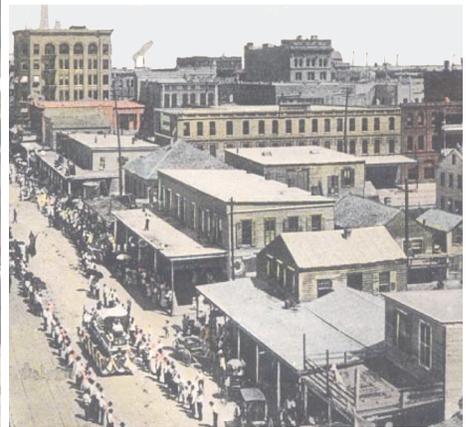


CITY OF GALVESTON

HISTORIC PRESERVATION PLAN



October 2019 

PROGRESS GALVESTON

Prepared by Winter & Company and HDR Engineering for the City of Galveston, Texas as part of Progress Galveston, a planning initiative led by the City's Department of Planning & Community Development. Technical assistance provided by Kendig Keast Collaborative and the Law Offices of Kimberley Mickelson.

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Special thanks to David Salyer for the loan of his private collection of Galveston postcards.

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The 1872 Tremont Hotel at the corner of Post Office and Tremont (demolished in 1928)

INTRODUCTION

Galveston is a special place with an identity expressed in its cultural resources. This Preservation Plan defines Galveston’s vision for sustainable preservation of those resources and sets forth related goals, policies and actions. It also provides a framework for other groups and organizations engaged in community-based initiatives with interests in protecting and experiencing cultural resources.

The Preservation Plan works with the City of Galveston Comprehensive Plan as well as related federal, state and local programs. It consolidates previously adopted policies and sets forth new goals, policies and actions.

The plan approaches historic preservation as an integral element of community development and livability. It touches on many subjects that appear in other City planning documents while presenting additional program-specific actions related to the components of a complete preservation program.

As an update to the 2005 *Progress Through Preservation* plan, this plan builds on hundreds of hours of work by preservation professionals and community volunteers. Additional public outreach for this plan included community workshops, stakeholder focus groups and study sessions with the Landmark Commission.

Following this introduction, the plan is divided into three primary chapters:

- **Chapter 1: Historic Resources in Galveston.** The history of preservation in Galveston and a general overview of the City’s historic resources
- **Chapter 2: Preservation Goals and Policies.** A series of goals, policies and actions that will help to achieve the vision for historic preservation in Galveston
- **Chapter 3: Preservation Action Plan.** A strategy and sequence for execution recommendations



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What is Historic Preservation?

Preservation means having properties and places of historic and cultural value in active use and accommodating appropriate improvements to sustain their viability while maintaining the key, character-defining features which contribute to their significance as cultural resources. Preservation also means keeping cultural resources intact for the benefit of future generations. That is, while maintaining properties in active use is the immediate objective, this is in part a means of assuring that they will be available for others in the future.

Historic preservation also is an integral component of other community initiatives in neighborhood livability, sustainability, economic development and culture. With this understanding, the term “historic preservation” includes the specific methodologies associated with maintaining integrity of significant resources, but also covers a range of “character management tools” that serve to maintain traditional features of established neighborhoods. Many of these tools are described later in this plan.

A VISION FOR SUSTAINABLE PRESERVATION IN GALVESTON

The overall goal for historic preservation in Galveston is to promote the island’s heritage and encourage the preservation and revitalization of historic resources for the educational, cultural, and economic benefit of all. The City should lead by example, integrating preservation objectives into all of its policies and actions.

Preservation directly supports the three primary components of a community sustainability effort, as summarized below.

Preservation Supports Economic Sustainability

This component of sustainability relates to the economic balance and health of the community. Historic buildings represent a substantial economic investment by previous generations. The economic benefits of protecting historic resources are well documented across the nation and in Texas. These include higher property values, job creation in rehabilitation industries and increased heritage tourism.

Historic preservation is not anti-property development. Many fast-growing communities have strong preservation programs that help shape new development and redevelopment to work within the framework of the community’s heritage.

Galveston’s historic preservation successes have had a powerful positive economic impact on the City. A 1996 study revealed a number of major conclusions regarding the economic impacts of historic preservation efforts in Texas, including the City of Galveston and other Texas communities with historic preservation projects:

- Historical designations improve property values
- Incentives for historic properties attract reinvestment
- Historic building rehabilitation rebuilds communities
- Preservation of historic properties creates jobs
- Texas heritage attracts tourists
- History museums draw tourists and economic vitality to communities.

LIVABILITY AND BUSINESS

Historic preservation efforts support community livability by helping to conserve desirable neighborhoods, shape compatible development and promote unique citywide and neighborhood identity. Quality of life improvements associated with living in historic neighborhoods may help communities recruit desirable businesses.

LOCAL BUSINESS AND TRADES

Because historic rehabilitation projects are more labor intensive than new construction and often use specialized materials, more of the project investment stays in the local economy rather than being spent on non-local materials. A rehabilitation project can also provide affordable space for local small businesses.

HERITAGE TOURISM

The National Trust for Historic Preservation defines cultural heritage tourism as “traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present.” Investing in historic preservation gives visitors a glimpse of Galveston’s heritage and historic contributions. Heritage tourists spend more on travel than other tourists, which generates jobs in hotels, retail stores, restaurants, and other service businesses.¹ See “Heritage Tourism” on page 73 for more information.

HISTORIC REHABILITATION PROJECTS

Historic rehabilitation projects generate both direct and indirect benefits. Direct benefits result from the actual purchases of labor and materials, while material manufacture and transport results in indirect benefits. Preservation projects are generally more labor intensive, with up to 70% of the total project budget being spent on labor, as opposed to 50% when compared to new construction. Expenditure on local labor and materials benefits the community’s economy.



Historic buildings represent a substantial economic investment by previous generations.

¹ Mandala Research, Study for the USCHT Marketing Council, 2009

Preservation supports environmental sustainability



The Galveston Historical Foundation’s Green Revival House demonstrates the direct relationship between preservation and environmental sustainability. See “The Green Revival House and Certification Program” on page 44 for more information.

This is the most often cited component of sustainability. It relates to maintenance of the natural environment and the systems that support human development. Rehabilitation of historic resources is an important part of environmental sustainability and green building initiatives. It directly supports environmental sustainability through conservation of embodied energy, adaptability, and other factors that keep historic buildings in use over long periods of time.

EMBODIED ENERGY

Embodied energy is defined as the amount of energy used to create and maintain the original building and its components. Preserving a historic structure retains this energy. Re-using a building also preserves the energy and resources invested in its construction, and reduces the need for producing new construction materials, which require more energy to produce. Studies confirm that the loss of embodied energy by demolition takes three decades or more to recoup, even with the reduced operating energy costs in a replacement building.

BUILDING MATERIALS

Many of the historic building materials used in Galveston contribute to environmental sustainability through local sourcing and long life cycles. Buildings constructed with wood, stone, and brick were built for longevity and ongoing repair. Today, new structures utilize a significant percentage of manufactured materials. These materials are often less sustainable and require extraction of raw, non-renewable materials. High levels of energy are involved in production, and the new materials may also have an inherently short lifespan.

The sustainable nature of historic building materials is best illustrated by a window. Older windows were built with well seasoned wood from durable, weather resistant old growth forests. A historic window can be repaired by re-glazing as well as patching and splicing the wood elements. Many contemporary windows cannot be repaired and must be replaced entirely. Repairing, weather-stripping and insulating an original window is generally as energy efficient and much less expensive than replacement.

CONSTRUCTION QUALITY

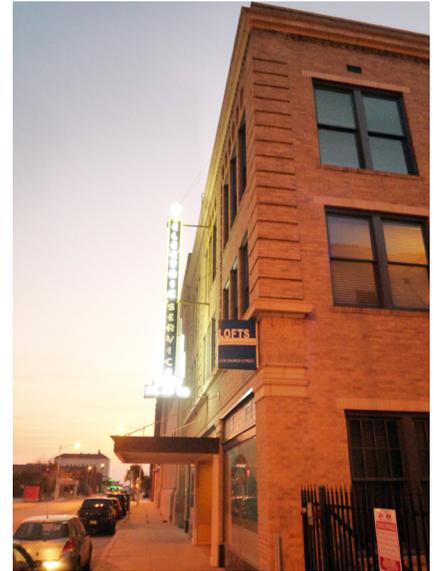
As a rule, the quality of early construction and materials was higher than those used in many late 20th Century buildings. Lumber used in early Galveston came from mature trees, was properly seasoned and typically milled to “full dimensions,” providing stronger framing and construction. The high quality of construction in earlier buildings is an asset that is difficult to replace.

ADAPTABILITY

The floor plans of many historic properties easily accommodate changing needs. They permit a variety of uses while retaining the overall historic character. The high ceilinged rooms found in Galveston’s historic commercial buildings, for example, lend themselves to conversion into residential lofts.

LANDFILL IMPACTS

According to the Environmental Protection Agency, building debris constitutes around a third of all waste generated in the country. The amount of waste can be reduced significantly if historic structures are retained rather than demolished.



As a rule, the quality of early construction and materials was higher than those used in many late 20th Century buildings.



Historic properties provide a unique ambiance that helps distinguish the community and raise the quality of life

“Development”

For the purpose of this Preservation Plan, the term “Development” generally refers to buildings and other improvements on properties in the city. When combined with other terms, it may take on more specific meanings as described below:

Development Pattern: The general arrangement of buildings and other improvements on properties throughout a particular area. For example, a development pattern may be defined by lots that consistently have large front yards.

Compatible Development: New buildings, additions and other improvements that fit within the surrounding development pattern, meet neighborhood or district goals and objectives and do not diminish the overall character of the area.



Preservation supports cultural/ social sustainability

This component of sustainability relates to the maintenance of the community’s cultural traditions and social fabric. Preserving historic places and patterns promotes cultural and social sustainability by supporting everyday connections between residents and the cultural heritage of the community. These connections are reinforced by the physical characteristics of historic places, which often directly support environmental sustainability.

CIVIC INVOLVEMENT

The historic properties in Galveston provide links to the past that help build an ongoing sense of identity within the community. Residents anchored in this sense of identity may be more involved in civic activities and overall community sustainability efforts.

SOCIAL INTERACTION

The historic development pattern of Galveston promotes social interaction that supports a high quality of life and helps build a sense of community. Historic neighborhoods are compact and walkable, providing for impromptu mixing of different cultural and economic groups. Porches, storefronts, plazas and other direct connections to the public realm provide additional opportunities for community interaction. This physical pattern, combined with the inherent cultural connections, provides significant support for the community’s overall sustainability effort.

CULTURAL SUSTAINABILITY AND LIVABILITY

Historic properties provide a unique ambiance that helps distinguish the community and raise the quality of life. Although historic preservation carries responsibilities for the community and individual property owners, it also produces commensurate economic, environmental and social benefits.

Historic preservation efforts support community livability by helping to conserve desirable neighborhoods, shape compatible development and promote unique citywide and neighborhood identity. Quality of life improvements associated with living in historic neighborhoods may help communities recruit desirable businesses.

THE ROLE OF THE PRESERVATION PLAN

The purpose of the Galveston Preservation Plan is to expand on the goals and objectives identified in the Historic Preservation ordinance and the Historic Preservation Element of the 2011 Comprehensive Plan.

The Preservation Plan is a guiding document for the City of Galveston to utilize in planning for the future of the island while still maintaining the historic resources. Galveston is known for its outstanding architectural history, and many residents and visitors are attracted to the city for the ambiance this historic setting provides to the island. Galveston's historic resources are, however, under ongoing threat from improper treatment, insensitive development and natural disasters. In order to protect these resources, but also continue to allow economic development, the City must gain a clear picture of the existing resources and seek the means to protect the community character that local residents seeks to preserve.

Use of the Preservation Plan

The historic preservation plan is intended to guide a comprehensive preservation program for Galveston. It will be used by the City and its Preservation Partners to guide and monitor preservation efforts in the community. Businesses, property owners and members of the general public may also use the plan to learn about the preservation program and the status of preservation efforts.

Because preservation is a part of many community interests, including housing, sustainability, livability and economic development, the plan seeks to balance broader community objectives while achieving its core mission of retaining cultural resources. For this reason, the process of identifying and managing cultural resources occurs in the context of other City planning work. This is best illustrated in the way in which sustainability initiatives interact with components of the preservation program.

Preservation Partners

Historic preservation in Galveston is supported by a number of groups and organizations. These Preservation Partners assist the City with implementation of the Preservation Plan and ongoing operation of the overall historic preservation program.

The City's existing and potential preservation partners are summarized in "Chart 3.1: Preservation Partners" on page 75.

In some cases, historic preservation is an organization's primary mandate. Other organizations focus on activities that are not directly related to preservation, but that do have a secondary relationship.

Building a stronger, and more extensive, network of preservation partnerships is an essential priority for the preservation program.

Federal Regulations

The National Historic Preservation Act of 1966 defines national preservation policy. It formally created partnerships to assist in the documentation and preservation of architectural and cultural resources.

The Act authorizes the Department of the Interior to establish, maintain and expand a National Register of Historic Places. Additionally, it “establishes the legal and administrative context within which local historic preservation commissions relate to, and participate in, the national historic preservation program.”

Galveston Landmarks



Galveston Landmarks include individual buildings, structures or objects that have been locally-designated by the Galveston Landmark Commission or are sited in a locally-designated historic district.

Galveston Landmarks may also be on the National Register of Historic Places. See “National Register of Historic Places and National Historic Landmarks” on page 30 and “National Register Historic Districts” on page 38 for more information.

Relationship to Other Plans and Policies

The Historic Preservation Plan is an update to *Progress Through Preservation*, the City of Galveston’s 2005 Historic Preservation Plan. It also builds upon the Historic Preservation Element of the 2011 Comprehensive Plan and the mandates of the City’s historic preservation ordinance (see “Management Component” on page 13 for more information).

Other plans that relate closely to the Historic Preservation Plan include:

- *Disaster Response Plan for Historic Properties: Prepare-Protect-Preserve* (2007)
- *Long-Term Community Recovery Plan* (2009)
- *Downtown Redevelopment Plan* (2010)

In addition to community plans and policies, the Preservation Plan works with the federal, state and local regulations that provide the legal basis for historic preservation efforts in Galveston.

Local regulations include zoning standards that relate to all properties in the city as well as special overlays for local historic districts that enable Commission review of improvement projects in local historic districts. Local regulations also include a historic preservation ordinance that outlines specific regulations that apply to Galveston Landmarks, including locally-designated individual historic landmarks and properties in locally-designated historic districts.

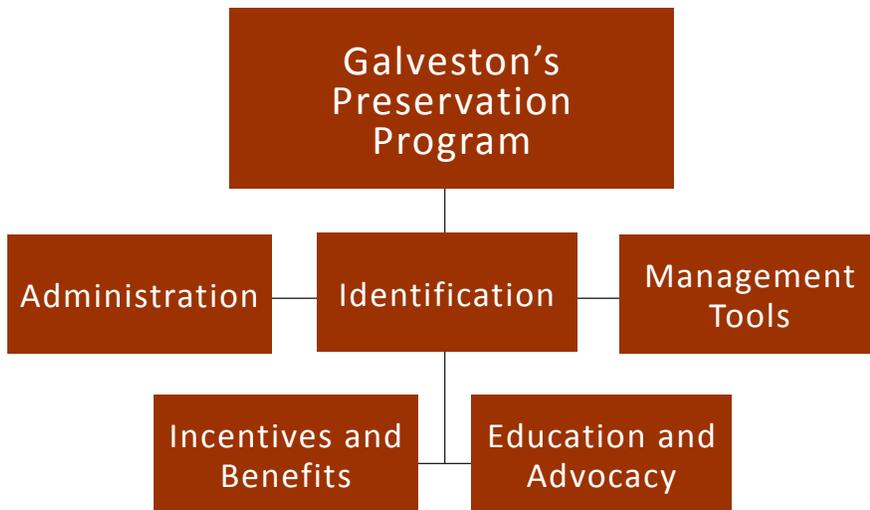


PRESERVATION PROGRAM OVERVIEW

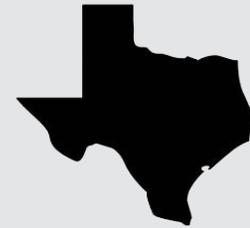
Galveston’s residents and business leaders have long recognized the importance of preserving the City’s many cultural and historic resources. The Galveston Historical Society began working to promote and protect historic properties in 1871. The Society (which was reincorporated in 1954 as the Galveston Historical Foundation) was at the center of the City’s preservation program for nearly a hundred years.

In the late 1960s, the City began to take a more active role in preservation efforts by introducing historic zoning categories. By 1970, a formal historic ordinance had been adopted, providing for designation of local historic landmarks and districts. The ordinance formalized the preservation program and provided a basic blueprint for preservation action by the City and its Preservation Partners.

The present historic preservation program has five key components. The existing features of each component are briefly summarized in the following pages.



State Regulations



Texas Government Code Chapter 442 establishes the Texas Historical Commission as the State Historical Preservation Office, which is responsible for overseeing historical, cultural, architectural and archaeological resources for the state. Founded in 1953, the Texas Historical Commission (THC) is also the agency where the State Historical Preservation Office is located. The State Historical Preservation Officer is the designated Federal agent for the National Park Service within state governments. In Texas, the State Historical Preservation Officer, or SHPO, is the executive director of THC.

The THC is also responsible for maintaining a registry of Recorded Texas Historical Landmarks (RTHL). The RTHL designation process is administered as part of the historical marker program of the Texas Historical Commission.

Certified Local Government



The City of Galveston became a Certified Local Government (CLG) in 2001. This program is a local, state and federal government partnership for historic preservation. The Texas Historical Commission administers the program at the state level and the National Park Service is the responsible federal agency.

In Texas, a city or a county may apply to become a Certified Local Government (CLG). To qualify as a CLG, a local government must:

1. Enforce state or local legislation that protects historic properties
2. Establish a qualified review commission composed of professional and lay members
3. Maintain a system for surveying and inventorying historic properties
4. Provide for public participation in the historic preservation process, including recommending properties to the National Register of Historic Places.

Administration Component

The administrative component of the preservation program provides its operating framework, including the staff that manages daily activities and the Landmark Commission that administers adopted policies and standards.

GALVESTON LANDMARK COMMISSION

The Landmark Commission is responsible for reviewing all requests for Certificates of Appropriateness, or project approval, for Galveston Landmarks, including locally-designated individual historic landmarks and properties in locally-designated historic districts. For some types of project, the Commission has delegated approval authority to the City’s Historic Preservation Officer (HPO) or other designated City staff.

The Commission must include members from historic districts, an architect and an at-large member. Members of the Commission are to have a “demonstrated interest or competence in, or knowledge of historic preservation.”

Duties of the Landmark Commission include but are not limited to:

- Original jurisdiction of the application process for designation of property as a “Galveston Landmark;” or as a historic zoning district
- Original jurisdiction for the application process for a “Certificate of Appropriateness (COA)”
- Regulatory authority over the adoption and enforcement of the *Design Standards for Historic Properties*
- Initiation and oversight over historic surveys and to maintain the “Galveston Landmark Register of Historic Places,” which provides an inventory of significant historic, architectural and cultural landmarks located within the City of Galveston

The charts on the next page illustrate the volume of design review activity overseen by the Landmark Commission over a five year period. In 2010, the Commission reviewed 59 projects involving locally-designated individual historic landmarks or properties in locally-designated historic district. The Commission approved around 95% of projects reviewed in 2010.

PRESERVATION STAFF

The City's preservation staff includes an official Historic Preservation Officer (HPO) and an assistant HPO. Other City planning, economic development and housing staff also assist with preservation activities.

Duties of the HPO include coordinating the City's preservation activities with state and federal agencies and with local, state and national preservation organizations. The HPO also serves as the primary City staff liaison to the Landmark Commission and has been delegated administrative review authority for some types of projects that would otherwise be reviewed by the full Commission. As the Certified Local Government (CLG) Coordinator, the HPO oversees overall CLG requirements and CLG grant funding.

As illustrated in the charts below, the Landmark Commission and City staff review many cases every year. The majority are administratively approved by staff. Of those cases that are reviewed by the Commission, 80% to 95% are approved.



The Medical Arts Building at 302 21st Street is a locally-designated individual historic landmark.

Chart A.1: Preservation Case Activity 2005-2011

Case Activity	2006	2007	2008 ¹	2009	2010	2011
Cases Reviewed by the Landmark Commission (with recommendations and background provided by City staff)						
Total Number of Cases	52	62	30	75	59	90
Approved Cases	49	56	24	64	56	79
Denied/Failed Cases	3	5	2	6	3	7
Cases Withdrawn by Applicant or City Staff	1	1	4	5	5	4
Cases Reviewed Administratively (by City staff only)						
Total Number of Cases	274	149	102 ¹	268	262	192

Chart A.2: Preservation Case Activity by Local Historic Designation 2010-2011

Case Activity	2010	2011
Cases Reviewed by the Landmark Commission		
Locally-designated Individual Historic Landmarks	2	1
East End Historic District	29	28
Lost Bayou Historic District	12	8
Silk Stocking Historic District	4	4
Strand/Mechanic Historic District	11	25
San Jacinto Neighborhood Conservation District	1	28

1. Note that 2008 activity is lower primarily due to waived permit requirements, suspended fees and canceled Landmark Commission hearings related to Hurricane Ike response.



The East End Historic District was surveyed in 1969 and 1988.

Identification Component

The identification component of the preservation program focuses on surveying properties and evaluating them for potential historic significance. Maintenance of CLG status requires the City to maintain a system for surveying and inventorying historic properties.

The City has completed a systematic survey of all potential historically significant buildings as well as all properties in its four locally-designated historic districts. The East End Historic District was surveyed in 1969 and 1988. The Strand Mechanic Historic District and Silk Stocking Historic District were also surveyed in 1988. Lost Bayou Historic District was surveyed at its creation in 1994. In 2004, the city completed surveys of the San Jacinto and Kempner Park neighborhoods. The City has also surveyed a significant number of all properties west of 61st Street.

Recent survey efforts include the Picture This! project, a windshield survey of those areas of the City not already documented by a survey in order to provide photo documentation of any historic resources. The projects was part of development of the *Prepare-Protect-Preserve Plan*, and will help ensure proper treatment of historic resources in any future disaster recovery efforts.



2125 Church is a locally-designated individual historic landmark.

Management Component

The management component of the preservation program includes specific tools and processes that promote preservation of Galveston's historic resources. This includes the City's historic preservation ordinance and the *Design Standards* used by the Landmark Commission to ensure proper treatment of historic resources.

HISTORIC PRESERVATION ORDINANCE

The preservation ordinance is the portion of the Galveston Zoning Standards that outlines the basic regulations and processes for historic preservation. The original historic preservation ordinance was adopted in 1971. The City's current ordinance primarily dates to 1999, when the City's former Historic Review Board and Strand/Mechanic Review Board were combined into the current Landmark Commission.

Topics addressed by the preservation ordinance include:

- Creation and operation of the Landmark Commission
- Designation procedures for local landmarks and historic districts
- Basic procedures for alteration and demolition of locally-designated historic resources



The historic preservation ordinance addresses designation procedures for locally-designated historic landmarks and districts. The house at 1207 Post Office Street was locally-designated as a Galveston Landmark in 2011.

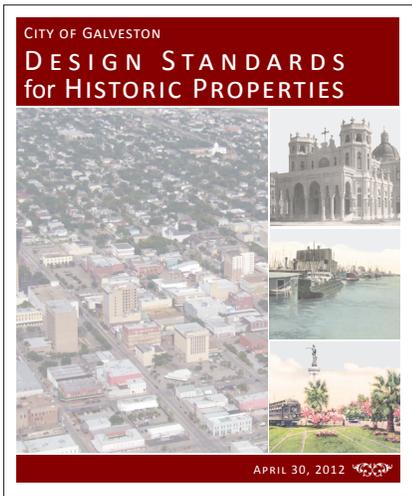
Demolition Provisions

Galveston's historic preservation ordinance includes the key provisions that protect the community's historic resources from demolition.

The ordinance prohibits demolition of locally-designated individual historic landmarks or structures in locally-designated historic districts,¹ except when there is a threat to safety or a clearly demonstrated economic hardship.

The ordinance also allows for special demolition procedures in Neighborhood Conservation Districts that may require approval of compatible new construction prior to granting of a demolition permit, or evaluation of the potential historic significance of structures proposed for demolition.

1. Exceptions may be made for structures considered to be "non-contributing" or "intrusions" within a locally-designated historic district.



DESIGN STANDARDS FOR HISTORIC PROPERTIES

The *Design Standards for Historic Properties* are a critical tool that helps the City and property owners maintain the special qualities of Galveston’s historic resources. They guide Landmark Commission review of rehabilitation, alteration, expansion and new construction projects involving locally-designated individual historic landmarks and properties in locally-designated historic districts. By preserving existing buildings and guiding compatible redevelopment, the *Design Standards* promote the three key elements of community sustainability summarized on 2.

Sample Historic Rehabilitation Project

The historic house at 1201 25th Street in the Silk Stocking Historic District was rehabilitated per the *Design Standards for Historic Properties*.

The *Design Standards for Historic Properties* guide the Galveston Landmark Commission’s review of projects involving locally-designated individual historic landmarks and properties in locally-designated historic districts.

Alternative Materials

An alternative material is one which is different from that used originally for a specific building application. Such materials may also be called “substitute”, “synthetic” or “imitation”, and can include PVC decking, HardiePlank siding or vinyl fencing.

The Design Standards provide guidance on the use of alternative materials for projects involving locally-designated individual historic landmarks and properties in locally-designated historic districts. Although they are generally discouraged on highly accessible or visible locations, the Landmark Commission will consider the use of alternative materials on a case-by-case basis for replacement of materials on non-primary façades or use on a new addition or new building in a historic district.

Before



After



The *Design Standards* are based on the Secretary of the Interior's Standards for Rehabilitation. They provide basic preservation background and concepts as well as specific direction for the rehabilitation of historic resources and proper treatment of historic building elements. Specific topics addressed include:

- General preservation principles
- Treatment of historic site and building features
- Sustainability and energy efficiency retrofits for historic properties
- Compatible new construction and additions

The Landmark Commission will issue a Certificate of Appropriateness (COA) for projects that meet the *Design Standards*.

Sample Improvement Project

The corner store at 704 14th Street in the East End Historic District was extensively renovated per the *Design Standards for Historic Properties*.

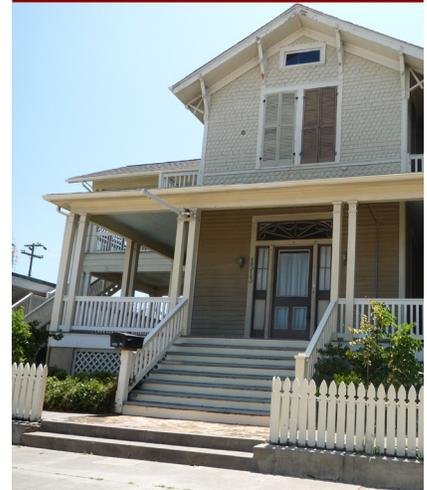
Before



After



Elevated Residential Foundations



Originally, buildings in Galveston were raised on wood or masonry foundations that were as high as seven feet. The heights were reduced when the island was filled after the 1900 hurricane, and most early 20th Century homes were on much more moderately elevated foundations.

Although elevating the foundation of a structure in a residential historic district is discouraged, it may sometimes be necessary to provide greater flood protection. *The Design Standards for Historic Properties* provide guidance to ensure that elevated foundations are compatible with the character of a locally-designated historic district. Strategies include:

- Not elevating a foundation more than necessary to meet flood regulations.
- Enclosing the space beneath elevated foundation piers with a compatible material.
- Using a compatible design to extend porch stairs to an elevated first floor.

Applying for Incentives, Benefits and Exemptions

City Programs. For more information on incentive and benefit programs offered by the City of Galveston, contact the Department of Planning and Community Development at 409-797-3660.

GHF Programs. For more information on incentive and benefit programs offered by the Galveston Historical Foundation, contact them at 409-765-7834.

State Programs. To obtain application forms for the state sales tax exemption program, visit:

<http://www.window.state.tx.us/taxinfo/taxforms/>

Federal Programs. For more information of federal incentive and benefit programs, visit:

<http://www.nps.gov/hps/tps/tax/incentives/index.htm>

Incentives and Benefits Component

The incentives and benefits component of the preservation program includes the tools that assist property owners in maintaining historic resources. Effective preservation programs offer special benefits to stimulate investment in historic properties, encourage owners to follow appropriate rehabilitation procedures, and assist those with limited budgets.

Owners of designated historic properties in Galveston may be eligible for one or more of the incentive and benefit programs described below.

LOCAL PROPERTY TAX EXEMPTION PROGRAMS

The City has developed programs to promote rehabilitation of historic resources by freezing local property taxes at pre-improvement rates.

LOCAL PROPERTY TAX EXEMPTION FOR INCOME-PRODUCING PROPERTIES

Owners of income-producing properties with at least 10,000 square feet of gross leasable area that are locally-designated individual historic landmarks or contributing properties in locally-designated historic districts may apply for an ad valorem property tax exemption that applies to significant improvements.

ADDITIONAL LOCAL PROPERTY TAX EXEMPTION PROGRAMS

The City has also developed, but not yet implemented a program to freeze or exempt local property taxes on locally-designated individual historic landmarks and properties in locally-designated historic districts. The program would encourage rehabilitation of historic properties by freezing property taxes at the pre-improvement rate for a period of 10 years. An additional program to encourage designation of new individual local landmarks, historic districts and conservation districts would reduce local property taxes by 25% for a period of ten years.

See Policy 30. "Provide local tax incentives to encourage preservation of historic resources in Galveston." on page 68 for more information.

STATE SALES TAX EXEMPTION PROGRAM

Repair and rehabilitation work on properties listed on the National Register of Historic Places may qualify for a state sales tax exemption. Labor to restore, repair or remodel an individual National Register Historic Landmark or property in a National Register Historic District is exempted from sales tax if the amount of the charge for labor is separately itemized.

FEDERAL HISTORIC REHABILITATION TAX CREDIT

The Historic Rehabilitation Tax Credit Program is a one-time federal income tax credit for costs associated with the certified rehabilitation of historic buildings. It applies only to income producing properties such as multifamily and commercial buildings and is jointly administered by the National Park Service and IRS.





GRANT PROGRAMS

Grant programs provide funding for projects, training and education efforts that promote preservation objectives.

GALVESTON HISTORICAL FOUNDATION GRANT PROGRAM

The Galveston Historical Foundation uses funding from the City of Galveston’s Community Development Block Grant Program to offer grants for the exterior rehabilitation of historic residential properties. Properties must be owner-occupied and applicants must meet HUD’s low-to-moderate-income standards. The Foundation administers the program and provides technical assistance to the homeowners.

TEXAS PRESERVATION TRUST FUND GRANTS

The Texas Historical Commission provides grants for a wide range of preservation projects through the Texas Preservation Trust Fund (TPTF). TPTF grants pay up to one-half of total project costs to help preserve Texas’ cultural resources. Grant funds are awarded for acquisition, development, planning and education. Projects eligible for grant assistance include:

- Commercial buildings
- Public buildings (such as schools, city halls, libraries and museums)
- Unique historic structures (such as bridges, water towers, lighthouses and ships)
- Archeological site surveys
- Training for individuals and organizations about historic resources and preservation techniques

Education and Advocacy Component

Education programs provide the tools to build awareness and strengthen skills while advocacy efforts promote policies and partnerships that support preservation efforts in the community.

EDUCATION PROGRAMS

Helping property owners learn how to maintain their historic properties as active, viable assets is a key part of a successful preservation program. Many property owners willingly comply with appropriate rehabilitation procedures and develop compatible designs for new construction when they are well informed about preservation objectives.

Education and outreach efforts also help ensure that the importance of historic preservation is well understood within the community. They may also help property owners better understand the range of flexibility that is available to adaptive reuse of historic properties.

The Galveston Historical Foundation provides an array of educational programs including lectures, discussions, and hands on programming focusing on the maritime, cultural and architectural heritage of Galveston.

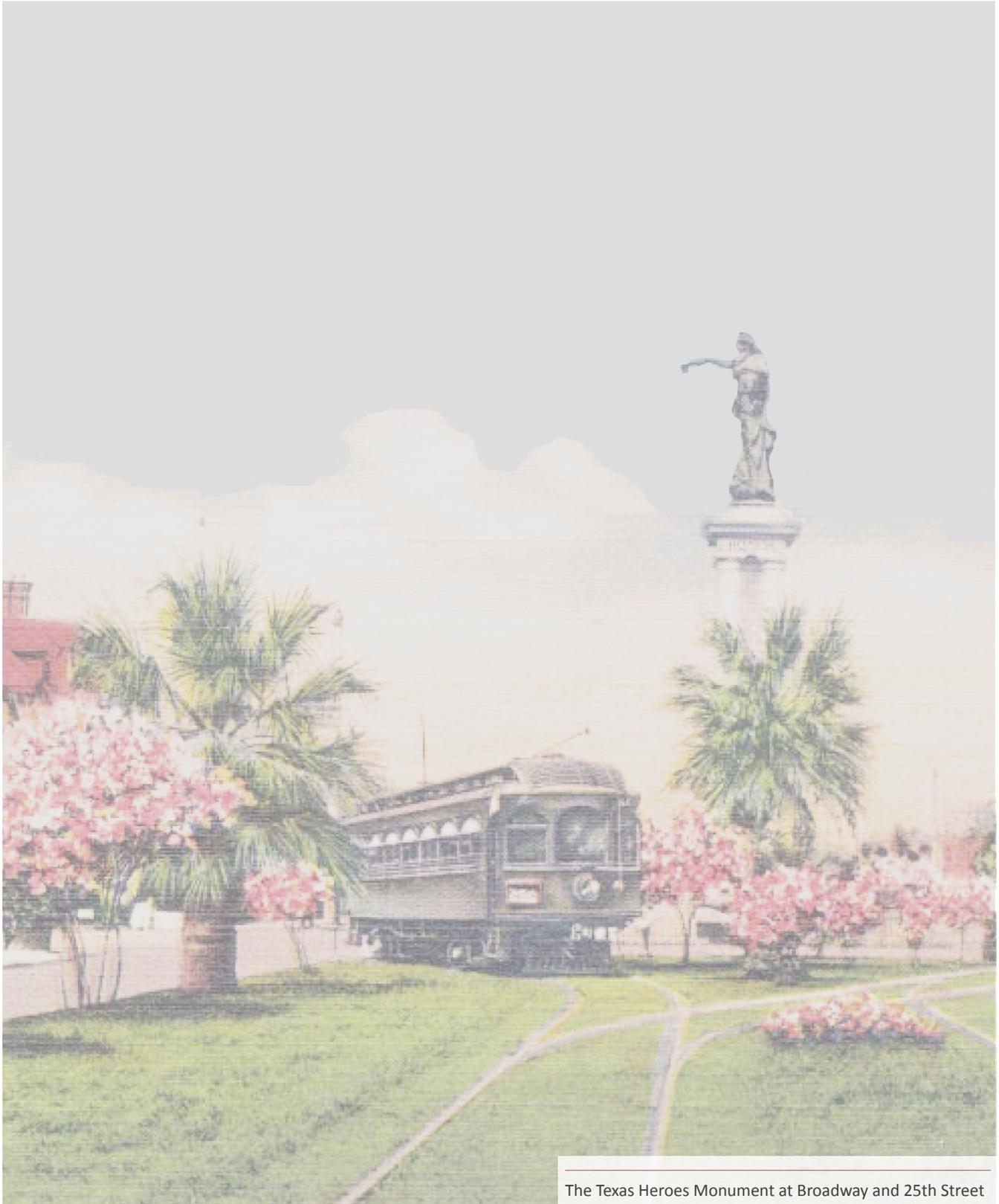
ADVOCACY PROGRAMS

Advocacy programs promote policies and plans that support historic preservation. This includes lobbying for zoning codes that are compatible with traditional development patterns in older neighborhoods and supporting adoption of new incentives to maintain historic structures. They also work to expand the base of preservation players and engage partners in collaborative preservation programs. Private citizens and non-profit organizations lead preservation advocacy in Galveston.

The Galveston Historical Foundation is a major voice of preservation advocacy both locally and throughout the state. Through its Preservation Resource Center, the Foundation also serves as a preservation advocate during Galveston Landmark Commission meetings and spearheads the Heritage at Risk List.



The Galveston Historical Foundation offers educational programs aboard the 1877 Tall Ship Elissa.



The Texas Heroes Monument at Broadway and 25th Street

CHAPTER 1

HISTORIC RESOURCES IN GALVESTON

The City of Galveston is proud of its unique community character. Over the years, residents have sought to create a city that expressed the values of the community and reflected the diversity of cultures that chose Galveston as their home.

Galveston has been described as having the most intact collection of late nineteenth and early twentieth century buildings in the United States. Most of these properties are not large, “high-style” buildings, but rather small cottages with vernacular interpretations of popular styles of the time.

In 2003, the National Trust for Historic Preservation recognized the City of Galveston as one of America’s Dozen Distinctive Destinations. This distinction recognizes Galveston’s “enjoyable, natural, historic, aesthetic, recreational, and cultural experiences.” As a barrier island on the Texas Gulf Coast, the City of Galveston has a finite amount of land to develop, reinforcing the need to preserve the long- established amenities that add to the quality of life for islanders.

This chapter provides a brief summary of historic resources in Galveston, including a summary of the City’s historic development and a summary of the city’s existing historic landmarks and districts.



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Galveston’s Historic Landmarks and Districts	29
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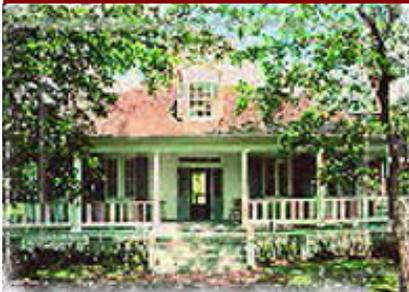
THE HISTORIC DEVELOPMENT OF GALVESTON

Several distinct periods of development have left Galveston with a unique historic development pattern. This pattern of historic neighborhoods and commercial areas includes many notable historic resources.



Opera House

Samuel May Williams House



Samuel May Williams, founder of the Texas Navy, constructed the house at 3601 P Street in 1838. It is now one of the city's oldest surviving structures.

SETTLEMENT

Initially populated by the Karankawa Indians, who lived seasonally on the island from October through February, Galveston Island was discovered by Spanish explorers in the 1500s. When the privateer Jean Lafitte established his settlement of Campeachy, significant inhabitation occurred. Lafitte had control of the island from 1817 - 1821 and built his combination residence, warehouse, and fort "Maison Rouge." It was not until Michel B. Menard organized the Galveston City Company in 1836 that any important developments occurred.

Menard, a French-Canadian, realized the potential of the island as a significant port with its natural deepwater harbor. Because Galveston Island was part of the Republic of Mexico, only Mexican-born citizens could purchase tracts of land. In 1836, after the War for Texas Independence, Menard finally received title to the land through a complicated series of financial transactions. Authorities granted the claim on December 9, 1836, in exchange for \$50,000 cash or acceptable materials.

CREATION OF A NEW TOWN

John D. Groesbeck was hired by the Galveston City Company to survey the eastern portion of the island, which he divided into lots. The grid pattern he designed ran east-west in rectangular blocks with fourteen narrow lots. At the end of the first year, seven hundred lots had been sold at approximately \$400 per lot.

Galveston was incorporated in 1839 and elected its first mayor, John M. Allen, a hero of the Battle of San Jacinto. The shipping trade quickly became the primary form of commerce and development followed rapidly. Although setbacks occurred, including several yellow-fever epidemics, Galveston became prominent in the transport of cotton and foreign trade by 1840.

GALVESTON AND THE CIVIL WAR

After Texas' annexation to the United States in 1845, Galveston continued to develop its cotton trade and became the port of entry for European immigrants. During this period before the Civil War, Galveston's rivalry with Houston intensified. The two cities were in constant competition for commercial dominance. The cities, however, were also dependent upon each other. In 1860, The Galveston, Houston and Henderson Railroad was the first to reach the island, on the eve of the Civil War.

Galveston residents, who included a population of approximately one thousand slaves, were strongly opposed to abolitionists. The Battle of Galveston on New Year's Day 1863 was the only military action that took place in the city during the Civil War. After the Civil War, merchants returned to Galveston to re-establish trade and shipping.

By the spring of 1866, a construction boom was underway. It was reported that more than a hundred large buildings were under construction.¹ At the start of the Civil War, Galveston's population was almost 6,500, but by 1873, the population had risen to 13,800.² At the end of the Reconstruction period, Galveston was the wealthiest city per capita in Texas and one of the richest in the South.³

The late 1800s were a period of significant growth and development for Galveston. The Strand (Avenue B), which filled with large financial institutions as well as brokerage and insurance firms, became known as the "Wall Street of the Southwest." During the late nineteenth century, Galveston was also the site of many Texas "firsts" including first gas and electric lights, first hospital, first opera house, first telephone, and first medical college. Continuing to rely heavily on the cotton trade, the city opened the first cotton exchange in Texas in 1872. The city continued to focus upon the expansion of shipping commerce and waterways rather than industrial growth and land-based transportation. Wealthy Galveston residents built large houses, most significantly on Broadway (Avenue J), Tremont (23rd Street) and in the East End area, which bordered the commercial district of the city. By 1880, Galveston was the largest city in the state of Texas with a population of 22,000.⁴

1 Works Progress Administration (WPA). *Galveston City Guide*. Compiled by WPA Writers' Program workers. New York: Hastings House, 1942, page 111.

2 McComb, David G. *Galveston: A History*. Austin: University of Texas Press, 1986, page 83.

3 *Ibid*, page 105.

4 *Ibid*, page 66.

1600 Block of Market East End Historic District

The 1600 Block of Market in the East End Historic District was one of the first blocks to be rebuilt after the Great Fire, which started one block north in 1885. All existing houses on the block date from 1886.

1885 FIRE

The fire of 1885 had a tremendous impact upon the city. On Friday, November 13th, a fire started in the alley behind Vulcan Iron Foundry, located on the Strand between 16th and 17th streets. The densely populated East End suffered significant damage with houses destroyed from 16th to 20th streets and from the Strand past Broadway. The tight grid pattern of lots and the existence of multiple alley residences did not allow for a firebreak and the fire soon spread out of control. The fire destroyed 568 homes in 42 blocks and property damage was estimated to be \$1.5 million.⁵ Rebuilding was swift and entire blocks were rebuilt in 1886. This provided ample opportunity for local architects such as Nicholas Clayton, Alfred Muller and George Stowe, to design elegant Victorian residences in the fire burned area of East End.

Newspapers noted that every new house in the fire zone was an improvement over those that had burned and the entire area was “wonderfully improved”⁶. The fire did provide a basis for new building codes. Wood frame buildings with wood shingle roofs were replaced with brick masonry walls and treated roofing material or slate. Some residents within the East End fire zone chose to rebuild their homes following the new fire resistant building codes even though they were outside of the mandatory area.

⁵ McComb, 101.

⁶ Beasley, Ellen and Stephen Fox. *Galveston Architecture Guidebook*. Houston: Rice University Press and Galveston Historical Foundation, 1996, page 37.

THE GREAT STORM OF 1900

The Great Storm, or the 1900 Storm, is the most defining event in Galveston history. On September 8, 1900, a hurricane swept in from the Gulf that resulted in the mass destruction of more than 1500 acres in Galveston. Over 6000 people were killed; the largest number of deaths caused by any natural disaster in the United States. The ocean had cleared the land of all structures on the Gulf side of the island; a strip extending the full length of the city and approximately eleven blocks deep.⁷ Approximately 4000 structures in the city were demolished – nearly two-thirds of the total before the storm.⁸ The debris was piled into a six-foot tall, ten-foot thick wall of compressed building materials, household items and corpses.⁹ This wall of debris created a barrier during the storm, preventing the force of the waves from extending further inland. The clean-up effort began immediately, with aid eventually pouring in from across the United States and Europe.

SEAWALL AND ISLAND GRADE RAISING

The other significant development in Galveston was the decision to build a seawall to buffer the Gulf of Mexico from Galveston and to “raise” the grade of the city. With the devastation of this hurricane, there was only one choice: to protect the city from future disaster. Engineers were hired to design the Galveston Seawall. The seawall was originally planned to be seventeen feet above mean low tide, with a base fifteen feet thick that narrowed to five feet at the top. In October 1902, construction began. Built over a period of several years, the seawall now stretches over 10 miles in length.

Following construction of the seawall, it became imperative to raise the grade of the city. With the seawall at seventeen feet high, various portions of Galveston had to be raised. The grade of the island was to be sloped away from the seawall.

Seawall Construction and Grade Raising



Construction of Galveston’s original 17 foot tall, 3.5 mile long Seawall began in 1902. Subsequent extensions increased its total length to over 10 miles. The new Seawall proved its worth during the 1915 Storm, which was more severe than the Great Storm of 1900, but caused less damage.

Behind the Seawall, buildings, fences and trees were raised on posts an average of 8 feet. Earth was filled in underneath to create a new higher grade for the island.

7 WPA, page 128.

8 Bixel, Patricia Bellis and Elizabeth Hayes Turner. *Galveston and the 1900 Storm*. Austin: University of Texas Press, 2000, page 43.

9 McComb, page 126.



Stephen F. Austin Middle School was built in 1939 by the Works Progress Administration and features modernistic horizontal banding and relief panels over the entrances depicting historic scenes of Galveston and Texas.

EARLY 20TH CENTURY GALVESTON

Redevelopment of housing south of Broadway Boulevard, in the large out lots, began during the grade raising and continued through the early twentieth century. Several “bungalow districts” are evident north of Seawall Boulevard in the San Jacinto, Kempner Park and Lasker Park neighborhoods. Houses that were damaged in the 1900 Storm were also repaired and many new houses were built from salvaged materials.

With the seawall in place, Galveston began anew, regaining the confidence that it once had. The first real test of the new technology occurred in 1915, when a powerful hurricane struck the island. The seawall was a success. The economy in Texas was rapidly changing. The Spindletop oil discovery in Beaumont had launched Texas into an oil rush and Galveston’s old rival Houston was at the center of the new developing economy. Houston’s rise to power over Galveston was cemented with the construction of the Houston ship channel in 1914. Houston no longer needed Galveston’s deepwater port.

Galveston was unable to invest in the burgeoning oil industry because most of its capital was tied up in developing defenses against the sea.¹⁰ Instead, Galveston became “the sin city of the Gulf Coast, based upon a triad of prostitution, gambling and drinking.”¹¹ It was not until 1957 state authorities shut down the gambling operations at the Balinese Room, Galveston’s most famous pleasure pier, and the era of “free living” was over.¹²

Many of the citizens that profited from the entertainment options available in Galveston during prohibition and gambling helped develop more significant housing in the Denver Resurvey Area, west of 45th Street. The Cedar Lawn Neighborhood and the Denver Court Subdivision, both National Register districts, benefited from these prominent citizens relocating from the older East End Neighborhood to build new modern houses. Many of the housing stock are from the early to mid- twentieth century and are indicative of the architectural styles popular during that era.

¹⁰ McComb, page 126.

¹¹ Ibid, page 157

¹² Ibid, page 234.

BIRTH AND DEVELOPMENT OF HISTORIC PRESERVATION IN GALVESTON

In the early 1960s, citizens of Galveston became aware that the City was losing many of its historic buildings to demolition and neglect. Howard Barnstone's *The Galveston That Was* influenced many local residents to seek protection of historic resources through enacting ordinances and historical zoning regulations. The Galveston Historical Foundation was also instrumental in galvanizing residents into action.

The Galveston City Council finally recognized the importance of protecting historical areas by providing for "Historical" zoning districts in the late 1960s. The "Historical" zoning district not only required review of exterior alterations but also changed the underlying land use zoning. The Galveston Historical Foundation subsequently led the effort to study and begin recording the historically significant architecture remaining in the city. The final result was the creation of a Development Plan for Historical Zoning and adoption by the City Council of a Historical Zoning District Ordinance in the summer of 1970.

The Historic District Review board was created by the City to oversee projects within the residential districts. All projects were reviewed for conformance with the Historical District Guide, which was created in 1972. The grant provided for a comprehensive study of the historic area and development of a guide for the administration of the Historical District Ordinance.



National Park Service



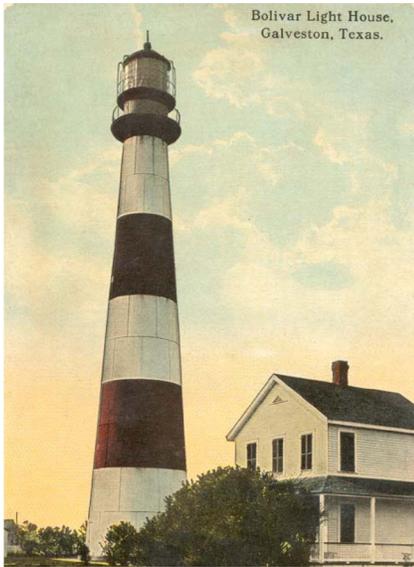
As custodian of the national park system, the National Park Service is steward of many of America's most important natural and cultural resources. It is charged to preserve them unimpaired for the enjoyment of present and future generations. If they are degraded or lost, so is the parks' reason for being.

Almost every park in the system has cultural resources, the material evidence of past human activities. Finite and nonrenewable, these tangible resources begin to deteriorate almost from the moment of their creation. Once gone they cannot be recovered. In keeping with the NPS organic act of 1916 and varied historic preservation laws, park management activities must reflect awareness of the irreplaceable nature of these material resources.

Cultural resource management involves *research*, to identify, evaluate, document, register, and establish other basic information about cultural resources; *planning*, to ensure that this information is well integrated into management processes for making decisions and setting priorities; and *stewardship*, under which planning decisions are carried out and resources are preserved, protected, and interpreted to the public.

GALVESTON'S HISTORIC CONTEXTS

Cultural, economic and geographic themes in Galveston's historic development can be summarized in a series of historic context statements. Such statements are used by communities to assist with education, guide survey efforts and inform evaluation of historic significance.



The 1872 Point Bolivar Light House is on the National Register of Historic Places.

Galveston does not currently have formally developed historic context statements. Historic themes that could inform development of formal context statements include:

- Early Settlement
- Maritime Heritage
- Disaster and Recovery
- Streetcar Development
- Tourist Development

Statements could be written to describe a number of additional historic contexts. They would then serve as the primary basis for determining the integrity and significance of properties and potential historic districts using national, state and local criteria.

See Policy 13. “Develop a set of historic context statements to establish a background for understanding Galveston’s historic resources.” on page 57 for recommendations regarding the development of historic context statements.

GALVESTON'S HISTORIC LANDMARKS AND DISTRICTS

Many of Galveston's historic resources are officially recognized in national, state or local historic registers. Additional historic resources exist but have not yet been identified or formally listed. Depending on the type of designation, historic listing may include special protections and provide opportunities for specific benefits and incentives.

In 1999, the City of Galveston revised the historic district ordinance (Ordinance 99-14) and amended Section 29-80: Special Historic Districts, within the Galveston Zoning Standards. The ordinance provided for further clarification of protection of historic properties, and created the ability to designate a "Galveston Landmark."

Individual Historic Landmarks

Galveston includes a number of properties that are designated as individual historic landmarks at the national, state and local level. Owners of locally-designated Galveston Landmarks and state-designated Texas Historic Landmarks have special responsibilities overseen by the Galveston Landmark Commission and Texas Historical Commission. They are also eligible for special incentives and benefits, as are owners of properties on the National Register of Historic Places.

LOCALLY-DESIGNATED GALVESTON HISTORIC LANDMARKS

Locally-designated individual historic landmarks in Galveston include:

- 1207 Post Office St.
- 2125 Church
- Ashton Villa (2328 Broadway)
- City Hall (823 Rosenberg)
- Garten Verein (2704 Avenue O)
- Mount Olive Missionary Baptist Church (3602 Sealy)
- Samuel May Williams House (3601 Avenue P)
- Schmidt House (1524 Avenue K)
- Start State Company, Number 3 Fire House (2828 Market)
- The Green Revival House (1524 Avenue K)
- The Hitchcock House (2209 Avenue K)
- The Medical Arts Building (302 Moody)
- The Texas Building (415 Kempner)
- The Tremont House (2300 Mechanic)

Owners of Galveston Landmarks have special responsibilities (including adherence to the *Design Standards for Historic Properties*) overseen by the Galveston Landmark Commission. They are also eligible for special incentives and benefits.



The Tremont House is a locally-designated Galveston Landmark and is also located in the Strand/Mechanic Historic District.

Galveston and Texas History Center

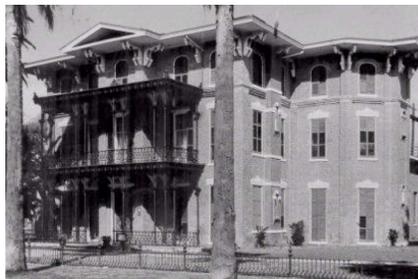


The Galveston and Texas History Center's primary mission is to collect, preserve, organize, and service materials that document the history of Galveston and Texas. Its secondary mission includes documenting the community through oral history and conducting public programs relating to the history of Galveston

The History Center is located on the third floor of the Rosenberg Library and is open to the public. Please call (409) 763-8854 ext. 127 to confirm times.



The Elissa, built in 1877, is a National Historic Landmark and is also the official tall ship of Texas. It is now part of the Galveston Seaport Museum.



Ashton Villa is National Register Historic Landmark built in 1859. It is also a Texas Historic Landmark and a locally-designated historic landmark.

STATE-DESIGNATED TEXAS HISTORIC LANDMARKS

Individual properties designated at the state level are called Recorded Texas Historic Landmarks (RTHLs). There are currently 85 RTHLs designated within the City of Galveston. These include Bishop's Palace, Garten Verein and Ashton Villa, as well as many other notable buildings within the City. Owners of RTHLs have special responsibilities including restrictions overseen by the Texas Historical Commission.

NATIONAL REGISTER OF HISTORIC PLACES AND NATIONAL HISTORIC LANDMARKS

A number of individual properties in Galveston are listed on the National Register of Historic Places or are designated as National Historic Landmarks. National Landmarks such as the 1877 Tall Ship Elissa have special national significance. Listing in the National Register of Historic Places and National Historic Landmark designation is honorary and does not require special review of improvement projects. Listed and designated properties may, however, be eligible for special incentives and benefits.

Historic and Conservation Districts

Galveston has six designated historic districts, including districts designated at the local, state and national levels. Galveston also has one locally-designated Neighborhood Conservation District (NCD).

The purpose and uses of each type of historic and conservation district, as well as the districts designated in each category, are summarized in the following pages. A particular district may be designated in more than one category. For example, East End, Silk Stocking and Strand/Mechanic are both locally-designated historic districts and National Register Historic Districts. The designation and review criteria that pertain to each category of district are summarized in the table below.



Chart 1.1: Historic and Conservation District Criteria

	Locally-Designated Galveston Historic District	Locally-Designated Galveston Neighborhood Conservation District (NCD)	National Register Historic District
Currently Designated Districts	- East End - Lost Bayou - Silk Stocking - Strand/Mechanic	-San Jacinto	- Cedar Lawn - Denver Court - East End - Silk Stocking - Strand/Mechanic
Designation			
Designation Criteria	Local criteria based on the Secretary of the Interior’s Standards (see Galveston Land Development Regulations)	Local criteria (see Galveston Land Development Regulations)	Secretary of the Interior’s Standards
Design Review			
Exterior alterations to existing structures	Reviewed and approved by the Landmark Commission using the Design Standards for Historic Properties ¹	No design review	No design review if alterations or not part of a federal action
Additions	Reviewed and approved by the Landmark Commission using the Design Standards for Historic Properties	Reviewed and approved by City staff using standards for the specific NCD	No design review if addition is not part of a federal action
New Construction	Reviewed and approved by the Landmark Commission using the Design Standards for Historic Properties	Reviewed and approved by City staff using standards for the specific NCD	No design review if addition is not part of a federal action
Demolition			
Demolition Permit	Granted by Landmark Commission only when economic hardship or threat to safety exists ¹	Granted by Landmark Commission for compatible new construction	No special review if demolition is not part of a federal action

1. Design review may not apply to structures that are considered to be non-contributing within a locally-designated historic district.



LOCALLY-DESIGNATED HISTORIC DISTRICTS

Galveston has four locally-designated historic districts. Owners of properties in these districts have special responsibilities overseen by the Galveston Landmark Commission. They are also eligible for special incentives and benefits. Three of Galveston’s four locally-designated historic districts, East End, Silk Stocking and Strand/Mechanic are also National Register Historic Districts.

In addition to the special incentives and benefits available, residents often choose to live in a locally-designated historic district because of the unique character, and the stability provided by a design review process that ensures the compatibility of new construction and alterations to historic structures. Such stability can protect quality of life and property values.

Each locally-designated historic district is briefly summarized in the following pages. A map showing locally-designated historic districts appears on 37.



Galveston’s locally-designated historic districts comprise a significant portion of the eastern part of the city.

EAST END HISTORIC DISTRICT

The East End, located directly adjacent to downtown, was Galveston's first residential neighborhood. It became Galveston's first locally-designated historic district in 1971. The original 40 block historic district was expanded to the east and north in 1994. It is also listed on the National Register of Historic Places.

The densely populated East End suffered significant damage in the Great Fire of 1885, with houses destroyed from 16th to 20th streets and from the Strand past Broadway. The tight grid pattern of lots and the existence of multiple alley residences did not allow for made fighting the fire difficult within the neighborhood. Rebuilding was swift, with entire blocks rebuilt in 1886. This provided ample opportunity for local architects such as Nicholas Clayton, Alfred Muller and George Stowe, to design elegant Victorian residences throughout the district.



The East End Historic District is both a locally-designated historic district and a National Register Historic Landmark District.



LOST BAYOU HISTORIC DISTRICT

Lost Bayou is Galveston’s most recently-designated local historic district. It was originally designated in 1994, and was expanded to include an additional non-contiguous block in 2004. The district is comprised of approximately 23 blocks south of Broadway Boulevard between 21st Street and 16th Street.

Lost Bayou was originally developed around the same time as the East End and Silk Stocking historic districts, although in a slightly smaller scale of residences. The district now includes many early 20th Century structures that were built after the neighborhood was extensively damaged in the Great Storm of 1900.



SILK STOCKING HISTORIC DISTRICT

The Silk Stocking local historic district was created in 1975, with 25th Street, or Rosenberg, as the core thoroughfare. The neighborhood is one of the most intact residential areas in the city from the late 19th and early 20th century. It is both a locally-designated historic district and a National Register Historic District.

Silk Stocking was originally developed in the early 1870s as a mix of single-family houses, a small corner store, large vacant blocks and industrial sites. It continued to develop through the 1920s, despite damage sustained in the Great Storm of 1900, which produced a massive wall of debris along Avenue N 1/2. It is now one of the most intact residential areas in the city from the late 19th and early 20th century.

Lost Bayou is Galveston’s most recently-designated local historic district.



The Silk Stocking Historic District is one of the most intact residential areas in the city from the late 19th and early 20th century.



STRAND/MECHANIC HISTORIC DISTRICT

In 1988, the Strand/Mechanic Historic District became Galveston's first locally-designated commercial historical overlay. The overlay adds special historic protections, but preserves the underlying zoning. The approximately 13 block district encompasses Galveston's primary commercial area from the 1850s through the early 1900s. It is both a locally-designated historic district and a National Register Historic District.

Often referred to as "the Wall Street of the Southwest," the Strand/Mechanic area was the economic lifeblood of this 19th century port city. Businesses in the district included banks, warehouses and merchants that supported and managed the heavy traffic of goods coming into and leaving the city. Cotton was the major export but building materials, produce and other dry goods also flowed through the district.

The historic Strand runs from 20th to 25th Street. Most buildings were built between 1875 and 1899, when it was a prosperous business area adjacent to the wharves. It's Gothic, High Victorian, French and Italianate buildings now house shops, restaurants, offices and apartments. It is now one of Galveston's most popular tourist destinations.



The Strand Mechanic area was the primary commercial district from the 1850s to the early 1900s.



The Neighborhood Conservation District is a zoning tool used to maintain neighborhood character.

San Jacinto Neighborhood Conservation Plan

SAN JAC

The San Jacinto Neighborhood

The NCD designation process includes development of a neighborhood conservation plan outlining existing character of the area and context-specific design standards to encourage maintenance of neighborhood character.

The San Jacinto Neighborhood Conservation Plan includes extensive information on the history and design traditions of the neighborhood.

LOCALLY-DESIGNATED NEIGHBORHOOD CONSERVATION DISTRICTS

Galveston has one locally-designated Neighborhood Conservation District (NCD). The Neighborhood Conservation District (NCD) is a zoning tool used to maintain neighborhood character, retain affordable housing, and protect an area from inappropriate development. NCDs can serve as catalysts for rehabilitation of existing buildings.

Neighborhoods that do not wish to be or may not qualify for historic district status may opt to be a neighborhood conservation district. See 63 for more information on differences between locally-designated historic and conservation districts.

SAN JACINTO NEIGHBORHOOD CONSERVATION DISTRICT

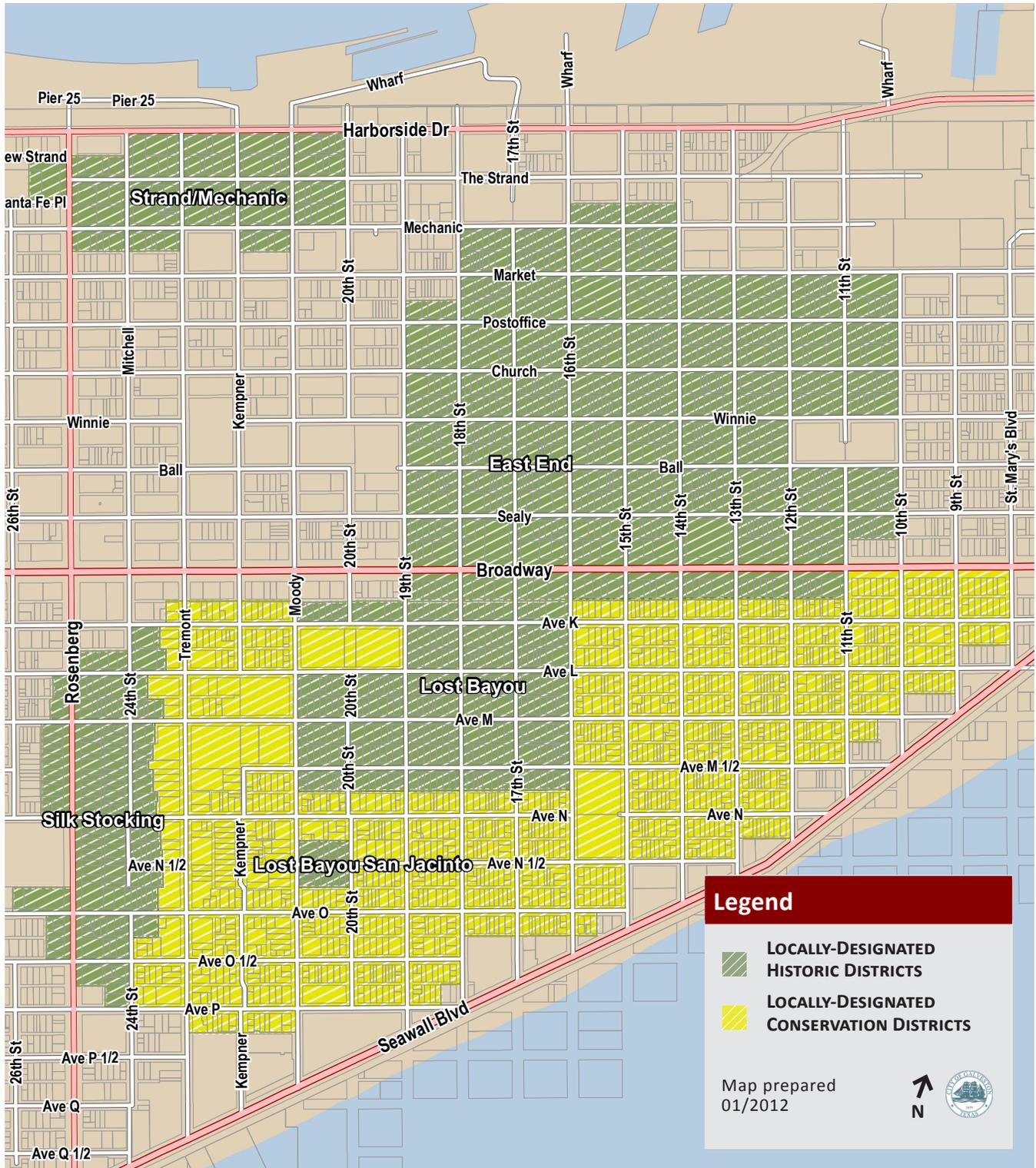
The San Jacinto NCD was locally designated in 2010 and includes an area of traditional neighborhoods adjacent to the East End, Lost Bayou and Silk Stocking historic districts.

The intact, urban street grid of the neighborhood provides the foundation for an interesting context of housing, commercial nodes and corridors that support a sustainable and walkable community. Its proximity to the seawall provides storm protection and allows residents direct access to Gulf beaches.

When the city was platted in the 1830s the land south, the area around what is now the San Jacinto NCD was divided into outlots that comprised four city blocks in area and that would be suitable for dairy, market or poultry farming. As the city grew southward, these outlots were subdivided by streets running east and west, north and south. The north-south streets took on the numbered designations of the existing streets, while the east-west streets became half streets. Gradually, residents moved south of Broadway and filled the neighborhood. Although the neighborhood’s structure’s are generally more modest in character than those just north of Broadway, San Jacinto has some large houses and mansions. Twenty-third Street was lined with grand houses beginning as early as the 1850s.

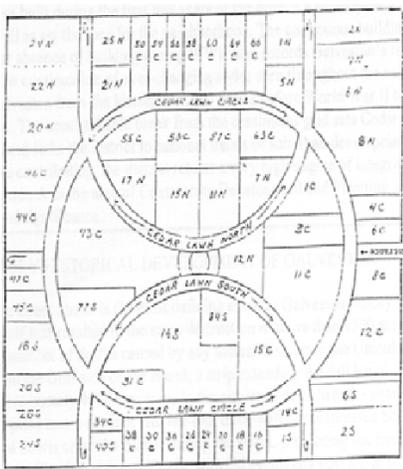
The Great Storm of 1900 extensively damaged the neighborhood before it was raised behind the Seawall. Hurricane Ike caused additional damage in 2008. Today, San Jacinto maintains its identity as a largely residential neighborhood with several churches, schools and miscellaneous businesses, some still housed in corner stores.

Map 1.1: Locally Designated Historic and Conservation Districts





The Cedar Lawn Historic District is one of Galveston’s most intact early to mid-20th Century neighborhoods.



The curving streets of the Cedar Lawn Historic District set it apart from the surrounding grid.

NATIONAL REGISTER HISTORIC DISTRICTS

Galveston has five historic districts listed on the National Register of Historic Places. Listing in the National Register of Historic Places is an honorary designation only and does not require special review of improvement projects. Properties in National Register Historic Districts may, however, be eligible for special incentives and benefits.

Two of Galveston’s five National Register Historic Districts, East End and Strand/Mechanic, are National Landmark Districts, a special designation bestowed on only about 3% of National Register Historic Districts. Three of the five districts, East End, Strand/Mechanic and Silk Stocking, are also locally-designated Galveston Historic Districts. The two additional National Register Historic Districts are briefly summarized below.

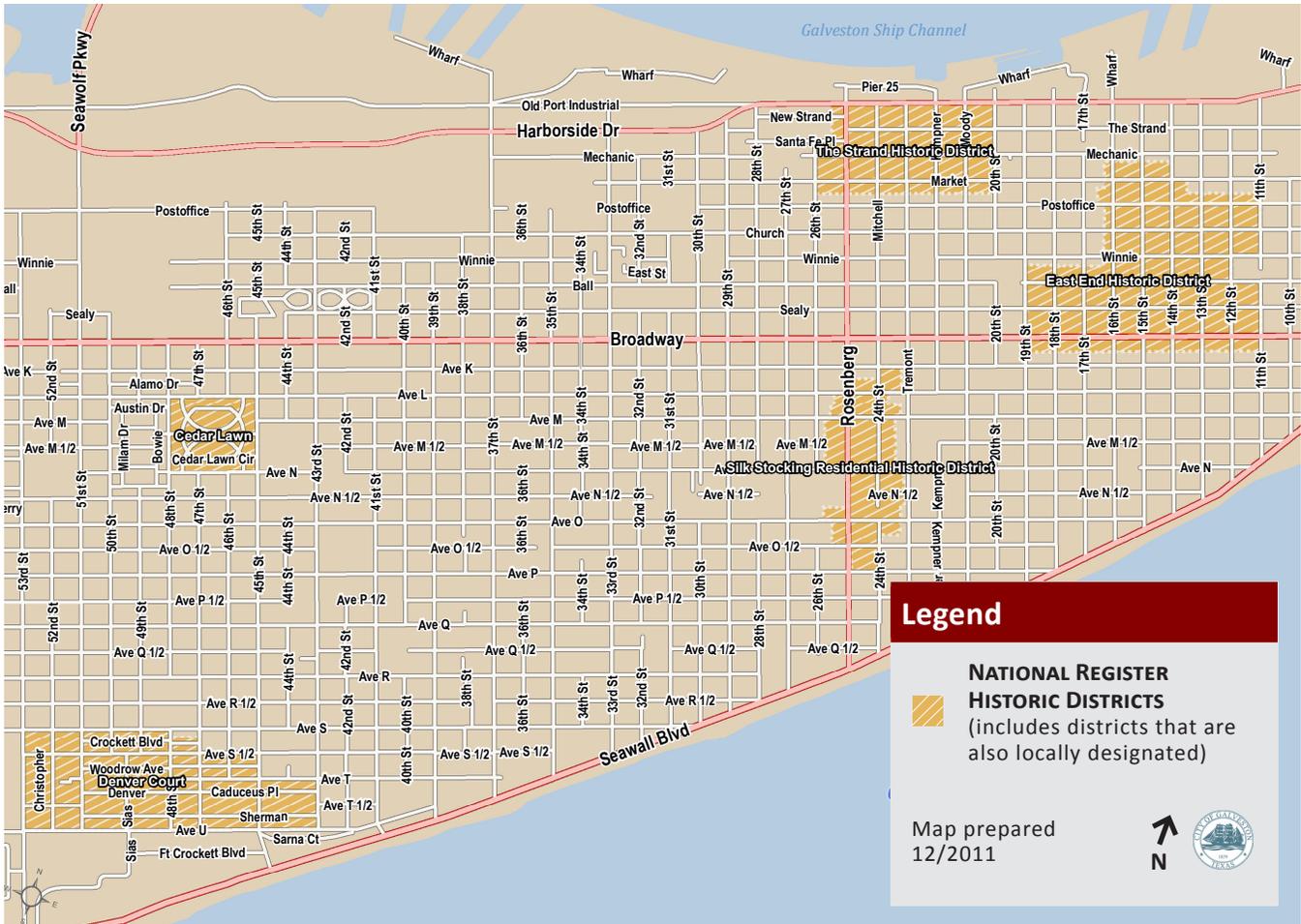
CEDAR LAWN HISTORIC DISTRICT

The Cedar Lawn Historic District was listed on the National Register of Historic Places in 2003. It has a distinct curving street layout that breaks from the surrounding grid, and is one of Galveston’s most intact early to mid-20th Century neighborhoods.

DENVER COURT HISTORIC DISTRICT

The Denver Court was listed on the National Register of Historic Places in 2002. The neighborhood dates to 1926, and now includes about 30 blocks. It is a diverse neighborhood of predominantly revival-styled residences ranging from speculator-built cottages to sprawling architect-designed mansions. Denver Court is one of Galveston’s best-preserved residential areas.

Map 1.2: National Register Historic Districts





The Texas Heroes Monument at Broadway and 25th Street

CHAPTER 2

PRESERVATION GOALS AND POLICIES

Achieving Galveston’s vision for historic preservation requires goals and policies that will be implemented by a diverse group of individuals and organizations. The City’s Preservation Partners will work together to implement specific actions that promote these goals and policies while building an effective overall preservation program.

This chapter describes a series of goals, policies and actions that will help to achieve the vision for historic preservation in Galveston. Following a general section, they are organized around the five primary components of an effective preservation program.

Within the general section and sections for each of the program components, a series of goal statements indicate desired future conditions. Recommended policies follow each goal statement, and are sequentially numbered throughout the chapter i.e., “Policy 29.”) The policies indicate the general recommended course of action and provide criteria for decision making. One or more recommended actions are provided for each policy. The actions are labeled with the policy number and a letter to indicate the specific action (i.e., “Action 29A.”) The actions describe specific steps to take to meet the policy.



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GENERAL GOALS, POLICIES AND ACTIONS

This section builds on the overall goal for historic preservation in Galveston with more specific goals, policies and actions that relate to a range of community functions and activities.



Preservation is the core of the community and should be integrated throughout the City’s goals and actions.



The preservation program should promote heritage tourism to support economic development and preservation efforts.

GOAL

A sustainable community supported by preservation efforts

POLICIES AND ACTIONS

1. PROMOTE ECONOMIC SUSTAINABILITY THROUGH HISTORIC PRESERVATION.

Historic preservation can make a significant contribution to a vital local economy by conserving the community’s infrastructure investments, preserving livable neighborhoods and supporting heritage tourism. To support preservation’s role in economic sustainability, the City and its Preservation Partners should:

1A. COORDINATE PRESERVATION EFFORTS WITH OTHER PROGRAMS DESIGNED TO SUPPORT LOCAL BUSINESSES.

Use preservation assistance tools, job development programs and heritage tourism activities to help strengthen local businesses that are located in historic properties and historic districts. As an initial step, establish an annual “Business Partners in Preservation Forum.”

1B. BUILD A STRONG HERITAGE TOURISM PROGRAM FOR GALVESTON.

Heritage Tourism, which focuses on offering experiences engaging historic resources with other visitor activities, is a strong economic development tool. It generates jobs in service sectors, as well as construction trades. The preservation program should promote heritage tourism to support economic development and preservation efforts. The program should include developing an inventory of resources to be marketed, assuring that are rehabilitated and in service, and then preparing interpretive materials that enrich the experience of visiting those places.

Building a strong heritage tourism program is important, as described in “High Priority Actions” on page 79. Refer to the goals, policies and actions for heritage tourism on page 73 for guidance on expanding heritage tourism programs in Galveston.

1C. PROMOTE ADAPTIVE REUSE OF HISTORIC PROPERTIES.

The preservation program should focus on keeping a building in active service and in accommodating compatible alterations. Historic buildings represent millions of dollars of infrastructure investment. Keeping properties in services assures that they will contribute to city revenues that are used to protect the community's investment in the infrastructure of older neighborhoods. As an initial step, establish an annual workshop with the building industry to review successes and identify ways to facilitate adaptive reuse.

1D. DEVELOP A REHABILITATION SKILLS BUILDING PROGRAM.

Adaptive reuse generates jobs in Galveston's construction industries, because preservation projects are relatively labor-intensive, and a higher percentage of construction dollars stay in the local economy. This offers opportunities to train local workers in trades that will enable them to stay on the island. A jobs training program that focuses on rehabilitation work is therefore an important economic development action.

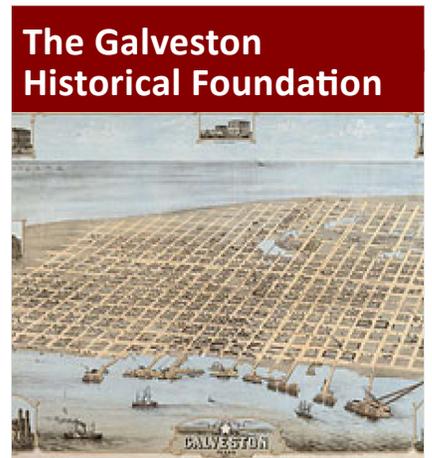
1E. USE HISTORIC AND CONSERVATION DISTRICTS TO STABILIZE NEIGHBORHOODS AND ENHANCE PROPERTY VALUES.

Many studies document that the protective environment of local historic and conservation districts help to stabilize, and even enhance, property values. The historic preservation office should seek partnerships with economic development groups to assist with creating and managing historic and conservation districts. This should include working with the real estate and construction industries to advance the understanding of these benefits, by assembling data specifically relevant to Galveston.

See Policy 19. "Explore designation and expansion of local historic and conservation districts." on page 61 for additional information.



Historic buildings represent millions of dollars of investment made by previous generations.



The Galveston Historical Foundation

The Galveston Historical Foundation (GHF) is Texas' oldest historic preservation group. It was founded in 1871 to preserve papers and documents and now has more than 5,100 members from 38 states and two foreign countries.

The GHF operates nine museums and historic properties, and works with the community to preserve the historic architecture and the cultural heritage of the island.

The Green Revival House and Certification Program



With help from the Green Revival Partners, The Galveston Historical Foundation (GHF) moved a historic house to 3101 Avenue Q and rehabilitated it to become a model for the use of energy efficient technology in a historic structure.

The GHF's related Green Revival Certification Program offers step-by-step guidance to homeowners interested in making their historic properties more energy efficient. For more information visit:

http://www.galvestonhistory.org/Green_Revival_Certification_Program.asp

2. PROMOTE ENVIRONMENTAL SUSTAINABILITY THROUGH HISTORIC PRESERVATION.

Historic preservation is a key component of the community's environmental sustainability activities. Preservation conserves land, maintains the energy invested in original construction and reduces demolition waste. To support strong links between historic preservation and environmental sustainability, the City should:

2A. TAILOR ENERGY EFFICIENCY STANDARDS TO FIT HISTORIC RESOURCES.

Building and zoning code standards for energy efficiency should provide flexibility for historic resources, emphasizing overall energy savings of a well-managed historic property, rather than the performance of individual building elements. The city should continue to advocate for codes that acknowledge the inherent environmental benefits of preservation.

If improvements to a historic resource are intended to provide improved energy efficiency, the City should consider requiring an energy audit to demonstrate efficiency gains that may be realized by the project.

2B. STREAMLINE THE PERMITTING PROCESS FOR ENERGY EFFICIENCY RETROFITS OF HISTORIC STRUCTURES.

The permitting process should encourage compatible energy efficiency retrofits to historic buildings.

Strategies include:

- › Allowing administrative approval of simple energy-efficiency retrofits that have minimal impact on the historic significance of a property
- › Publishing a list of "quickly permissible" retrofit actions, to encourage their use
- › Providing clear guidance to property owners and the Landmark Commission regarding compatible energy efficiency retrofits. See Action 2D. "Include energy efficiency retrofit guidance in an update to the City's historic design standards." on page 45 for more information.

2C. HIGHLIGHT GREEN BUILDING PRACTICES THROUGH DEMONSTRATION PROJECTS.

The City and its Preservation Partners should continue to use projects such as the Galveston Historical Foundation's Green Revival House to demonstrate how retaining existing buildings conserves resources. Holding public workshops and open houses in historic buildings can also help raise awareness of existing and potential links between preservation and environmental sustainability objectives.

2D. INCLUDE ENERGY EFFICIENCY RETROFIT GUIDANCE IN AN UPDATE TO THE CITY'S HISTORIC DESIGN STANDARDS.

An update to the City's *Design Standards for Historic Properties* is currently underway as part of the Progress Galveston project. The update will address the compatibility of energy efficiency retrofits for typical building types in Galveston.

2E. INCLUDE SUSTAINABLE LANDSCAPING STRATEGIES IN THE CITY'S HISTORIC DESIGN STANDARDS.

Updated design standards should provide information on landscape designs that conserve resources and enhance the energy efficiency of a building. This should include ideas for planting wind breaks and providing for solar access to occupied spaces, and to produce gardens.



The Green Revival House

3. PROMOTE CULTURAL AND SOCIAL SUSTAINABILITY THROUGH HISTORIC PRESERVATION.

Preserving historic places and neighborhoods promotes cultural and social sustainability by supporting everyday connections between residents and Galveston’s rich heritage. These areas also make livable places, which contribute to the quality of life for the city’s citizens. Many of the goals, policies and actions throughout this plan closely relate to cultural and social sustainability. To support additional links between preservation and cultural sustainability, the City should:

3A. PROMOTE PUBLIC AWARENESS AND UNDERSTANDING OF THE ISLAND’S CULTURAL AND SOCIAL HISTORY.

The City and its partners should promote awareness of the island’s cultural and social history to help residents maintain a connection to the community’s heritage.

Promoting public awareness is important, as described in “High Priority Actions” on page 79. See Policy 34A. “Develop a public communication and education strategy for historic preservation.” on page 71 and Policy 34. “Increase public awareness of benefits and responsibilities associated with preservation.” on page 71 for additional information.

3B. ENCOURAGE IMPLEMENTATION OF SUSTAINABILITY ACTIONS IN HISTORIC AND CONSERVATION DISTRICTS.

The City and neighborhood organizations should promote maintaining properties in historic and conservation districts in the interest of social/cultural sustainability.



GOAL

Preservation principles are embedded in other community goals and policies.

4. INTEGRATE HISTORIC PRESERVATION POLICIES INTO CITYWIDE PLANNING EFFORTS.

Preservation is the core of the community. To integrate preservation objectives throughout community goals and policies, the City and its Preservation Partners should:

4A. BUILD PUBLIC AND POLITICAL SUPPORT FOR PRESERVATION OBJECTIVES.

This should include regular work sessions with agency representatives and elected officials to highlight the role of preservation in community planning and development.

4B. COORDINATE SHORT AND LONG-RANGE PLANNING WITH PRESERVATION POLICIES.

The City should incorporate preservation principles in all key City land use and development plans.

4C. ENCOURAGE NEIGHBORHOOD-LEVEL PRESERVATION AND CONSERVATION PROGRAMS.

Historic survey data should be used when neighborhood plans are developed as a base line for understanding existing conditions. Preservation and conservation tools also should be considered when recommendations for individual neighborhood plans are developed .

4D. PROMOTE URBAN DEVELOPMENT STRATEGIES THAT ARE COMPATIBLE WITH HISTORIC PRESERVATION.

The City should incorporate preservation principles in all key City land use and development plans. This should include policies related to public and private sector work.

Alley Houses



Small residential buildings located behind the main house and oriented to the alley are a feature of many older Galveston neighborhoods. These alley houses were often built as second-floor rentals above the garage, and are important to the physical and social fabric of their neighborhoods.



The City should promote best practices in historic preservation by sensitively rehabilitating and maintaining the historic resources that it owns.



In 2010, the Landmark Commission approved a project to update windows and doors on Galveston’s City Hall.

5. USE CIVIC BUILDINGS TO PROMOTE “BEST PRACTICES” IN HISTORIC PRESERVATION.

The City of Galveston owns a number of important historic resources. Through its treatment of these resources, it sets an example for private property owners and encourages innovative preservation solutions. The City should:

5A. MAINTAIN AND REHABILITATE CITY-OWNED HISTORIC RESOURCES.

The City should promote best practices in historic preservation by rehabilitating and maintaining the historic resources that it owns. The Landmark Commission should also explore designation of potentially eligible City-owned properties, such as the water treatment building, as described in Action 5C. “Pursue landmark-designation of eligible City-owned structures.” on page 48.

Funds generated by the convention center that have typically been directed towards non-profit organizations may be appropriate for use in maintaining City-owned historic resources.

Maintaining City-owned resources is a very high priority, as described in “High Priority Actions” on page 79. See Action 29A. “Create a Historic Preservation Revolving Fund to support preservation efforts” on page 67 for additional potential funding sources.

5B. COORDINATE CAPITAL FACILITIES MANAGEMENT WITH HISTORIC PRESERVATION POLICY.

The city should develop historic structure assessments as a means of setting priorities for capital improvements. Other agencies and departments also should provide updates to the Historic Preservation Officer of work planned on properties of historic significance.

5C. PURSUE LANDMARK-DESIGNATION OF ELIGIBLE CITY-OWNED STRUCTURES.

To lead by example, the City and Landmarks Commission should pursue local designation of its eligible properties. In some cases, rehabilitation work may be necessary before properties become eligible for designation. Currently, only City Hall, Garten Verein, Fire Station #3 and Ashton Villa, are locally-designated Galveston Landmarks.

5D. PROMOTE PUBLIC ACCESS TO HISTORICALLY SIGNIFICANT CIVIC RESOURCES.

The city should develop a policy for providing access to historically significant properties. For some resources, this involves public use of the facility as a part of its primary purpose. In other cases, it may involve making a property available for a special event, or tour.

5E. WORK WITH THE GALVESTON HISTORICAL FOUNDATION TO CATALOG AND REPORT ON THE NEEDS OF CITY-OWNED PROPERTIES THAT IT MANAGES.

This partnership provides a special opportunity for the city to gain insights from preservation advocates into management issues and opportunities related to historic properties. Such reports should serve as a model for monitoring of other historically significant civic resources as well.

6. COORDINATE PRESERVATION WITH EFFORTS TO ENHANCE AND BEAUTIFY PUBLIC STREETS AND GATEWAYS.

Galveston's historic resources are unique assets and provide important opportunities for beautification and heritage tourism. The City and its Preservation Partners should:

6A. BEAUTIFY BROADWAY BOULEVARD, USING PRESERVATION PRINCIPLES.

Broadway is a key economic development resource and historic linkage to the past for the community. The City has developed a beautification plan for the boulevard. This should be sensitive to the historical significance of the area while supporting an attractive gateway to the community.

Beautifying Broadway is important, as described in "High Priority Actions" on page 79.

6B. SUPPORT CLEAN GALVESTON'S PLAN TO PROTECT AND MAINTAIN THE BROADWAY MONUMENTS.

This plan supports objectives for expanding heritage tourism activity and for building community pride in Galveston's history.

6C. ENCOURAGE EFFORTS TO ENHANCE CITY GATEWAYS SUCH AS BROADWAY BOULEVARD, SCHOLES AIRPORT, THE FERRY LANDING, SAN LUIS PASS BRIDGE/FM 3005 AND THE GALVESTON CRUISE SHIP TERMINALS/HARBORSIDE DRIVE.

Maintaining City gateways is a very high priority, as described in "High Priority Actions" on page 79. See Policy 37E. "Seek methods to link the Port of Galveston/ cruise ship industry with historic preservation initiatives and heritage tourism." on page 73 for more information.



Broadway and Fifth

The Strand



The historic Strand runs from 20th to 25th Street. Most buildings were built between 1875 and 1899, when it was a prosperous business area adjacent to the wharves. It's Gothic, High Victorian, French and Italianate buildings now house shops, restaurants, offices and apartments.

The Strand is one of Galveston's most popular tourist destinations. It is now a National Register Historic District and is part of the locally-designated Strand/Mechanic Historic District.



The Great Galveston Hurricane of 1900 led to extensive rebuilding on the island.

GOAL

Historic preservation objectives are integral to disaster planning and recovery actions.

7. ENSURE HISTORIC PRESERVATION ISSUES ARE ADDRESSED IN CITY DISASTER PLANNING PROGRAMS AND PROCESSES.

Galveston’s historic resources have endured a number of disasters from the Great Galveston Hurricane of 1900 to Hurricane Ike in 2008. To continue to take a pro-active role in disaster planning, response, and recovery efforts that address the unique challenges related to the large number of historic resources in the community, the City and its Preservation Partners should:

- 7A. PROVIDE CITY PRESERVATION STAFF REVIEW OF AND MONITORING OF ONGOING ACTIONS TO ENSURE PRESERVATION ISSUES ARE FULLY ADDRESSED IN PREPAREDNESS, MITIGATION, RESPONSE AND RECOVERY EFFORTS.**
- 7B. ESTABLISH INTER-LOCAL AGREEMENTS WITH OTHER LOCAL GOVERNMENTS TO PROVIDE KEY PERSONNEL.**
- 7C. CONTINUE THE BIENNIAL FORUM TO EDUCATE PROPERTY OWNERS REGARDING MITIGATION MEASURES TO PROTECT HISTORIC PROPERTIES.**
- 7D. ADDRESS THE RELATIONSHIP BETWEEN FEDERAL RECOVERY FUNDING POLICIES AND PRESERVATION OBJECTIVES**

Pursue education and incentive strategies to address federal recovery funding that may encourage demolition by providing more money for new construction than for renovation of a damaged structure.

See Policy 27. “Update tools to address concerns with demolition.” on page 66 for more information.

8. CONTINUE IMPLEMENTATION OF DISASTER RESPONSE PLAN FOR HISTORIC PROPERTIES TO MITIGATE DAMAGE TO HISTORIC PROPERTIES.

The 2007 Disaster Response Plan for Historic Properties addresses specific disaster planning issues related to historic preservation. To ensure that the plan successfully addresses potential disaster impacts, the City should:

8A. *UPDATE THE 2007 DISASTER RESPONSE PLAN FOR HISTORIC PROPERTIES TO REFLECT RECENT PLANNING EFFORTS.*

The plan should be updated to integrate projects called for in the Long-Term Community Recovery Plan that address mitigation and response measures for historic properties including:

- › Hazard Mitigation Guidelines for Historic Structures
- › Cast Iron Façade Restoration Grant Program
- › GHF/GHA Preservation Partnership
- › Galveston Island Historic District
- › Galveston Center for Historic Preservation

ADMINISTRATIVE GOALS, POLICIES AND ACTIONS

The administrative component of the preservation program provides its operating framework, including the staff that manages daily activities and the Landmark Commission that administers adopted policies and standards. Effective, and efficient, administration is essential to a successful preservation program. The roles of various City departments and their support for preservation objectives is also an important part of the administrative component.



GOAL

Historic preservation is integral to all levels of City government and its operations.

9. PROVIDE STRONG SUPPORT FOR THE GALVESTON LANDMARK COMMISSION.

The Landmark Commission is the City’s administrative board charged with a wide array of preservation-related functions. It is principally responsible for administering regulations for locally-designated individual historic landmarks and properties in locally-designated historic districts. It is also responsible for conducting surveys, recommending historic district designations, educating the public concerning historic preservation, identifying preservation funding sources, and generally coordinating the preservation functions of the City’s departments and boards. To ensure that the Landmark Commission is recognized for the important role it plays, the City and its Preservation Partners should:

9A. PROVIDE TECHNICAL AND ADMINISTRATIVE SUPPORT TO THE LANDMARK COMMISSION.

The Commission’s role is broad, and involves quasi-judicial functions in making recommendations to the Planning Commission and City Council regarding designation of historic structures, regulations and district boundaries, as well as approval of improvements on private property. Therefore, it is essential that it be able to perform its roles efficiently and following best practices in the field.

City staff should explore options for electronic web-based support for the Landmark Commission, including provision of agendas, meeting minutes and case reports. Organizing a workshop with a regional community that has implemented such systems is a possible first step.

The City should provide sufficient staff resources to support the Commission’s responsibilities, including providing technical assistance with design review and administrative support with other Commission activities. This should also include assuring that education and training programs are available regularly, as described in Policy 36. “Maintain an education program for the Landmark Commission and preservation staff.” on page 72.

9B. KEEP CITY DEPARTMENTS AND BOARDS ABREAST OF THE POLICIES AND ACTIONS OF THE LANDMARK COMMISSION SO THEY MAY ACT IN A MUTUALLY SUPPORTIVE FASHION.

The city should maintain a formal reporting process for sharing information about commission actions with other departments. This may include an annual goal-setting session with other City departments or special-awards bestowed on agencies and departments that support historic objectives.

10. MAXIMIZE THE BENEFITS OF THE CITY’S CERTIFIED LOCAL GOVERNMENT STATUS.

The Secretary of the Interior administers a Certified Local Government Program, which recognizes those commissions across the country that represent “best practices” in preservation (see “Certified Local Government” on page 10 for more information). Galveston’s current status as a Certified Local Government (CLG) makes it eligible to receive federal Historic Preservation Funds and Certified Local Government Grants from the Texas Historical Commission (THC). CLG status also means that Galveston’s locally-designated, individual historic landmarks and contributing properties in locally-designated historic districts are eligible to receive incentives and benefits that are offered at the federal level. A key incentive is the Federal Historic Rehabilitation Tax Credit. It is therefore important that the CLG status be maintained and that the city then make best use of it. The City should:

Rosenberg Fountains



Henry Rosenberg's will provided funding for 17 fountains that were built at various locations around Galveston between 1895 and 1900. A Swiss emigrant, businessman and Philanthropist, Rosenberg also provided funding for the public library, Texas Heroes Monument, and other public facilities.

10A. MAINTAIN AND ENHANCE COMPLIANCE REGULATIONS FOR CLG STATUS.

Compliance regulations in the City's historic preservation ordinance and other City codes and ordinances should be maintained to ensure Galveston's continuing CLG status. This includes requiring a certificate of appropriateness for work on historic resources, preventing demolition of historic resources and enforcing violations.

See Action 22A. "Update and strengthen the historic preservation ordinance." on page 62 for more information.

10B. CONTINUE TO APPLY FOR GRANTS THAT CLG STATUS MAKES AVAILABLE.

The City should continue to apply for CLG grants from the National Historic Preservation Fund, which may be used to improve preservation planning tools, including surveys, design standards and training, as well as potential bricks and mortar funds.



GOAL

Adequate resources and funding are available to support the preservation program.

11. PROVIDE ADEQUATE RESOURCES TO SUPPORT THE PRESERVATION PROGRAM

Preservation staff members maintain records of Commission activity, develop reports for applications for certificates of appropriateness, provide assistance to property owners, participate in broader planning activities, and coordinate projects with other agencies. They also lead outreach activities, write grant applications and respond to enforcement inquiries. To ensure sufficient resources for efficient operation of Galveston's preservation program, the City and its Preservation Partners should:

11A. MAINTAIN A FUNDING STRATEGY THAT ASSURES SUFFICIENT RESOURCES FOR PROGRAM ACTIVITIES.

These activities include the staff positions to administer the program, as well as research, technical assistance, and incentive programs. Key funding sources include the City's general operating budget and special grants for designated preservation projects. City funding is an essential starting point, to leverage other funds through grants and partnerships. The City should also work to establish an endowment to support its preservation program.

11B. MAINTAIN A FULL TIME STAFF HISTORIC PRESERVATION OFFICER (HPO) POSITION.

The City should continue a full time Historic Preservation Officer (HPO) position within the Department of Community Planning and Development. A historic preservation professional should fill the HPO position, which is charged with directing the City's efforts to achieve its historic preservation goals, supporting the Landmark Commission, completing long range historic preservation planning, ensuring code enforcement in locally-designated historic districts, contributing to neighborhood planning efforts, and coordinating special projects with the City's Preservation Partners.

11C. MAINTAIN AN ASSISTANT HPO POSITION.

The City should continue a full or part time assistant Historic Preservation Officer (HPO) position to provide additional support to the preservation program.



12. SECURE SUPPLEMENTAL FUNDING FOR THE PRESERVATION PROGRAM.

The city should pro actively seek funding from a variety of sources, to enable expanded services and enhance the range of preservation projects it can undertake. The City should apply for at least two grants annually to implement the preservation plan and the goals of the Landmark Commission. To promote this policy, the City should:

12A. CLEARLY ASSIGN GRANT WRITING RESPONSIBILITIES.

Consideration should be given to establishing a grant-writer position or to clearly assign this responsibility to staff with sufficient time available.

Also see Action 10B. “Continue to apply for grants that CLG status makes available.” on page 54.

12B. APPLY FOR GRANTS AVAILABLE THROUGH THE CITY’S PRESERVE AMERICA COMMUNITY STATUS.

The Preserve America program, is a White House initiative administered by the President’s Advisory Council on Historic Preservation. It grants funds to communities that have been designated as being eligible. Galveston has achieved this status, by demonstrating a commitment to historic preservation. It should leverage the investment the city makes in preservation by seeking grants through this program. These funds can help develop Heritage Tourism programs, and support other preservation planning activities.

12C. LEVERAGE CDBG AND HOME FUNDS TO SUPPORT COMPATIBLE PUBLIC IMPROVEMENTS IN HISTORIC DISTRICTS AND NEIGHBORHOODS.

These federal funding sources have a proven track record of including preservation in the projects they support, but this must be pro actively monitored to assure that these endeavors a consistent with preservation principles. The city should pro actively pursue projects that support preservation in their grant applications for these and similar funding opportunities that may arise.

12D. PROVIDE GRANT MATCHING FUNDS.

The City should continue to allocate matching funds to leverage grants, and thereby to take advantage of the full range of those opportunities.

Providing grant matching funds is important, as described in “High Priority Actions” on page 79.

IDENTIFICATION GOALS, POLICIES AND ACTIONS

The identification component of the preservation program focuses on surveying properties and evaluating them for potential historic significance. This yields an inventory of resources that is an essential tool in providing information to property owners, in developing assistance programs, and potentially in designating properties as local landmarks.

Professionals in the fields of history, historic preservation and historical architecture work with City staff, Landmark Commission members and preservation advocates to evaluate and identify properties using adopted standards. They use historic overviews of themes in the history of Galveston, termed “contexts,” that provide an objective basis for evaluating the historic significance of properties. This component provides an important foundation for determining what is of historic significance and in identifying the key features that historic resources have.



Causeway at Virginia Point

GOAL

A detailed understanding of Galveston’s history provides a base for preservation efforts.

13. DEVELOP A SET OF HISTORIC CONTEXT STATEMENTS TO ESTABLISH A BACKGROUND FOR UNDERSTANDING GALVESTON’S HISTORIC RESOURCES.

13A. ESTABLISH A WORK PLAN FOR PREPARING HISTORIC CONTEXT STATEMENTS.

The City should assign scheduling priority to:

- › Topics for which preliminary information is available from other work,
- › Themes with resources in areas where investment is highly likely,
- › Areas where other planning work is scheduled.



Wharf front



The Texas Seaport Museum

GOAL

Information is available regarding the history and potential historic status of properties and buildings throughout Galveston.

14. INTEGRATE CITYWIDE SURVEY INFORMATION TO MAXIMIZE ITS USE AS A PRESERVATION PLANNING TOOL.

Having a comprehensive, up-to-date survey provides property owners and public officials important information that informs their decisions about acquisition, maintenance and stewardship of historic resources. Maintaining this survey also is a condition of the city's CLG status. Using funding from Texas Historical Commission grant programs, the City has recently completed a systematic, citywide survey of all potential historically significant buildings and is working to integrate the resulting historic inventory data into its Geographic Information System (GIS). Once integrated into the GIS system, inventory data will be available to assist with preservation planning efforts and any future disaster response and recovery programs. To support ongoing survey efforts, the City should:

14A. USE PREDICTIVE MODELING AND OTHER INNOVATIVE TOOLS TO PRIORITIZE SURVEY AREAS.

When survey information is entered into the GIS system, it can be combined with other property information to enable new, creative manipulation of data that can "predict" where historic resources may be located. It also can provide information that helps with broader sustainability and neighborhood planning work.

14B. SCHEDULE FUTURE SURVEY UPDATES.

While the survey information is now fresh, updates will be needed in the future, as alterations may occur and buildings of more recent vintage reach an age that makes them potentially eligible for consideration. New information may also come to light related to properties already surveyed that may cause reconsideration of their significance. For these reasons, updates should be anticipated.

15. SUPPORT PUBLIC ACCESS TO SURVEY AND HISTORIC INVENTORY INFORMATION.

15A. INTEGRATE SURVEY INFORMATION INTO THE CITY'S GEOGRAPHIC INFORMATION SYSTEM (GIS).

The GIS system is the core information tool that is used for informed planning related to community development in Galveston. In order to facilitate coordinating planning and decision-making, the preservation program information, and particularly the survey data, must be a part of that system.

15B. PROVIDE WEB-BASED ACCESS TO SURVEY AND HISTORIC INVENTORY INFORMATION.

In order to assure that property owners know in advance the potential significance of their properties, and can make informed decisions about the best ways to plan for them, historic survey information must be easily available.

San Jacinto Community Garden



The San Jacinto Community Garden at 2005 Avenue N ½ was established by the San Jacinto Neighborhood Association in 1999. The garden features a restored Rosenberg Fountain (see “Rosenberg Fountains” on page 54 for more information), and is tended by neighborhood residents.

MANAGEMENT GOALS, POLICIES AND ACTIONS

The management component of the preservation program includes specific tools and processes that promote preservation of Galveston’s historic resources. This includes the section of the city code that provides for designation of resources as historic landmarks and districts, the design review process for improvements.



Broadway and 17th Streets



Galvez Hotel

GOAL

The City’s project review system promotes preservation objectives.

16. STREAMLINE CITY REVIEW OF PERMIT APPLICATIONS AFFECTING HISTORIC AREAS.

While the process for securing a certificate of appropriate and related permits already makes use of many “short cuts” and efficiency measures, there is always room for further refinement.

Note that efforts to streamline the project review system will have to be coordinated with policies intended to support more public participation in the review process. See Action 17A. “Revise procedures to allow more time for public comment on projects reviewed by the Landmark Commission.” on page 60 for more information.

To further streamline the review system, the City should:

16A. IDENTIFY A TEAM LEADER TO COORDINATE PROJECT REVIEW.

16B. EXPAND ADMINISTRATIVE PERMITTING.

Many minor alterations can be approved by staff, without going before the commission in a formal hearing. With improved design guidelines that inform staff decisions, there will be more opportunities to delegate other work to staff.

17. PROMOTE PUBLIC PARTICIPATION IN THE DESIGN REVIEW PROCESS

17A. REVISE PROCEDURES TO ALLOW MORE TIME FOR PUBLIC COMMENT ON PROJECTS REVIEWED BY THE LANDMARK COMMISSION.

GOAL**Galveston's historic resources are properly designated to ensure their continued protection.****18. REFINE LANDMARK DESIGNATION REQUIREMENTS TO FACILITATE PROTECTION OF IMPORTANT RESOURCES.****18A. REVIEW OWNER-CONSENT REQUIREMENTS.**

Owner consent requirements for designation of local historic landmarks and districts should be reviewed to ensure that barriers to designation do not exist when there is strong community support. Various options may be available that would assure owner interests are addressed while providing the ability to protect key resources.

19. EXPLORE DESIGNATION AND EXPANSION OF LOCAL HISTORIC AND CONSERVATION DISTRICTS.**19A. REVIEW POTENTIAL FOR DESIGNATION OF ADDITIONAL LOCAL HISTORIC DISTRICTS.**

Review potential historic district designation for the Denver Court and Cedar Lawn National Register Historic Districts as well as a potential "Factory District", and/or other potential districts throughout the city.

19B. REVIEW POTENTIAL EXPANSION OF THE EAST END AND STRAND/MECHANIC HISTORIC DISTRICTS.

Several blocks adjacent to the locally-designated East End and Strand/Mechanic historic districts feature visually and historically associated properties that should be protected and made eligible for incentives and benefits available to locally-designated historic resources. The expansion of existing historic districts may be more easily accomplished than designation of new local historic districts.

Reviewing expansion of the East End and Strand/Mechanic districts is important, as described in "High Priority Actions" on page 79.

19C. REVIEW POTENTIAL FOR DESIGNATION OF ADDITIONAL NEIGHBORHOOD CONSERVATION DISTRICTS (NCDs)

Review potential NCD designation for the Kempner Park and Cedar Lawn neighborhoods as well as other potential NCDs throughout the city.

Corner Stores

Corner grocery store structures are scattered throughout Galveston's older residential neighborhoods. Their original owners usually lived on the premises, as illustrated by the above photograph of Sebastiano and Georgia Mencacci with their children inside their store at the corner of 21st Street and Avenue O ½. Corner stores declined in the 1920s, once refrigeration became available.

GOAL
The valued character of established neighborhoods is maintained.

Darragh Park



Darragh Park, at 519 15th Street, occupies the former site of the J.L. Darragh Mansion (top image), which was destroyed by arson in 1990. The East End Historic District Association has owned and maintained the park since 1995. It features an ornate wrought iron fence, tiled pathways and more than 2,500 plantings.

20. PROVIDE NEIGHBORHOOD AMENITIES AND INCREASE BEAUTIFICATION EFFORTS.

These improvements will attract private investment in these areas, improve property values and enhance livability.

20A. MAKE TARGETED INVESTMENTS IN NEIGHBORHOOD BEAUTIFICATION EFFORTS.

Such efforts should include street trees, street lights, and paved alleys.

21. COORDINATE THE CITY'S LAND DEVELOPMENT REGULATIONS WITH OBJECTIVES FOR NEIGHBORHOOD CHARACTER.

21A. UPDATE ZONING STANDARDS TO ENSURE THAT THEY ARE CONSISTENT WITH OBJECTIVES FOR HISTORIC DISTRICTS.

An update to the City's Land Development Regulations currently underway as part of the progress Galveston project will coordinate objectives for locally-designated historic districts.

See Action 31A. "Expand the range of uses allowed in historic buildings." on page 69 for more information.

21B. PROVIDE ZONING TOOLS TO PROMOTE COMPATIBLE DEVELOPMENT OUTSIDE OF LOCALLY-DESIGNATED HISTORIC DISTRICTS.

An update to the City's Land Development Regulations currently underway as part of the progress Galveston project will provide tools to promote compatible development in traditional neighborhoods that are not locally-designated historic districts.

22. UPDATE THE CITY'S TOOLS AND PROCESSES FOR THE MANAGEMENT OF HISTORIC RESOURCES.

22A. UPDATE AND STRENGTHEN THE HISTORIC PRESERVATION ORDINANCE.

An update to the City's development regulations currently underway as part of the Progress Galveston project will include recommended revisions to the City's historic preservation ordinance.

The historic preservation ordinance, and other regulations affecting historic resources, should be regularly reviewed and updated.

23. MAINTAIN AND ENHANCE NEIGHBORHOOD CONSERVATION DISTRICTS AS A TOOL FOR PROTECTION OF NEIGHBORHOOD CHARACTER.

The Neighborhood Conservation District (NCD) is a zoning tool used to maintain traditional neighborhood character in areas where historic district designation is not appropriate or is not desired.

An NCD helps shape the character of new development and re-development by providing specific design standards that apply in addition to base zoning standards. An NCD may also enable specific incentives and benefits.

23A. UPDATE THE NCD ENABLING ORDINANCE TO CLARIFY THE PURPOSE AND USE OF A NEIGHBORHOOD CONSERVATION DISTRICT.

While an NCD is intended to protect neighborhood character, it should not prohibit alteration or demolition of specific existing properties (such prohibitions should generally only apply to locally-designated historic landmarks or properties in locally-designated historic districts).

Therefore, it is important clarify the purpose of any demolition review procedures within an NCD. Such procedures may be used to maintain traditional mass and scale by assuring the compatibility of planned new construction, or to allow time to assess other options such as potential eligibility for local historic designation. If a property is not potentially eligible for local historic designation, and plans for new construction are compatible with the relevant NCD standards, demolition should not be specifically prohibited.

Note that incentives and benefits may be used to discourage demolition in an NCD as described in Action 30. “Provide local tax incentives to encourage preservation of historic resources in Galveston.” on page 68.

Updating the NCD enabling ordinance is important, as described in “High Priority Actions” on page 79. See Policy 27. “Update tools to address concerns with demolition.” on page 66 for additional information.

NCDs and Locally-Designated Historic Districts



Neighborhood Conservation Districts (NCDs) and locally-designated historic districts are tools to protect the character of Galveston’s older neighborhoods. They promote:

- Maintenance of traditional neighborhood character
- Compatible new construction and redevelopment

They differ in the following key areas:

- Historic districts protect the exterior character-defining features of existing structures while NCDs do not.
- Historic districts protect existing structures from demolition while NCDs do not, unless they are also locally-designated individual historic landmarks.¹
- The Landmark Commission reviews projects in locally-designated historic districts using the *Design Standards for Historic Properties* while staff review projects in NCDs using design standards specific to the NCD.²

See “Locally-Designated Neighborhood Conservation Districts” on page 36 for more information.

1. NCDs may require approval of compatible new construction prior to approval of demolition.
2. The Landmark Commission may also conduct specific review tasks in an NCD.



NCD designation may be appropriate for neighborhoods such as Cedar Lawn that seek to protect their traditional character but are not locally-designated historic districts.

23B. SUPPORT NEIGHBORHOOD-INITIATED NCD DESIGNATION FOR NEIGHBORHOODS THAT SEEK TO PROTECT THEIR TRADITIONAL CHARACTER.

NCD designation may be appropriate for neighborhoods that seek to protect their traditional character but are not eligible, or do not desire local historic district status. NCD designation may also be appropriate for areas surrounding designated historic districts.

See Policy 19C. “Review potential for designation of additional Neighborhood Conservation Districts (NCDs)” on page 61 for additional information.

GOAL**The City's inspection and enforcement programs promote preservation objectives.****24. SUPPORT ADEQUATE CODE ENFORCEMENT FOR HISTORIC RESOURCES.**

Adequate code enforcement programs are essential to promote maintenance of Galveston's historic resources. Such programs relate closely to education efforts to ensure that owners are aware of benefits and responsibilities associated with historic properties. To ensure adequate enforcement, the City should:

- 24A. CONTINUE TO DEDICATE AT LEAST ONE COMPLIANCE OFFICER TO SPECIFICALLY HANDLE CODE ENFORCEMENT IN HISTORIC DISTRICTS.**
- 24B. ADJUST AND ENFORCE FINES TO PROMOTE INCREASED COMPLIANCE WITH PRESERVATION STANDARDS.**
- 24C. ENCOURAGE CODE ENFORCEMENT OFFICERS TO ROUTINELY ATTEND NEIGHBORHOOD ASSOCIATION MEETINGS FOR THEIR ASSIGNED AREAS.**
- 24D. ADDRESS ENFORCEMENT OF SIGNAGE AND OUTDOOR SEATING REGULATIONS IN THE STRAND/MECHANIC HISTORIC DISTRICT.**

25. ENSURE THAT BUILDING CONTRACTORS ARE PROPERLY TRAINED AND HELD ACCOUNTABLE FOR WORK WITH HISTORIC RESOURCES.**25A. CREATE A CERTIFICATION PROGRAM FOR CONTRACTORS WHO WORK ON HISTORIC RESOURCES.**

Such a program would require contractors working on locally-designated historic landmarks and contributing properties in locally-designated historic districts to be certified.

Establishing a contractor certification program is a high priority, as described in "High Priority Actions" on page 79.

26. PROVIDE PROPER INSPECTION PROCEDURES TO ADDRESS THE RISK OF CONTAMINANTS IN OLDER BUILDINGS**26A. INSPECT CONSTRUCTION SITES FOR PROPER PROCEDURES IN ADDRESSING ASBESTOS SHINGLES, LEAD BASED PAINT AND OTHER POTENTIAL CONTAMINANTS.****Old City Hall**

City Hall, Galveston, Texas.



Galveston's original City Hall building at 823 Rosenberg was destroyed in the 1900 Storm. City government was temporarily moved to 20th and Market Streets before construction of the current City Hall building in 1916.



St. Mary's Infirmary (demolished)



Scottish Rite Cathedral (destroyed by fire)



Elevator (demolished)

GOAL Historic resources are protected from demolition.

27. UPDATETOOLSTOADDRESSCONCERNSWITHDEMOLITION.

27A. CLEARLY DEFINE THE PURPOSE OF DEMOLITION TOOLS.

Refine the intent statements for demolition provisions in historic and neighborhood conservation districts (NCDs) to ensure their proper use. Demolition tools should be used to protect historic resources from demolition or allow time to determine potential historic significance rather than to block demolition of non-historic structures or block new construction that meets the *Design Standards for Historic Properties* (if the property is a locally-designated individual historic landmark or in a locally-designated historic district), or relevant NCD standards.

Defining the purpose of demolition tools is important, as described in “High Priority Actions” on page 79. See Action 23A. “Update the NCD enabling ordinance to clarify the purpose and use of a neighborhood conservation district.” on page 63 and Action 31B. “Provide regulatory flexibility in neighborhood conservation districts.” on page 69 for more information.

27B. UPDATE TOOLS FOR DEMOLITION REVIEW.

Update tools to allow properties that are not locally-designated historic resources to be reviewed for historic significance prior to demolition. At a minimum, such review should apply to demolition of buildings built prior to the 1900 Storm.

28. ADDRESS DEMOLITION BY NEGLECT.

28A. STRENGTHEN DEMOLITION BY NEGLECT PROVISIONS.

Clarify the threshold of building fabric decay that must exist for initiating a demolition by neglect action, provide a clear time frame for the proceeding and develop options including donation of the structure, relocation or sale at auction.

Strengthening demolition-by-neglect provisions is a very high priority, as described in “High Priority Actions” on page 79.

28B. ESTABLISH A CLEAR PROCESS FOR IDENTIFYING PROPERTIES AT RISK OF DEMOLITION BY NEGLECT.

A clear process is important, as described in “High Priority Actions” on page 79.

INCENTIVES AND BENEFITS GOALS, POLICIES AND ACTIONS

The incentives and benefits component of the preservation program includes the tools that assist property owners in maintaining historic resources. Effective preservation programs offer special benefits to stimulate investment in historic properties, encourage owners to follow appropriate rehabilitation procedures, and assist those with limited budgets.

GOAL

A coordinated system of incentives and benefits stimulates preservation and conservation in Galveston.

29. PROVIDE DIRECT FINANCIAL INCENTIVES TO PROMOTE PRESERVATION OF HISTORIC RESOURCES IN GALVESTON.

29A. CREATE A HISTORIC PRESERVATION REVOLVING FUND TO SUPPORT PRESERVATION EFFORTS

The City should explore possible use of CDBG or CDBG funds, as well as other sources, to create a revolving fund to support preservation efforts. Such a fund would complement the Galveston Historical Foundation's revolving fund by financing qualified housing renovations or renovation of other City-owned historic resources.

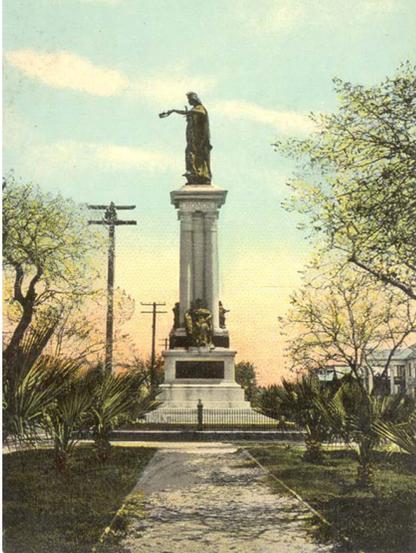
29B. CONSIDER PROGRAMS TO PROVIDE DIRECT FINANCIAL ASSISTANCE TO PROPERTY OWNERS

Explore programs to provide direct financial incentives to help assist owners who utilize best practices in property stewardship. Such funding would be most appropriate for projects that undertake sensitive rehabilitation of historic resources that are especially important to the overall community. Convention Center revenues are a potential funding source for direct financial incentives.

Programs to provide direct financial assistance should be coordinated with programs currently operated by the Galveston Historical Foundation.



Texas Heroes Monument



The Texas Heroes Monument at Rosenberg (25th Street) and Broadway, was dedicated on April 21, 1900. The bronze statue of Victory gesturing towards the San Jacinto Battlefield was created by noted sculptor Louis Amities.

The monument was built in "memory of the heroes of the Texas Revolution of 1836" with funds provided by noted philanthropist Henry Rosenberg.

30. PROVIDE LOCAL TAX INCENTIVES TO ENCOURAGE PRESERVATION OF HISTORIC RESOURCES IN GALVESTON.

The City of Galveston has not designated a new historic district since the Lost Bayou Historic District was established in 1994. Local tax exemption programs should be established to encourage the establishment of new historic districts, Galveston Landmarks, and Neighborhood Conservation Districts. Tax exemption programs should also address the potential impacts of gentrification if property values increase due to historic designation and rehabilitation. Note that tax exemption programs raise legal issues in adoption process, length of validity and application that should be reviewed to ensure compliance with the Tax Code.

To encourage preservation of historic resources with tax incentives, the City should:

30A. PROMOTE THE CITY’S EXISTING PROPERTY TAX EXEMPTION PROGRAM FOR INCOME-PRODUCING PROPERTIES.

The City’s property tax exemption program for income-producing properties is currently under utilized and should be promoted to owners or potential owners of historic commercial properties.

30B. COMPLETE DEVELOPMENT OF ADDITIONAL LOCAL PROPERTY TAX EXEMPTION PROGRAMS.

In March of 2011, City staff recommended a tax freeze program to the Landmark Commission. The program would apply to rehabilitation and improvement projects involving at least 50% of the value of individual local landmarks and contributing structures in local historic districts. It would freeze local property taxes at pre-improvement value for a period of 10 years. Before granting a tax freeze, the Landmark Commission would have to certify that the project met the intent of the *Design Standards for Historic Properties*.

Implementing a property tax exemption program that may be used by residential property owners is important, as described in “High Priority Actions” on page 79.

30C. COMPLETE DEVELOPMENT OF A TAX EXEMPTION PROGRAM TO PROMOTE LOCAL DESIGNATION OF HISTORIC RESOURCES AND CONSERVATION DISTRICTS.

In March of 2011, City staff recommended a tax exemption program to the Landmark Commission. The program would reduce local property taxes by 25% for a period of ten years for newly designated owner-occupied individual historic landmarks and structures in newly designated local historic districts. It would reduce local property taxes by 15% for a period of ten years for owner-occupied structures in newly designated neighborhood conservation districts.

31. PROVIDE REGULATORY INCENTIVES TO ENCOURAGE PRESERVATION OF HISTORIC RESOURCES.

31A. EXPAND THE RANGE OF USES ALLOWED IN HISTORIC BUILDINGS.

The City should use its land use and zoning tools to expand the list of allowed uses within designated historic structures. For example, a range of uses could be allowed within a historic commercial structure in a residential zone district that otherwise would not be allowed on the property if the structure were torn down and replaced.

An update to the City's Land Development Regulations currently underway as part of the progress Galveston project will review the potential for an expanded range of uses to be allowed within historic buildings.

See Action 21A. "Update zoning standards to ensure that they are consistent with objectives for historic districts." on page 62 for more information.

31B. PROVIDE REGULATORY FLEXIBILITY IN NEIGHBORHOOD CONSERVATION DISTRICTS.

Consideration should be given to allowing for regulatory flexibility in Neighborhood Conservation Districts (NCDs) to promote the preservation of existing structures and discourage demolition. Flexibility could include setback exceptions for additions to existing structures or other regulatory relief.



City Auditorium



Galvez Hotel

32. PROVIDE TECHNICAL ASSISTANCE TO PROPERTY OWNERS TO ENCOURAGE COMPATIBLE AND CREATIVE DESIGN.

32A. *CREATE A TECHNICAL ASSISTANCE PROGRAM FOR PROPERTY OWNERS TO OBTAIN THE ASSISTANCE OF QUALIFIED ARCHITECTS.*

33. PROVIDE INCENTIVES TO ADDRESS SPECIAL PRESERVATION ISSUES IN GALVESTON.

33A. *DIRECT FEDERAL RECOVERY FUNDING TOWARDS HISTORIC PRESERVATION RATHER THAN DEMOLITION AND NEW CONSTRUCTION PROJECTS.*

See Action 7D. “Address the relationship between federal recovery funding policies and preservation objectives” on page 50 for more information.

33B. *EXPLORE INCENTIVES TO ADDRESS PRESERVATION ISSUES RELATED TO HISTORIC RESOURCES OWNED BY ABSENTEE LANDOWNERS.*

Addressing issues associated with absentee landlords is a very high priority, as described in “High Priority Actions” on page 79.

EDUCATION AND ADVOCACY GOALS, POLICIES AND ACTIONS

The education and advocacy component of the preservation program includes the tools to build awareness and strengthen skills to support preservation as well as the promotion of policies and partnerships that support preservation.

GOAL

Practical education and training programs support historic preservation.

34. INCREASE PUBLIC AWARENESS OF BENEFITS AND RESPONSIBILITIES ASSOCIATED WITH PRESERVATION.

34A. DEVELOP A PUBLIC COMMUNICATION AND EDUCATION STRATEGY FOR HISTORIC PRESERVATION.

See Action 7. “Ensure historic preservation issues are addressed in City disaster planning programs and processes.” on page 50 for more information.

34B. INCREASE THE ADVOCACY ROLE OF THE LANDMARK COMMISSION

Schedule an annual work session with the City Council for the Commission to recommend refinements to the program. The Commission should also continue to partner with the Galveston Historical Foundation, the Galveston Alliance of Island Neighborhoods (GAIN), and similar groups to educate and inform the public of preservation-related issues. Commissioners and staff should attend GAIN meetings to promote this partnership.

34C. CREATE A LANDMARK COMMISSION/HISTORIC PRESERVATION PAGE ON THE CITY’S WEB SITE.

Use this forum to highlight preservation success stories and recently-designated historic properties, provide technical assistance and publicize assistance programs.

34D. DEVELOP PROGRAMS WITH UNIVERSITIES TO PROVIDE LOCAL PRESERVATION ASSISTANCE AND TRAINING OPPORTUNITIES FOR STUDENTS.

Training students in preservation and rehabilitation industries will help create a talent pool of qualified workers on the island and promote economic development.



34E. PROMOTE THE VALUE OF HISTORIC PRESERVATION AS AN ECONOMIC DEVELOPMENT STRATEGY.

Include information that addresses the misconception that the two are incompatible.

See Policy 1. “Promote economic sustainability through historic preservation.” on page 42 for more information.

34F. PROVIDE WELCOME PACKETS TO NEW OWNERS OF LOCALLY-DESIGNATED INDIVIDUAL HISTORIC LANDMARKS AND STRUCTURES IN LOCALLY-DESIGNATED HISTORIC DISTRICTS.

35. PROMOTE PUBLIC AWARENESS OF THE CITY’S HISTORIC RESOURCES.

35A. PUBLISH AN INVENTORY OF HISTORIC RESOURCES.

This will be useful to Realtors, rehabilitation contractors, and those promoting heritage tourism.

See Policy 15. “Support public access to survey and historic inventory information.” on page 59

36. MAINTAIN AN EDUCATION PROGRAM FOR THE LANDMARK COMMISSION AND PRESERVATION STAFF.

To ensure that preservation staff and members of the Landmark Commission receive frequent training experiences that assure their work continues to be in line with best practices in the field, education and training programs should:

36A. PROVIDE TRAINING TO ENSURE THAT THE LANDMARK COMMISSION IS UP TO DATE ON PRESERVATION ISSUES.

Commissioners should receive orientation training and ongoing regular training to build skills related to emerging preservation trends and design review issues. Funding should also be provided for Commissioners to attend state and national preservation conferences. Grant funding may be available to support training and conference activities.

36B. PROVIDE SUPPORT FOR STAFF TO ATTEND EDUCATION AND TRAINING PROGRAMS.

GOAL**Galveston is an increasingly popular destination for heritage tourism.****37. PROMOTE GALVESTON AS A DESTINATION FOR VISITORS INTERESTED IN CULTURAL AND HISTORIC ATTRACTIONS.**

Promoting Galveston as a destination for heritage tourism supports economic development and historic preservation objectives. See Heritage Tourism at right for additional information.

Heritage tourism efforts in Galveston should:

- Engage Galveston’s Preservation Partners.
- Use electronic outreach strategies.
- Ensure that City staff, volunteers and others engage in heritage tourism efforts are educated about Galveston’s history.
- Ensure public access to designated historic landmarks.

To promote heritage tourism efforts, the City, Park Board of Trustees and other Preservation Partners should:

37A. COORDINATE MARKETING EFFORTS WITH THOSE OF OTHER TEXAS DESTINATIONS.

Include preservation representatives in groups that plan regional economic development and tourism promotions.

37B. CREATE SELF-GUIDED HISTORIC TOURS.

Incorporate a range of media, including printed publications, web sites, and hand held digital devices.

37C. ESTABLISH A PROGRAM TO CERTIFY TOURS TO ASSURE CONSISTENT AND ACCURATE EDUCATION OF VISITORS REGARDING GALVESTON’S HISTORICAL, CULTURAL, ARCHITECTURAL AND ARCHAEOLOGICAL SITES.**37D. STAGE SPECIAL HERITAGE EVENTS.**

These should be designed to provide the public with enjoyable experiences associated with historic resources.

37E. SEEK METHODS TO LINK THE PORT OF GALVESTON/ CRUISE SHIP INDUSTRY WITH HISTORIC PRESERVATION INITIATIVES AND HERITAGE TOURISM.**Heritage Tourism**

By encouraging locals and visitors to discover historic sites, neighborhoods and business districts, heritage tourism programs support objectives for preservation and economic development. They may also help forge lasting preservation partnerships between diverse groups and organizations.

The National Trust for Historic Preservation provides an online Cultural Heritage Tourism Survival Toolkit at: www.preservationnation.org/issues/heritage-tourism/

Heritage tourism programs in Texas include:

Texas Heritage Trails Program. This program created in 1968 by the Texas Historical Commission, is based around 10 scenic driving trails. The trails run through 10 heritage regions, and include heritage tourism attractions and communities both on and off the trail. See: www.thc.state.tx.us/heritagetourism/htprogram.shtml

Columbus Talking Houses Driving Tour. This program provides radio broadcast audio tour commentary on historic neighborhoods and houses in Columbus, Texas. See: www.columbustexas.org/tourism/index.htm

See “Heritage Tourism” on page 3 for more information.

GOAL

The City’s Preservation Partners collaborate to accomplish preservation objectives.

Historic preservation in Galveston is supported by a number of groups and organizations. These Preservation Partners assist the City with implementation of the Preservation Plan and ongoing operation of the overall historic preservation program.

The City’s existing and potential preservation partners are summarized in “Chart 3.1: Preservation Partners” on the next page.

38. CONTINUE TO COLLABORATE WITH LOCAL PRESERVATION ADVOCATES.

38A. *CONTINUE TO SUPPORT AND COLLABORATE WITH THE GALVESTON HISTORICAL FOUNDATION (GHF)*

39. STRENGTHEN NEIGHBORHOOD ASSOCIATION PARTNERSHIPS.

39A. *CONTINUE CITY PARTNERSHIP WITH GALVESTON ALLIANCE OF ISLAND NEIGHBORHOODS (GAIN).*

40. CONTINUE TO PARTNER WITH OTHER AGENCIES AND ORGANIZATIONS TO PROMOTE PRESERVATION OBJECTIVES

40A. *COORDINATE PROGRAMS WITH THE GALVESTON ISLAND SCHOOL DISTRICT (GISD)*

The City should coordinate with the GISD to promote preservation of the District’s historic properties and improve perceptions of educational attainment and safety in the City’s historic neighborhoods.

40B. *COORDINATE PROGRAMS WITH THE GALVESTON COUNTY HISTORICAL COMMISSION (GCHC)*

The City should coordinate with the GCHC to help with development of a Heritage Trail through the County and City and develop documentation needed to secure a City of Galveston Marker from the Texas Historical Commission (THC).

40C. *SUPPORT THE HISTORIC DOWNTOWN STRAND SEAPORT PARTNERSHIP’S DOWNTOWN REDEVELOPMENT PLAN.*

40D. *WORK WITH THE UNIVERSITY OF TEXAS MEDICAL BRANCH (UTMB) TO COORDINATE ITS EXPANSION WITH MITIGATION OF POTENTIAL IMPACTS ON THE EAST END HISTORIC DISTRICT.*

Chart 3.1: Preservation Partners

Preservation Partner	Assists with Administration	Assists with Identification	Assists with Management Tools	Assists with Incentives and Benefits	Assists with Education and Advocacy
Key Local Preservation Partners					
Galveston County		✓		✓	✓
Galveston Historical Foundation (GHF)		✓		✓	✓
Galveston Island School District (GISD)				✓	✓ ¹
Galveston Alliance of Island Neighborhoods (GAIN)					✓
Port of Galveston					✓
Key State, Regional and National Preservation Partners					
Galveston County Historical Commission		✓			✓
Texas Historical Commission		✓			✓
National Trust for Historic Preservation				✓	✓
Potential Preservation Partners					
Galveston Island Park Board of Trustees					✓
Historic Downtown Strand Seaport Partnership					✓
University of Texas Medical Branch (UTMB)					✓

1. Note that the Galveston Island School District (GISD) assists with education efforts, but does not assist with advocacy.



Birds-eye view from Galveston City Hall looking toward the beach and Galvez Hotel

CHAPTER 3

PRESERVATION ACTION PLAN

Actions associated with the Preservation Plan’s far reaching goals and policies should be strategically phased. While many actions will be accomplished in the near term, others will take more time to achieve.

This chapter presents a plan for implementation of the actions recommended in Chapter 2. The action plan depends on specific phasing criteria that prioritize the most important or efficiently accomplished items.

This prioritization reflects the interests of preservation advocates in Galveston, as well as consideration of the interaction of the actions with other potential work efforts. An implementation matrix indicating preferred timing and key players for each action is provided at the end of the chapter.



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Action Matrix	80

PHASING CRITERIA

Implementation of the plan will be an ongoing process. Because of limited financial and human resources, priorities must be carefully established. The list of criteria that follows should be used in determining priorities for implementation. Priority should be given to those projects that meet a significant number of these criteria.



Buccaneer Hotel



1614 Avenue M



Beautification of Broadway Boulevard using preservation principles is a high priority action.

1. Connection with Other Projects. The project will help to complete a work item that is already well established.

For example, conducting historic survey work in an area where a neighborhood plan is already underway would benefit both projects. Information gathered from residents during the neighborhood planning process would benefit the survey and the survey would help provide a foundation for the neighborhood plan.

2. Cost Effectiveness. The project can be implemented for minimum cost, may be coordinated with other projects within the organization to share costs, or costs can be shared with other organizations and individuals.

For example, if Public Works has scheduled street improvements in an area, then joining that work with repair of historic streetscape features or interpretive would be cost effective.

3. Broad Benefits. The project will serve a mix of user groups and will benefit the most people.

For example, by better addressing compatible alterations to historic structures and streamlining the permitting process, updated *Design Standards for Historic Properties* would benefit preservation advocates, elected officials, the Landmark Commission and owners of historic properties.

4. Exceptional Project. The project will provide an exceptional educational, aesthetic or cultural experience.

Working to preserve a noteworthy building that is considered of special value to the community is an example.

5. Emergency Response. The project will prevent imminent loss of character or demolition of a cultural resource.

Developing the tools to better respond to natural disasters is an example.

High Priority Actions

Preservation advocates, the Landmark Commission and members of the community have identified the actions listed below (in approximate priority order) as having a relatively high priority for implementation. As resources are allocated, the City and its Preservation Partners should emphasize the highest priority actions whenever possible, reviewing the phasing criteria on the previous page. Implementation of some high priority actions may depend on earlier implementation of other actions. Additionally, some high priority actions may require later implementation because they require a high degree of resources. Note that actions that are already underway such as Action 2D. “Include energy efficiency retrofit guidance in an update to the City’s historic design standards.” are not included in the high priority actions list.

Action	
28A	Strengthen demolition by neglect provisions.
33B	Explore incentives to address preservation issues related to historic resources owned by absentee landowners.
25A	Create a certification program for contractors who work on historic resources.
5A	Maintain and rehabilitate City-owned historic resources.
6C	Encourage efforts to enhance city gateways such as Broadway Boulevard, Scholes Airport, the ferry landing, San Luis Pass bridge/FM 3005 and the Galveston Cruise Ship Terminals/Harborside Drive.
3A	Promote public awareness and understanding of the island’s cultural and social history.
6A	Beautify Broadway Boulevard, using preservation principles.
19C	Review potential expansion of the East End and Strand/Mechanic Historic Districts.
29B	Establish a clear process for identifying properties at risk of demolition by neglect.
1B	Build a strong heritage tourism program for Galveston.
12D	Provide grant matching funds.
23A	Update the NCD enabling ordinance to clarify the purpose and use of a neighborhood conservation district.
27A	Clearly define the purpose of demolition tools.
30B	Complete development of additional local property tax exemption programs.
2B	Streamline the permitting process for energy efficiency retrofits of historic structures.

ACTION MATRIX

The matrix on the following pages summarizes recommended implementation phasing for, each of the key actions identified in the Preservation Plan.



GOALS, POLICIES AND ACTIONS

The first column in the matrix lists the Chapter 2 goals, policies and actions by color-coded category. High priority actions are shown in red text. As indicated in the matrix, implementation of some actions is already underway.

IMPLEMENTATION PHASING

The middle columns outline the first six years of plan implementation and indicate the suggested timing for each action. While some actions may be implemented during a one-year period, most will take several years.

OVERALL		Action	Related Category	2012	2013	2014	2015	2016	2017+
Goal: Sustainable Community Supported by Preservation Efforts									
Policy : Promote economic sustainability through historic preservation.	A	Establish Business Forum				→			
	B	Build strong heritage tourism			→				
	C	Promote adaptive reuse			→	→			
	D	Establish a rehab skills program.			→				
	E	USE HDS & NCDS to stabilize neighborhoods.					→		
Policy : Promote environmental sustainability through historic preservation.	A	Tailor energy efficiency standards.							
	B	Streamline permitting							
	C	Highlight green building practices through demonstration projects.				→			
	D	Include green building in preservation design standards.							
	E	Include green landscaping in preservation design standards.							
Policy: Promote cultural and social sustainability through historic preservation.	A	Promote public awareness of the island's history.					→		
	B	Implement sustainability plans.							→

		Action	Related Category	2012	2013	2014	2015	2016	2017+
OVERALL									
Goal: Sustainable Community Supported by Preservation Efforts									
Policy : Promote economic sustainability through historic preservation.	A	Establish Business Forum							
	B	Build strong heritage tourism							
	C	Promote adaptive reuse							
	D	Establish a rehab skills program.							
	E	USE HDs & NCDS to stabilize neighborhoods.							
Policy : Promote environmental sustainability through historic preservation.	A	Tailor energy efficiency standards.							
	B	Streamline permitting							
	C	Highlight green building practices through demonstration projects.							
	D	Include green building in preservation design standards.							
	E	Include green landscaping in preservation design standards.							
Policy: Promote cultural and social sustainability through historic preservation.	A	Promote public awareness of the island's history.							
	B	Implement sustainability plans.							

OVERALL		Action	Related Category	2012	2013	2014	2015	2016	2017+
Goal: Sustainable Community Supported by Preservation Efforts									
Policy : Promote economic sustainability through historic preservation.	A	Establish Business Forum							
	B	Build strong heritage tourism							
	C	Promote adaptive reuse							
	D	Establish a rehab skills program.							
	E	USE HDs & NCDS to stabilize neighborhoods.							
Policy : Promote environmental sustainability through historic preservation.	A	Tailor energy efficiency standards.							
	B	Streamline permitting							
	C	Highlight green building practices through demonstration projects.							
	D	Include green building in preservation design standards (underway).							
	E	Include green landscaping in preservation design standards (underway).							
Policy : Promote cultural and social sustainability through historic preservation.	A	Promote public awareness of the island's history.							
	B	Implement sustainability plans.							

		Action	Related Category	2012	2013	2014	2015	2016	2017+
IDENTIFICATION GOALS, POLICIES & ACTIONS									
Goal: A detailed understanding of Galveston's history provides a base for preservation efforts.									
Policy: Develop Context Statements.	A	Establish work plan for context statements							
	B	Schedule future survey updates							
Goal: Information is available regarding the history and potential historic status of properties and buildings throughout Galveston.									
Policy: Complete citywide survey of historic properties to use as planning tool.	A	Use predictive modeling							
	B	Schedule future survey updates							
Policy: Support public access to survey of historic inventory information.	A	Integrate survey information in GIS							
	B	Provide web access of survey information.							
MANAGEMENT TOOL GOALS, POLICIES AND ACTIONS									
Goal: The City's project review system promotes preservation objectives.									
Policy: Streamline City review of permit applications affecting historic areas.	A	Identify a team leader to coordinate review							
	B	Expand administrative permitting							
Policy: Promote public participation in design review process.	A	Revise procedure to allow more time for public comment on LPC reviewed projects							
	B	Revise procedure to allow more time for public comment on LPC reviewed projects							
Goal: Galveston's Historic Resources are Properly Designated to Ensure Their Continued Protection.									
Policy: Refine landmark designation requirements.	A	Revise owner consent requirements.							
	B	Revise owner consent requirements.							

Action		Related Category	2012	2013	2014	2015	2016	2017+
Policy: Explore designation and expansion of historic and conservation districts.	A Review potential for new local districts.							
	B Review potential for expanding East End and Strand Districts							
	C Review potential for new NCDs							
Goal: The Valued Character of Traditional Areas of the Community is Maintained.								
Policy: Provide neighborhood amenities and increase beautification efforts.	A Make targeted investments in infrastructure							
	A Update zoning standards for preservation.							
Policy: Coordinate with land development regulations.	B Provide zoning that supports compatible development.							
	A Update and strengthen the Historic Preservation ordinance.							
Policy: Update tools and processes for historic resource management	A Update NCD enabling ordinance to clarify purpose and use							
	B Support neighborhood-initiated designations							
Policy: Maintain Neighborhood Conservation Districts as a tool for protection of neighborhood character.								

Action	Related Category	2012	2013	2014	2015	2016	2017+
Goal: The City's inspection and enforcement programs promote preservation.							
Policy: Support code enforcement	A	Maintain at least one compliance officer.					
	B	Adjust fines to promote increased compliance with preservation standards.					
	C	Encourage officers to attend neighborhood meetings.					
	D	Address enforcement of signs and outdoor seating in historic districts.					
Policy: Ensure that contractors are trained and accountable	A	Create a certification program.					
	A	Inspect construction sites.					
Goal: Historic resources are protected from demolition							
Policy: Expand tools for demolition	A	Clearly define the purpose of demolition-related tools.					
	B	Update tools for demolition review.					
Policy: Address demolition by neglect	A	Strengthen demolition by neglect provisions.					
	B	Establish a clear process for identifying violations.					

		Action	Related Category	2012	2013	2014	2015	2016	2017+
INCENTIVES AND BENEFITS COMPONENT									
GOAL: A coordinated system of incentives and benefits stimulates preservation and conservation									
Policy: Provide direct financial incentives	A	Create a revolving fund							
	B	Consider direct financial assistance.							
Policy: Provide local tax incentives	A	Promote the existing property tax exemption.							
	B	Complete additional local property tax exemption programs for rehab & improvements.							
	C	Complete tax exemption program to promote local designation of historic resources and districts.							
Policy: Provide regulatory incentives.	A	Expand the range of permitted uses							
	B	Provide regulatory flexibility in NCDS							
Policy: Provide technical assistance	A	Create a technical assistance program.							
	A	Direct recovery funds to preservation projects.							
Policy: Provide incentives for special issues	B	Address absentee landlord issues							

Action		Related Category	2012	2013	2014	2015	2016	2017+
EDUCATION AND ADVOCACY COMPONENT								
Goal: Practical education and training programs support historic preservation.								
Policy: Increase public awareness of benefits and responsibilities associated with historic preservation.	A	Develop a public communication and education strategy for historic preservation.						
	B	Increase preservation advocacy role of the Landmark Preservation Commission			→			
	C	Create a Preservation Page on the City's web site.						
	D	Develop student training programs.						
	E	Promote preservation as an economic development strategy			→			
	F	Provide welcome packets						→
Policy: Promote public awareness	A	Publish an inventory of historic resources.						
	A	Provide commissioner training.			→			
Policy: Maintain a training program for staff and commissioners.	B	Provide staff training.			→			
	Goal: Galveston is an increasingly popular destination for heritage tourism.							
Policy: Promote Galveston as a destination for visitors interested in historic attractions.	A	Coordinate marketing efforts with other Texas heritage destinations.						→
	B	Create self-guided historic tours.						
	C	Establish a tour guide certification program.						
	D	Stage special heritage events.						→
	E	Link the port with historic resources.						

Action	Related Category	2012	2013	2014	2015	2016	2017+
Goal: City's preservation partners collaborate to accomplish preservation objectives.							
Policy: Continue partnership with local preservation advocates							
A	Continue to support and collaborate with GHF		→				
	Continue city partnership with GAIN						
Policy: Strengthen neighborhood association partnerships							
A	Coordinate with GISD						
B	Coordinate with GCHC						
C	Support the Partnership's Downtown development plan		→				
D	Work with UTMB to coordinate expansion with impacts on Historic Resources		→				
Policy: Continue to partner with other agencies and organizations							



The 1904 Sacred Heart Church at 14th and Broadway