustainable design and construction methods. The use of sustainable design and construction methods was necessary because the University of Florida, in 2001, implemented a rule that any renovation or new construction must comply with Leadership in Energy and Environmental Design (LEED) standards⁹. The goal for this project was to use the information collected and assembled during the pre-design research phase to develop recommendations for the adaptive use and rehabilitation of the Government House.

There were many important aspects of the studio project such as site analysis and pre-design research methods which included benchmarks, building analysis, and code compliance. One of the most important aspects was interviewing “expert” stakeholders

involved in the acquisition of the properties to determine how these stakeholders valued the Government House and what they believed to be the best use for the structure. Expert stakeholders were interviewed as part of this study. This was the first group to be interviewed. After the data was reviewed and analyzed then the “non-expert” or visitor/resident group questionnaire was developed and administered.

Details and Interview Results:

Typically the preservation “expert” determines or assigns significance to historic sites through the examination and analysis of archives, deed research, and histories, etc.¹⁰ In that process, a limited number of stakeholders or building users are usually involved in the process. In this study, the researcher involved a broad range of stakeholders to assess the value of the City of St. Augustine’s Government House to determine the best use of the building. In the first phase of the research there were nine expert stakeholders interviewed from the University of Florida. There were eight expert stakeholders interviewed from the City of St. Augustine. These stakeholders were either key decision makers or experts in the preservation of St. Augustine’s heritage.

There were two separate interview questionnaires; one for University of Florida stakeholders and one for the City of St. Augustine stakeholders. The only difference between the two interview packets is that each one was tailored to that particular group. For example, the University of Florida interview asked “What types of activities has your College/ Department/ Unit undertaken in St. Augustine?” That question would not be applicable to St. Augustine stakeholders. One question asked on the St. Augustine interview sheet was, “What types of activities and events has the City of St. Augustine

held in the building?” University of Florida stakeholders may not know of any events because they do not live in the city.

There were a total of seventeen expert stakeholders interviewed in this study. These interviews were held in various places such as offices in Gainesville and St. Augustine, coffee shops, and other similar places over a number of months in late 2010 and early 2011. In the beginning of the interview, the stakeholders were asked about their backgrounds and what experience they have in their current/former positions. After the basic questions were answered they were asked about what they thought of the socio-cultural values of the Government House. The interview form gave them four categories they could discuss:

Historical (i.e. What aspect of history does the building represent? Spanish-Colonial period? WPA and 20th-Century Reconstruction?)

Cultural / Symbolic (i.e. What aspects of culture does the building symbolize, such as civic pride? Is it associated with traditional community events, such as ceremonial locking of the gates?)

Social (i.e. How does the community and others-local or otherwise- use the building today?)

Aesthetic (i.e. How would you describe the style and design of the building? Does it represent St. Augustine? Do you think the architecture contributes to the significance of the building?).

These four socio-cultural values were chosen after a review of recent literature including Randall Mason's article, *Assessing Values in Conservation Planning: Methodological Issues and Choices*¹¹. His article described values typically assigned to historic structures by an array of stakeholders.

Directly after that question, they were asked which socio-cultural value they felt was the most significant out of the four they were presented with. Next, they were asked

a few questions about the University of Florida's involvement with the Government House and St. Augustine in general. Lastly, they were asked to describe what they felt and thought the best use of the Government House should be.

Non-Expert Stakeholder Group:

After the first phase, the researcher developed a separate, more concise questionnaire appropriate to the initial semi-structured interview. In order to ask the resident and visitor group how they viewed the socio-cultural values of the Government House (while standing near the physical structure) the questionnaire needed to be shorter and easier for people, not familiar with typical preservation terms, to understand as well as to avoid fatigue and boredom. This portion of the study was conducted in November 2011 and January 2012. The purpose of this second phase in the study was to compare how the "experts" valued the Government House and how "non-experts" (resident and visitors) valued it as well as help determine the best use of the structure. The reasoning comes back to the idea about changing our idea of how we assess our cultural heritage to be more inclusive and involve as many stakeholders in the decision making process as possible. The researcher chose to ask random people near the physical structure because she felt that if they were near the building they may know it, use it, and have an attachment to it.

The University of Florida requires all students to go through an internal review board (IRB) process if they are conducting research with human subjects. The researcher was required to fill out forms describing the questionnaire, submit a copy of the questionnaire, submit any handouts the participants would be given, and develop an informed consent form for the participants. All of these forms were required for approval to conduct the random questionnaires (see Appendix G).

Informed consent forms tell the participant about the study and whether or not there is any compensation involved. Normal IRB informed consent forms require the participants to read it, sign, and return to the researcher. In the case of this thesis, the researcher understood that most people do not feel comfortable signing their name on a form from a stranger. IRB approved the consent form without having to require the participants to sign it because there was no compensation or contact involved. This step was particularly helpful to the researcher because people were not put off by having to sign anything and were comfortable answering questions.

In addition to the questionnaire, the researcher developed a handout with quick facts about the Government House on one side in case a participant was not familiar with the structure. On the other side of the handout, the researcher developed a type of photo elicitation to help describe the four socio-cultural values the questionnaire was focusing on. Photo elicitation is described by Douglas Harper¹²,

The parts of the brain that process visual information are evolutionarily older than those that process verbal information. Thus images evoke deeper elements of human consciousness than words do; exchanges based on words alone utilize less of the brain's capacity than do exchanges in which the brain is processing images as well as words.

The idea to use photo elicitation was introduced to the researcher by a dissertation, "Place Attachment, Power Mechanisms, Landscape Valuation, and Attitudes Toward Protected Area Management of Everglades National Park, Florida"¹³. In the dissertation the writer discusses the importance of photo elicitation in the research they conducted. The participants were asked to bring any photos they took of their experiences with the area in question. During the interview they were asked to communicate the importance of the photos and what the image meant to them. With this, the participants were able to recollect past experiences within the area. Discuss the meaning those experiences

held on them. It was a way to get more in-depth discussions on the meanings of the site/landscape.

For this thesis, the researcher understood that the “non-expert” group would probably need help understanding the meanings and definitions of the socio-cultural values they were asked to discuss. With this understanding, the back of the hand-out was designed to have example pictures of each value and key words/examples to help the participants understand the meanings of those values.

Thirty people were questioned over two separate trips to St. Augustine. First the random participants were asked if they were familiar with the Government House and what they knew about it. If they were not familiar and did not know much about the building, the researcher handed them the consent form for them to read and the handout about the Government House. After they read a little the researcher asked questions about their residency and how often they came to the area. After they digested the information the researcher asked if they thought the Government House was important and why. Then the researcher pointed to the photo elicitation side of the handout and asked which one of the values they thought was most significant out of the four, why, and the least significant? The last question the researcher asked was what they thought would be the best use of the Government House.

In conclusion, this research study employed qualitative methods and tools to assess a broader range of heritage values. Phase one of this thesis involved pre-design research with interior design students which consisted of researching the structure, determining the character defining features, determining ADA accessibility requirements, and presenting the research and designs to the stakeholders involved.

Also, a key element in phase one was the interviewing of the expert stakeholders to determine how they valued the Government House and what they felt the best use of the building should be. Phase two consisted of analyzing the pre-design research and determining what questions were beneficial to the study and creating a more efficient questionnaire that random people on the street could understand. Another final element to phase two was obtaining thirty random participants to answer the “non-expert” questionnaires in St. Augustine at the Government House.

¹ John Creswell. The Selection of a Research Design. In *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches*. Lincoln: Sage Publications, 2009: 4.

² Richard Sommer and Barbara Sommer. *A Practical Guide to Behavioral Research*. New York: Oxford University Press, 2002: 220.

³ Setha Low, “Anthropological-Ethnographic Methods for the Assessment of Cultural Values in Heritage Conservation,” in *Values in Heritage Conservation*. Los Angeles: The Getty Conservation Institute, 2000: 31-49.

⁴ Jeremy Wells, “Authenticity in more than one dimension: reevaluating a core premise of historic preservation,” in *Forum Journal*, 2010: 37-41.

⁵ Setha Low, “Anthropological-Ethnographic Methods for the Assessment of Cultural Values in Heritage Conservation,” in *Values in Heritage Conservation*. Los Angeles: The Getty Conservation Institute, 2000: 37.

⁶ Richard Sommer and Barbara Sommer. *A Practical Guide to Behavioral Research*. New York: Oxford University Press, 2002: 116.

⁷ Richard Sommer and Barbara Sommer. *A Practical Guide to Behavioral Research*. New York: Oxford University Press, 2002: 141.

⁸ Action Research uses research methods to engage stakeholders in the process to help facilitate change.

Ferrance, Eileen. *Themes in Education: Action Research*. Providence: Northeast and Islands Regional Educational, 2000.

⁹ Bowe, Kristen. “Five more UF buildings receive LEED certification for high sustainability.” *University of Florida News*, March 24, 2010, <http://news.ufl.edu/2010/03/24/leed-buildings/>.

¹⁰ National Park Service. “National Register of Historic Places Program: Fundamentals.” http://www.nps.gov/nr/national_register_fundamentals.htm

¹¹ Randall Mason. “Assessing Values in Conservation Planning: Methodological Issues and Choices.” In *Assessing the Values of Cultural Heritage*, 2002: 5-30.

¹² Harper, Douglas. “Talking About Pictures: a Case for Photo Elicitation.” *Visual Studies*, 2002: 13-26.

¹³ Bustam, Tinelle Dallas. *Place Attachment, Power Mechanisms, Landscape Valuation, and Attitudes Toward Protected Area Management of Everglades National Park, Florida*. Dissertation, Gainesville: University of Florida, 2009.

CHAPTER 5 ANALYSIS OF DATA RESEARCH

The purpose of this study was to aid in developing a more inclusive approach to assessing cultural heritage values. In order to improve the value assessment process of historic structures, it may be necessary to involve a wide range of stakeholders in the process. This thesis aimed to accomplish this by interviewing “expert” stakeholders from the University of Florida and St. Augustine. This “expert” group is commonly involved in the valuation process. However, in this thesis, another stakeholder group was added to make the process more inclusive. The second stakeholders were a group of thirty “non-expert” stakeholders who were either residents or visitors from St. Augustine. The “expert” group was interviewed first in Phase One and the “non-expert” stakeholder group was questioned in Phase Two.

Phase One: Data Discussion

During Phase One of the study, there were eight key stakeholders from both the University of Florida and the City of St. Augustine identified for a total of sixteen key stakeholders. These individuals participated in semi-structured interviews conducted by either, graduate student Blair Mullins or Assistant Professor Morris Hylton III. The sixteen key stakeholders were identified because they were familiar with the heritage resources of St. Augustine; including the Government House.

The interview questions for the University of Florida key stakeholders were developed first. After the University of Florida key stakeholder’s interviews were complete, the St. Augustine interview questions were developed and conducted. The difference between the two interview questions were essentially the same except they had to be modified to reflect the separate audiences.

Since the initial question focused on the socio-cultural values associated with the Government House:

First, we want to ask you about your views on the significance and socio-cultural values associated with the Government House

Historical (i.e. What does the Government House embody for people? Spanish Colonial period? English burning of city? 20th-Century Reconstruction?)

Cultural / Symbolic (i.e. How does the Government House represent St. Augustine?)

Social (i.e. Does the community use the building? Is it considered a public building?)

Aesthetic (i.e. Does the scale and style of the Government fit in with the rest of the city?)

Overall, all of the “experts” agreed that the Government House was highly significant.

All sixteen stakeholders agreed that the *historical* and *cultural/symbolic* values associated with the Government House were highly significant. There were two people from the University of Florida stakeholder group thought that the *social* value associated with the Government House was not a primary significance and another university stakeholder thought the Government House was not really a social place. Seven out of the eight St. Augustine stakeholders thought that the *aesthetic* value was not one of the primary values associated with the Government House. Four out of the eight University of Florida stakeholders thought that the *aesthetic* value was not one of the primary values associated with the Government House. Overall, eleven out of sixteen of the “expert” stakeholders thought that the *aesthetic* value was not one of the primary values associated with the Government House.

Every single “expert” stakeholder from St. Augustine thought the *cultural/symbolic* value was the most significant of the four values discussed during the interview. Five of

the eight University of Florida stakeholders thought the *cultural/symbolic* value was the most significant of the four values discussed during the interview. The other four of the university stakeholders thought the *historical* value was most significant values associated with the Government House. Overall, when asked what they think the best use for the Government House, the St. Augustine “expert” stakeholders all mentioned a variety of community uses, visitor center, and academic uses. There was a strong feeling of keeping the Government House open for social events for the community. A conference public space was mentioned on numerous occasions.

Table 5-1. “Expert” stakeholder opinions

Socio-Cultural Values	Most Significant Value	Not Primary Significance
Historic	3	0
Cultural/Symbolic	12	0
Social	0	2
Aesthetics	0	11

The University of Florida “expert” stakeholders were aligned with the St. Augustine stakeholders when discussing the best use for the Government House. Most participants talked about academic use and public access/social events as being the most significant use for the Government House. A couple of the university stakeholders mentioned a need for a small conference center as did the St. Augustine stakeholders.

It seems after analyzing both the responses from the University of Florida and St. Augustine stakeholders that most agree the Government House is extremely significant and the *cultural/symbolic* socio-cultural value is the most significant. These stakeholders understand that Government House is not just an old building but it symbolizes St. Augustine. The city is the oldest European settlement in the United

States. St. Augustine's history is extensive and layered as embodied by the Government House.

Phase Two: Data Discussion

Phase two was completed approximately four months after phase one. Phase two involved the researcher standing near the physical building of the Government House and asking random people to participate in the questionnaire. The researcher asked the questions while another graduate student, Clarissa Carr, wrote the answers down. It should be explained that St. Augustine is considered a tourist town. The Government House is located in the heart of the tourist area. That is mostly why the researcher decided to provide an informational handout to the participants of the second phase because they may not be familiar with the Government House. If the participants stated that they were not familiar with the structure, the researcher would read off a few of the facts from the informational handout about the Government House to familiarize them. After the researcher conveyed the facts, she would ask the participants if they thought the Government House was significant and why. After the researcher questioned a couple tourists/visitors and relayed the facts from the handout, she noticed that their answers may have been influenced by the handout instead of their own opinions. Although the opinions of visitors were not discounted, the decision was made, given the time limitations of the study, to focus on year-round and seasonal residents with more familiarity with the Government House.

Overall, thirty people participated over two weekends; one weekend in November 2010 and one weekday in January 2012. All of the thirty self-selected "non-experts" questioned were of Caucasian descent and there were fifteen men and fifteen women. The age range of the women were almost evenly distributed however, the males

questioned were mostly in their twenties, thirties, and forties. There was only one male in his sixties and one in his fifties (these age ranges are approximate).

The participants were asked basic demographic questions and then they were asked if they thought the Government House was significant. The participants were then asked which socio-cultural value (from the handout) was most important and which was the least important, in terms of the Government House. The table below displays their answers.

Table 5-2. “Non-Expert”-most significant socio-cultural value

Historic	Beauty	Social	Symbolic
Total=18	Total=5	Total=2	Total=3
Female=9	Female=3	Female=1	Female=0
Male=9	Male=2	Male=1	Male=3

Table 5-3. “Non-Expert”-least significant socio-cultural value

Historic	Beauty	Social	Symbolic
Total=1	Total=2	Total=14	Total=7
Female=0	Female=0	Female=6	Female=4
Male=1	Male=2	Male=8	Male=3

One participant did not answer the least significant socio-cultural value question. One participant walked away for the least significant socio-cultural value question. Three participants thought every value was significant, so they did not answer the least significant question. The last question that the “non-expert” participants were asked was focused on the best use for the Government House. They were asked: *What do you think would be the best use for this building considering the most significant value you chose?* Their answers are compiled in the table below.

Table 5-4. “Non-Expert”-best use for the Government House

Best Use
Visitor Information/Tourism=5
Social/Community Use=10
Government Presence/Civic Use=1
Museum=8
“Something” Historic=1
Hotel=1
Current Use=6
Art Exhibit=1
No Opinion=2

A few of the participants specified more than one use for the building and those are noted in the above table as well.

In light of the information collected, the majority of the “non-expert” stakeholders identified that the *social* value was least significant even though the majority believed that the building should be used for community and social events. This result is contradictory. It seems that the “non-expert” stakeholders might not understand “social” significance or how they value the structure but they knew how they wanted it used.

Another interesting detail that came from the data collection was that many of the “non-experts” were not that knowledgeable about the Government House even though they lived in St. Augustine for many years. Despite this lack of knowledge about the building, they still had an attachment to it and had strong feelings on how it should be used. It was obvious that the “non-experts” felt that the building was significant even though they were unfamiliar with its history and function.

The *historic* value was overwhelmingly chosen as the most significant value out of the four values presented to the participants, with eighteen out of thirty responses. The *beauty* value was next in the most significant value chosen, with five out of thirty responses. As stated previously the *social* value was the highest chosen as the least significant value with fourteen out of thirty responses. The *symbolic* value was next in the highest chosen for the least significant value with seven out of thirty responses. It could be understood that the “non-experts” value the *historic* aspect of the Government House even though they were not that familiar with its history or function.

Stakeholder Groups Combined

Overall, most of the people that were either interviewed or questioned had strong feelings about how the building should be used. The general consensus between both “expert” and “non-expert” groups were that the building should continue to be open to the public and the community of St. Augustine. Most of the “expert” group further added

that the second floor should be used for academic purposes in addition to the first floor being used for the public/community and social events. There seemed to be an understanding between the members of the “expert” group that the University of Florida and the community of St. Augustine should work together and use the building to further both stakeholders’ goals.

One detail that should be noted is that as a whole, the “expert” stakeholder group all felt that the Government House is one of the most significant buildings in St. Augustine. The “non-expert” stakeholders were not nearly as familiar with the structure as the “expert” group even though some of the “non-experts” had lived in St. Augustine for years and the University of Florida stakeholders did not even live in the city. This may suggest that the layers of history and the functions of the Government House should be advertised and promoted for community and tourist knowledge and enjoyment. Another outcome of the data collection is that the Government House needs better signage in order to interpret people what the purpose is, especially if the structure is used for public use.

After analyzing both the “expert” stakeholder group and the “non-expert” stakeholder groups, it is obvious the two groups are not aligned in their evaluation of the Government House. The “expert” stakeholder’s responses revealed that the *symbolic* value is the most significant. The “non-expert” stakeholder’s data collection revealed that the *social* value is the most significant. This confirms that all voices should be heard during the valuation process or important views may not be apparent.

CHAPTER 6 CONCLUSION

The current discipline and practice of preservation in the United States utilizes a fabric-based approach to assess the value of cultural heritage resources. However, it is becoming increasingly more common for professionals within the field, and in allied fields, to explore a more values-centered approach. Using a more values-centered approach helps identify the wide array of values affiliated with a site by a large range of stakeholders. When a preservation professional assesses a historical site, one of the first steps is to determine if building materials are authentic and how old they are. With a values-centered approach, the site is assessed differently. The first step is not to try to determine what part of the site is authentic; it is trying to determine why the site is valued by users and by a community. A more values-centered approach is not concerned with authenticity as much as it is concerned with what values make a place special to the people that use it, appreciate it and care for it. This idea is illustrated by Barbara G. Anderson, she talks about a particular reconstruction of a church at Baker University in her book chapter, *The Importance of Cultural Meaning in Defining and Preserving a Sense of Place*¹. This chapter discusses how Baker University reconstructed a church from the United Kingdom instead of building an entirely new worship center. Anderson describes the situation perfectly,

The message this story holds for preservationists is that the Baker University community values the chapel as a part of their community. By reconstructing the chapel, Baker University met a practical need for a place of worship. More importantly, as opposed to new construction, the reconstructed chapel is imbued with cultural meaning that supports their sense of place.²

The chapel, even though it is not the original, is still extremely significant to the Baker University community. Values assigned to heritage sites by stakeholders can be detached from its authenticity and “integrity”.

Typically, American preservation professionals use the National Register of Historic Places criteria³ for evaluating a historic resource. These criteria, however do not address the values-centered approach that is discussed in this thesis. The criteria only recognize resources that were either designed, built, or occupied by a famous person, able to provide prehistory information, or contribute to an understanding of America’s history. Purposefully broad, these criteria do not address social significance, cultural significance, among others, or whose history is important.

This study proposes a more inclusive approach to assessing cultural heritage values associated with the Government House of St. Augustine. By including a wide range of stakeholders and asking what they thought was significant about the Government House it was discovered that the building is not only significant because it is historic but it is also culturally/symbolically significant. A typical preservation professional would probably first determine that the Government House was historically significant, that is the most apparent value. However, this thesis probed the stakeholders and determined that historical was not the only value that is associated with the Government House, cultural/symbolic was also important. The cultural/symbolic significance of the Government House really reflects the entire history, evolution, and use of the building. Throughout its history, people congregated there to discuss daily life and the happenings of the town. It was also determined that the Government House is symbolically important to the stakeholders because of what the

building symbolizes; the civic pride of the community and an anchor for the city. There has always been a civic use on this site that dates back to the settlement of the Spanish in the 1500s. This seems to be reinforced by stakeholders.

There was one issue that should be considered and explored. The resident/visitor group chose the social value as the least significant value. This outcome is unanticipated because they chose a social use for the structure. This may seem contradictory, however, it may indicate also that the resident/visitor group did not understand the values question or they did not understand how they felt about the building until it was put into a tangible context. They may have needed to first think about how the building is used and then think about the values associated with it.

An overall theme that was not anticipated at the outset of this study was that many St. Augustine residents did not know much about the Government House at all. Some of them had never gone inside the building. Even though they did not know much about the structure, they still had a strong connection with it and wanted it to be open and used for community occasions and events. This may be contributed to its prominent location on the historic plaza.

From the data that was collected, it was determined that the intangible social and civic significance was one of the most, if not the most significant value associated with the Government House by both stakeholder groups. This thesis proves that a more inclusive approach to assessing cultural heritage values results in a more detailed understanding of the structure and how people truly value it. Even though the resident/visitor group did not chose social as the most significant value, they chose it as the best use for the building which means they do actually appreciate it as a value

associated with the Government House. Without this study it may not have become apparent that the building users and stakeholders want the building to be used for the community of St. Augustine for social events and occasions.

Limitations

There were limitations to this study. First, the “expert” stakeholders that were chosen were extremely knowledgeable about the Government House and St. Augustine. This is not always the case. Usually the expert is hired to write a National Register nomination and may not be familiar with the site but they are familiar with the nomination process.

A second limitation to this study was that St. Augustine is a tourist city and while collecting data, the researcher gave many visitors the questionnaire but some did not have any knowledge or connection with the site in question. That made it difficult to use the questionnaires because those participants may not have fully understood the values they assigned.

Thirdly, there are always challenges and difficulties associated with conducting research in a public venue; engaging self-selected subjects, and administering questionnaires.

The photo elicitation handout may have been a little difficult for the resident/visitor group to understand. It may have been better to have numerous pictures for each value instead of just one so the participants get a better understanding of the definition. Also, the historic photo was a little grainy and some may have thought it was a bad picture and not chosen it because they thought they were making their decision based on the photos. It is recommended that if photo elicitation is used in the

future, that the pictures be high quality and there be at least two or more for each value with a detailed description for each term.

Lastly, there is an issue that many of the resident/visitor group did not know a whole lot about the Government House. If the participants did not really know about the building, they read the informational handout about the Government House, which influenced and limited their answers. Once the researcher identified this issue, only residents with familiarity of the Government House were chosen. With the amount of residents and visitors that were unfamiliar with the Government House it may be appropriate for the University of Florida and the City of St. Augustine to develop a way to engage this stakeholder group and educate them about this important structure. One way may be to have signage on the actual building that stands out and could be read by the people passing by.

Future Recommendations

This thesis can be considered a first step in the process of an Action Researchⁱ study where an actual change is accomplished. This thesis involved two groups of stakeholders to determine the values associated with the Government House and to determine the best use of the structure. The next step to this study would be to revise and continue with the questionnaires and include more stakeholders such as other residents in the city that may not visit the Government House very often. It was determined that all stakeholders involved agreed that the Government House should continue to be open and available to the St. Augustine community and general public for social events.

ⁱ See list of definitions for action research.

The data collection process determined that all stakeholders who were interviewed believed that either the historical and social values are the most significant values associated with the Government House. This information could help determine how the building will be used in the future. For example, the museum (that is already located in the building on the ground floor) could be updated to reflect the history and story of the Government House as well as the City of St. Augustine. Social was another value that was defined as significant. Using this information, the Government House could continue to be used as an event space for the public including weddings, conference type procedures, and parties. A small coffee shop or café installed on the ground floor utilizing the attached courtyard could also be a way to sustain the social aspect that was identified as significant to the stakeholder groups.

Another item that may be addressed at a later date would be to mail a survey to the people that live in the area surrounding the Government House. A mail out survey could reach a broader range of stakeholders that may not visit the plaza on a regular basis. Sommer and Sommer in *A Practical Guide to Behavioral Research*⁴, suggest using mail surveys to reach a large amount of people as well as a way to keep travel costs down. A mail out survey would also give participants time to contemplate their answers and offer more thoughtful responses. A mail out survey may also provide a larger sample size, helping improve reliability.

Overall, more focus by the heritage professionals on involving a wider range of stakeholders in the process of evaluating historic resources is highly suggested. Also, using a more values-centered approach in combination may yield a richer, more diverse interpretation of the site. This approach is justified by the results of this study.

¹ Barbara G. Anderson, "The Importance of Cultural Meaning in Defining and Preserving a Sense of Place" in *Preservation of What for Whom?*, ed. Michael Tomlan (Ithaca: The National Council for Preservation Education, 1998) 127-135.

² Ibid.

³ National Park Service. "National Register Bulletin: How to Apply the National Register Criteria for Evaluation." http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_2.htm.

⁴Richard Sommer and Barbara Sommer. *A Practical Guide to Behavioral Research*. New York: Oxford University Press, 2002: 147-148.

APPENDIX A
INTERVIEW SHEET FOR UNIVERSITY OF FLORIDA STAKEHOLDERS

**Adaptive Use and Rehabilitation of Government House
St. Augustine, Florida**

**Interview Questions
University of Florida Stakeholders**

Name: _____

Gender: _____

College / Department: _____

Position: _____

Number of years in position: _____

What are your primary responsibilities?

First, we want to ask you about your views on the significance and socio-cultural values associated with the Government House

1. Historical (i.e. What does the Government House embody for people? Spanish Colonial period? English burning of City? 20th-Century Reconstruction?)
2. Cultural / Symbolic (i.e. How does the Government House represent St. Augustine?)
3. Social (i.e. Does the community use the building? Is it considered a public building?)
4. Aesthetic (i.e. Does the scale and style of the Government fit in with the rest of the city?)

What is your vision for UF's involvement at St. Augustine

1. Programming (i.e. Classes, lectures, community planning/design charettes)
2. Use of Buildings

What types of activities has your College / Department / Unit undertaken in St. Augustine?

Now, we want to ask you about your thoughts on the types of activities the University of Florida might undertake in St. Augustine

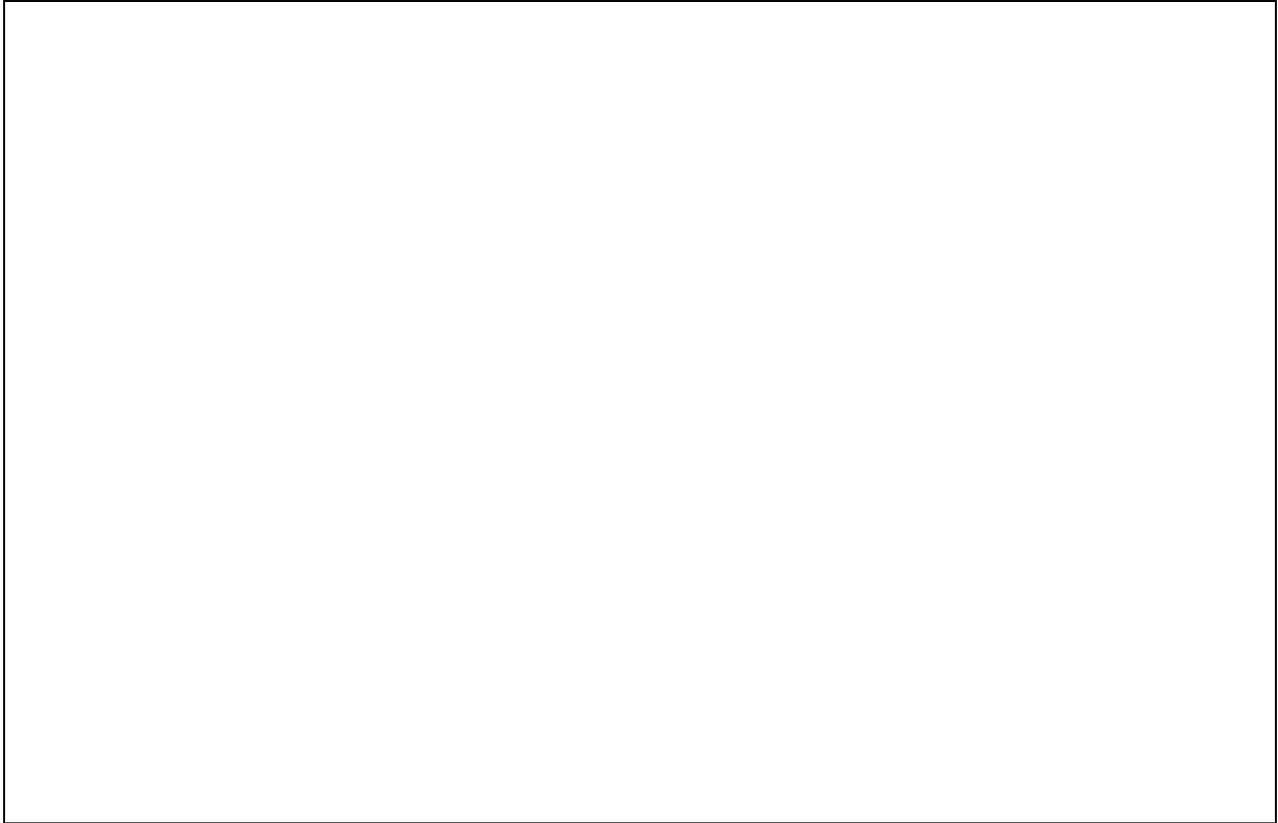
1. Research
2. Teaching
3. Service
4. Other

**Now, we want to ask you about your thoughts on how the University of Florida
can best use the Government House building to support its activities in
St. Augustine**

1. Learning spaces (lecture spaces, seminar rooms, studios, laboratories, etc.)
2. Archives for St. Augustine materials
3. Offices and Meeting Spaces
4. Rental Spaces for Revenue
5. Others

**How do you think the Government House can more effectively
be used by the community of St. Augustine?**

Would you like to add any additional comments about the adaptive use and rehabilitation of the Government House as a University of Florida and St. Augustine Research Center?

A large, empty rectangular box with a thin black border, intended for providing additional comments or responses to the question above.

APPENDIX B
INTERVIEW SHEET FOR ST. AUGUSTINE STAKEHOLDERS

**Adaptive Use and Rehabilitation of Government House
St. Augustine, Florida**

**Interview Questions
St. Augustine Stakeholders**

Name:

Gender:

Affiliation:

Position:

Number of years in position:

What are your primary responsibilities?

First, we want to ask you about your views on the significance and socio-cultural values associated with the Government House

Do you consider the Government House a *significant* building? If yes, why?

1. **Historical** (i.e. What aspect of history does the building represent? Spanish Colonial period? WPA and 20th-Century Reconstruction?)
2. **Cultural / Symbolic** (i.e. What aspects of culture does the building symbolize, such as civic pride? Is it associated with traditional community events, such as ceremonial locking of the gates?)
3. **Social** (i.e. How does the community and others-local or otherwise- use the building today?)
4. **Aesthetic** (i.e. How would you describe the style and design of the building? Does it represent St. A? Do you think the architecture contributes to the significance of the building?)

Rank Socio-Cultural Values:

Historical_____ Cultural/Symbolic_____ Social_____ Aesthetic_____

What is your vision for UF's involvement at St. Augustine?

1. Programming (i.e. Classes, lectures, community planning/design charettes, etc.)
2. Use of Buildings

Now, we want to ask you about your thoughts on the types of activities the University of Florida might undertake in St. Augustine?

1. Research
2. Teaching
3. Service
4. Other

What types of activities and events has the City of St. Augustine held in the building?

How do you think the Government House can more effectively be used by the community of St. Augustine?

Would you like to add any additional comments about the adaptive use and rehabilitation of the Government House as a University of Florida and St. Augustine Research Center?



APPENDIX C
EXPERT STAKEHOLDER MATRIX

Name	Title	Do you consider the Government House significant?	Is the G.H. historically significant?	Is the G.H. cultural/symbolically significant?	Is the G.H. socially significant?	Is the G.H. aesthetically significant?	What is the most significant social value?	What is the best use for the G.H.?
Tracey Upchurch-	Professor at Flagler College	<u>Yes-</u> The G.H. location is amazing.	<u>Yes</u>	<u>Yes-</u> The Spanish Royalty connection. During the Civil rights era the protestors felt the grounds were an oasis; it was federal property.	<u>Yes-</u> The public should be able to access the building.	Not the primary significance.	Symbolic	Tourists, Museum, Public Space
Nancy Sikes-Kline-	City Commissioner for St. Augustine	<u>Yes</u>	<u>Yes</u>	<u>Yes-</u> The relationship with the plaza is significant, it is the head of the west end. The community is a seat of power. The G.H. is the "core" of the plaza.	<u>Yes-</u> The civic use should continue.	<u>Yes-</u> The G.H. architecture is important.	Symbolic	Civic use, Public Space, 2nd Floor UF Academia
Leslie Keys-	Professor at Flagler College and Ph.D student (UF)	<u>Yes</u>	<u>Yes</u>	<u>Yes-</u> The plaza is symbolic of the city. The visit of the Spanish Royalty was very significant.	<u>Yes</u>	<u>No-</u> The site is more significant than the building.	Symbolic	Academia, Workshops, Group Gatherings
Leanna Freeman-	Vice Mayor for St. Augustine	<u>Yes-</u> The current government connection is significant.	<u>Yes</u>	<u>Yes-</u> The civic use is important. The visit of the Spanish Royalty was significant.	<u>Yes</u>	Not the primary significance.	Symbolic	200 person venue and collaboration between Flagler, City, and UF
John Regan-	St. Augustine City Manager	<u>Yes</u>	<u>Yes</u>	<u>Yes</u>	<u>Yes-</u> Weddings are a big part of the G.H. as well as a public use.	Not the primary significance.	Symbolic	Public Venue and Public Space

Name	Title	Do you consider the Government House significant?	Is the G.H. historically significant?	Is the G.H. cultural/symbolically significant?	Is the G.H. socially significant?	Is the G.H. aesthetically significant?	What is the <u>most significant</u> social value?	What is the <u>best use</u> for the G.H.?
Ed Poppel	Vice President of Business Affairs (UF)	<u>Yes-</u> Significance is inclusive to access. The location of the G.H. is important. The Post Office period was least significant period.	<u>Yes-</u> It is an old building, 1710 remnant, and it is part of the old city plan. WPA period has some significance. The G.H was the capital of the state of Florida for a few days.	<u>Yes-</u> Renaming would upset a lot of people but name may not be as significant. In St. A the G.H. is everything. It has historic placement in the city plan.	Not the primary significance.	<u>No-</u> The building looks old and nice when it is cleaned up. Coquina may not be the main material. Externally, the building is not impressive; internally it is not consistent.	Symbolic	Meeting Space, Tourism, and Museum or similar use
Roy Graham-	Director of Historic Preservation Program (UF)	<u>Yes-</u> The G.H. is the center piece of St. A; physically and culturally. It may not be an authentic reconstruction.	<u>Yes-</u> The G.H. has always been the key focus of city for public life.	<u>Yes-</u> The G.H. is very symbolic-it was the place where the king speak to the community and can be considered a key element.	<u>Yes-</u> During the Post Office period it was the center of communication for the community.	<u>No-</u> It is an example of Mediterranean Revival. It is more 20th century not Spanish colonial.	Symbolic	Preservation student work area; collaborative with City, Flagler, and UF
Dixie Neilson-	Assistant Director of Museum Studies (UF)	<u>Yes-</u> The building is vastly under used. One of the few that isn't reconstructed. It was an actually a functioning building.	<u>Yes-</u> The entire history is significant. The Post Office construction era still exists. The sense of history is overwhelming.	<u>Yes-</u> There are two aspects potential for high tourism/only museum in town: a repository for actual historic objects and it could be used in a way to tell St. A story.	<u>Yes-</u> The building could be used in a variety of ways for tourism. The G.H. is a source of pride for the community.	<u>Yes-</u> It is one of the original buildings which has been added on to and changed but it has the same representation as the beginning.	Symbolic	Museum for civic pride

Name	Title	Do you consider the Government House significant?	Is the G.H. <u>historically</u> significant?	Is the G.H. <u>cultural/symbolically</u> significant?	Is the G.H. <u>socially</u> significant?	Is the G.H. <u>aesthetically</u> significant?	What is the <u>most significant</u> social value?	What is the <u>best use</u> for the G.H.?
Herschel Sheppard-	Historic Architect	<u>Yes</u>	<u>Yes-</u> Years ago, GH was the anchor to the community and brought people downtown.	<u>Yes-</u> The G.H. is the center of gravity for the city of St. Augustine.	<u>Yes-</u> The G.H. was the center of communication during the Post Office years.	Not the primary significance.	Symbolic	Visitors Center and Academia uses to help the community
Dana Ste. Claire-	Director of Heritage Tourism for St. Augustine	<u>Yes</u>	<u>Yes</u>	<u>Yes-</u> It has always been used as ceremonial functions. Many visiting dignitaries come to the G.H.	<u>Yes</u>	Not the primary significance.	Symbolic	Museum
Carl Halbirt-	St. Augustine City Archaeologist	<u>Yes</u>	<u>Yes</u>	<u>Yes-</u> Clearly the location is symbolic; it has housed the city government since the 1500s.		Not the primary significance.	Symbolic	Social and Display areas
Kathy Deagan-	Distinguished Research Curator of Archaeology (UF)	<u>Yes-</u> The site itself is significant. It was the administration of the whole colony and is significant for Florida History.	<u>Yes-</u> It was the first seat of government and is in the center of town. It is an iconic position within the town. It is an identity of St. A.	<u>Yes-</u> It is a source of pride and has a core, primary role in American history.	<u>Maybe-</u> The G.H. is not really a social place but is used for weddings and such. The G.H. and the Fort are a sense of identity for the community.	<u>No-</u> The fabric is not very aesthetically significant. It may be National Register eligible.	Historical	Tourism

Name	Title	Do you consider the Government House significant?	Is the G.H. historically significant?	Is the G.H. cultural/symbolically significant?	Is the G.H. socially significant?	Is the G.H. aesthetically significant?	What is the most significant social value?	What is the best use for the G.H.?
Tom Caswell-	Librarian for Fine Arts and Architecture Library (UF)	<u>Yes</u> - The G.H.'s placement in the community, its foundation, and age contribute to its significance.	<u>Yes</u> - The G.H. is historically significant.	<u>Yes</u> - The locking of the gates is significant and St. A. uses it for city functions. The king and queen come which is very visible and a symbol of power.	<u>Yes</u> - The Post Office period was socially significant because it was a gathering place.	<u>Maybe</u> - It is the largest Spanish colonial building in St. Augustine. The WPA period construction sets the tone and the Plaza is hugely significant.	Historical	1st Floor public space and rentable areas; 2nd Floor for academia
Dean Chris Silver-	Dean for Design, Construction, and Planning College (UF)	<u>Yes</u> - It is significant. There are multiple histories within the city of St. A.	<u>Yes</u> - It is the oldest American city and reflects national development. The WPA era is an important layer.	<u>Yes</u> - The building is symbolic. It sits over the main square and rivals the cathedral and also sits on the traditional Spanish Plaza Plan.	<u>Yes</u> - The building still has a civic public function.	<u>No</u> - It is a commercial building and visually impacts.	Historical	Public Use
Kim DelRance-	Former Planner for city of St. Augustine and Current Ph.D Student (UF)	<u>Yes</u>	<u>Yes</u> - The site is the longest continuous govt site in the country	<u>Yes</u> -The building has many culturally important events. The location of the plaza is significant; it is in the heart of St.A. The Spanish Royal visit was and still is very significant.	Not the primary significance.	<u>Yes</u> - The form we see now-aesthetically fits, may not be authentic. It is exactly what we want as far as being able to distinguish between authentic and reconstruction.	Cultural/Symbolic	Open to the Public
Linda Dixon								

APPENDIX D NON-EXPERT GROUP QUESTIONNAIRE

Hi! Do you have a second? I am Blair Mullins and I am a Masters student at the University of Florida and I need your help with my thesis (hand them the IRB form)! May I ask you a few questions about this building behind me? Thank you so much for your time! I am writing my thesis about the values associated with this building, the Government House.

Are you familiar with this building (point to the Government House)?

If Yes



Great! What do you know about this building?

If No



Ok! Here is a little information about it (read off 3 key points from handout).

Do you come here often?

If Yes



Great, do you live in the area?

If Yes



Are you full or part-time resident?

If No



If No



What brings you here today? Business? Dining? Shopping?
(after they answer move down to values questions)



Now I would like to ask you a few questions specifically about the GH. Do you think the GH is important? Why?

Out of these four values (point to the values handout-may need to explain what the values mean), which one do you think is most significant in regards to the GH? Why did you choose that one? What do you think is not significant as well?

What do you think would be the best use for this building-considering the most significant value you chose?

Age	
Race	
Gender	
Date	Time
Weather	

APPENDIX E
NON-EXPERT GROUP VALUES PHOTO ELICITATION HANDOUT

What Do You Think is Important About the Government House?

Historic:
Old,
Traditional,
Built at
least 50
years before



<http://ufdc.ufl.edu/UF00026480/00001?search=government+house+st.+augustine>



staugustinegovernment.com

Symbolic:
King and
Queen of
Spain's Visit,
Night the
Lights

Beauty:
Majestic,
Elegant,
Well Made,
Impressive,
Attractive



corinnahoffman.blogspot.com



teangledhill.blogspot.com

Social:
Weddings,
Community
Events,
Special
Events,
Gatherings,
Entertaining

APPENDIX F NON-EXPERT GROUP GOVERNMENT HOUSE INFORMATIONAL HANDOUT

Government House



<http://www.staugustinegovernment.com/visitors/gov-house.cfm>

- Located at 48 King Street in Saint Augustine, Florida.
- There has been a form of government presence on this site since 1598.
- Portions of the current structure date back to at least the 1700s.
- During the late 1700s the Government House was used for hosting parties and events.
- By 1821 the Government House was used as a post office and a court house.
- The architect, Robert Mills, who designed the Washington Monument, came to St. Augustine, in 1833, to redesign the Government House.
- Robert Mills' plan for the Government House re-used the pre-existing structural walls.
- In 1936 WPA reconstructed the Government House to what we see today.

Gordon, Elsiebeth K. *Florida's Colonial Architectural Heritage*. Gainesville: University Press of Florida, 2002.
Matthews, Janet. *UF Historic St. Augustine, Inc. Government House*. February 18, 2011.
<http://www.staugustine.ufl.edu/govHouse.html> (accessed March 11, 2011).

APPENDIX G
INFORMED CONSENT FORM

Informed Consent:

Protocol Title: A more inclusive approach to assessing cultural heritage values.

Please read this consent document carefully before you decide to participate in this study.

Purpose of the research study:

The purpose of this study is to determine how community members value the Government House.

What you will be asked to do in the study:

Answer a few questions about the values associated with the Government House.

Time required:

5-10 minutes

Risks and Benefits:

None

Confidentiality:

Your name will not be used in any report.

Voluntary participation:

Your participation in this study is completely voluntary. There is no penalty for not participating. .

Whom to contact if you have questions about the study:

Blair Mullins, Graduate Student, Department of Historic Preservation, blair1817@yahoo.com.

Marty Hylton, College of Design Construction and Planning, mhylton@ufl.edu.

Whom to contact about your rights as a research participant in the study:

IRB02 Office, Box 112250, University of Florida, Gainesville, FL 32611-2250; phone 392-0433.

Morris Hylton III

Blair Mullins

APPENDIX H
NON-EXPERT GROUP MATRIX

	Are you a Full-time or Part-time Resident?	Do you think the GH is significant?	Which type of value is most significant in regards to the GH?	Which type of value is least significant in regards to the GH?	What do you think the best use of the GH would be; in your opinion?	Gender	Age	Race
1	Full	Yes, the open arrangement b/w the Spanish and St.A; communication with other countries.	Historic		Open arrangement	F	40s	White
2	Full	Yes, was the capital of FL.	Historic	Symbolic	Meetings, social events, more space for the community	F	50s	White
3	Visitor		Beauty	Symbolic	Visitor info and tell the History of St.A	M	40s	White
4	Full	Yes, architecture and the coquina	Historic	Social	Visitor info. Needs more advertising the building is hidden	M	40s	White
5	Visitor	The physical and the exposed stone	Historic	Social	Continue the govt prescence	M	30s	White
6	Full	Yes, the architecture	Beauty	Social	Weddings, anyone should be able to use it.	F	50s	White
7	Full	Yes, architecture, seat of govt, what it stood for. (never been inside!)	Historic	Social	Museum and social events: Night Watch and Night the Lights.	M	40s	White
8	Part-time: Student	Yes, position on the plaza, the center of everything	Social because people have to communicate	Symbolic	Visitors center; current use and great location	M	20s	White
9	Full	Yes, architecture	Historic	Symbolic	Museum. Has never been inside.	F	30s	White
10	PT: Student	Not Sure	Symbolic	Social	Not sure	M	20s	White
11	Full: Student	Yes, been here for a long time	Historic	Social	No Opinion	M	20s	White
12	Visitor	Yes, the interior is architecturally interesting	Beauty	Historic (but the picture is blurry)	Hotel	M	50s	White
13	Full	Yes, interesting artifacts and has attended parties	Symbolic	Social	Current Use	M	30s	White
14	Visitor: Drifter	Yes, the age and its historic	All, maybe history more	nothing	Current Use	M	30s	White

	Are you a Full-time or Part-time Resident?	Do you think the GH is significant?	Which type of value is most significant in regards to the GH?	Which type of value is least significant in regards to the GH?	What do you think the best use of the GH would be; in your opinion?	Gender	Age	Race
15	Full	Yes, its history	Historic	Beauty	Tourism Education and community events	F	30s	White
16	Full	Yes, location	History, location tourists	Symbolic	Current Use	F	60s	White
17	Visitor	no response	Historic	Social	Likes the museum and that it is open to the public	F	40s	White
18- Second Day	Full	Yes, it sits on the original governors mansion site but the building is from 1937 and has always been a seat of govt.	Historic	Symbolic: if you are not involved with the city you will not know that symbol	To draw visitors and community back to the city and state of the art exhibits!	M	30s	White
19	Part-time: works at the GH	Yes, the land has been occupied since 1590s. The land reaks of history	Historic	Social	Too big not to be used for something historic	M	60s	White
20	Full	Yes, historical value	Beauty	Social	Great that the community can use for events, beautiful for weddings, should be open to everyone	F	20s	White
21	Full	Yes, History	Historic	Social	Events like the Mayors Ball	M	20s	White
22	Full	Yes, History	Social	Walked away	walked away	F	30s	White
23	Full	Yes, old and historic value	Symbolic	Beauty	Museum	M	40s	White

	Are you a Full-time or Part-time Resident?	Do you think the GH is significant?	Which type of value is most significant in regards to the GH?	Which type of value is least significant in regards to the GH?	What do you think the best use of the GH would be; in your opinion?	Gender	Age	Race
24	Full	Yes, nostalgic features, architecture	Historic	Beauty	Museum	M	20s	White
25	Full: Student	Yes, historic	Beauty	Social	Museum	F	20s	White
26	Visitor: Brother lives in St. A	Yes, historic	Historic	Social	Museum? Not really an opinion	F	20s	White
27	Live in Clay County but works in the city	Yes, ancient part of history	Historic	Social	Museum	F	20s	White
28	Full	Yes, absolutely. Historic, beautiful, and the history of the area shows	Historic	none	The current use is good, display books of St. Augustine. Should be open to the public, it is cohesive for the community.	F	60	White
29	Part	Yes, there are only 36 colonial houses left in the city.	Every aspect is important event the social because weddings are popular,	none	It stands alone. It should continue with the civic use because they would have to maintain and preserve it. The post office was good because the building was functional.	F	60	White
30	Full	Yes	Beauty of it and histoirc for tourism. There are approximately 10 weddings a weekend in the city.	Symbolic	The current use is good. The social aspect such as the weddings are a good use.	F	45	White

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BIOGRAPHICAL SKETCH

Blair Mullins graduated high school in the year 2000. After high school she joined the United States Air Force to experience and see the world and other parts of the United States. She also joined the military to earn the GI Bill because otherwise she could not afford to attend college. After her four year career of maintaining F-15s engines for the Air Force she was honorably discharged. She immediately enrolled and attended college. She graduated from the University of Florida in 2008 with a Bachelor of Science in psychology.

While attending the University of Florida she was studying psychology full time and she was working at Magnolia Plantation Bed and Breakfast full time as well. While she learned about psychology at school she was learning about historic structures as the manager of the bed and breakfast. As the years went on and she graduated with a Psychology degree and she realized that her heart did not lie with psychology but with the historic buildings she was working in at the bed and breakfast. The owners of the bed and breakfast and her boyfriend encouraged her to look into the Master of Historic Preservation program at the University of Florida. As she began researching the program and the field of preservation she realized that it suited her perfectly. Prior to her research she did not know that historic preservation was an actual career field.

She was accepted to the Master of Historic Preservation program in March 2010 and attended the Preservation Institute: Nantucket that summer. In the fall of 2010, she founded the Historic Preservation Student and Alumni Organization at the University of Florida. Before that, there was not an organization for the historic preservation students to connect with the alumni and learn about Florida's heritage outside of the classroom. That organization currently has over twenty paying members and many more non-

paying members as well. She just stepped down as acting President after two years.

Blair Mullins graduated in May 2012, moved to Jacksonville, Florida to begin her career in preservation.